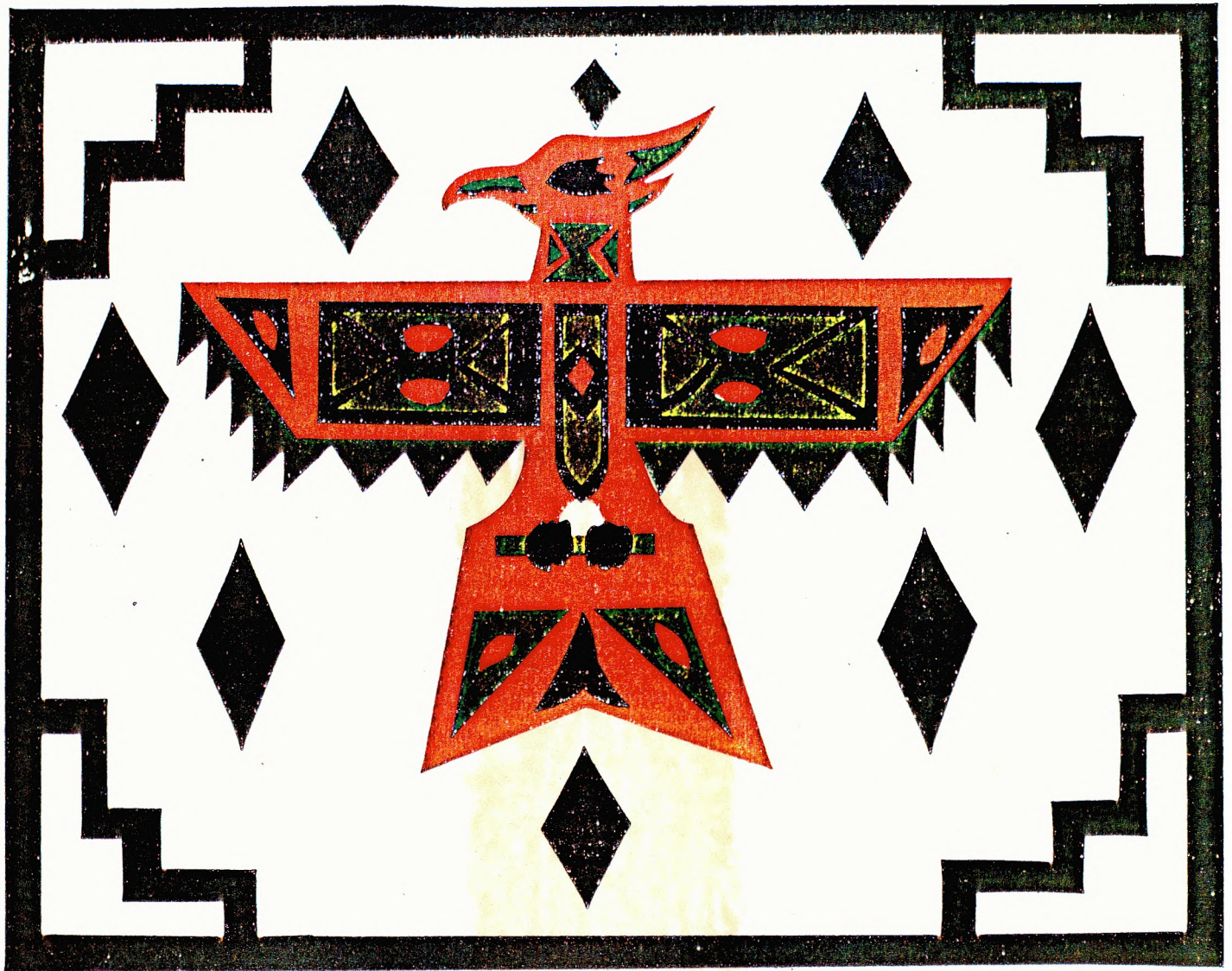


# ONTARIO REGION



E78.05  
C335  
1981

## REPORT TO THE EXECUTIVE PLANNING COMMITTEE

January 1981

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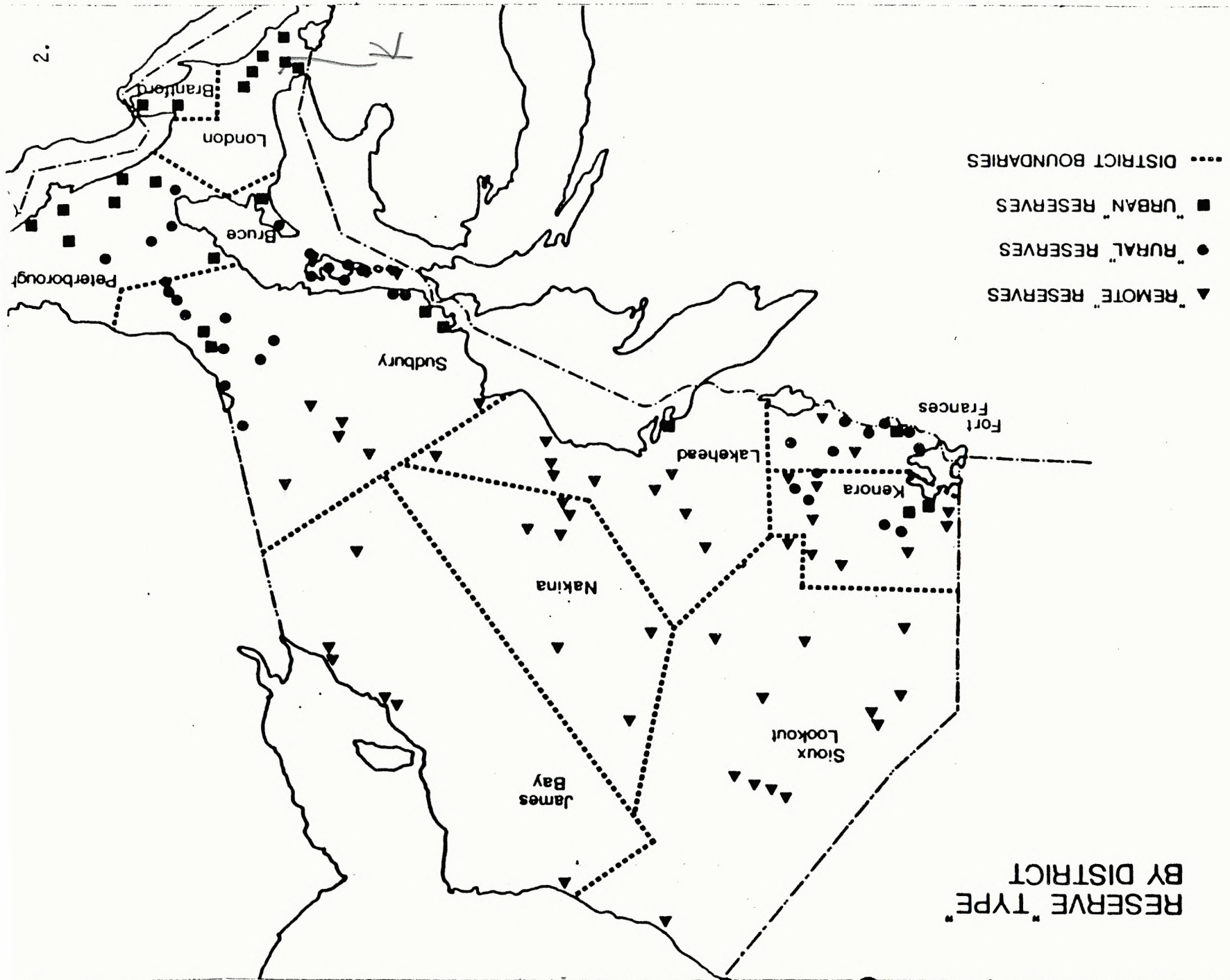
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GENERAL INFORMATIONONTARIO REGION

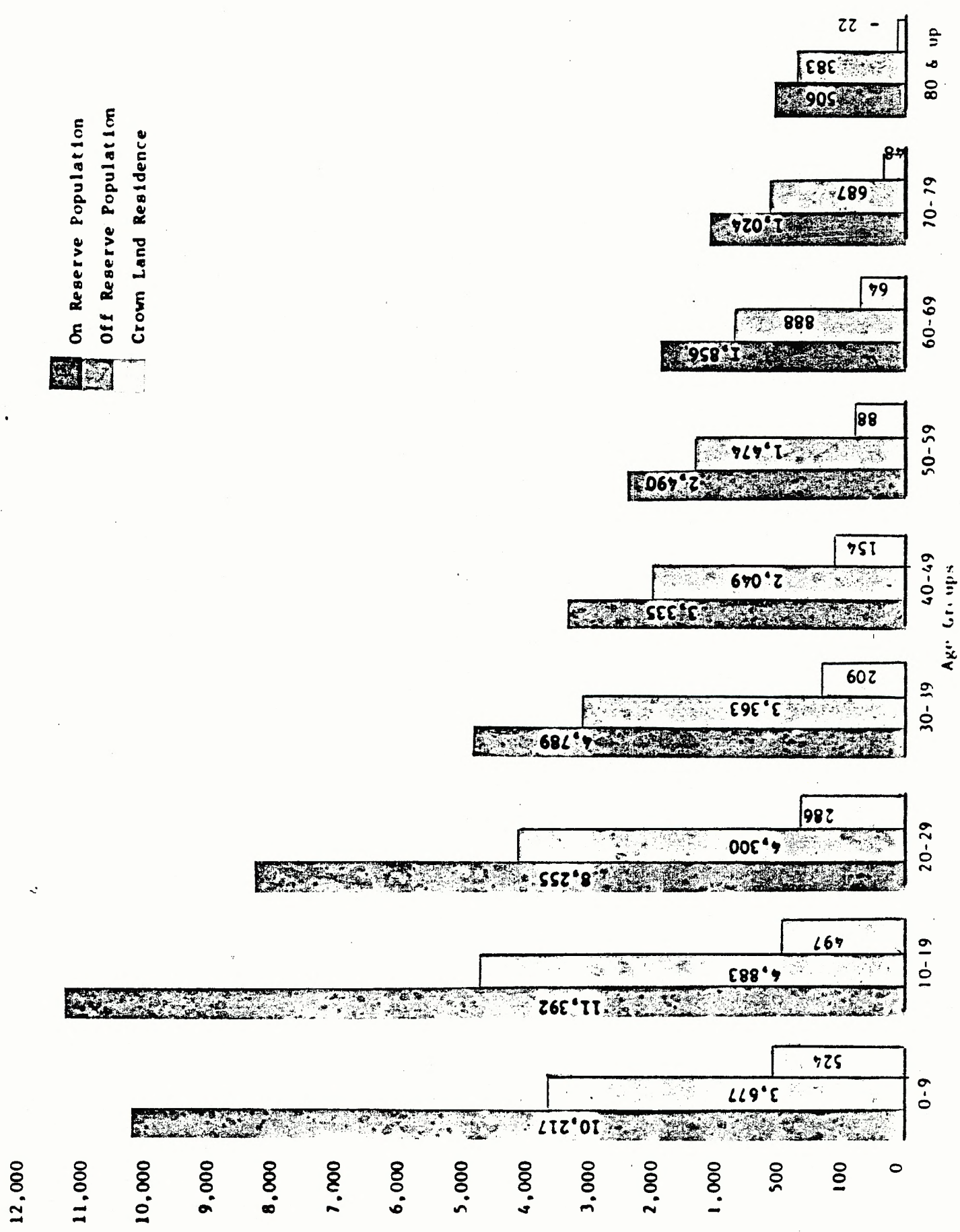
	<u>TOTAL</u>
INDIAN BANDS	115
ACREAGE - RESERVE LAND	1,650,000
INDIAN RESERVES	185
INDIAN SETTLEMENTS	6
STATUS INDIANS	67,460
-----	
PERCENTAGE OF INDIAN POPULATION OF CANADA	22%
PERCENTAGE OF ONTARIO POPULATION	.79%
PERCENTAGE ON RESERVE AND CROWN LAND	68%
PERCENTAGE OFF RESERVE	32%
PERCENTAGE UNDER AGE 30	66%
PERCENTAGE LIVING NORTH OF 48	55%
PERCENTAGE LIVING IN SOUTH	45%

\*Statistics as at December 31, 1978



ONTARIO REGION STATUS POPULATION

On Reserve Population  
 Off Reserve Population  
 Crown Land Residence



# INDIAN POPULATIONS

Actual to 1978 & projected to 1986

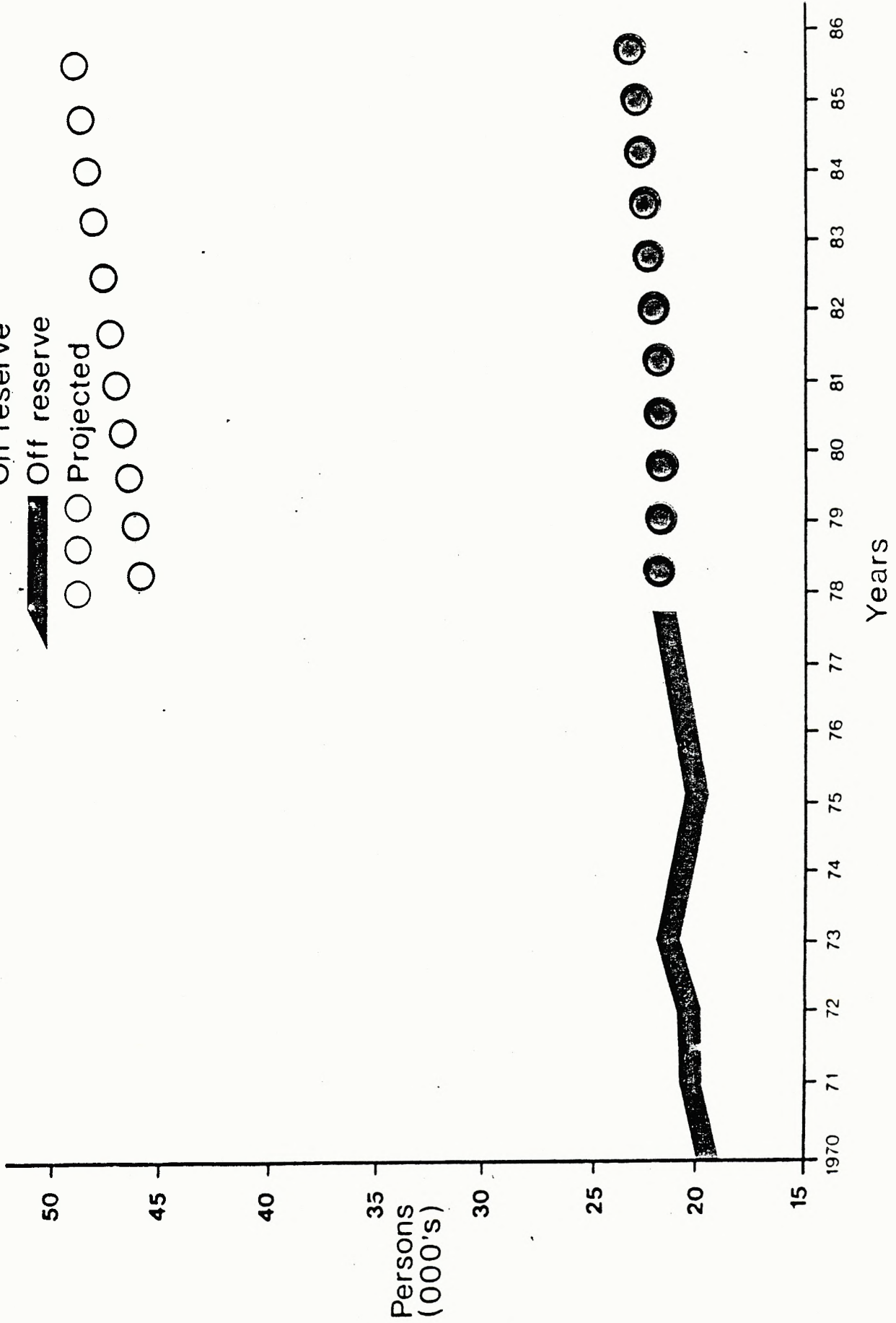
On reserve

Off reserve

Projected





Projected

Projected





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

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

ECONOMIC OUTLOOKONTARIO SITUATION

Due to its central location and its concentration of population, markets, manufacturing activity and substantial natural resources, Ontario has traditionally been a major strength of the Canadian economy. However, Ontario's share of the G.N.P. has dropped from 41.6% in 1974 to the present 40.3%. The outlook for the Province over the next two years is for:

SLOWER GROWTH  
CONTINUING HIGH UNEMPLOYMENT  
INFLATION  
LABOUR DIFFICULTIES  
AND SLOW CONSUMER DEMAND.

SECTORIAL HIGHLIGHTS

Continued strength in the manufacturing industry is forecasted. Tourism will increase because of the devaluation of the Canadian dollar. Agriculture can look to moderate growth while forestry activity will increase due to government assistance programs and higher demands from the United States. Transportation, communications, finance, insurance and personal services industry sectors are potential areas of growth, although there is evidence of a westward movement of some business head office activity.

### AREA HIGHLIGHTS

Northern Ontario, which depends largely on resource development can look forward to strong performance in the forestry activity and to a decrease in mining activity due to decline in market conditions and a poor investment climate.

Eastern Ontario, is characterized by slower growth and a lagging economy. The region has been mainly dependent on employment in the public sector and in labour-intensive problem industries such as textiles. (The latter industry has been faced with increasing competition from Third World Countries.) It is largely a region of small towns, based on small-scale manufacturing, agriculture, forestry and tourism.

Southern Ontario's strength is due to industrial agglomeration and the significant size of service sector employment. There are noted areas of slower economic growth, such as Peterborough and the Southern North Bay area. Recent layoffs in the automobile sector have further clouded the economic strength of Southern Ontario.

### ECONOMIC OVERVIEW-MEDIUM TERM OUTLOOK (5-8 YEARS)

The outlook for the Ontario economy over the next five to eight years is mixed, but in general the province will have to maximize its opportunities to achieve meaningful economic growth in the 1980's. Transportation equipment, non-metallic mineral, chemical, rubber and petroleum products and construction manufacturing together with communications and utilities industries are expected to lead the way.

The rate of annual growth in the labour force is expected to decline with continuing high unemployment being forecast. High unemployment will be particularly prevalent in the narrow strip from Owen Sound through Barrie-Orilla to Peterborough. The outlook for Northern Ontario is one of varied labour demand with possible significant migration into the area. Inflation is expected to range between 10 and 12 percent. Ontario's economic performance will be very much a function of its manufacturing industry.

#### BASIC GENERAL ECONOMIC DEVELOPMENT ISSUES IN ONTARIO

Issues which are likely to impede economic growth or restrict economic activities over the medium term include:

##### ISSUES LIKELY TO IMPEDE ECONOMIC GROWTH

- AVAILABILITY OF ADEQUATE SKILLED LABOUR
- INCREASING ENERGY COST
- AVAILABILITY OF SUFFICIENT INVESTMENT CAPITAL FOR THE MANUFACTURING INDUSTRY.
- POOR INTERNATIONAL BUSINESS ENVIRONMENT
- INSUFFICIENT MANAGEMENT AND MARKETING SKILLS
- INSUFFICIENT INDUSTRIAL RESEARCH AND DEVELOPMENT ACTIVITIES
- WESTWARD SHIFT OF ECONOMIC ACTIVITY
- LIMITED TAX BASE
- INTERNATIONAL COMPETITION
- CHANGES IN THE TARIFF STRUCTURES AND INCREASED PRODUCTION COST

ONTARIO INDIAN SITUATIONPRESENT

The Ontario Region has a Status Indian population of approximately 68,000 and is expected to increase to 77,000 by 1986. More than half of the Indian population live in Northern Ontario; about one quarter live in remote communities with no road access. In all Ontario has about 22% of Canada's total Indian population.

Living conditions in most Indian communities are poor; economic activity and available employment opportunities are generally very limited. At present, about 40% of the total on reserve population, receives various forms of social assistance, despite indications that the majority of recipient family heads are considered employable but simply lack job opportunities. It is estimated that one in every four Indian families lack liveable housing. Unemployment rates, based on the lack of income opportunities, range generally between 75% and 90% in most Northern communities. Conditions are usually better in communities adjacent to urban centres but can be viewed as progressively worse in the rural, isolated and remote settlements.

THREE FACTORS HIGHLIGHT THE SCOPE OF INDIAN ECONOMIC DEVELOPMENT PROBLEMS IN ONTARIO.

FIRST, FEWER THAN 20% OF THE PROVINCE'S INDIAN PEOPLE LIVE IN URBAN CENTRES WITH REGULAR ACCESS TO CONVENTIONAL PROGRAMS.

SECOND, STUDENT ACHIEVEMENT LEVELS LAGS FAR BEHIND PROVINCIAL CRITERIA; INDIAN SCHOOL RETENTION TO GRADE 12 IS CURRENTLY AT HALF THE PROVINCIAL RATE; THERE IS MINIMAL OPPORTUNITY IN MOST COMMUNITIES FOR JOB-SPECIFIC SKILLS OR MANAGEMENT TRAINING.

THIRD, DESPITE DECLINING BIRTHRATES IN RECENT YEARS, THE INDIAN POPULATION IS CURRENTLY GROWING AT 50% MORE THAN THE TOTAL PROVINCIAL POPULATION.

#### FUTURE

This demographic trend is particularly significant since the Indian working age population will increase by a further 27% by 1986, exacerbating already serious unemployment and social problems. Despite a forecast increase in Indian business from 600 today to 1,100 by 1986, the number of jobs will only increase from 2,500 to 4,000 by 1986. This suggests a move toward the establishment of smaller businesses involving fewer individuals and/or single entrepreneurs.

### ISSUES

For Ontario's large Status Indian population, the key issues are self-government and access to natural resources. Many Indian communities are either geographically or culturally isolated from economic development activity. Many communities, particularly in the north, pursue traditional lifestyles based on hunting, trapping and fishing. Few Reserves have the potential economic base to support the present population.

For many Indian leaders, present concerns include the often incompatible goals of economic self-sufficiency and the preservation of cultural identity. Current attitudes towards resource development and management are slowly changing, with less emphasis on resistance and more interest in participation and possible control.

Closer working relationship with Provincial and Federal educational institutions are required to ensure that Indian people receive the necessary skills and management training to enable them to manage their own resources. School curriculum must reflect career development courses, specifically designed for Indians.

Special Social Programs are required to assist individuals who choose to relocate to find employment outside the Reserve environment.

Comprehensive community planning must be completed by all Ontario Bands to ensure that all community needs are properly addressed.

GOVERNMENT ROLES

PRESENT AND FUTURE

Until recently, in Ontario, none of the Provincial or other Federal departments recognized any particular responsibility for status Indian people; this was generally perceived as the role of DIAND. At the same time, DIAND lacked the capability to adequately assist Indians to participate in and optimize potential development opportunities. Some of the latest developments are:

- A) DREE'S NORTHERN RURAL DEVELOPMENT SUB-AGREEMENT WHICH CONTAINS AN INDIAN COMPONENT.
- B) DREE AND THE PROVINCE ARE CURRENTLY DISCUSSING GENERAL TERMS FOR A "SPECIAL ARDA" PROGRAM DESIGNED PRIMARILY FOR NATIVE PEOPLE.
- C) ESTABLISH BETTER RELATIONSHIP WITH DREE THROUGH DREE/DIAND LIASION OFFICER.
- D) CONTINUATION OF FEDERAL-PROVINCIAL NATURAL RESOURCES DEVELOPMENT AGREEMENT.
- E) ESTABLISHMENT OF DIAND'S PROGRAM DEVELOPMENT UNIT TO LOOK INTO THE SETTING UP OF SECTORIAL PROGRAMS IN THE NATURAL RESOURCES AREA.



- F) CONTINUED EFFORTS TO COMPLEMENT THE ACTIVITIES OF DIAND, AND CEIC AND OTHER FEDERAL PROGRAMS INVOLVING INDIANS.
- G) CONTINUED CONSULTATION WITH NATIVE PEOPLE IN THE DEVELOPMENT PROCESS TO ENHANCE PROGRAM CONSISTENCY WITH NATIVE NEEDS AND ASPIRATIONS.

### ISSUES

Most of the off-Reserve resources are located on provincial Crown Land and therefore are under the administrative control of the Ontario Ministry of Natural Resources. The Ministry generally recognizes no distinction between Indians and non-Indians in the allocation of these resources, although some exceptions apply in areas such as wild rice where at present time Indian people possess the majority of the harvesting rights.

Although certain types of resources are in short supply in specific areas, in general the problem is not so much that of obtaining resources as it is to determine means to economically harvest the resource.

### SUMMARY OF THE ECONOMIC SITUATION FOR ONTARIO

An overriding factor will be the general political and economic climate which has such a major influence on investment decisions. A stable currency is also seen as being essential for increased private sector investment. Ontario's economy remains the heart

of Canada's industrial strength and its revitalization is essential to the country's well being. One factor is the imbalance of resource wealth in Canada, resulting in a "resource rich west" and a "consuming east". For the first time, the economic dominance of Ontario is being challenged and, in terms of equalization, is rapidly moving from a "have" to a "have not" Province.

Regional development policies will have to change to meet changing needs, and be based on the exploitation of each regions' comparative advantages. Emphasis in regional development may have to move from the traditional areas of Ontario and indeed a greater emphasis on government programming in Southern Ontario may become essential.

Without such adjustments, Ontario's traditionally perceived strong, central role in the Canadian economy cannot be taken for granted in the future.

#### CONCLUSION

If depressed economic conditions continue to persist in the 1980's it is predicted that the on-Reserve population will continue to increase which will, in turn, create serious pressures on:

- housing
- employment
- social assistance programs

Due to Ontario's geographic size and diversity, the social circumstances and economic opportunities of its Bands vary significantly. Northern Ontario offers opportunities in the resource development activity for some communities, while others are involved in traditional pursuits and short term job creation programs. Unemployment amongst Northern communities can be as high as 90%.

Southern Ontario Reserves are much different than Northern Reserves in that they tend to have long historical contact with the non-Indian community, and consequently have been able to participate more effectively in economic opportunities both on and off Reserve.

## NEEDS AND ASPIRATIONS

### INTRODUCTION

The needs and aspirations of the Indian people of Ontario have been clearly identified by the Ontario Regional Liaison Council document referred to as the Directional Plan for the Ontario Region (1977). As noted in the Introduction of the Directional Plan:-

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

### ASPIRATIONS

The Indian people aspire to a future of dignity founded in cultural pride, economic self-sufficiency and social responsibility. In attempting to reach their ultimate goals, particular emphasis will be: to insist that their special status guaranteed under the Indian Act and various Treaties is fully recognized; to determine their own pace of development to ensure that current and future physical, social and economic needs are met; to allow for the preservation of their culture through appropriate educational programs as well as developing skills and knowledge useful for living and

working in the larger society; and finally, to negotiate successfully with the different levels of governments to resolve outstanding land issues.

## SPECIFIC NEEDS

### HOUSING AND COMMUNITY INFRASTRUCTURE

#### Introduction

Adequate housing and community infrastructure facilities are currently lacking in many Indian communities. Homes are sub-standard due to shortage in Capital funding. Several communities are also lacking proper water and sanitation facilities which creates potential health hazards. At the present, approximately 40% of the population is served with water and sanitation facilities. An acute housing shortage is projected for the 1980's. Shortage of funds will also impede the construction of water and sanitation facilities. Capital expenditures for water and sanitation would have to be doubled to meet the needs of the reserve population.

#### Housing

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.

### Infrastructure

As indicated above, approximately 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.

### EDUCATION

Although the retention rate of students to Grade 12 has improved greatly over the past 15 years, the rate remains below the provincial average. Increased efforts must be made to improve the quality of counselling services, parental involvement, Indian participation in provincial systems, the elementary school foundation and the interest, understanding and efforts of provincial secondary school teachers and principals.

### ECONOMIC AND EMPLOYMENT DEVELOPMENT

The Ontario Indian Economic overview indicates that:

- Economic and employment opportunities are generally limited for Indian communities.
- Unemployment rates for Northern communities range generally between 75% and 90%.

- The working age population will increase by a further 27% by 1986, from 40,579 to 51,535.
- There is a need for better co-ordination between Federal and Provincial Economic and Employment Development Programs to assist Indians.

#### COMMUNITY BASED PLANNING

Comprehensive community planning and evaluative capacity at the Band level must be encouraged and supported to ensure that Bands needs and aspirations are properly identified.

#### SELF-GOVERNMENT

Administrative and technical leadership and organizational capacity must be developed at the Band and Tribal Council levels in preparation for the assumption of DIAND's program responsibilities.

#### CONSULTATION PROCESS IN ONTARIO

There are four Indian Associations in Ontario which provide basic services to their member Bands as well as representing and protecting their social and economic rights.

The Chiefs of Ontario office facilitates consultation, discussion, planning and implementation of matters affecting Indian people of Ontario.



<u>ASSOCIATION</u>	<u>BANDS</u> (Pop)	<u>AREA</u>	<u>SERVICES</u>
Association of Iroquois & Allied Indians	6 Bands ( 5,439)	Southern Ont. Sault Ste. Marie & Georgian Bay area	Housing, education treaty research
Grand Council Treaty #9	42 Bands (15,674)	Manitoba to Quebec borders within Hudson's and James Bay watersheds	Econ. Development, treaty research education, medical services, sports alcohol & drug abuse, leadership training
Grand Council Treaty #3	25 Bands ( 7,627)	Northwestern Ont. South of Red Lake	Econ. Development treaty research, housing, recreation health, hockey school, recreation centre
Union of Ontario Indians	45 Bands (23,975)	Southwestern & Southeastern Ont. Bands north of Superior and along Georgian Bay	Treaty research, education, recreation, housing, law library
Chiefs of Ontario			

#### ONTARIO REGIONAL LIAISON COUNCIL

The Ontario Regional Liaison Council was initiated in Ontario in 1976 to act as an advisory body to the Ontario Region. Band level input is through membership on District Liaison Councils that constitute the O.R.L.C. Membership is region wide.

THE MANDATE OF THE ORLC IS TO:

- act as an advisory body to the Minister of the Department of Indian and Northern Development through the Ontario Regional Director and his Management Committee, on all matters that have a direct bearing on the Indians of Ontario.
- through the District Liaison Councils act as a consultative unit and shall ensure that local Band views are sought, represented and properly addressed without usurping the primacy of the Band.
- ensure that joint management is effected between DIAND and Indian representation in all policy development, action plans, goals and objective setting with the attendant components of priority identification, implementation, monitoring and evaluation.
- ensure the design of methods and mechanisms wherein authority, responsibility and accountability are transferred to Indian Control as determined by the Indian people.
- ensure that Indian self-determination is pursued as ultimate goal in government policy, directions and operations.

DISTRICT LIAISON COUNCILS

The concept of District Liaison Councils was introduced in 1976 to coincide with the ORLC. The District Liaison Council provides a consultative mechanism between District Managers and the Bands to discuss local issues.

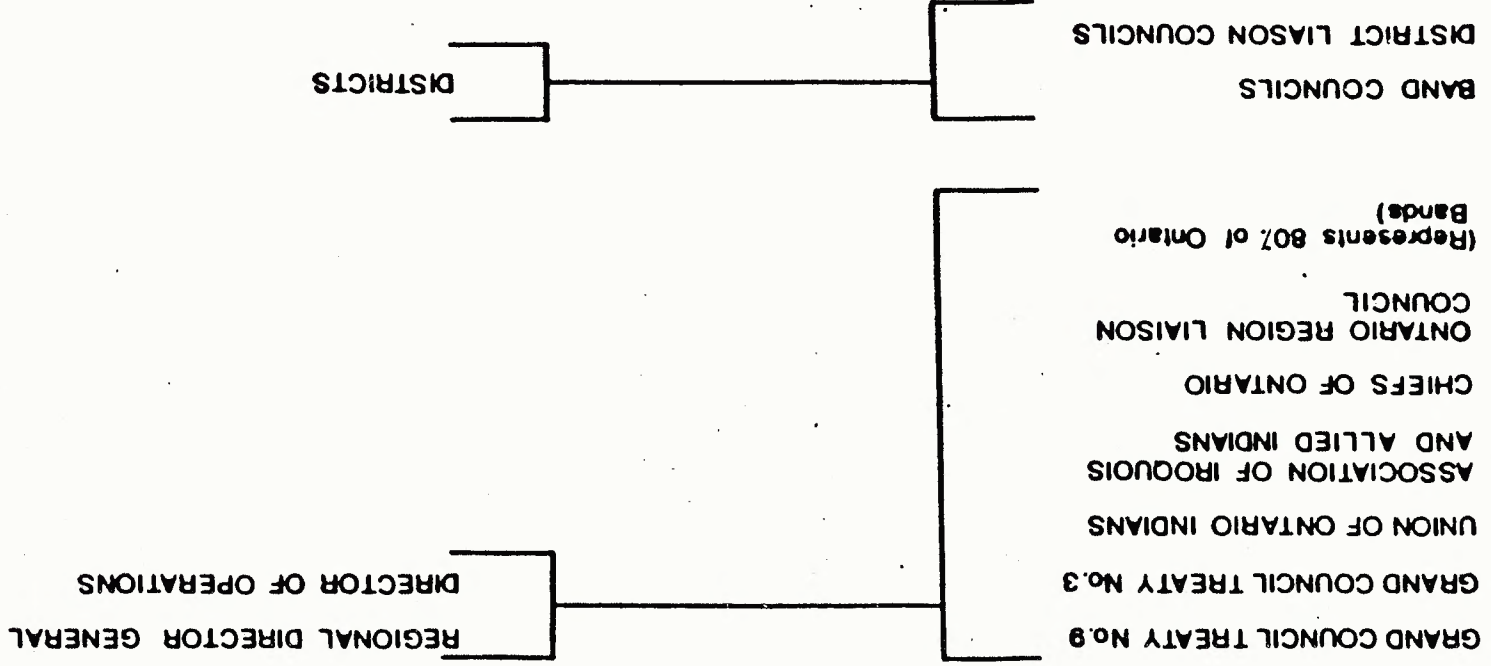
BAND COUNCILS

Consultation is also being carried out on a continual basis through District Offices and individual Band Councils to discuss community issues.

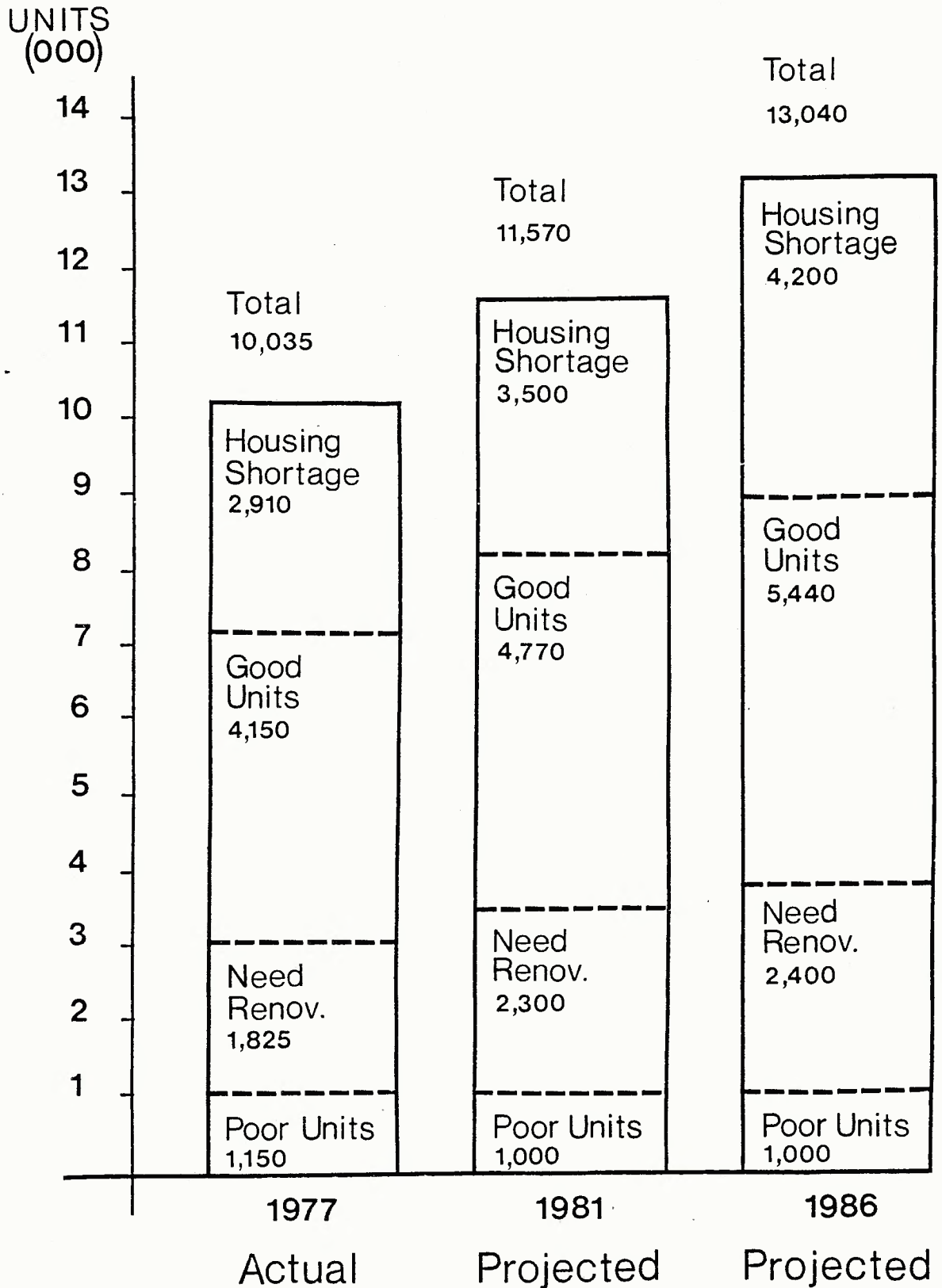
CONSULTATION PROCESS - ONTARIO REGION

INDIAN

D.I.A.



# HOUSING — ONTARIO REGION



HOUSING

---

ONTARIO REGION

---

HOUSING PROJECTIONS

JANUARY 21, 1980

HOUSING PROJECTIONS  
JANUARY 21, 1980

EXPECTATIONS:

BASED ON 1977 HOUSING SURVEY  
EXCLUDES BRANTFORD DISTRICT

ASSUMPTIONS:

- 1) FAMILY FORMATIONS INCREASE BY 3% ANNUALLY.
- 2) CONSTRUCT 450 UNITS ANNUALLY.
- 3) RENOVATE 200 FAIR UNITS ANNUALLY WHICH WOULD BRING THEM TO GOOD CONDITIONS.

CONCLUSION:

TO MEET THE HOUSING SHORTAGE BY DECEMBER 31, 1986 WOULD REQUIRE:

1,917 NEW ADDITIONAL UNITS FOR NEW FAMILY UNITS  
1,158 NEW ADDITIONAL UNITS TO REPLACE POOR HOUSES  
3,075 NEW ADDITIONAL UNITS  
25 ADDITIONAL RENOVATIONS

AN ADDITIONAL 439 NEW UNITS WOULD HAVE TO BE CONSTRUCTED EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 97% OVER OUR PRESENT 450 UNITS.

- 2 -

ESTIMATED ACTUAL SITUATION:

BASED ON 1977 HOUSING SURVEY.

ASSUMPTIONS:

- 1) FAMILY FORMATIONS INCREASE BY 3% ANNUALLY.
- 2) CONSTRUCT 450 NEW UNITS ANNUALLY.
- 3) RENOVATE 200 FAIR UNITS ANNUALLY WHICH WOULD BRING THEM TO GOOD CONDITION.
- 4) 50 HOUSES DESTROYED BY FIRE ANNUALLY
  - 25 GOOD
  - 15 FAIR
  - 10 POOR
- 5) 10% OF THE GOOD HOUSES DETERIORATE TO FAIR CONDITION ANNUALLY.
- 6) 10% OF THE FAIR HOUSES DETERIORATE TO POOR CONDITION ANNUALLY.
- 7) 20% OF THE POOR HOUSES ARE WRITTEN OFF ANNUALLY.

CONCLUSION:

WE ESTIMATE THAT TO MEET THE HOUSING SHORTAGE BY DECEMBER 31, 1986, WOULD REQUIRE:

4,226 NEW ADDITIONAL UNITS FOR NEW FAMILY UNITS.  
1,030 NEW ADDITIONAL UNITS TO REPLACE POOR HOUSES  
 5,256 NEW ADDITIONAL UNITS  
 2,408 ADDITIONAL RENOVATIONS

AN ADDITIONAL 751 NEW UNITS WOULD HAVE TO BE CONSTRUCTED EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 164% OVER OUR PRESENT 450 UNITS.

AN ADDITIONAL 344 RENOVATIONS WOULD HAVE TO BE CARRIED OUT EACH OF THE SEVEN REMAINING YEARS. AN INCREASE OF 172% OVER OUR PRESENT 200 UNITS.

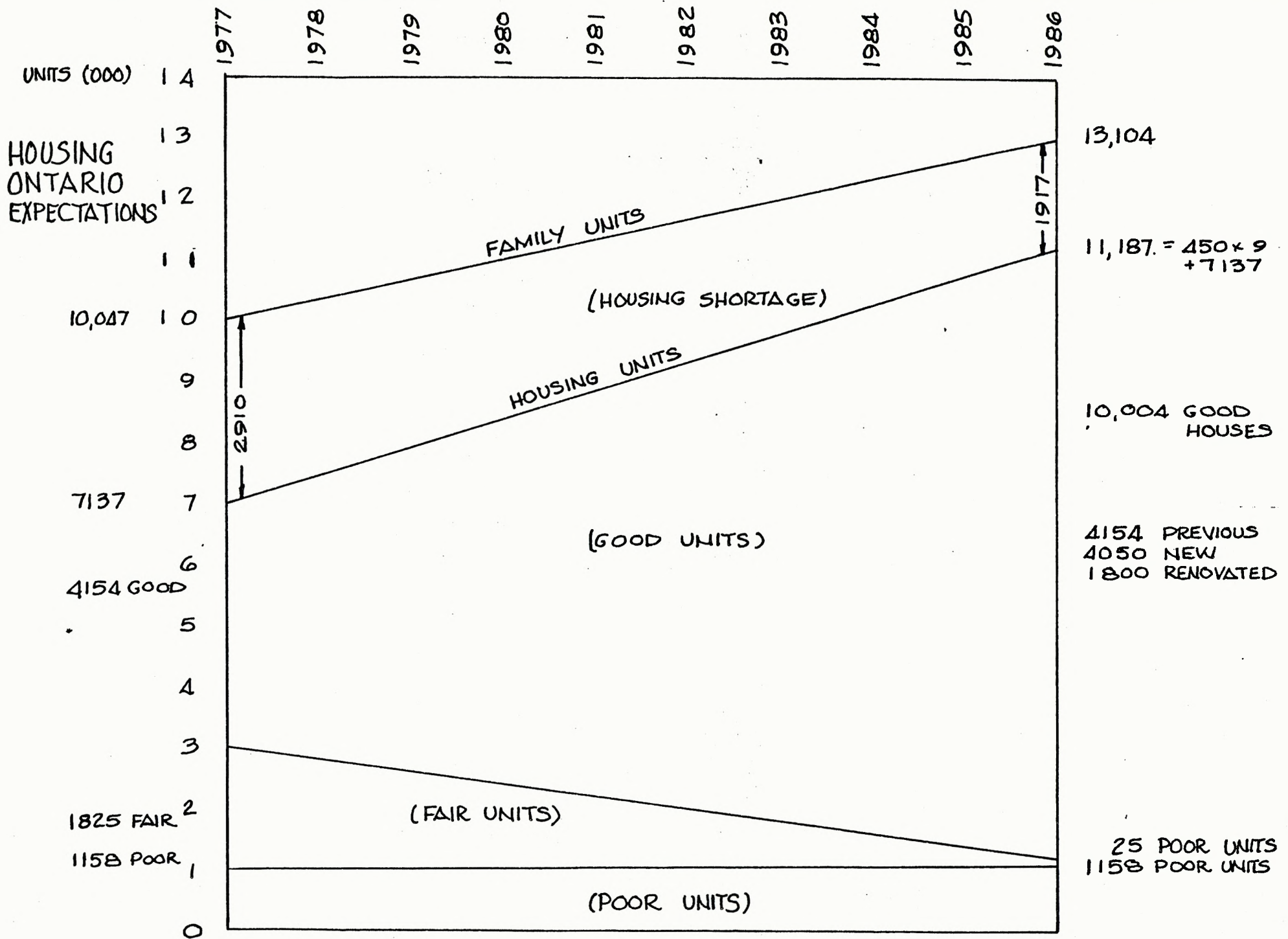


- 3 -

AN ESTIMATE OF WHAT WILL ACTUALLY HAPPEN AFTER 9 YEARS  
OR DECEMBER 31, 1986

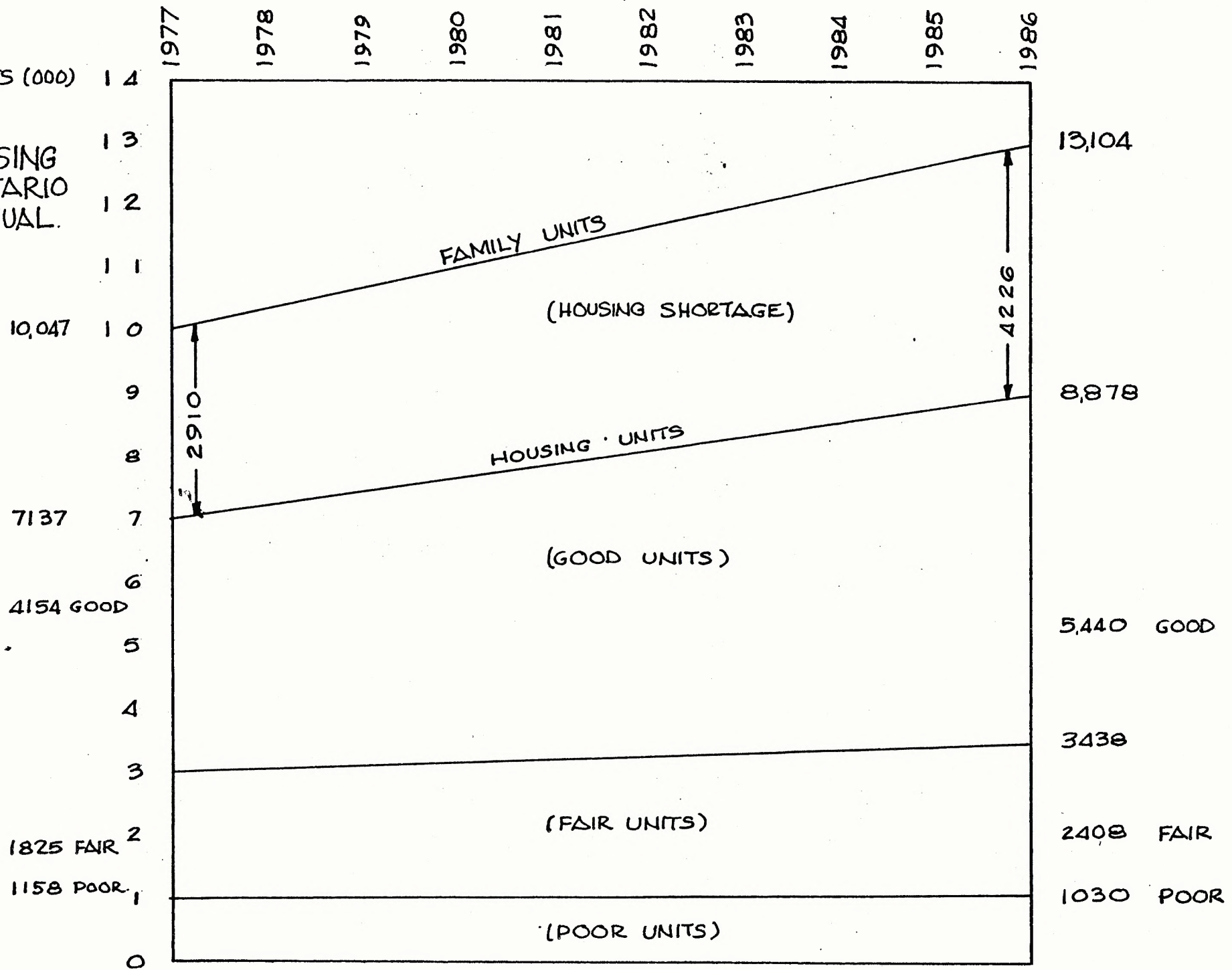
- 1) 4,050 NEW HOUSES WILL HAVE BEEN CONSTRUCTED.
- 2) 1,800 FAIR HOUSES WILL HAVE BEEN RENOVATED.
- 3) 450 HOUSES WILL HAVE BEEN DESTROYED BY FIRE.
- 4) 4,339 HOUSES WILL HAVE DETERIORATED FROM GOOD TO FAIR.
- 5) 1,821 HOUSES WILL HAVE DETERIORATED FROM FAIR TO POOR.
- 6) 1,859 HOUSES WILL HAVE BEEN WRITTEN OFF.
- 7) THERE WILL BE AN ADDITIONAL 1,741 HOUSING UNITS.
- 8) THERE WILL BE AN ADDITIONAL 3,057 FAMILY UNITS.
- 9) THE HOUSING SHORTAGE WILL HAVE INCREASED BY 1,316 UNITS.  
FROM 2,910 TO 4,226 UNITS.

	1977 ACTUAL	1986 EXPECTATIONS	1986 ESTIMATED ACTUAL
PERCENTAGE OF FAMILY UNITS WITH NO HOUSING	29	14	32
PERCENTAGE OF FAMILY UNITS IN GOOD HOUSING	41	76	42*
PERCENTAGE OF FAMILY UNITS IN FAIR HOUSING	18	0	18
PERCENTAGE OF FAMILY UNITS IN POOR HOUSING	12	9	8
TOTAL	100	100	100



HOUSING ONTARIO ACTUAL.

UNITS (000)



FEDERAL-PROVINCIAL-INDIAN RELATIONS/CO-ORDINATIONESTABLISHMENT OF THE ONTARIO TRIPARTITE PROCESS

The Ontario Tripartite Process is unique to federal-provincial-Indian relations in Canada. It was established in March 1978 through the ongoing efforts of the Department's regional office and on recommendation of the Provincial Royal Commission on the Northern Environment. The process is a highly formalized structure functioning under the umbrella of a facilitating body, the Indian Commission of Ontario. The ICO's authority is derived from Orders-in Council passed concurrently by Canada and Ontario. In the Regional Office tripartite services are co-ordinated by the Inter-Governmental Affairs unit which reports to the Regional Director General.

ROLE AND COMPOSITION

Essentially the process was established to allow the Federal and Provincial Governments to attempt to resolve overlaps in jurisdiction in four major areas:

## WORKING GROUPS LOOKING AT AREAS OF JURISDICTIONAL OVERLAP

LANDS AND RESOURCES

HUNTING AND FISHING

WILD RICE

SERVICES TO STATUS INDIANS

With full Indian involvement, the tripartite process is an important and fundamental step and a key element of the

Department's stated aim of devolution of responsibility to the Indian people for their own affairs, and the eventual creation of local Indian self-government.

The I.C.O. acts as the secretariat, arranging and chairing meetings, ensuring ongoing communication between the parties, and mediating, if necessary. The highest level of the structure is the Tripartite Council, made up of the Department's Minister, the Provincial Secretary for resource development and Minister responsible for Native affairs and the heads of the four status Indian Associations.

Answerable to the Council is the Tripartite Steering Committee, composed of the Department's Deputy Minister, the Deputy Provincial Secretary for resource development, and the heads of the four associations. The Committee directs the efforts of the four working groups as well as other tripartite activities such as policing and Shoal Lake Development. Outside this formal three-tiered structure, but still part of the tripartite effort, is an experimental claims resolution process and the Grassy Narrows-Whitedog Meditation Process. The I.C.O. is involved in both.

The working groups are the basis of the attempt to clarify and define the areas of jurisdictional responsibility. This is an important feature of tripartite because in an area such as

services to status Indians, for example, the legal framework is at best tenuous and the Governments operate in this sphere as a matter of policy. Both governments claim this is a prime area of responsibility of the other, the results being that the Indian people fall into jurisdiction "cracks" and receive inferior service. The process attempts to increase efficiency, maximize benefits to the Indian people and increase access to the resources.

### RESULTS

In its two and a half years of operation, the process has yielded specific and - in historical Indian-government terms - substantial results, especially in the areas of services, policing and the increased recognition of both governments of bona fide Indian concerns, needs and aspirations.

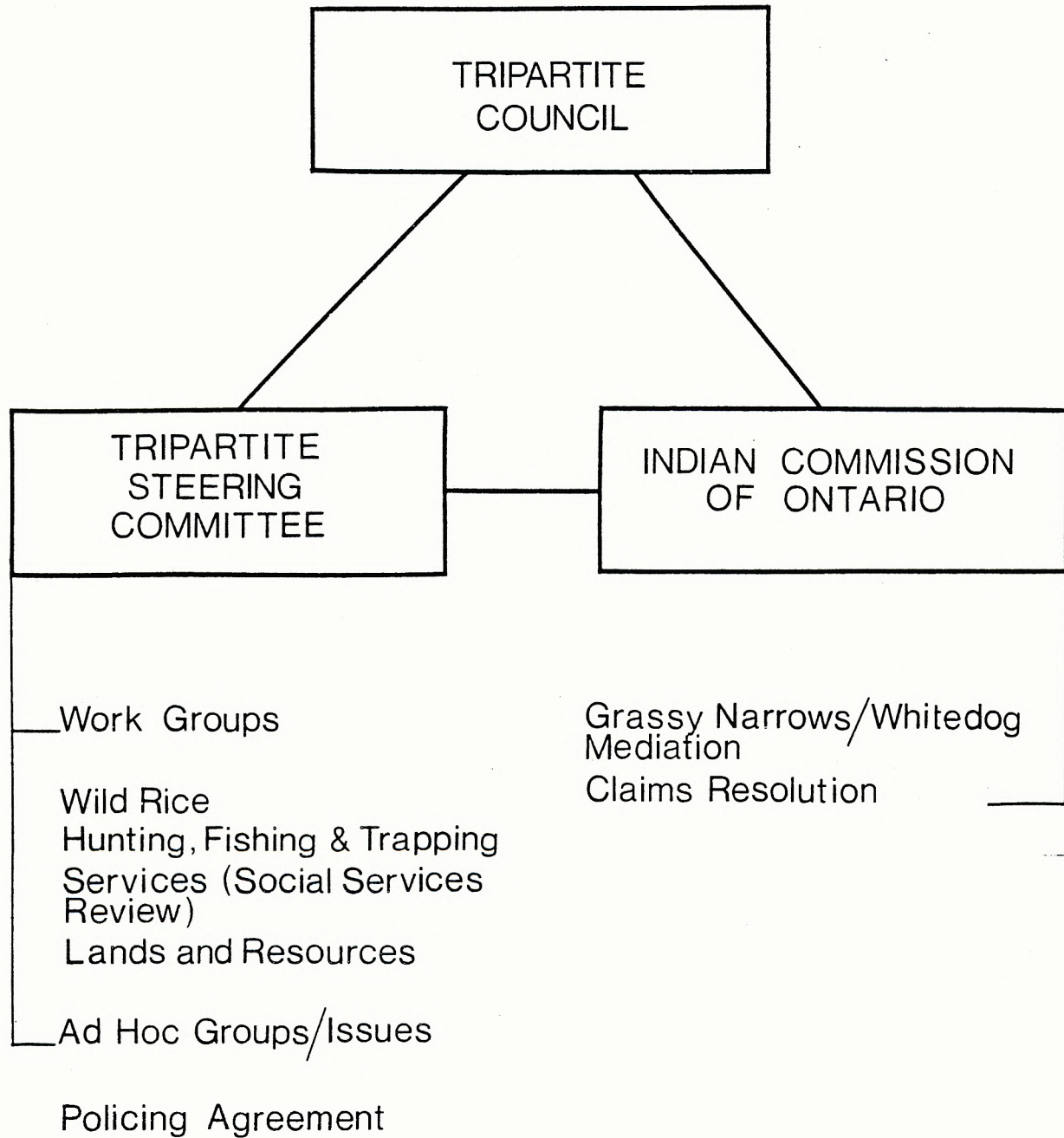
A major activity has been the Social Services Review, a three-phase sub-component of the services to status Indians working group. In the first two phases, the group identified the problem areas, collected a data base and made recommendations on alternatives to the present system. Discussion and implementation of one or a mixture of the alternatives is about to begin.

Over-all the process has brought to the fore many diverse Indian concerns and issues that have existed since the turn of the century. There is a general recognition by all the

parties through their continued participation in the process the tripartite discussions are a basic and positive step forward in Indian-government relations and must continue if the unsatisfactory, energy-squandering ad hoc discussions of the past are to be avoided.



# ONTARIO TRIPARTITE STRUCTURE



## DEVOLUTION

### DEFINITIONS

Prerequisite to any discussion about devolution is the necessity to define the terminology used. There appears to be considerable ambiguity with reference to the words 'devolution' and 'decentralization' with a noted tendency to use the terms interchangeably.

\*

Utilizing the Oxford Dictionary definitions, devolution refers to the deputing of power to a local or regional bodies, whereas decentralization entails a distribution of various administrative aspects of the 'mother' organization.

The Ontario Regional Office see these two activities as inter-related and during the 1979-80 period, the Region continued the decentralization of programs and functions to facilitate future devolution to the Band and/or Tribal Councils.

\* devolution...deputing, delegation of work or power especially by House of Parliament, to bodies appointed by and responsible to it, or by a central government to local or regional administration.

decentralization...divide and distribute, government organization etc, among local center.

### REGIONAL ACTIVITIES

Due to the lack of an explicit national policy framework for the transfer of program responsibility to the Bands, the Ontario Regional Office has interpreted the National goal 2.1 as the main guideline for the development of programs and activities related to devolution:

- 2.1 Establish Financial, Administrative, Personnel and Joint Mechanisms to Support Planning/Development Initiatives Taken by Indians.

Within this framework individual program managers have established a set of relevant goals for the transfer of programs, inclusive of supporting goals related to training and development.

### BAND SUPPORT

The main devolution related thrusts of Band Support are: to implement a system of multi-year block funding; Band established capital plans; and improvements in Band and Departmental staff Administration.

Over the past two decades, a great deal of progress has been made in the transfer of program responsibilities to Bands. Over half the Regional budget is now administered by Bands. The program dollars administered by Bands have gone from \$20 m in 1975-76 to over \$60m in 1980-81.

(\* m = millions of dollars)

The total expected in 1985-86 is \$146.0m or nearly 75% of total Regional Budget.

OF THE 115 BANDS AND THE 6 SETTLEMENTS THAT ARE TREATED AS BANDS IN THIS REGION:

- 103 - ARE ADMINISTERING PROGRAMS AS WELL AS CORE FUNDING
- 11 - RECEIVE ONLY CORE FUNDING
- 7 - HANDLE NO PROGRAMS AT ALL

Most of the Bands administering programs, even small Bands, administer social assistance, community improvement programs, Capital projects and at least some education programs.

#### Education

The main goals of the Education section related to devolution are: to develop a manual for Bands to administer and control education programs; and to help Bands prepare community education action plans.

The following chart shows the increasing percentage of Total Educational Budget administered by Bands in the period 1971-1980.

<u>YEAR</u>	<u>BANDS</u>	<u>% OF TOTAL PROGRAM</u>	<u>OR % OF O &amp; M BUDGET</u>
1971	-	4%	6%
1972	55	7%	10%
1976	92	19%	26%
1980	95	50%	60%

### 3. Socio-Economic Development

In terms of future devolution, Socio Economic Development's goal is for the implementation of Band-prepared socio-economic plans for long-term development.

The Socio Economic program will continue to decentralize funds (SEDF) to Districts to support socio-economic planning and to provide training to Band members so that Bands can manage their own resources, business development and employment creations.

### 4. Reserves and Trusts

The main goal of Reserves is Trusts related to devolution is to transfer management responsibilities of Reserve Lands to 12 Bands by 1986.

ISSUES AND CONCERNS

In 1979-80 one half of the Ontario Regional budget was administered by Ontario Bands (63.4m). This percentage compares favourably to the average National figure of 34%.\* According to our projections, Bands will control 71m or 53% of the Regional Budget in the planning year 1981-82.

Bands are continuing to request more input and control of policy and program areas, not merely administrative responsibilities.

However, the transfer of program responsibility to Indian Bands has not been without problems, as those who have looked at the recent Auditor General Report are probably aware.

Ten major areas of concern have been identified for the Ontario Region. (The list is not ranked in any priority).

1. IMPLEMENTATION OF A COMPREHENSIVE POLICY
2. FLEXIBLE ORIENTATION
3. INSTITUTIONAL AND LEGAL CONSTRAINTS
4. FUNDING - CONTRIBUTION ARRANGEMENTS
5. ACCOUNTABILITY
6. LOCAL AUTONOMY
7. DEVELOPMENTAL RESOURCES
8. ADMINISTRATIVE AND TECHNICAL TRAINING AND DEVELOPMENT

\*Indian Conditions, A Survey, p. 87

9. COMPREHENSIVE COMMUNITY PLANS
10. MECHANISM FOR TRANSFER OF DEPARTMENTAL EMPLOYEES TO BAND, TRIBAL AND/OR DISTRICT COUNCILS.

1. IMPLEMENTATION OF A COMPREHENSIVE POLICY

The transfer of program delivery responsibility has been practiced since 1965, and became national policy in 1974. However, the lack of an explicit policy framework and guideline at the National and Regional levels has led to confusion and control inadequacies.

Policy implementation has been left to a large part to the discretion of individual managers. The resultant problems have been documented in the Auditor General's Report.\*

The development of regional policy and guidelines related to devolution of programs to Bands can only emerge subsequent to the drafting of an equivalent National policy.

Further, the development of a national policy to guarantee an adequate mechanism for funding programs, once they are transferred to the Band level is imperative. Such a mechanism is necessary to ensure continuity in service levels.

\* Report of the Auditor General of Canada to the House of Commons, 1980 P. 179-182

Moreover, until such a formula is legally established Bands will be reticent to undertake long-term responsibility for programs and services, the delivery of such is presently perceived as a statutory obligation of the Department.

2. FLEXIBLE ORIENTATION

Any regional policy on the transfer of program responsibilities to Bands must be designed in such a manner as to accommodate the varying levels of advancement found among Ontario's 115 bands. Substantial progress in transferring additional programs to bands with populations under 500, which lack the human resources to effectively plan and manage programs, are unlikely in the short range.

Fifty-seven out of 115 bands are between 100 and 500 in total membership and 22 are under one hundred. We have only 14 bands that are over 1,000 in total membership and 22 between 500 and 1,000.

A complicating feature is the very real socio-economic differences between the remote Indian communities of Northern Ontario and their southern counterparts. These disparities will remain an area of concern.



As a consequence, DIAND's future devolution policy will be far from uniform and will indeed vary in application from district to district and even between communities.

Such a flexible orientation appears to best serve the interests of the Bands. In such circumstances, policy development becomes extremely complex, and the development and application of policies by management require a high degree of sensitivity to the environment.\*

### 3. INSTITUTIONAL AND LEGAL CONSTRAINTS

The Indian Act as it now stands only provides for the delegation of certain prescribed powers by the Minister to individual bands. There is a need to continue the review of the legal implications of the delegation of additional responsibilities to Band, Tribal and/or District Councils. The role and responsibility capacity of each of the three levels must be clearly defined, and the future residual role of DIAND should be clarified.

### 4. CONTRIBUTION ARRANGEMENTS

Contribution Arrangements require that all contributions be provided under formal, signed agreement. This presents a barrier to the assumption of program responsibilities for smaller bands that do not now administer, nor are likely to administer sufficiently large programs to justify much in the way of overhead funding.

\* Ibid, p. 169

As a consequence, these smaller Bands cannot pay the salaries required for the quality of work necessary to meet the regulations of the Contributions Arrangements. This creates a "catch 22" situation in that the Bands do not have the resources to meet the standards and requirements which would allow them future access to resources.

Further, many bands state that the overhead funding levels are inadequate. Once more, it is usually the smaller Bands which suffer in this respect, in that they have significantly higher overhead costs ratio to program budget administered.

The 'D' Program Circulars should be reviewed to meet some of the deficiencies apparent in the present Contribution Arrangements in order to develop funding controls that are more compatible with the requirements and capabilities of individual Bands.

5. ACCOUNTABILITY

There is a need to develop appropriate accountability mechanisms to accompany the devolution of programs. To date, control methods have been found to be inadequate.\*

\* Ibid, p. 181

One result has been increased administrative costs,\*\* and another has been an understandable amount of staff resistance to the devolution exercise. This resistance will remain to the devolution exercise until accountability procedures have been clarified.

6. LOCAL AUTONOMY

Related to the previous issue of Accountability is the development of processes and mechanisms for funding Bands which will facilitate local autonomy. At present, Regional funding does not appear to be flexible enough to enable Bands much local discretion. Funding is based on program lines and as such, is often provided to meet Departmental requirements and priorities rather than those of the Bands.

Self determination will only come about if Bands are given the opportunity to truly administer their own affairs.

The provision of multi-year block transfers of monies has been suggested as an appropriate way to allow Bands to undertake expenditure planning and to set priorities according to local needs and interests.

\*\*Ibid., calculated at 44%, in p. 181

This would cause the onus for decision-making to shift to some degree to the community level, and also because monies available to communities would be transferred on a regular basis in a block, local accountability and responsibility would be enhanced in that the Band Council would be forced to make spending decisions based on limited resources.

7. 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 will help ensure:

- a continuity in 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 process.

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

8. ADMINISTRATIVE AND TECHNICAL TRAINING AND DEVELOPMENT

Related to the investment of developmental resources is the need for administrative and technical training to provide staff and Band members with the appropriate skills and knowledge before the devolution of program responsibilities. There is a particular need for continued training in the area of financial and management skills at the Band level. Each program and service area should have a training and development capacity to support long-term plans for the transfer of program responsibility. The devolution of programs will necessitate the provision of adequate professional and advisory support services to Band Councils on an ongoing basis.

9. COMPREHENSIVE AND COMMUNITY PLANNING

Prerequisite to the devolution of program responsibility is the existence of a solid data base and sound community plans to ensure the effective and flexible utilization of resources at the Band level. From a cost-benefit point of view, an initial infusion of resources for the development of comprehensive plans could result in significant cost savings and programs and services will be co-ordinated and responsive to the emerging and long-term needs of the Indian people of Ontario.

10. Mechanism for transfer of Departmental Employees to Band, Tribal and/or District Councils.

In order to foster and maintain a positive attitude towards the devolution, measures to ensure staff security during the transition must be implemented particularly in terms of continuity of employee rights and benefits. This will entail additional commitments by Headquarters and central agencies necessary to alleviate employee's suspicions as to their status during the transition period.

Further, mechanisms for transfer should be developed for DIA employees to work side by side with existing Band Councils and emerging District Councils for a set period.

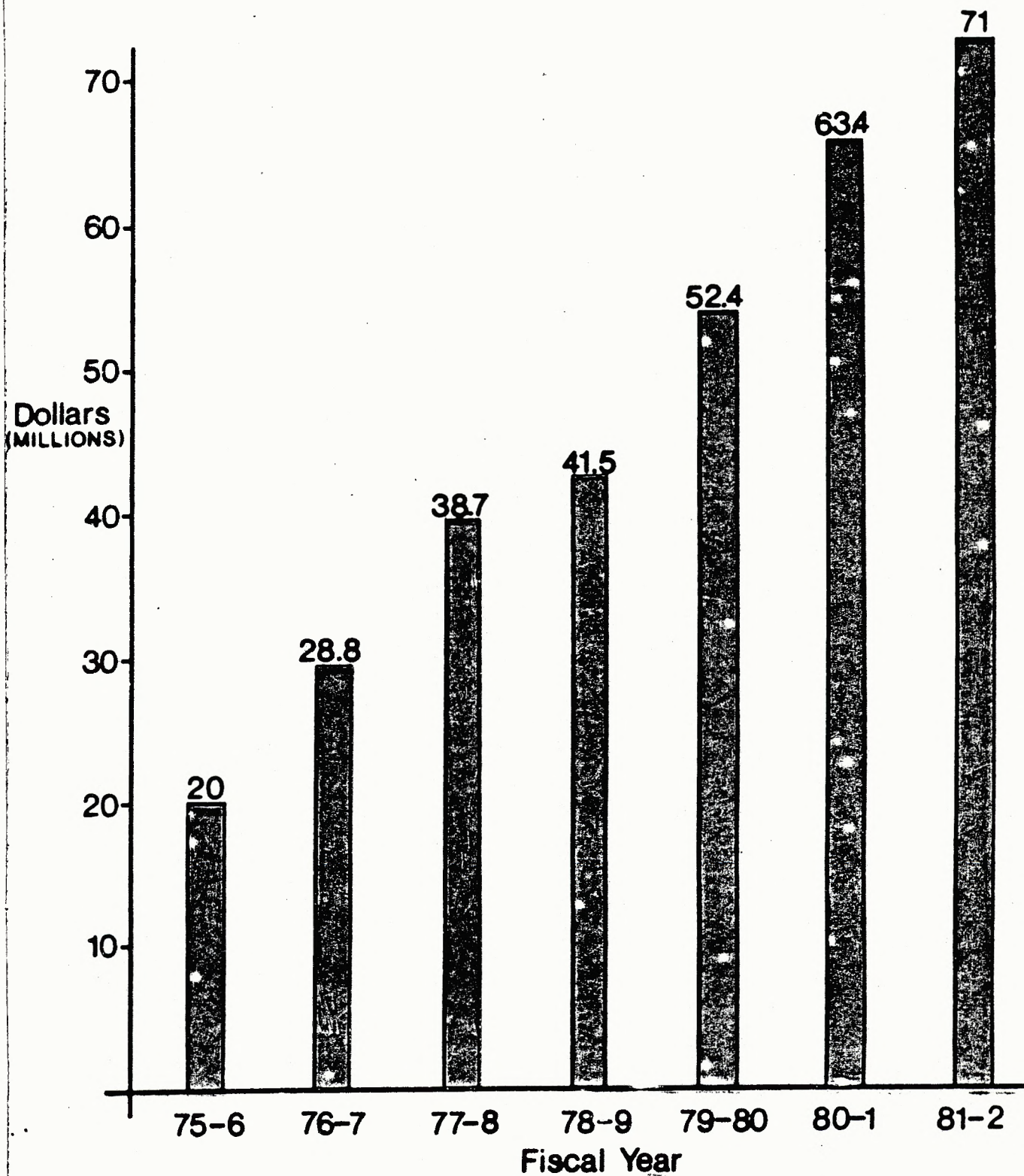
#### CONCLUDING STATEMENT

The major concern is the Region's ability to fulfil its service delivery commitments as well as develop meaningful mechanisms for devolution while operating under restraint guidelines. This concern is exacerbated by the continuing need to provide not only more services of increasing complexity, but to respond to initiatives generated at the national level such as program planning and evaluation, establishment of revised maintenance standards, and expectations of some of the National Operational Goals.

Virtually every one of the 10 major areas of concern discussed above will only be resolved if significant resources are made available, at least in the initial stages of implementation.

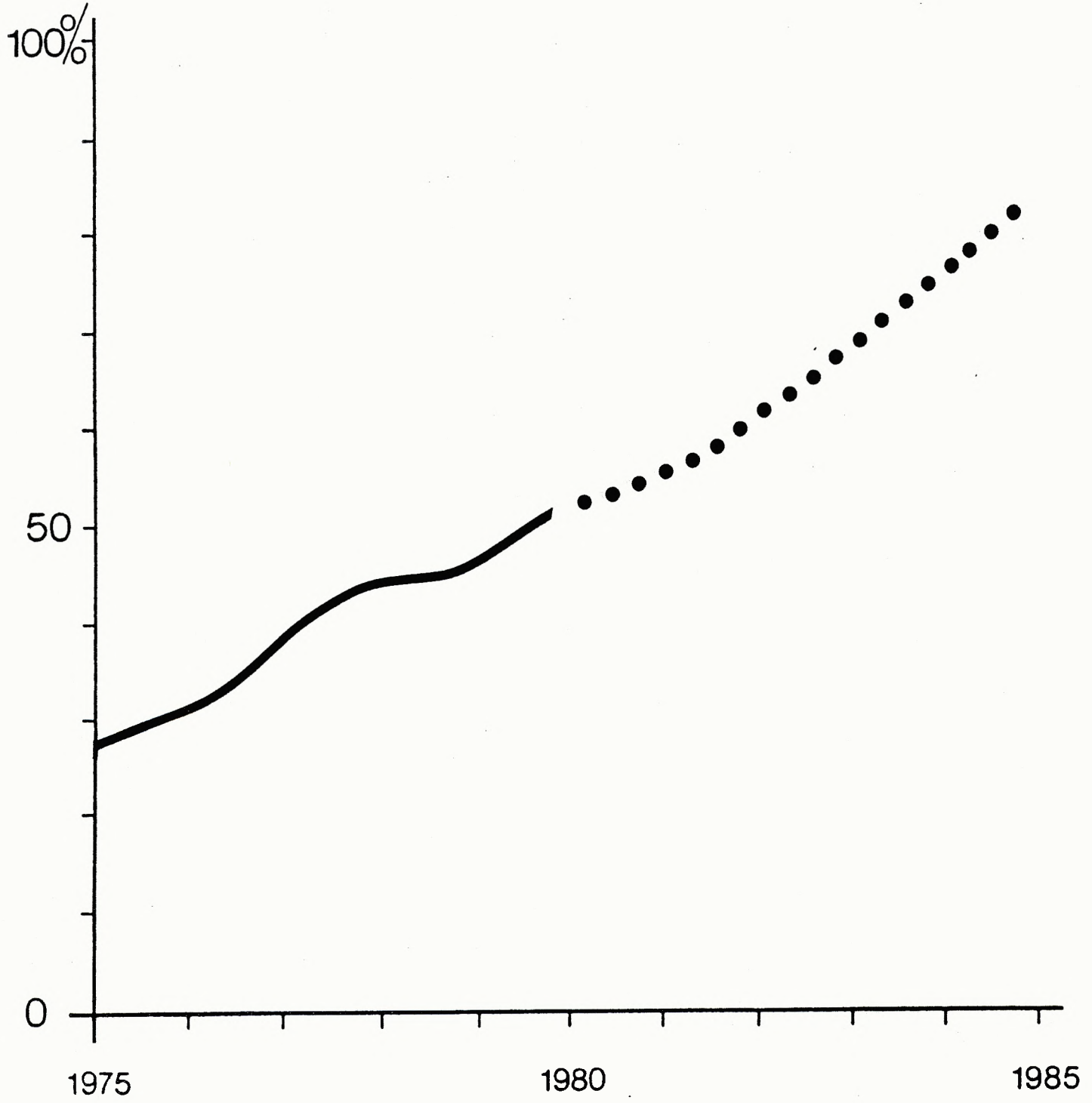
Reductions in P.Y.'s and financial restraints have far reaching implications in terms of the effective transfer of program responsibility to the Band Councils.

# DOLLAR VALUE OF PROGRAMS ADMINISTERED BY ONTARIO BANDS





# PERCENTAGE OF REGIONAL BUDGETS TRANSFERRED TO BANDS



## 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, Human Resources Development of the Departmental and Band level 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 of evaluation capacity. In addition, we are taking remedial steps in response to the Auditor General's Report, as outlined in the Financial and Administration Section.

### I OPERATIONAL REVIEWS

Operational Reviews of District Programs are intended to focus on the major objectives of program delivery as set out in the annual Work Plan. This review process was initiated in 1980/81. It is expected that five reviews will be done in 1981/82. The team visiting the Districts consists of the:

Director of Operations

Director of Education

Local Government

Economic and Employment Development

Director of Finance and Administration

The team spends 3-5 days in the District with each team member examining his program with the responsible District officer. Areas that are reviewed are:

PROGRAM CO-ORDINATION

GOAL SETTING AND ACHIEVEMENTS

BAND PARTICIPATION

RESOURCE UTILIZATION

BAND/DISTRICT RELATIONSHIPS

ADMINISTRATIVE FACILITIES AND PROCEDURES

Prior to leaving the District all team members meet with the District Management Team to discuss and review what has been observed and to make suggestions for follow-up including any areas where indepth reviews are required.

## II REGIONAL OFFICE ORGANIZATION

The role of the Regional Office in Ontario has been changing gradually over the last several years. This changing role has come about through the shifting of program delivery to Band Councils coupled with the need for more effective and efficient use of resources provided to the Region. Added to this is the requirement for better planning and accountability to meet the requirements of Central Agencies to ensure a continued flow of the resources needed to improve the services to Indian people in Ontario.

In order to meet these challenges most effectively, an examination of the organization of the Ontario Regional Office was carried out by a Team appointed by the Regional Director General.

In addressing the organizational needs of the Regional Office the first step was to identify the areas which required improvements that could be accomplished through organizational change. The major areas identified were:

- (A) THE NEED FOR BETTER PLANNING AT THE REGIONAL AND DISTRICT LEVELS;
- (B) TO CONSOLIDATE THE MANAGEMENT OF THE CAPITAL PROGRAM DELIVERY TO IMPROVE THE EFFICIENCY OF THIS PROGRAM;
- (C) TO CLEARLY DEFINE THE ROLES AND RESPONSIBILITIES OF THE REGIONAL OFFICE ORGANIZATION;
- (D) THE NEED TO ESTABLISH A CAPABILITY FOR EVALUATION, RESEARCH AND DEVELOPMENT OF LONG RANGE STRATEGIES FOR THE REGION;
- (E) THE NEED TO SUPPORT THE IMPROVEMENT OF THE QUALITY OF SERVICE AND CO-ORDINATE THE FLOW OF INFORMATION TO BANDS;
- (F) TO REDUCE THE SPAN OF CONTROL WHERE IT CAN BE ACCOMPLISHED IN CONCERN WITH OTHER IDENTIFIED NEEDS;
- (G) TO CLARIFY THE REPORTING RELATIONSHIPS (LINE AND FUNCTIONAL) BETWEEN THE DISTRICTS AND THE

## REGIONAL ORGANIZATION

- (H) TO IMPROVE THE EFFICIENCY OF PERSON-YEAR UTILIZATION BY REDUCING DUPLICATION AND IMPROVE THE DISTRIBUTION OF PERSON-YEAR RESOURCES IN THE REGION.

CHANGES

With the exception of the addition of the Planning and Review Group, the proposed organization concentrates on placing similar or related functions under the same reporting structure, sub-organization or program.

1. SOCIO-ECONOMIC DEVELOPMENT

In view of the increasing emphasis on job creation and the close relationship between social assistance payments and unemployment, Social Services has been placed under the Economic and Employment Development Program, "Socio-Economic Development." This arrangement will permit better control in the use of social assistance savings for job creation and provide the facility for monitoring the relationship between unemployment and social assistance payments.

2. BAND SUPPORT

The present Local Government Unit has been re-named "Band Support." This will include those activities which will be conducted at band level, but for which a continuing supportive role by the Department is required.

This group is composed of three related specialist units:

Capital Management

Capital Project Planning and Design

The Band Management System

The foregoing changes in the reporting relationships of functions reflect the changing role of the Ontario Region to a supportive role. By linking together similar functions it will also facilitate the orderly delivery of programs.

3. TRAINING

This Unit provides both staff training and Band staff training. It provides service to all Program Managers by responding to identified training needs. During the current period of Band development, training is a very necessary and important function. In order to serve all programs and maintain its high credibility, this Unit reports to the Regional Director General.

4. PLANNING AND REVIEW

The new functions included in the organization are that of Program Planning, Review and Evaluation. These functions were not being carried out within the existing organization. This factor contributed to a fragmented approach in which the impact of multiplicity of delivery services on the total program and the Indian community as an entity was not fully considered. An overall viewpoint is required.

This Unit is responsible for ensuring that the Region has a planning process and that all the elements of this process are in place in the Region. This Unit will also ensure that operational and work plans produced by the program are compatible with National Plans.

It will also play a major role in assisting the Regional Director General in the development of Regional operational plans and strategies which reflect the needs and aspirations of the Indian people of Ontario.

The Unit will also act as the contact point for national evaluations and will also be responsible for the conducting of Regional evaluations required by the Regional Director General.

The Unit will also have responsibility for all comprehensive community planning (socio-economic, cultural, physical and environmental) activities in the Region.

The inclusion of comprehensive community planning in this Unit will facilitate co-ordination and keep most of the data-base for the Region on a consolidated basis. This data-base could be useful for both research and review functions as well as for other activities within the Region.

Planning and Review will co-ordinate all the planning activities in the Regional Planning Framework and will be an advisory and support service to all programs and sections in the Region.

## II HUMAN RESOURCES DEVELOPMENT

### DEPARTMENTAL STAFF

#### A. PERSON YEAR REDUCTION PLAN

The Ontario Region Personnel Unit provides assistance to management in reducing person-years by:

- ( i) continuing to provide advice and assistance regarding current or anticipated lay-off situations and employees so affected.
- ( ii) implementing work force reduction procedures when required.
- (iii) providing counselling sessions regarding re-employment or retraining opportunities to surplus employees.
- ( iv) continuous efforts to place surplus employees in our Region or elsewhere prior to lay-off.



B. PERSONNEL MANAGEMENT PLAN

The Personnel Management Plan is designed to enable managers to systematically and effectively plan their human resource needs. Personnel is responsible for advising managers on the short and long-range implications of their decision.

The following are some of the highlights which should be noted:

1. MANAGEMENT DEVELOPMENT STRATEGY

The establishment of a Training and Development Unit has contributed significantly to this Region's ability to set in motion a Management Development Strategy. With this unique in-house training capability to develop, design, and implement management training, the Region is able to:

- (i ) Assist Managers to identify strengths and weaknesses in the organization
- (ii ) Develop strategies to build on strengths and weaknesses.
- (iii) Implement course of action to improve organizational efficiency.
- (iv ) Evaluate the effectiveness of the strategies to improve and strengthen the management effectiveness in this Region.

2. GROW YOUR OWN MANAGER

The Grow Your Own Manager Program was created in a 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 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.

3. RECRUITMENT OF NATIVES

Ontario Region continues to have a representation of approximately 35.9% Native employees on staff. For the 1981/82 planned fiscal period our main focus will be to recruit and develop an additional 3.5% representation, primarily at the middle and senior management levels, via the National Management Plan Program.

In order to facilitate the recruitment of Natives at the middle and senior management levels in the Region, the following efforts are currently in practice:

- ( i ) Attending on-campus Native student meetings to discuss Native employment opportunities for graduating students;
- (ii ) Ensuring that applications from Native middle and senior management candidates are incorporated in the departmental applicant inventory as well as the Public Service Commission applicant inventory.

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	46/63
	<u>307 (35.9%</u> 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%

- (iii) Ensuring that open competition announcements are forwarded directly to all Bands and Associations in a timely manner;
- (iv ) Maintaining an internal "open door" concept for the purpose of developing a continuous advisory relationship regarding career planning and development with all Native employees.

4. RECRUITMENT OF MANAGERS

Significant effort is being made to obtain and/or develop highly qualified managers for Ontario Region. The key to success in this area is management's timely identification of anticipated management vacancies (through the Personnel Management Planning Process) and management's link with Personnel to identify and plan the Region's human resource needs.

Particular efforts are being made to develop high potential employees within Special Concern Groups through such vehicles as "Grow Your Own Manager" program, education leave, CAP nomination and special assignments as part of our plans to develop middle and senior level managers within the Region.

5. INTERNAL TRAINING AND DEVELOPMENT

The Ontario Region, in conjunction with the Ontario Regional Liaison Council, has been able to develop Selection Board Workshops for Native representation on Boards. Handbooks have been developed outlining the process and other Regions are using our process as a model. Cultural Awareness workshops are also being conducted in the Region.

These efforts, combined with joint Band and Departmental staff workshops, have contributed toward establishing a meaningful partnership between Bands and Department in working together to achieve common goals.

ISSUES

The increasing trends toward person year reduction, program transfers to Bands and financial restraint have significant implications for both special management development and retraining programs. Both development and retraining programs require the commitment of financial and human resources and these resources are severely limited. A significant percentage of the Native and female employees in this Region occupy positions in the Education program at District level, and these employees will face lay-off as more schools are transferred to Band administration over the next five years. Therefore, statistically, the representation

of Special Concern Group employees at professional levels will diminish as the goal for program transfer to Bands is achieved. The majority of these employees upon lay-off will be employed by Bands. The Department needs to consider whether the retraining of teachers and principals, who already have professional qualifications is warranted or even desirable, if this retraining would result in insufficient members of qualified teachers being available for Bands administered schools.

#### BAND HUMAN RESOURCE DEVELOPMENT

The Training and Development Unit in Ontario Region provides training for Band Councils and Staffs, based upon the needs and priorities of the Bands. Whenever possible, joint Band and Departmental Staff programs are delivered to enhance the partnership concept of teams working together to achieve common goals.

There is an increasing trend from individual Bands toward identifying needs and requesting training in the areas of Management Effectiveness, and Skill Development (leadership, financial, administrative) Team Effectiveness, Self-government and by-laws, Effective Meeting Skills, Social Counsellor Training, Facilitation Skill Development and Comprehensive Community Planning skills and strategies. Bands as well as Departmental managers have recognized that the Training and Development Unit provides an effective management tool in the achievement of goals.

The Training and Development Unit is also investigating educational opportunities for individual Band staff employees for specific skill development training through community colleges and other learning institutions. For example, Confederation College is currently delivering an out-reach program which was developed in conjunction with Departmental staff for Band Administrators in northwestern Ontario; Lakehead University and the University of Western Ontario are considering similar programs.

The success of the Band Training Program in Ontario results from the professional delivery of programs that are specifically designed to meet the identified needs of the Bands.

#### IV FUTURE STRUCTURE OF ONTARIO REGION

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 the 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 the issues.

V. FINANCE AND ADMINISTRATION - RESPONSE TO THE AUDITOR GENERAL'S REPORT

The Ontario Region is 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, Ontario 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

Ontario is currently 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 Treasury Board 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 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) Materiel Management

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

In summary, our plans involve applying existing Treasury Board 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 Budgetary Control Systems - Expenditure Accounting.

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 vote control codes.

(b) The BCS/EAS System is the principal source of management statements in the Ontario Region. It is used by some 48 RCM's and numerous CCM's 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 RCM's.

## EVALUATION CAPABILITY

### EVALUATION AS AN INTEGRAL ASPECT OF THE PLANNING PROCESS

The intent of establishing a planning process in the Region to improve the effectiveness of management and administration by providing guidance in basic decision making for the Department's Managers, and to provide a mechanism to integrate Indian needs and aspirations into the planning process.

While the implementation of a planning mechanism represent a critical step in managing complex system, an equally crucial and integral aspect of the process is the implementation of an evaluation capability. As such, the development of an evaluation capability will be Regional program priority in the next years. The new Planning Review and Evaluation Unit will be responsible for ensuring that planning and evaluation processes are in place in the region.

The goal is based on the assumption that the planning implementation, and management of projects will be more effective in meeting the needs and wishes of the Indian community if an evaluation and review process for projects is implemented to determine effectiveness and impact.

Regional office will develop evaluation instruments/methods and procedures (the integration of evaluation into the activities/projects process). Services will undergo evaluation assessments

to determine evaluation requirements. Evaluations will normally be undertaken by the Region to measure the socio-economic effects achieved by program activities and the performance against goals.

#### KEY ACTIVITIES

- 1.) ANALYSIS OF PROGRAMS AND SUPPORT SERVICES ACTIVITIES AT THE REGIONAL LEVEL IN ORDER TO DEVELOP A REGIONAL EVALUATION PLAN.
- 2.) DEVELOP EVALUATION/REVIEW PROCEDURE FOR DEPARTMENTAL PLANNING, AND PROGRAM SERVICE PROJECTS. THE IMPLEMENTATION OF THE PROCEDURES WILL INVOLVE DEPARTMENT MANAGERS, BANDS AND INDIAN ASSOCIATIONS THROUGH FIVE WORKSHOPS.
- 3.) DEVELOP ACCURATE PERFORMANCE INDICATORS FOR PURPOSES OF PROGRAM EVALUATION IN TERMS OF EFFICIENCY, EFFECTIVENESS, ECONOMY AND TO REFLECT ACTUAL WORKLOAD.
- 4.) CONDUCT EVALUATION STUDY OF FOUR MAJOR PROGRAMS IN THE 81-82; 4 SERVICES 82-83, 5 SERVICES 83-84, 5 SERVICES 84-85 AND 5 IN 85-86.

#### COST

It is estimated that the review and evaluation costs will be approximately 2-5% of cost of program per year.

COMPREHENSIVE COMMUNITY PLANNINGDEFINITION

In recognition of the great need to have Indian input and consultation in the Department's Planning Process, the Ontario Region is embarking on a Comprehensive Planning Program beginning in 1981-82.

FOR THE THE PURPOSES OF THIS REGION, WE RECOGNIZE THAT COMPREHENSIVE PLANNING IS:

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

This accepted definition is outlined in the paper, A Strategy for Comprehensive Planning - Ontario Region, September 1980.

OBJECTIVES

If sufficient resources for effective implementation are allocated, Comprehensive planning will achieve three important objectives for the Region. They are:

- 1.) INDIAN COMMUNITIES CAN DEVELOP REALISTIC GOALS FOR THEIR FUTURE BASED ON AN UNDERSTANDING AND ANALYSIS OF THEIR NEEDS AND ASPIRATIONS.
- 2.) ONTARIO REGION CAN DELIVER SERVICES TO INDIAN COMMUNITIES WHICH ARE BASED ON POLICIES AND PROGRAMS WHICH REFLECT INDIAN COMMUNITIES' GOALS.
- 3.) INDIAN COMMUNITIES AND REGION WILL BE ABLE TO MOVE BEYOND THE CURRENT NORM OF REACTING TO EMERGING



PROBLEMS AND WILL ENABLE BOTH INDIAN COMMUNITIES  
AND THE REGION TO TAKE ADVANTAGE.

Departmental long range planning (Resource Planning) will incorporate Comprehensive Planning as an integral component, thereby maximizing the use of available resources as well as improving overall efficiency and effectiveness of departmental activities. Programs and services will be better co-ordinated and responsive to the needs of Indian people.

Comprehensive Community Planning (C.C.P.) will be accomplished by and for Indian Communities utilizing resources provided by the region. Needs and aspirations identified through the Comprehensive Planning Process will be integrated into operational and work plans.

Comprehensive Community Planning takes into account the social, economic, cultural and physical aspects of a community and their inter-relationships to give a total picture of what is and what might be. Through Comprehensive Community Planning, a community is able to assess itself and set goals as well as means of achieving goals.

Indian self-sufficiency and self-determination are cited as long-term objectives of Indian people and the Department.

Comprehensive Community Planning in the hands of Indian Communities would be an effective means for moving Indian people toward their goals of self-sufficiency and self-determination.

#### ROLES AND RESPONSIBILITIES

TO CARRY OUT COMPREHENSIVE COMMUNITY PLANNING IN ONTARIO REGION, THE ROLES AND RESPONSIBILITIES OF EACH PARTY MUST BE CLEARLY UNDERSTOOD. THEY ARE:

- A) INDIAN PEOPLE MUST BE COMMITTED AND MOTIVATED TO UNDERTAKE COMPREHENSIVE PLANNING AND TO INVOLVE, CONSULT AND/OR CONSIDER ALL ASPECTS OF THEIR COMMUNITY.
- B) DISTRICT OFFICES OF DIA PROVIDE THE PRIMARY INTERFACE BETWEEN DIA AND BANDS. DISTRICTS WILL BE RESPONSIBLE FOR THE DELIVERY OF PLANNING SERVICES TO BANDS.
- C) REGION WILL FACILITATE AND CO-ORDINATE A PLANNING PROGRAM TO ENSURE EFFICIENT PROVISION OF RESOURCES AND OPPORTUNITIES FOR THE PROVINCE. THE EVALUATION ROLE OF REGION IS CLEARLY IMPORTANT.
- D) H.Q. MUST RECOGNIZE COMPREHENSIVE COMMUNITY PLANNING AS A BUDGET PRIORITY ITEM AND ENSURE THAT THE NEEDED RESOURCES ARE AVAILABLE.

A clear understanding of the costs and benefits of Comprehensive Planning will be achieved through in-house workshops and consultations with Bands and DLC's in the first implementation steps of the process. Background studies related to comprehensive

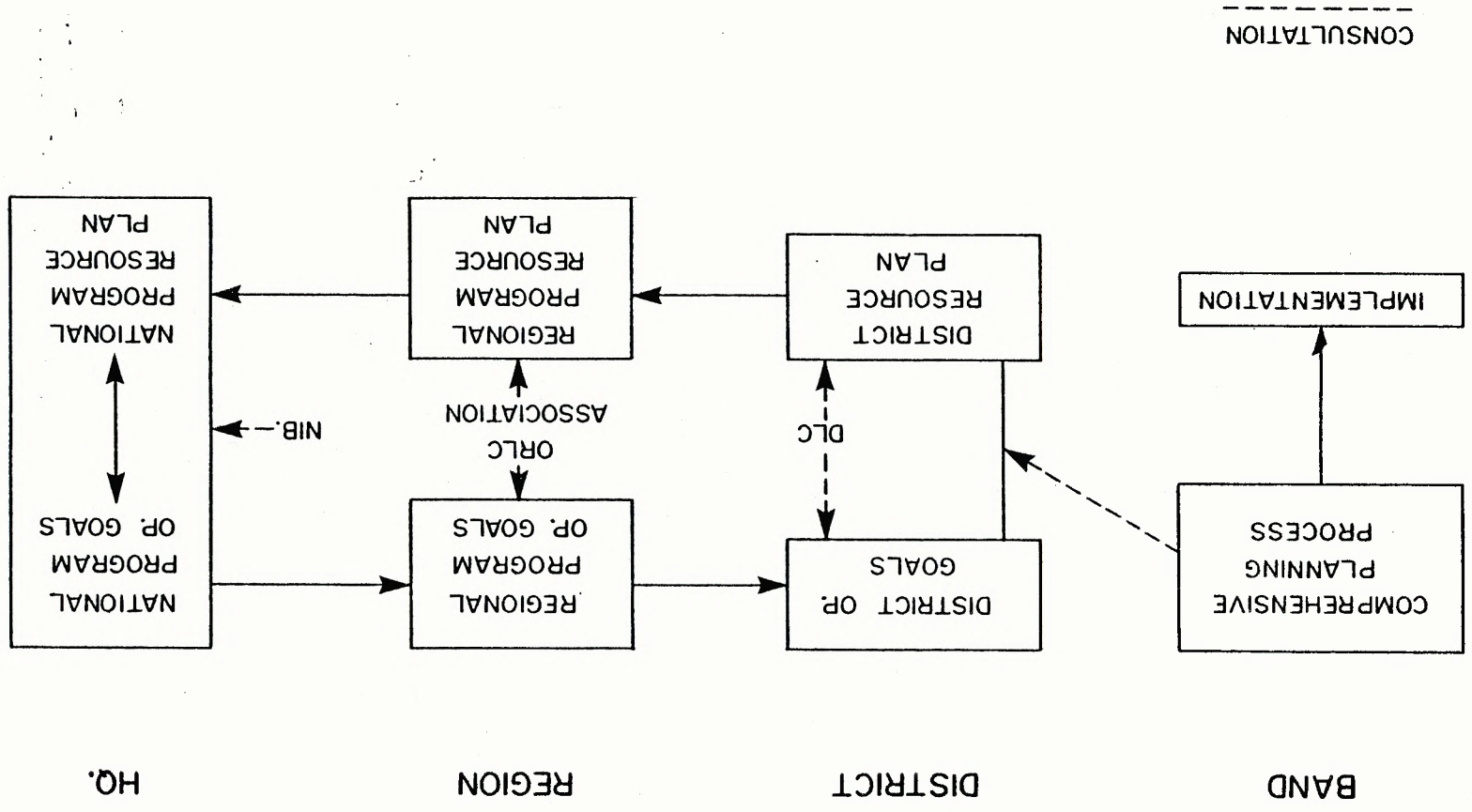
planning will be completed as well as program specific data bases.

Over a five year period, it is estimated that comprehensive planning will be completed for 85 bands in the region at a cost of 6,054,000 (approx. \$50,000/band).

The cost of Comprehensive Planning represents 57% of the regional planning budget and less than 1% of the total regional budget over a five year period. An additional 2,650,000 dollars would be required as B level funding or in years 1986-88 to complete plans for all 116 bands in the Region.

From a cost-benefit point of view, this initial infusion of resources for the development of comprehensive plans could result in significant cost savings as programs and services will be co-ordinated and responsive to the emerging and long-term needs of the Indian people.

COMPREHENSIVE PLANNING AS A  
 COMPONENT OF RESOURCE PLANNING CYCLE



## REGIONAL APPROACH TO RESOURCE PLANNING

### I. THE ONTARIO PROCESS

The Ontario Region's approach to Resource Planning followed a Schedule of Events established in May and instructions contained in the National Call Letter Package received in August.

The Schedule of Events listed 29 events with start and finish dates and an assigned responsibility for completing each event. The Process in early May began with Event #1, a Departmental Planning Process Overview and Event #2, a draft set of preliminary Regional goals established. Upon the acceptance of Ontario's submission by the National office, final feedback will be relayed to program managers at the end of February 1981, before the development of 1982/83 Program Forecasts. The Schedule of Events is attached to this chapter.

Realizing the enormity of the task, the R.D.G. appointed the Director of Operations as the Regional Co-ordinator and every Regional and District Manager appointed their own co-ordinator to ensure continuity in the process.

The development of our regional goals and program or activity goals, complete with our Regional Input into the National Program Resource Plan can be summarized in the following phases of development.

Phase I - Development of Preliminary Regional Goals

This phase entailed a departmental planning process overview, establishment of a draft set of preliminary Regional Goals, discussions with the ORLC/DLC and Indian Associations, preparation of situation reports, and a briefing to all Managers on the National Call Letter Package.

The R.D.G., Director of Operations and a team of Regional Managers developed the first draft set of R.D.G. Regional goals. This draft contained approximately 27 goals.

Throughout the process, these goals were revised, rewritten and condensed into seventeen goals.

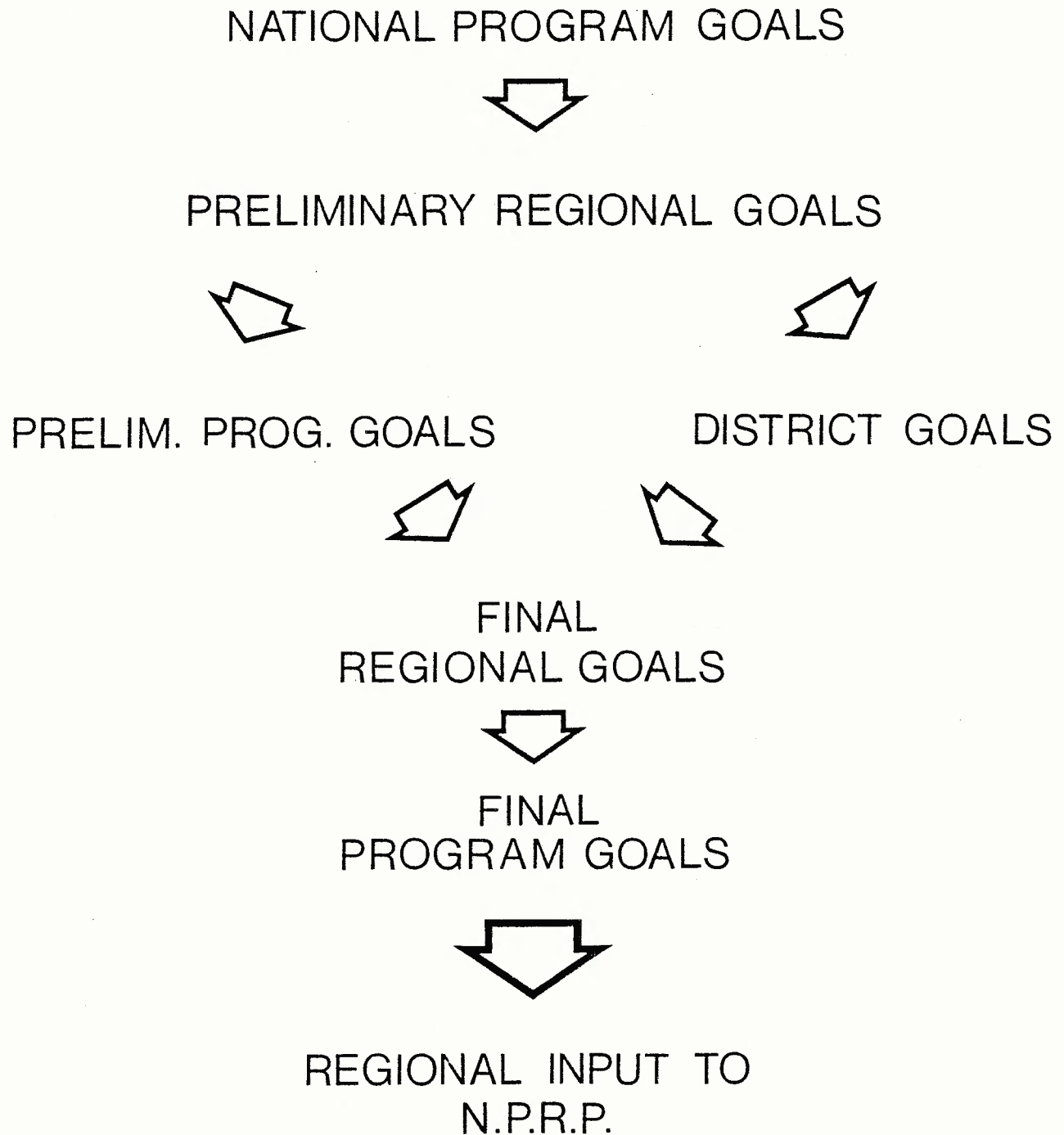
Phase II - Development of Preliminary Program Goals

After receipt of the National Call Letter Package, each Regional Manager developed their own set of preliminary program goals based on and linked to the preliminary R.D.G. Regional goals that had already been established.

Phase III - Development of District Goals

Phase III coincided with Phase II and at this point, it had become apparent that District Managers would have some problems in developing their district goals. Time constraints, differing definitions of terms, revisions to the preliminary R.D.G. Regional goals, and an obscure understanding of the process suggested the need for clear/concise instructions. This led to the establishment of two Regional teams to visit the Districts and help districts put together their resource plans.

# THE ONTARIO PLANNING PROCESS



Phase IV - Final Regional Goals

After the draft set of R.D.G. Regional goals were developed, they went through a number of reviews, revisions, and rewrites that concluded with our 17 R.D.G. Regional goals.

Phase V - Final Program Goals

With the input and information from the District Resource Plans and Regional Budget allocations, Regional Program Managers finalized and costed their program goals.

Phase VI - Regional Input to N.P.R.P.

This was the co-ordination of the Final Regional Program goals into a Regional Program Resource Plan that forms the content of the Ontario Region's Input to the N.P.R.P.

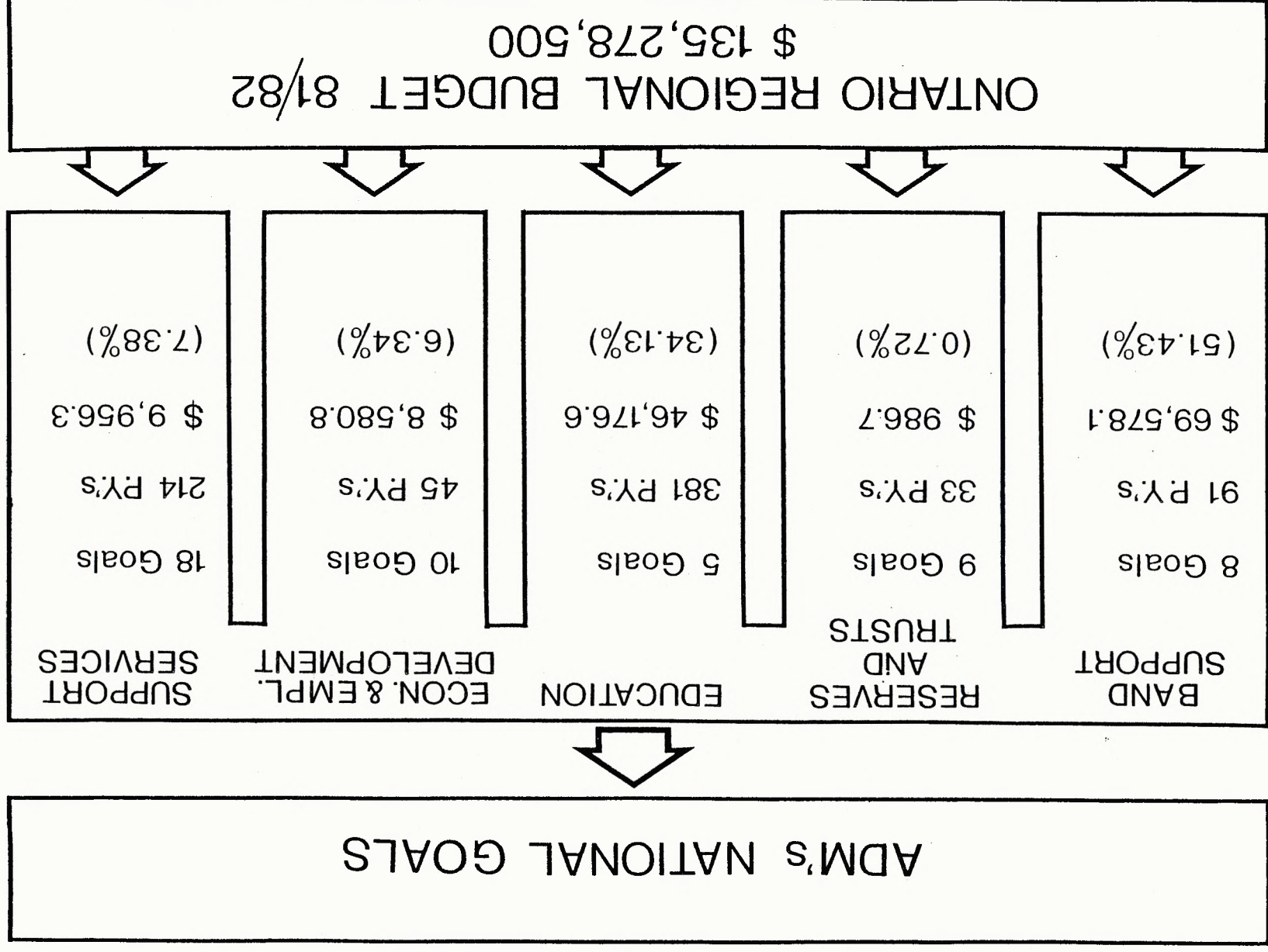
SUMMARY OF REGIONAL GOALS/STRATEGIES

In total Ontario has developed 43 goals. 1980/81 costs for these program goals range from \$2,000 for goal 1.1.1 to \$44,827,300 for goal 3.2.11. The average number of goals per program is 3.3 but range from 1 goal for Information Services to 10 goals for Economic and Employment Development.

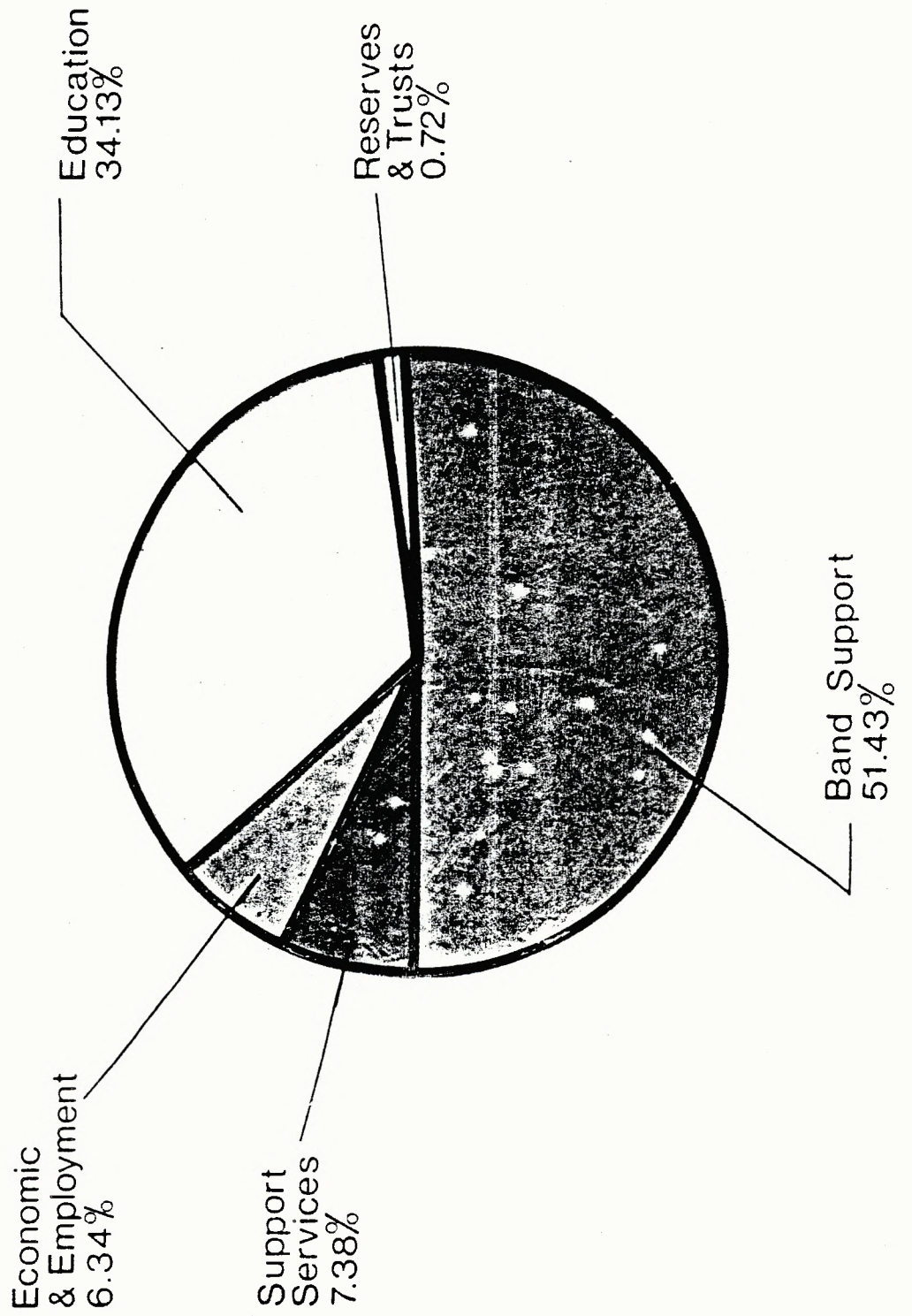
The four main programs: 1. Band Support, 2. Reserves and Trusts, 3. Education, and 4. Economic and Employment Development, have a total of 32 goals. The Support Services take up the remaining goals.

In the summary, only the four main programs will be considered





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



in any detail, with the support services condensed in one section.

The rationale for this is that the combined resource allocation (capital and non-capital) to achieve the stated goals of these programs totals \$125,322.2 or 92.62% of the total Ontario Region's budget of \$135,278.5.

This is broken down as follows:-

	(\$000)		
<u>PROGRAM</u>	<u>ALLOCATIONS</u>	<u>GOALS</u>	<u>% OF BUDGET</u>
1. BAND SUPPORT	69,578.1	8	51.43
2. RESERVES AND TRUSTS	986.7	9	.72
3. EDUCATION	46,176.6	5	34.13
4. ECONOMIC AND EMPLOYMENT DEVELOPMENT	<u>8,580.8</u>	<u>10</u>	<u>6.34</u>
	<u>125,322.2</u>	<u>32</u>	<u>92.62</u>

#### BAND SUPPORT

Our Band Support program set out eight (8) goals in our Resource 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 Resource 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 Resource 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 Resource 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 AND 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, and Planning.

#### 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.

Planning

5. This unit has been extensively re-organized as the Planning and Review Unit, the structure of which is described in the section: Management Improvement.

INPUT TO N.P.R.P.

The N.P.R.P. Resource Guidelines were used to prepare the Regional input into the N.P.R.P. The Resource Guidelines provided levels of funding for the 1981/82 planning year and remained quite constant, except for minor cost escalation factor for the remainder of the planning years.

<u>NATIONAL GOAL</u>	<u>REGIONAL RESOURCE ALLOCATION</u> (\$000)	<u>% OF REG. BUDGET</u>
1.1	1,549.1	1.1
1.2	1,624.7	1.2
1.3	182.5	.1
2.1	15,636.3	11.6
2.2	1,030.3	.8
3.1	-	-
3.2	<u>115,255.6</u>	<u>85.2</u>
TOTAL	<u>135,278.5</u>	<u>100.0</u>



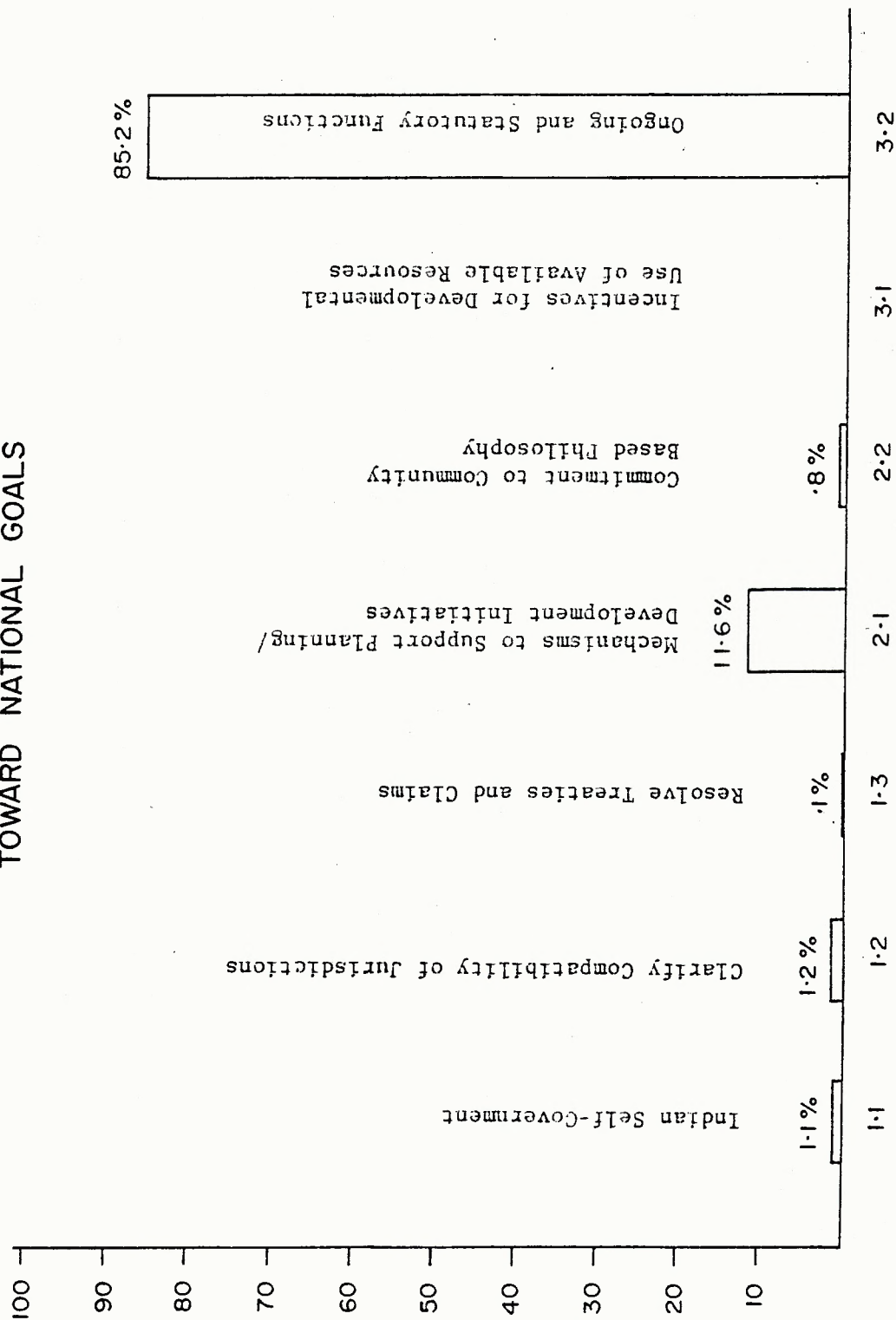
What is surprising is the fact that Ontario Region is contributing 96.8% of it's total budget towards two National Goals. 85.2% to National Goal 3.2 and 11.6% towards National Goal 2.1. These are goals that reflect Band administrative improvements and staff training and ongoing and statutory functions to strengthen Indian Government.

## II. EFFECTS OF NON-DISCRETIONARY RESOURCES ON DEVELOPMENT AND DISCRETIONARY RESOURCES

### DEFINITION OF TERMS:

- Non-Discretionary: Items are those activities which the Indian and Inuit Program recognize as data base material and includes:
- Social Assistance
  - Special Needs
  - Child Care
  - Adult Care
  - Federal School (including teacher salaries)
  - Non-Federal Schools
  - University and Professional
- Quasi-Discretionary: Are those activities for which agreements have already been established eg. Policing and include the following:
- Salaries (excluding teachers)
  - Core Funding

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



Band Overhead  
 School Maintenance  
 Policing  
 Education Counselling (guidance)  
 Day Care

Discretionary

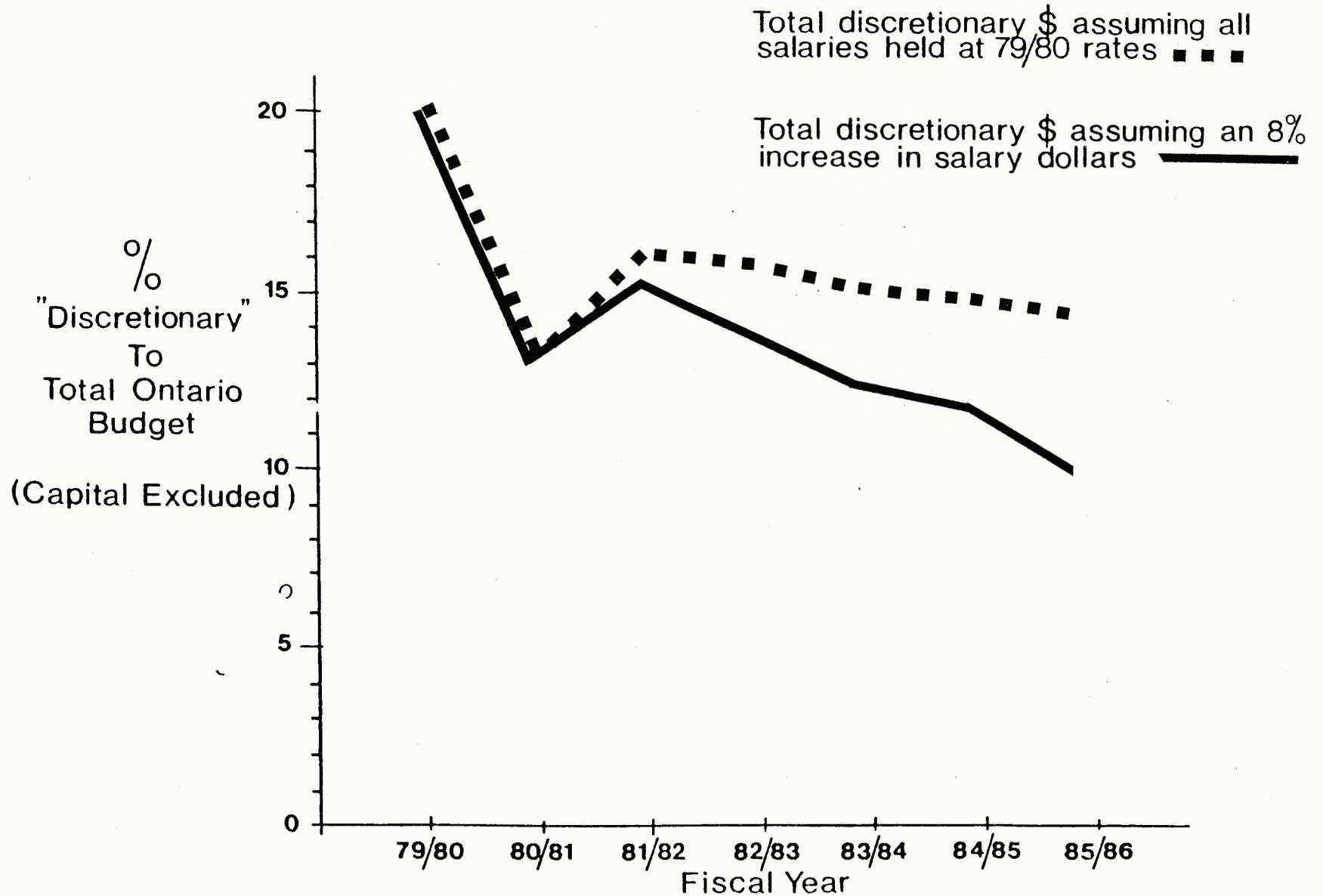
Expenditures:

Are all other expenditures excluding capital, non-discretionary and quasi-discretionary. Of those expenditures 95% are essentially mandatory expenditures and represent day-to-day operational expenditures and the other 5% or \$800,000 (81/82) could be considered developmental. It is noteworthy that all of this \$800,000 will be spent in the Economic and Employment activity in the area of Indian Business Development.

The Diminishing Discretionary Dollar 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 79/80 to 85/86

## THE DIMINISHING DISCRETIONARY DOLLAR



3. The broken line is a function of CONSTANT RATE SALARIES at 79/80 level.
4. The solid line is a function of INCREASING SALARIES (8% Annual Increase).
5. The slope of the solid line for 81/82 to 83/84 is similar to the slope for 84/85 - 85/86 but flattens slightly for 83/84 - 84/85.
6. The 8% annual salary increase was not included for the period 83/84 - 84/85.
7. The 83/84 - 84/85 interval on the solid line indicates the point at which MINIMUM SUPPORT is available to EXISTING PROGRAMS.
8. Beyond 84/85 on this solid line, resources available to existing programs will not meet minimum requirements.

Assuming an 8% increase in salary dollars, mandatory discretionary resources are being depleted at a constant rate of approximately 1.14% per year, this is broken down as follows:

1981/82	-	16.1%	Mandatory	Discretionary
1982/83	-	14.6%	"	"
1983/84	-	12.4%	"	"
1984/85	-	11.7%	"	"
1985/86	-	10.4%	"	"

Inflationary costs have been projected for all Mandatory Discretionary items, and vary from year to year. Inflationary costs are not projected for 83/84 to ensure the continuation of existing programs at a minimum level of support. Holding salary dollars constant at 80/81 levels effects a higher % of mandatory dollars: it does not change the fact that mandatory discretionary resources are being depleted primarily by our non-discretionary requirements.

Quasi-Discretionary items, with the exception of salaries, are basically agreements and cost-sharing formula type resource requirements which can be projected quite accurately.

COMPARISON OF DISCRETIONARY DOLLARS 79/80 - 81/82

	<u>79/80</u>	<u>%</u>	<u>80/81</u>	<u>%</u>	<u>81/82</u>	<u>%</u>
Total Budget (Excl. capital)	\$94,869.9	100	\$96,384.3	100	\$108,777.9	100
Non- Disc.	52,512.3	55	55,665.2	58	63,780.0 <sup>1</sup>	59
Quasi- Disc.	23,909.2	25	27,653.5	29	27,182.6 <sup>2</sup>	25
Sub- Total	76,421.5	80	83,318.7	87	90,962.6	84

(1) Inflationary costs are not included in Teacher salaries 81/82 salaries hold back to 80/81 levels

(2) All other salaries which are included as Quasi-discretionary were held back to 80/81 levels.

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 83/84 - 84/85. The "DISCRETIONARY CRUNCH" is the point at which resources will fall below the levels required to provide minimum support to existing programs.

#### UNFUNDED NEEDS

TOTAL UNFUNDED NEEDS \$6,712.7.

#### I. BAND SUPPORT

1. Fire Protection \$231.2

Funding placed in "A" level is sufficient to cover inflation. Without these "B" level funds, it will not be possible to expand service as planned from the existing 87 Reserves served to a total of 108 Reserves.

2. Overhead \$1,300.0

Sufficient funding was allocated to cover inflation and very modest increases in program responsibility assumed by Bands. However, without "B" level funding, it will not be possible to reach 75% of the Regional budget.

3. Maintenance of Infrastructure \$200.0

As more Capital improvements are provided to Reserves, increased funding is required to meet Operational and Maintenance costs and to safeguard the Capital investment.

4. Day Care \$78.4

The two phases of the Ontario Social Services Review indicate that Day Care services are seriously lacking in the North. Resources will be required for seven additional Day Care Centres.

5. Training Programs \$238.4

Are required to implement a number of Goals. It will be difficult to increase the number of satisfactory Band audits to 85% to effectively implement block funding and to ensure that Bands are equipped to effectively improve the standard of Reserve housing and to utilize such other funding as that from C.M.H.C.

6. Planning Support \$364.0

Unless "B" level funds are available, it will only be possible to support Physical Planning for 60% of the Reserves.

7. Child Care \$500.0

Price increase since targets were received.

II EDUCATION

1981-82 No funding for cultural grants and research (150.0).  
Present targets prevent the provision of cultural grants and research, noon lunch supplements, off-reserve allowance, library services and new occupational skill and development training, adult education. TOTAL \$1,069.7



### III ECONOMIC AND EMPLOYMENT DEVELOPMENT

1. support to Bands to prepare Socio-Economic Plans.  
\$250.0.
2. Provide funding to new Indian Businesses.  
\$981.0.
3. Development of Sectorial Programs in the Natural Resources area.  
\$1,600.0.

### IV RESERVES AND TRUSTS \$100.0

Management responsibilities of their Reserve lands transferred to 12 Bands by 1985/86 under Section 53 and/or 60 of the Indian Act.

The DILEMMA we face is the level of EXPECTATION created for the client population by precedent is that existing programs will continue and expand and new enriched programs will be developed.

### III ONTARIO REGION - PLANNING PROCESS CRITIQUE

The Ontario Region followed the instructions 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 Regional Program Managers and conducted an internal evaluation of the Resource 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.

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.

#### 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 Region at 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 rolled 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.

OPERATIONAL PLAN 82 - 85

SCHEDULE OF EVENTS FOR ONTARIO REGION

<u>EVENT</u>	<u>START</u>	<u>END</u>	<u>RESPONSIBILITY</u>
1. Departmental Planning Process Overview	May 8		Region, H.Q.
2. Draft Program Operational Goals Established	May 9	June 10	Region, H.Q.
3. Guidelines for Components of National Operational Plan Established	May 15		
4. Discussions with ORLC/DLC/Indian Associations	May 21	Nov. 21	Region, ORLC
5. Situation Report (outlining current and future direction for Ontario Region. Every District Manager and Regional Manager to do it).	May 22	June 30	Districts, Region
6. Workshop (consultation with H.Q. and drafting of Ontario Region operational goals for Programs (activities)	June 10		H.Q., Region
7. Workshop for discussion and finalization of Region's operational goals.	June 26		H.Q., Districts
8. Briefing on Call Letter	Aug. 12		R.D.G., Dir. of Operations, Reg. Planner, Dir. of Finance
9. Receipt of the Call Letter	Aug. 14		Region
10. Briefing to the Regional Mangers	Aug. 18		Region
11. Establishment of Regional Operating Goals	Aug. 19		R.D.G.

- |   |                   |  |
|---|-------------------|--|
| 12. Workshop for<br>Review of Call<br>Letter  | Aug. 19 - Aug. 21 | Reg. Managers<br>Dist. Managers                            |
| 13. Establishment of all<br>Operating Goals by all<br>Regional Managers<br>(functional)   | Aug. 27           | All Reg. Mgrs.   |
| 14. Drafting of District<br>Operating Goals by<br>District Managers   | Aug. 28 - Sept. 5 | All Dist. Mgrs.  |
| 15. Establishment of<br>Regional Activity Goals,<br>alternate strategies,<br>key activities,<br>performance indicators<br>(output measures) for<br>all Regional functional<br>Managers.   | Aug. 28 - Sept. 5 | Reg. Managers  |
| 16. One day seminar for<br>Regional teams.  | Sept. 3           | All Reg. Mgrs.   |
| 17. Drafting of District<br>functional Operating<br>Goals, key activities,<br>performance indicators  | Sept. 5 - Oct. 3  | All Dist. Mgrs.<br>All Functional Mgrs.                    |
| 18. Input from the districts<br>regarding Operating Goals<br>for each functional area,<br>alternate strategies for<br>the district, key activities<br>to be carried out for each<br>district, and performance<br>indicators with resource<br>utilization dollars and<br>person years. | Sept. 5 - Oct. 3  | All Reg. Mgrs.<br>Dist. Mgrs.<br>Dist. Functional<br>Mgrs. |
| 19. Comments by All Regional<br>Managers if any to RDG<br>for EPC meeting on<br>Sept. 10 & 11, 1980   | Sept. 8           | All Managers   |
| 20. Finalization of District<br>Operational plans and<br>regional activity operational<br>plans to be submitted to<br>the Regional Planner.   | Oct. 3            | Reg. Managers<br>Dist. Managers                            |

- |  |                      |   |
|--|----------------------|---|
| 21. Review of District operational plans and Regional activity operational plans.  | Oct. 3 - Oct. 10     | R.D.G.<br>Dir. of Operations<br>Reg. Planner      |
| 22. Consultation and involvement of ORLC, DLC, and the Bands on District operational plans and regional activity operational plans | Oct. 3 - Oct. 10     | R.D.G.<br>Dist. Managers                          |
| 23. Finalization of Regional activity plans.   | Oct. 10 - Oct. 24    | Regional Managers                                 |
| 24. Roll-up of Regional Operational Plan and preparation of input to NPOP  | Oct. 24 - Nov. 7     | Regional Planner<br>Regional Managers             |
| 25. Final typing   | Nov. 7 - Nov. 14     | R.D.G.<br>Regional Planner                        |
| 26. Final discussion with all Managers   | Nov. 17              | R.D.G.<br>Dir. of Operations<br>Regional Managers |
| 27. Transmission to Ottawa   | Nov. 17 - Nov. 21    | R.D.G.<br>Regional Planner                        |
| 28. Presentation to E.P.C.   | Jan./81              | R.D.G.  |
| 29. Comments and feedback by R.D.G. and Dir. of Ops. to each Manager in the Region.  | Feb. 28/81           | R.D.G.<br>Dir. of Operations                      |
| 30. National Operational Plan translated into 1982/83 Program Forecast.  | Feb. 15 - Mar. 31/81 | H.Q.  |

The Regional Director General has appointed the Regional Planner as the Regional Co-ordinator and every Regional Manager and District Manager is expected to appoint their own co-ordinator and let the Regional Planner know his/her name.

The Regional Planner will keep in touch with Ottawa Program Planning Staff, but it is the responsibility of the Regional Activity Managers to liaise with Ottawa Activity Managers. The District Managers and their coordinators should relate to the activity managers when it concerns specific activities, otherwise, they should work with the Regional Planner.

All efforts must be made to keep the deadlines as indicated. Detailed work processes will be prepared with PERT charts to keep the Regional Director General and Director of Operations informed on the progress made at each level.

The Regional Director General has asked the Director of Operations to be the person responsible for the total exercise at the Regional level and keep it on "rails".