

OP 23



ONTARIO REGION

Report to the Executive
Planning Committee

February 1982

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PURPOSE AND INTENT OF PRESENTATION

In response to Mr. Goodwin's letter of October 9, 1981, I am here to present an Overview of the Region's Operational Plan.

This presentation will include:

- (1) an overview of the Ontario Region Operational Plan highlighting the critical components
 - *unique environmental factors*
 - *contribution to strategic goals*
 - *5 year horizon*
 - *key strategies and implications*
 - *changed resource requirements and justifications.*
 - (2) highlight 5 key Regional issues requiring decisions by senior management
 - *resource constraints*
 - *devolution*
 - *band deficits*
 - *approval of major capital projects*
 - *recruitment and retention of Education staff.*
- and
- (3) an evaluation of the Operational Planning Process.

PURPOSE OF PRESENTATION

PART A

OVERVIEW OF OPERATIONAL PLAN

- UNIQUE ENVIRONMENTAL FACTORS
- CONTRIBUTIONS TO STRATEGIC GOALS
- 5 YEAR HORIZON
- KEY STRATEGIES
- IMPLICATIONS
- CHANGED RESOURCE REQUIREMENTS

PART B

REGIONAL ISSUES

- RESOURCE CONSTRAINTS
- DEVOLUTION
- BAND DEFICITS
- APPROVAL OF MAJOR CAPITAL PROJECTS
- RECRUITMENT AND RETENTION OF
EDUCATION STAFF

PART C

PROGRAM AND SUPPORT SERVICE REVIEWS

PART D

EVALUATION OF OPERATIONAL PLANNING
PROCESS



Part A

PART 'A'

OVERVIEW OF OPERATIONAL PLAN





1. Unique environmental factors.
2. Contributions to strategic goals.
3. Five year horizon.
4. Key strategies
5. Implications
6. Changed resource requirements.

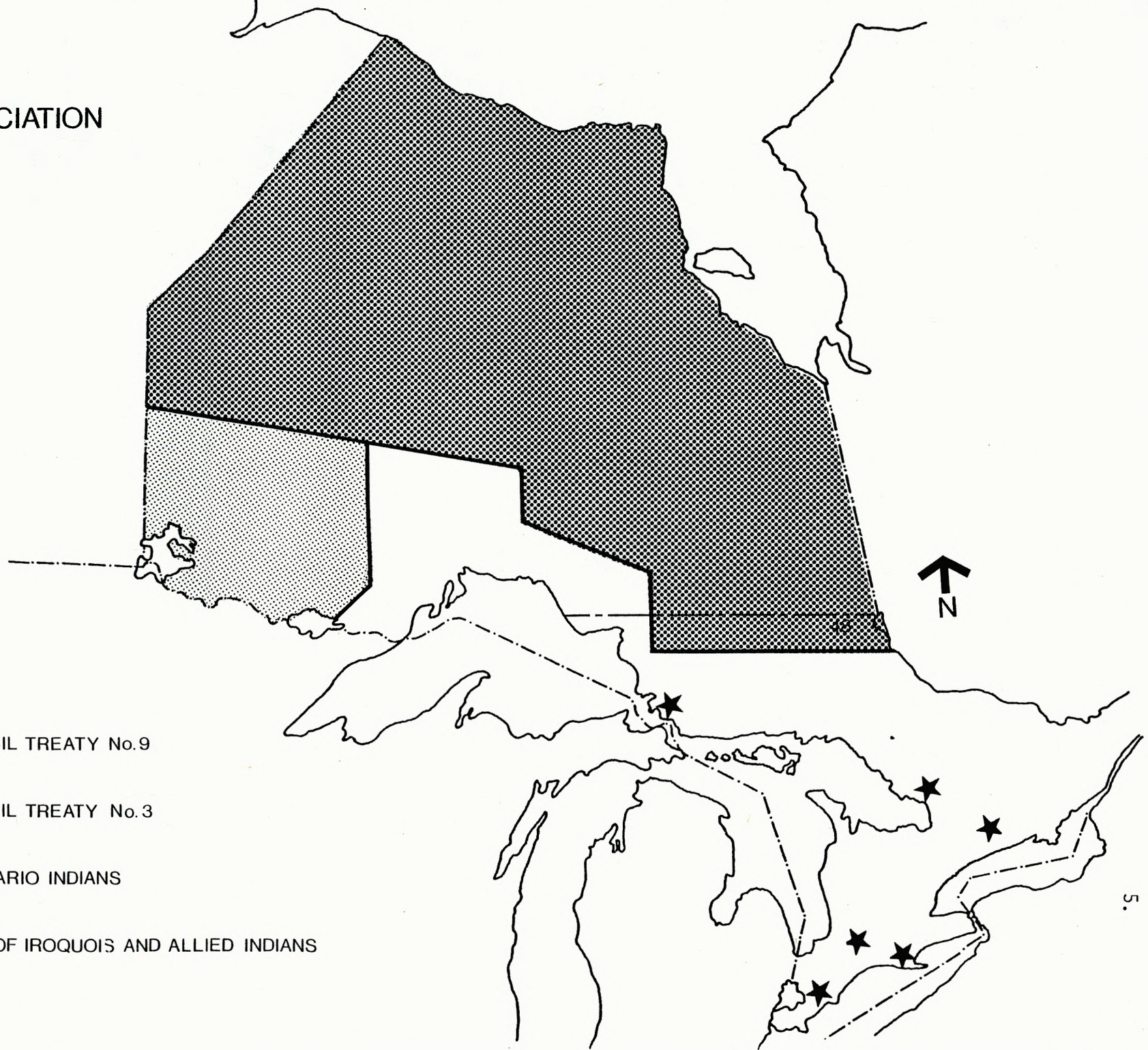
GENERAL INFORMATIONONTARIO REGION

	<u>TOTAL</u>
INDIAN BANDS & COMMUNITIES	119
STATUS INDIANS	68,658

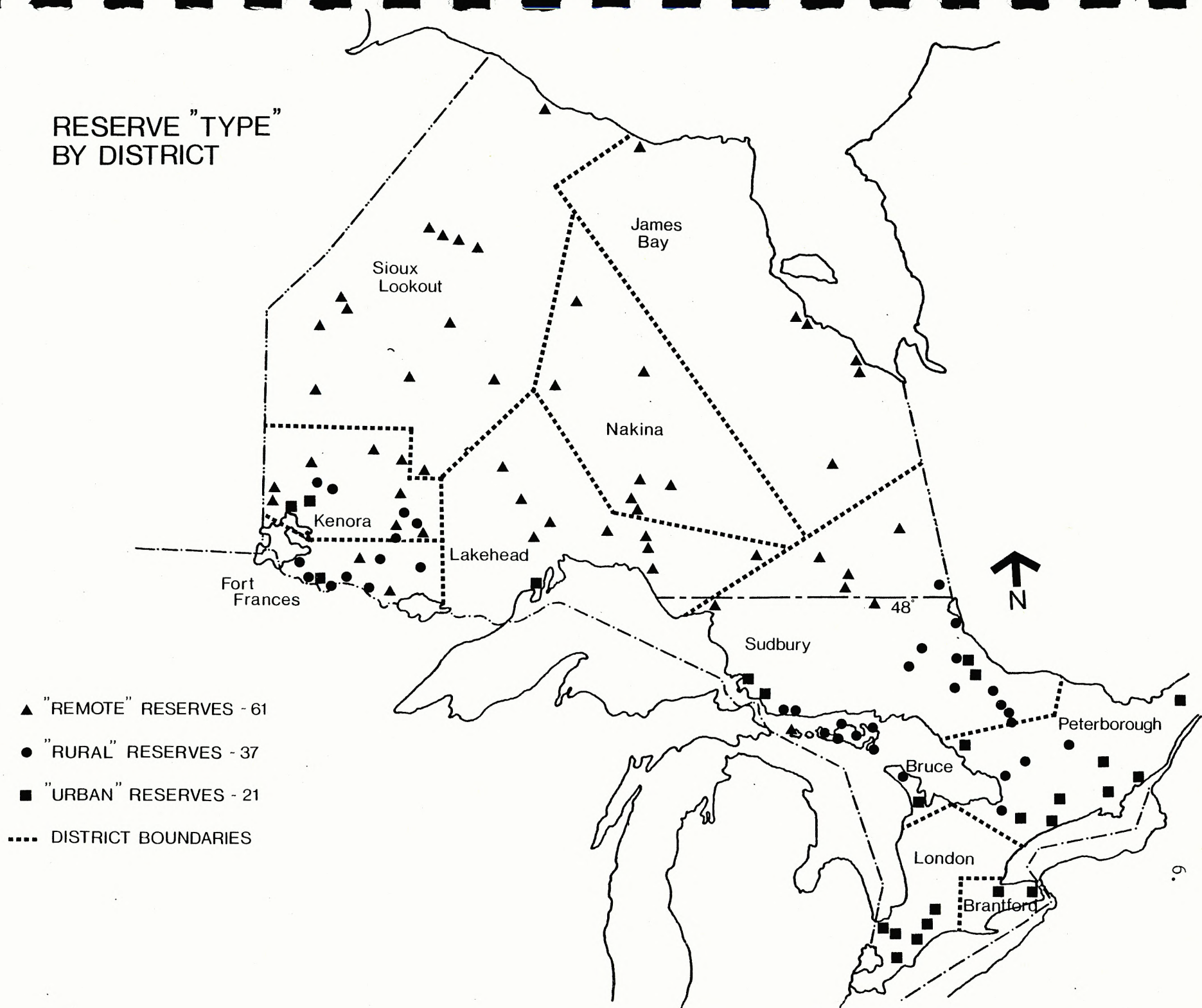
PERCENTAGE OF INDIAN POPULATION OF CANADA	22.2%
PERCENTAGE OF ONTARIO POPULATION	.8%
PERCENTAGE ON RESERVE AND CROWN LAND	67.4%
PERCENTAGE OFF RESERVE	32.6%
PERCENTAGE UNDER AGE 30	64.8%
PERCENTAGE LIVING NORTH OF 48°	40.3%
PERCENTAGE LIVING IN SOUTH	59.7%

INDIAN ASSOCIATION
MEMBERSHIP

-  GRAND COUNCIL TREATY No.9
-  GRAND COUNCIL TREATY No.3
-  UNION OF ONTARIO INDIANS
-  ASSOCIATION OF IROQUOIS AND ALLIED INDIANS



RESERVE "TYPE" BY DISTRICT



OVERVIEW OF OPERATIONAL PLAN

UNIQUE ENVIRONMENTAL FACTORS

The following characteristics of Ontario Region are significant in program planning:-

- (A) The geographical size and accompanying climatic, communications and logistical problems.
- (B) 22% of the national Indian population reside in Ontario.
- (C) 26% of Ontario's Indian population live in isolated northern reserves and settlements accessible by air only.
- (D) Indian people residing in southern areas have relatively convenient access to off-reserve educational facilities and employment opportunities, while those living north of the 48th parallel do not. The northern communities generally lack the potential for complete economic self-sufficiency, though much potential exists given sufficient resources and a well conceived developmental approach.

Demographic characteristics are similar to those portrayed in the National Environmental Assessment. In the short-term, there will be significant impacts on housing, related community services, secondary and post-school programs as well as employment creation.

- (E) The process of consultation at Band, District and Regional levels continues, but general consensus is difficult to achieve because of diverse socio-economic conditions. Ontario Indians are represented by four associations.

STRATEGIC GOALS
1982-1983 TO 1986-1987

1. RESOLVE OUTSTANDING TREATY ENTITLEMENTS AND SUPPORT THE IMPLEMENTATION OF CLAIMS.
2. CLARIFY THE JURISDICTION AND POWERS OF INDIAN BAND GOVERNMENTS AND IMPROVE THEIR EFFECTIVENESS.
3. DEFINE, CLARIFY AND IMPLEMENT JURISDICTIONS, OBLIGATIONS AND RESPONSIBILITIES RESPECTING INDIANS.
4. INCREASE INDIAN CONTROL OVER DECISIONS AND RESOURCES AFFECTING INDIAN PEOPLE AND THEIR COMMUNITIES.
5. INCREASE THE CAPACITY OF INDIAN PEOPLE TO PLAN AND IMPLEMENT COMMUNITY BASED DEVELOPMENT INITIATIVES.

CONTRIBUTIONS TO STRATEGIC GOALS

Ontario Region supports the Strategic Goals and interprets them as major policy directions.

With respect to Strategic Goals 1, 2, and 3, it is our opinion that resolution of the Headlands issue, the revision of the 1924 Indian Land Agreement and support for the implementation of claims remain key issues. Clarifying the jurisdiction of Indian Band Governments will be directed toward the resolution of Regional issues, while national discussion should continue on issues with constitutional and/or jurisdictional implications.

Regarding Strategic Goals 4 and 5, the Region intends to carry them out through increasing the capacity of Indian people to plan and manage their own affairs through maximum use of other Federal, Provincial and private sector resources.

LINKS TO STRATEGIC GOALS

<i>Program Administration</i>	1, 2, 3, 4, 5
<i>Reserves and Trusts</i>	1, 2, 3, 4, 5
<i>Education</i>	3, 4, 5
<i>Economic and Employment Development</i>	1, 2, 3, 4, 5
<i>Social Services</i>	1, 2, 3, 4, 5
<i>Community Infrastructure and Services</i>	3, 4, 5
<i>Band Support</i>	1, 2, 3, 4, 5

SUPPORT OF STRATEGIC GOALS

<u>Strategic Goal</u>	<u>% of Allocation</u>
1. Resolve treaty claims.	3.9
2. Clarify jurisdictions, powers.	6.5
3. Implement obligations.	18.9
4. Increase Indian control.	33.4
5. Increase community based development	<u>37.3</u>
	100.0

5 YEAR HORIZON - BY PLANNING ELEMENTPROGRAM ADMINISTRATION

The Ontario Region intends to strengthen its administrative activities over the planning period to provide improved support to the program delivery functions.

Some of the major thrusts will be:

- (a) The development of the Region's electronic data process capability to reduce workload and improve information systems.
- (b) The continued improvement of our materiel management function.
- (c) The continued improvement of our internal and external communications systems.

The introduction of M.I.P. in 1981/82 has created a positive attitude towards implementing needed change to our internal management practices. During the planning period, the positive momentum will be maintained to translate the Phase I fact finding into significant advances in the efficiency and effectiveness of program delivery and accountability.

RESERVES AND TRUSTS

The main thrust in the Operational Plan will centre on the resolution of the 1924 Ontario Land Agreement revision, which will result in return of over a quarter ($\frac{1}{4}$) million acres of land to Reserves in Southern and Central Ontario. This involves Tripartite negotiations.

We plan to resolve the problem of the three Fort Hope community settlements in Northern Ontario in 1982/83 through Tripartite negotiations with Treaty #9 under a mediation agreement which would result in the establishment of three new Reserves. This will enable the satellite communities to receive Band status and qualify for Reserve status benefits.

Due to limitations of dollars and person-years, the strategy chosen for devolution is to decentralize Leasing and Individual Holding functions to the Districts, and assumption by Bands of the Minister's authority to manage their lands under Sections 53 and 60 of the Indian Act.

The prime goal in obtaining benefits for Indian land development is to increase rental income by 50% by 1985/86, and a similar increase in tenant's levies to Bands, thus increasing the self-sufficiency of Bands and providing them with increased revenue for project development.

BAND SUPPORT

Building on the success of 1981/82, this program will continue to assist Indian communities to develop their needed physical planning, work with the Ontario Indian Housing Council to finalize the development of Housing Standards and proceed to implement them.

The program will also continue to work towards improved housing and community infrastructure with a view to resolving the housing problem and the most serious water and sewer conditions over the planning period.

EDUCATION

Over the next five years developmental activities focussing upon devolution of program, management improvement at both the Department and Band level, and efficient and effective use of allocated resources will result in:

- (a) Establishment of a more responsive delivery mechanism for the education program (e.g. on reserve Grade 9 and 10).
- (b) Provision of comprehensive educational services at the elementary and secondary levels (e.g. native studies credit courses).
- (c) Improvement of quality of services available to boarding elementary and secondary students (e.g. further expansion of group home concept).
- (d) Provision of capital facilities on a priority basis.

Current and projected financial and human constraints will seriously and adversely affect delivery of many integral facets of the education program including:

- (a) pupil/teacher ratio - in Ontario person-year allocation levels have prevented adherence with National guidelines for PTR.
- (b) occupational skill development - although needs of Ontario Bands and employment opportunities for skilled tradesmen, clerical staff and para-professional continues to increase, the provision of this service has not been possible due to inadequate financial resources.

- (c) adult education - this program is designed to enhance the quality of life and communities through literacy, social and leadership skill training. Currently no funds are available for this program.

In summary, the resource level for the education program over the next five years is of critical concern. The cost factors for the non-discretionary activities continue to increase at a rate far above inflation while resources increase at a rate significantly below inflation. This will result, over the next five years, in the virtual elimination of all discretionary education programs. Developmental activities in the non-discretionary activities will lead to a more viable, relevant and successful educational experience for Indian in-school students.

SOCIO-ECONOMIC DEVELOPMENT

1. Federal-Provincial Agreements

In 1981, the Department, in conjunction with DREE and the Province of Ontario, entered into a Northern Rural Development Agreement that commits \$17.0 million over the next four years. The Department will provide \$750,000 towards this program.

DREE is also developing a special ARDA program for Ontario which is to be implemented in 1982/83.

In 1981/82, the Department in conjunction with the Province has agreed to seek authority to expand the Federal/Provincial Natural Resource Agreement, which is funded jointly on a 50-50 basis, from a current budget of \$400,000 per year by an additional \$200,000 per year so that by 1986/87 the total annual budget will reach \$1.4 million.

2. Ontario Response to New Initiatives

During the past year, the Minister has stated in a number of meetings with the Indian leaders of Ontario, that additional funds will be made available for Native Economic Development. These statements have been supported in the recent budget with the identification of \$345 million for Native Economic Development over the next four years.

In anticipation of the new funds being made available, Ontario has identified for 1982/83 a need for \$12.5 million as well as an additional twenty person-years in order to improve service delivery and accountability. The additional financial requirements will increase to \$20.0 million by 1986/87.

3. Devolution

The Program is committed to devolution and in this regard a number of Indian committees are working with our development staff and consultants in the area of Institutional Development. In the spring of 1982, it is anticipated that two Sectorial Programs (Agriculture and Wild Rice), one Financial Institution and a Trade School will be finalized and ready for implementation. These new activities will absorb most of the new requirements identified in the previous paragraph. It is anticipated that 50% of the Economic and Employment Development Program will be delivered through alternative mechanisms within five years and 80% within ten years.

SOCIAL SERVICES

In 1965 the Department entered into an agreement with the Province of Ontario for the provision of Social Services to all Indian communities in Ontario who wished to receive these services from the Province.

A review of this delivery mode was undertaken under the Tripartite system in Ontario. The review is continuing and to date, two preliminary reports regarding on-reserve Social Service delivery have effected the start up of social services units within each of the four Status Indian Organizations. As well, a Social Services Council has been created for the purpose of leading the development of a new on-reserve social services system in Ontario. Some difficulties in its implementation are anticipated but given the experience of the past Tripartite discussions, talks will continue and an accommodation reached during the planning period.

PROGRAM ADMINISTRATION

- Electronic Data Process.
- Improved Materiel Management.
- Communications .

BAND SUPPORT

— Ontario Indian Housing Council Standards.

— Physical Plan : Housing .

Infrastructure .

EDUCATION

- On-Reserve grades 9 & 10.
- Expansion of Group Home concept.
- Provision of Capital Facilities.
- Problems : Pupil/Teacher ratio.
No occupational skill development.
No Adult education.

RESERVES AND TRUSTS

- 1924 Ontario Land Agreement Revision.
- Tripartite negotiation for 3 new reserves.
- Decentralize leasing & individual holding functions.
- Increase rental income by 50 % by 1985/86.

SOCIO-ECONOMIC DEVELOPMENT

- Socio Economic Planning (SEDF).

- Federal/Provincial Agreements:
 - Northern Rural Development Agreement.
 - Special ARDA.
 - Natural Resource Development.

- Institutional Development.

- Social Services.

ONTARIO REGIONKEY STRATEGIES

1. RESOLUTION OF JURISDICTIONAL ISSUES,
CLAIMS AND AGREEMENTS.
2. TRANSFER OF SKILLS TO BANDS.
3. COMMUNITY BASED PHILOSOPHY TO
DEVELOPMENT.
4. EFFECTIVE MANAGEMENT OF LIMITED
RESOURCES.
5. IMPROVED COMMUNICATION.

KEY STRATEGIES

The general strategy of the Ontario Region is based upon working towards the attainment of the five strategic goals. This is supplemented by priorities identified through the consultation process.

- (1) Resolve key jurisdictional issues, claims and Agreements through the Tripartite process.
- (2) Facilitate an effective transfer of skills from the Department to the Indian people.
- (3) Continue to develop a community based philosophy within the region which acts as a vehicle for moving Indian people toward their goals of self-determination and self-sufficiency.
- (4) Improve management skills and processes to facilitate management improvement and the effective use of limited resources.
- (5) Provide for more effective communication, both internally, and between the Department, the Indian people and the public at large.

IMPLICATIONS

1. TRIPARTITE STRUCTURE STRENGTHENED
2. INCREASED INDIAN CONTROL OVER DECISIONS AND RESOURCES
3. COMMUNITY BASED PHILOSOPHY TO DEVELOPMENT WILL DEPICT LOCAL ASPIRATIONS
4. EXPECTATIONS MAY EXCEED RESOURCES
5. INCREASED EMPHASIS ON ACCOUNTABILITY OF MANAGEMENT
6. FLEXIBILITY, INNOVATION AND INCREASED DEMANDS ON TRAINING
7. INCREASED HUMAN AND FINANCIAL RESOURCES
8. IMPROVED MANAGEMENT
9. CLEARER PROFILE OF INDIAN PEOPLE AND DEPARTMENT

IMPLICATIONS

The implications of these strategies for the Ontario Region are:

- (1) The Tripartite structure will be strengthened.
- (2) Indian control over decisions and resources will be increased.
- (3) A community based philosophy to development will depict local aspirations. Expectations may be raised beyond available resources.
- (4) Increased emphasis on the accountability of management. Flexibility and innovation and increased demands on training.
- (5) Increased human and financial resources. Improved management, clearer profile of Indian people and the Department.

CHANGED RESOURCE REQUIREMENTS

The trend identified in last year's Operational Plan continues; non-discretionary costs erode the monies available for discretionary items due to non-discretionary actual cost increases exceeding the inflation factor allowed by Headquarters e.g. 9.4% as opposed to 14+%.

Ontario Region requires a minimum additional 78 Person-Years to meet the requirements of this plan. Justification for this additional requirement will be dealt with in Part B of our presentation.



Part B

PART 'B'

REGIONAL ISSUES

1. Resource Constraints
2. Devolution
3. Band Deficits
4. Approval of Major Capital Projects
5. Recruitment and Retention of
Education Staff

ISSUE : RESOURCE CONSTRAINTS

Lack of PYs to:

- (i) Fulfill service delivery.

- (ii) Improve effectiveness & efficiency of program responsibility & accountability.

RESOURCE CONSTRAINTS: - ONTARIO REGIONKEY REGIONAL ISSUE

Lack of Person Years to adequately staff the Region in order to fulfill our service delivery to the Indian community and improve the effectiveness and efficiency of Program responsibility and accountability.

OVERVIEW ANALYSIS

- (a) The imposed reduction of Person Years as opposed to the reduction through devolution has created a critical shortage of Person Years in the Ontario Region.
- (b) The concept that there is a one-to-one relationship in the devolution process between a job being taken over by a Band/Tribal Council and the reduction of a Person Year in the Program, has also caused human resource difficulties. The need for better advice and monitoring in an ever increasing complexity of programs requires more staff in the Region as opposed to fewer staff.
- (c) Our current classification system is also creating a stumbling block to devolution in that staff whose job changes from delivery mode to advising and monitoring role see the classification being lowered due to the reduction in the number of people supervised. Employees who leave are hard to replace because our salaries are not competitive when arrived at through current classification process.
- (d) The following reviews by Headquarters staff also supports the need for increased Person Year allocation to the Ontario Region:

- Pupil/Teacher ratio
- Technical Services and Contracts
- Reserves and Trusts
- Social Services Review

These studies indicate the following minimum needs:

- Education - 35 person years
- Technical Services & Contracts - 29 person years

- Reserves and Trusts	-	4 person years
- Social Services	-	<u>12</u> person years
Sub-Total		<u>80</u> person years
- Regional Requirement Capital Management	-	<u>5</u> person years
Total		<u>85</u> person years

Enrichment to the Economic Development Program would also require Person Years to deliver and monitor. The Ontario Region has been reduced by 103 Person Years since 1979/80 fiscal year. The Region received four additional teacher person years and has turned over 21 positions to Bands and Tribal Councils. This leaves a reduction of 78 person years from our program delivery and management human resource complement.

OPTIONS

- (1) Increase the Ontario Region's Person Years allocation for 1982/83 by 78 person years.

Implications:

- (a) An increased requirement for salary dollars, some office space and travel funds.
- (b) Increased effectiveness and monitoring with increased capacity to improve accountability.
- (c) Increased ability to implement and maintain improved management systems such as those evolving from M.I.P.

- (2) Provide no increase or a very limited increase in Person Years to the Region.

Implications:

- (a) Pupil/Teacher ratio as suggested by Headquarters cannot be maintained - thus a reduction in the quality of the Education Program.
- (b) Difficulty in implementing and maintaining management improvements.

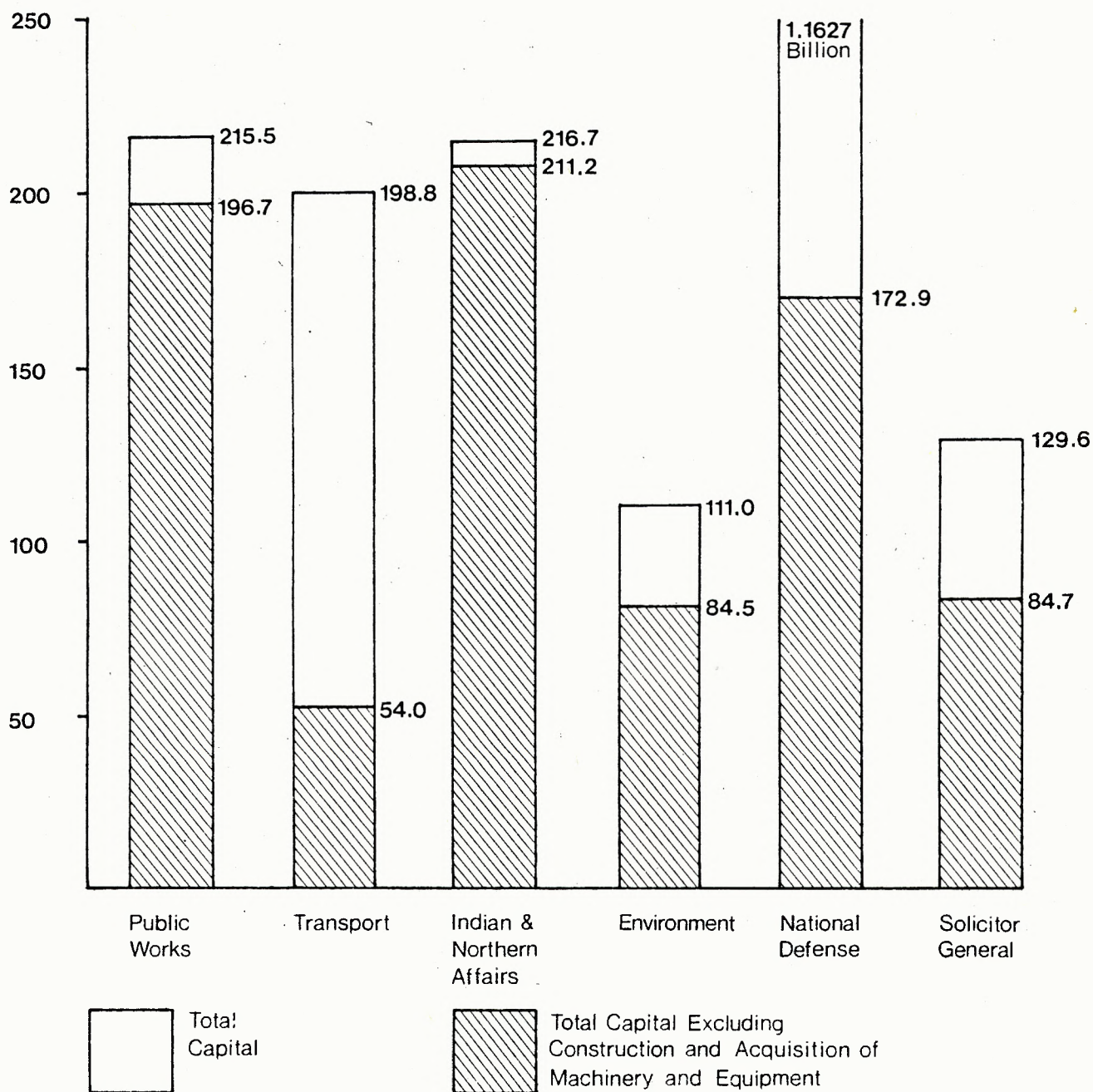
- (c) Monitoring of program delivery by Bands and other agencies would not be of a high standard.
 - (d) Difficulty in ensuring value for money in the Capital program and the implementation of standards.
- (3) Allow the Region to purchase the required services under service contracts under Regional authority.

Implications: (a) Would require the execution of a number of Personal Service Contracts which would be difficult to justify given Treasury Board regulations.

- (b) Would create problems within the organization with costs, reporting relationships and with the Indian people.

THE FIRST OPTION IS THE ONE PREFERRED.

1981/82 CAPITAL PROGRAM BY DEPARTMENT



Source: Special Report on TS&C Activities
for Presentation to the A.D.M.,
Sept. 81 - EA-HQ-81-50

COMPARISON OF SIZE OF PROFESSIONAL AND TECHNICAL STAFF WITH CAPITAL FUNDING

Total Capital in DINA	\$ 217m	
<hr/>	<hr/>	= 9%
Total Capital in Federal Government	\$2,243m	

Total Engineers and Architects in DINA	131	
<hr/>	<hr/>	= 5%
Total Engineers and Architects in Federal Government	2,778	

Total Engineering and Scientific Support Staff in DINA	79	
<hr/>	<hr/>	= 1%
Total Engineering and Scientific Support Staff in Federal Government	7,466	

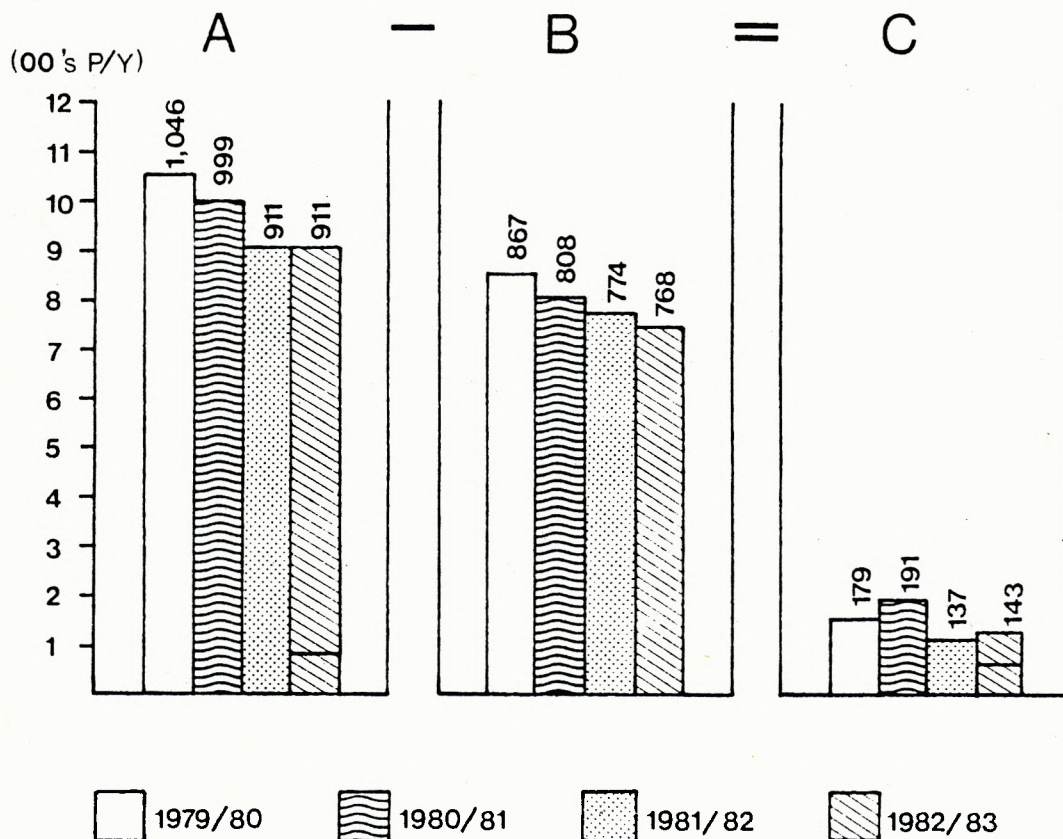
Source: Special Report on TS&C Activities
for Presentation to the A.D.M.,
Sept. 81 - EA-HQ-81-50

COMPARISON OF SIZE OF PROFESSIONAL AND TECHNICAL STAFF WITH CAPITAL FUNDING

ONTARIO REGION

<u>Total Capital in Ontario Region</u>	<u>\$40.5</u>	=	18.66 %
Total Capital in DIAND	\$217m		
<u>Total Engineers and Architects in Ontario Region</u>	<u>6</u>	=	4.58 %
Total Engineers and Architects in DIAND	131		
<u>Total Engineering and Scientific Support Staff in Ontario Region</u>	<u>3</u>	=	3.8 %
Total Engineering and Scientific Support Staff in DIAND	79		
<u>Total P.Y. in T.S & C. in Ontario Region</u>	<u>35</u>	=	8.27 %
Total P.Y. in T.S. & C. in DIAND	423		

ONTARIO REGION PERSON/YEAR RESOURCE CONSTRAINTS 1979-80/1982-83



A = P/Y requirements based on % of total Indian population (22.6 %).

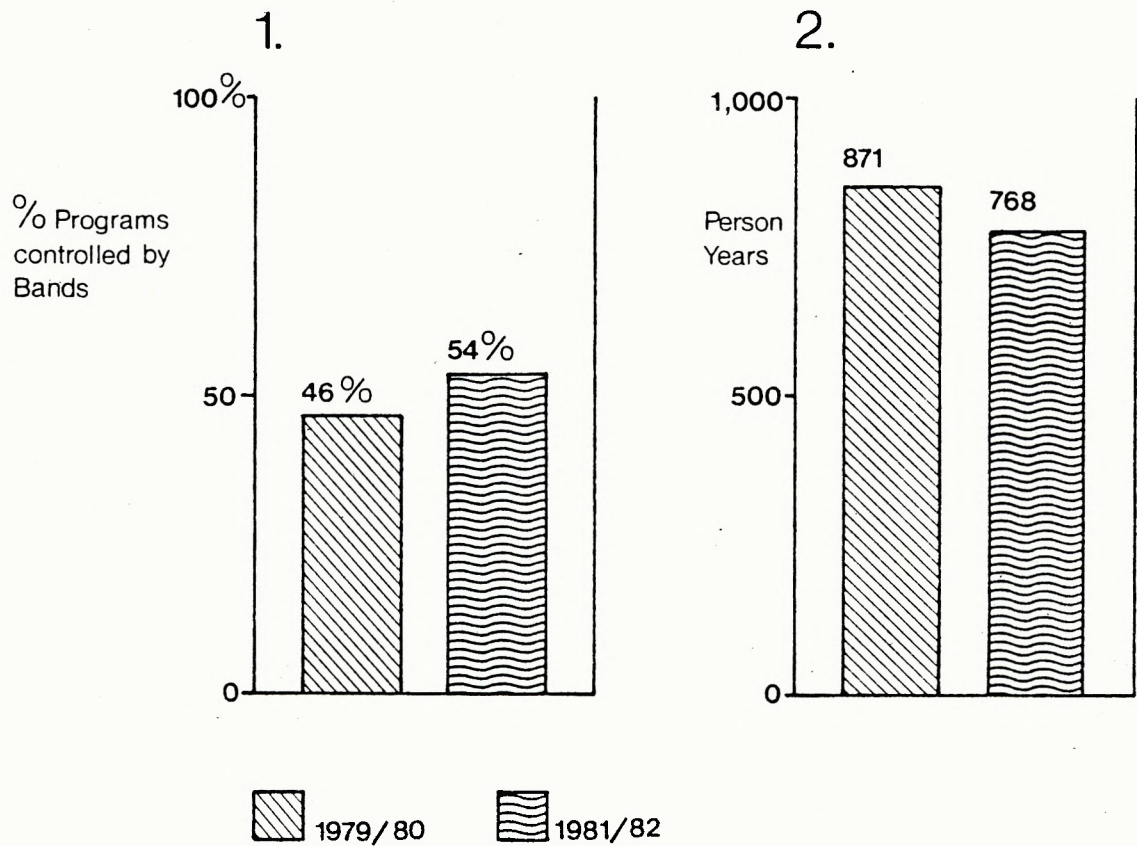
B = Actual P/Y allocations.

C = P/Y short falls.

NOTE: A/ In 1982/83 Headquarters has identified a further 85 P/Y's as a minimum requirement for Ontario Region.

C/ A regional assessment identified a further 78 P/Y's as a minimum requirement.

PERSON/YEAR CONSTRAINTS 1979/80-1981/82



NOTE:

1. BETWEEN 79/80 AND 81/82, INCREASE OF 8.6% PROGRAMS CONTROLLED BY BANDS.
2. DURING THIS TIME, PYs REDUCED 11.8% (103 PYs).
3. DIFFERENCE BETWEEN 1 AND 2 IS 3.2%.
4. PY REDUCTION AS A % OF PROGRAM \$ TURNED OVER TO BANDS SHOULD HAVE BEEN 71 NOT 103.

DEVOLUTION

ISSUE:

"Need for Strategy to Transfer --
Responsibility, Authority and
Accountability"

- A. M.I.P. Contribution
 - overcome some problems identified last year
 - 1980 Auditor General's Report

- B. Shifting Accountability to Appropriate Authority

- C. Devolution or Delegation?

ACTION REQUIRED

- Identify what can be transferred

- Identify what cannot be transferred
(statutory)

- Strategy to devolve responsibility
and accountability

DEVOLUTION - ONTARIO REGIONKEY REGIONAL ISSUE

There is a need to establish a strategy to transfer responsibility and authority as well as an accountability framework for the devolution process which articulates a clear chain of responsibility between the Department and Indian Bands.

OVERVIEW ANALYSIS

The M.I.P. six series has contributed significantly to overcoming a great deal of the problems identified (in our last year's E.P.C. presentation) as well as the problems identified in the Auditor General's Report (1980) with respect to transfer of service delivery.

The Region now has reliable information with respect to the financial effects of transfer, a profile which identifies the management of each discrete service provided by the Department and the development of procedures which forecasts transfers has been established.

The information and management tools which have become available have improved our planning capability to properly prepare for transfer of services to Band administration.

An important element emerging from these findings is the need to clearly shift accountability to the appropriate authority. If Band Councils are to assume responsibility and authority to deliver services to their memberships, the nature of that accountability as well as that of the Department must be clearly articulated.

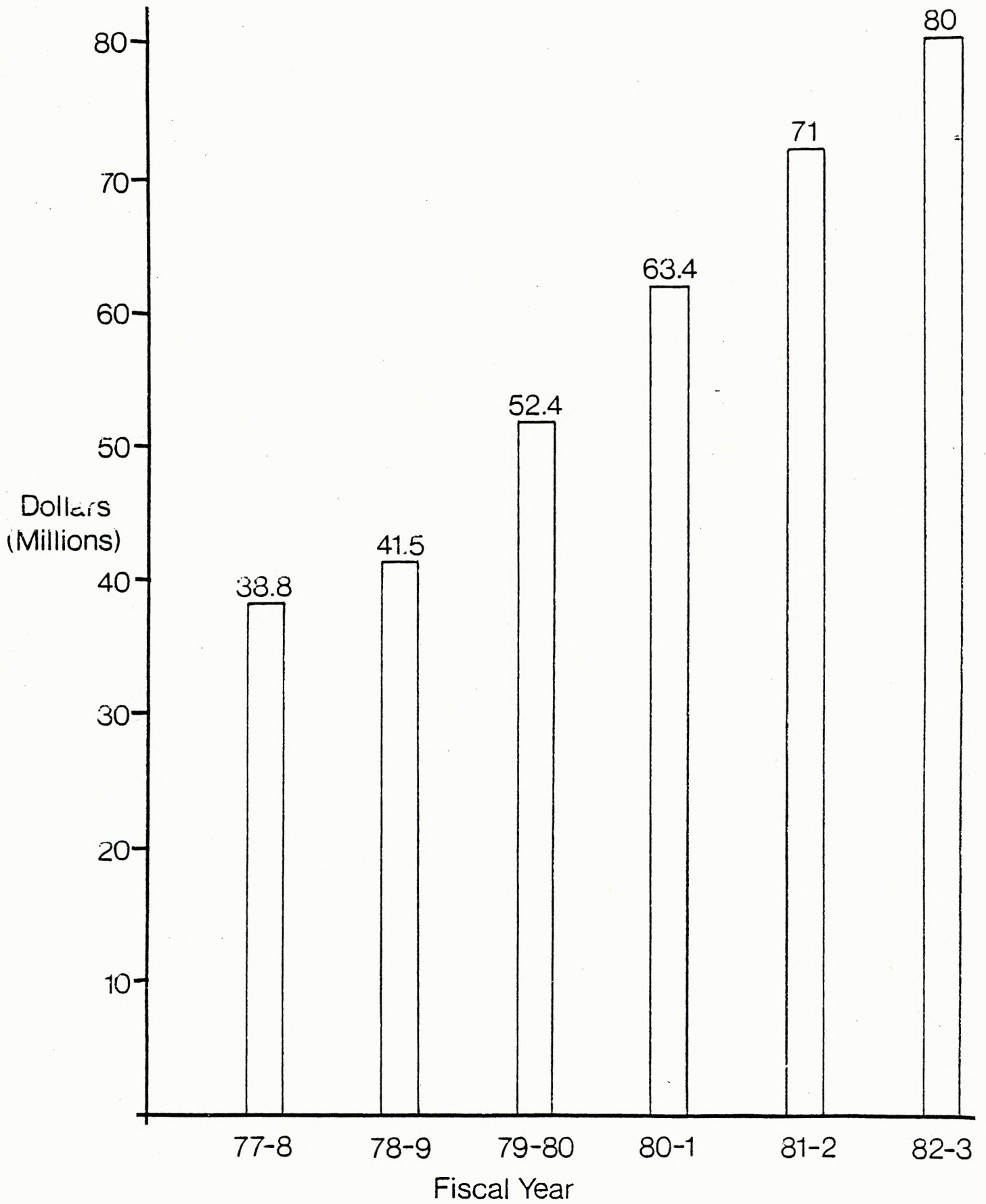
As long as legislation places total accountability for the elements that make-up the Indian and Inuit Program on the Department, there can be no real devolution, only delegation of Departmental functions.

ACTION REQUIRED

1. Identify the elements that cannot be transferred to Bands because of statutory responsibilities.
2. Identify those things in the directory of services that can be transferred to Bands.

3. While M.I.P. is providing us with a framework for managerial authority and accountability, it will be necessary to develop a strategy to devolve the identified responsibility and accountability to Bands where appropriate.

DOLLAR VALUE OF PROGRAMS ADMINISTERED BY ONTARIO BANDS



ISSUE: BAND DEFICITS

No firm policy direction.

Results in uncertainty, inconsistent solutions,
& poor management practices.

Requires clear policy.

BAND DEFICITS

OPTIONS:

1. ELIMINATE, USING DEPARTMENTAL FUNDS.
2. BANDS RECTIFY, USING DEPARTMENTAL GUIDANCE.

PREFERENCE:

OPTION 2

REASON:

STRATIFICATION OF BANDS IN ONTARIO.
SELECTIVE APPLICATION OF RESOURCES
USING ADVANCED TECHNOLOGY AND
COMPREHENSIVE TRAINING WILL IMPROVE
FINANCIAL CAPABILITIES OF BANDS.

BAND DEFICITS - ONTARIO REGIONKEY REGIONAL ISSUE

The lack of firm policy direction in the area of Band deficits has led to uncertainty and an inconsistent application of makeshift procedures throughout the Region. With the tightening of the Federal purse, the time has arrived for the development of a clear and concise policy in the area of band deficits.

OVERVIEW ANALYSIS

There is no authority or policy to guide Region in effectively dealing with Band deficits. Precedent exists for the reduction of a band's future years contribution funding, but it is often subject to factors which should not have a predominant impact on the resolution. Two examples would be the band's political prowess (within the region and national office), and the Region's position at year end.

Discharging of surplus dollars at year end, is a factor one must consider in any analysis of this problem. The lapsing of dollars is perceived with almost as much disdain as the creation of deficits. This view is based upon the potential reduction of a future year's budget due to a previous year's surplus. Having the opportunity to reduce Regional surpluses by writing off Band deficits does not encourage good management practices for both the Department and the Bands.

The political ramifications of dealing with band deficit situations must be recognized. The ultimate decision of dealing with these must be conveyed and supported at all levels of management within the Department.

Another factor which needs to be addressed lies in the area of the Department's public relations. How the general public perceives the Department and Indian people is effected by the newspapers and other media forms. This area has caused us problems in the past and will continue to do so in the future. A serious managerial dilemma is created when these environmental factors are coupled with an inconsistent application of procedures across Regions.

OPTIONS

- (1) Eliminate Band deficits through Departmental funding.

Implications: (a) Reinforce poor band management.

- (b) Detrimental impact on Department's relationship with central agencies and the public.
 - (c) Leaves the Department open to criticism by press and Auditor General's Office.
 - (d) There would be no incentive for Bands to continue effective management.
 - (e) Financially inflate the Department's requirements before Parliament.
- (2) Bands to rectify own deficit positions with Departmental guidance.

- Implications:
- (a) Bands take more responsibility for their affairs - total devolution of program and responsibility.
 - (b) Short term deterioration of departmental relationship with those bands faltering under financial deficits.
 - (c) The Department's overall image would be strengthened in the eyes of those bands not in a deficit position; the central agencies and the general public.
 - (d) Every band would know exactly where they stand. Stability and consistency would be reinforced.
 - (e) Departmental appropriations could be directed to new initiatives more easily without the adverse effects of band deficit funding.
 - (f) The quality of services to Indian people would improve as band administrations become more effective. Where the band is unable to deliver the services the programs would be returned to the Department until such time as the capability of the Band improved.

REGIONAL POSITION

Our preference is to support Option 2 with the following caveats. We will endeavour to maximize our human and financial resources via the stratification of the bands within the Ontario Region. The groupings would be established as follows:

- (A) Those Bands with a demonstrated financial capability will enter into contracts with accredited accounting firms for the computerization of their records.
- (B) Those Bands with moderate financial management skills would have a concentration of our human resources directed towards their improvement.
- (C) Those Bands requiring assistance in the more rudimentary aspects of financial management would fall into an area which would be supported by the Department through the provision of contracted services and training via the Department.

Through this course of action, the region intends to obtain more "value for money" within its human and financial resources. Due to severe person-year constraints it is not possible for Departmental employees to cover all Bands adequately. This selective application of resources with the use of advanced technology and more comprehensive training will improve the financial capabilities of the Ontario Bands. The provision of technical improvements will ensure more timely information as well as more accurate data. We believe the Bands can cope with our Option 2 proposal.

ISSUE : APPROVAL OF MAJOR CAPITAL PROJECTS

Approvals lag far behind forecast requirement.

Poor Region/HQ. communication results in,

- changed Capital Plan.
- back log of Major transfers, lapses in Capital funds.

APPROVAL OF MAJOR CAPITAL PROJECTS

OPTIONS:

1. CUT VOLUME OF MAJORS SO EXISTING STAFF
CAN HANDLE LOAD
2. IMPROVE H.Q./REGIONAL WORKING RELATIONSHIP

PREFERENCE:

OPTION 2

REASON:

SOUND T.B. SUBMISSIONS PREPARED AND
APPROVED IN A MINIMUM LENGTH OF TIME

APPROVAL OF MAJOR CAPITAL PROJECTS - ONTARIO REGIONKEY REGIONAL ISSUE

Approvals lag far behind the forecast requirements. Typically, our expenditures on Major Capital Projects are only half the amount forecast. This creates havoc with our Capital Plan, has built a growing backlog of Majors and results in transfers or lapses of Capital funds.

OVERVIEW ANALYSIS

Our Capital Plan resembles a "fast-forward" motion picture as projects appear, disappear, change Votes, change years and change costs. A good deal of this seems to be caused by continually deferring Majors. Deferring just one Major out of the current year will likely generate 50 changes to the Plan, 25 new PICD's and 10 Budget transfers: we defer half our Majors each year. (NOTE that replacing this one Major with, say, 10 Minors means that all of a sudden, late in the year, a number of already busy Technical staff have to interrupt their ongoing projects to initiate the new Minors to the disadvantage of both their ongoing projects and future years' Major projects.) Stabilizing Majors will go a long way to stabilizing the Capital Plan. At present, the credibility of DIAND as an able planner is questioned by many Bands.

Because Housing expenditures are controlled, the big drop in Majors creates an impossible situation for Minors - Minors simply cannot be generated quickly enough to "pick up the slack" and as a result, we transfer Capital funds to O & M. When the Majors are stabilized there will be two new pressures for additional O & M funds: firstly, to meet the maintenance needs of the new Major assets; and, secondly, to meet the regular O & M requirements previously met by transferring Capital.

Ontario has an excessively large volume of Majors (127 projects/ 290 years) of which 19 projects (53 years) require TB submissions. We should be averaging 10 TB approvals a year: in calendar year 1981 we submitted 4 and got approval for one. Our severe understaffing meant that this rate was "full speed". The backlog is growing.

In the past we have experienced difficulties in getting TB submissions through Headquarters. Part of the problem is Regional: our inadequate preparation due to lack of sufficient staff to conduct proper research and documentation. The other part of the problem is Headquarters: there appears to be a lack of agreed upon role definition between people in Headquarters and Region.

The increased general concern with value and accountability has quadrupled the time required to write a project submission. There is now a submission for each phase and each submission requires greater detail. Where Treasury Board authority is required, we seem to rewrite each submission five times. As a result, it now takes us twenty (5 x 4) times as long to prepare the document.

To improve the management of our capital program over the last year we have more than doubled our Technical staff, borrowed Program staff and initiated studies to assess our situation. We intend to continue these efforts and expect them to begin to bear fruit in 1982. As Bands begin to demonstrate community planning ability and Technical staff generate more Engineering Statements, it is very likely that a five-fold increase in submission workload will be experienced by the Program staff.

OPTIONS

- (1) Cut the volume of Majors down to the level that the existing staff can handle.

Implications:

- (a) Documented health and safety standards could be only partially met.
- (b) School construction would likely stop.
- (c) In many cases, Bands would likely exercise "political pressure" and ignore community or Capital planning.
- (d) What should be Major projects could become a string of Minors.

- (2) Develop a more supportive working relationship between HQ and Region that would help Regions in writing sound TB submissions in a minimum length of time.

Implications:

- (a) Revised "HOW TO GET PROJECT APPROVALS" manual and revised HQ Submission Review Process would be mutually understood.
- (b) Regional submissions would improve.
- (c) Approvals would increase and the backlog would begin to decline.
- (d) "Political pressure" by Bands would be less frequent as approvals went up.

- (e) The Capital Plan would become noticeably more stable.
- (f) Ensures a common understanding about what is required.

THE SECOND OPTION WOULD BE THE ONE PREFERRED.

ISSUE : EDUCATION RECRUITMENT

Successful program delivery
by

Dept. & Bands is threatened
by

problems with teacher recruitment/retention.

EDUCATION RECRUITMENT

PROBLEMS:

1. NEED FOR NATIONAL CO-ORDINATION IN SOME AREAS
2. NEGATIVE PRESS
3. REHIRING OF LAY-OFF EMPLOYEES
4. SALARIES
5. RESIGNATIONS DURING YEAR
6. TRAINING
7. POOR RECRUITMENT MATERIAL
8. LACK OF RESOURCES - BAND OPERATED PROGRAMS

EDUCATION RECRUITMENT

SOLUTIONS:

1. SALARY IMPROVEMENTS
2. AGGRESSIVE PUBLIC RELATIONS CAMPAIGN
3. CLOSER CO-OPERATION WITH P.S.C. RE
PRIORITY STATUS EMPLOYEES
4. MECHANISMS FOR BANDS TO OFFER COMPARABLE
BENEFIT PACKAGES, EMPLOYEE PROTECTION, ETC.
5. FORM NATIONAL COMMITTEE TO DEAL WITH ISSUES
ON NATIONAL, INTER-REGIONAL BASIS.

EDUCATION RECRUITMENT - ONTARIO REGIONKEY REGIONAL ISSUE

The provision of a quality Indian controlled Education program will be jeopardized unless recent difficulties in teacher recruitment are overcome.

OVERVIEW ANALYSIS

As our operational plan indicates, we have made significant progress in the past few years in many areas and we intend to capitalize on these successes in this current planning period.

While there are several major issues affecting the Ontario education program including the adverse affect of budgetary and P/Y allocation restraints, we have chosen to highlight a relatively new issue that poses a great threat to the successful program delivery by both the Department and Bands.

Throughout the seventies, education systems including ours enjoyed the luxury of choosing from an abundance of qualified teachers for their vacant positions. In the eighties, however, it is predicted that we will once again see the severe shortage of qualified candidates that characterized the late sixties. For our Department this premise is an ominous warning. This fiscal year the Education program encountered severe problems in the recruitment of quality teachers.

Given that the quality of teaching personnel within our system is a crucial element in determining the quality of education available to Indian students, the following factors must be considered in analyzing the problem:

- (A) National co-ordination of particular segments of the teacher recruitment program may be useful, e.g. those involving collective bargaining, timing of resignations, etc.
- (B) Negative press coverage of our education programs, widely read by potential candidates has gone largely unchallenged resulting in our poor image.
- (C) Lay-off and priority status employees have been ineffectually dealt with resulting in late hiring of teachers and loss of credibility with PSC.
- (D) Teachers salaries lag behind those offered by many provincial boards.

- (E) Salaries at the education administrative level are more than 20% behind provincial counterparts. In fact, within our own system a principal often earns more in his 10 month work year than a District Superintendent of Education does in 12 months.
- (F) Unlike Provincial Boards, our teachers can resign any time during the school year often causing severe disruptions to the education system and unique ongoing recruitment problems.
- (G) Many programs have been co-sponsored by the Department to train Indian people to become teachers but few programs to effectively train teachers of Indian children exist.
- (H) The material used in our recruitment program including information brochures and advertisements is amateurish in appearance and quality when compared with that used by other federal departments and provincial Boards of Education.
- (I) Recruitment problems experienced by band operated programs are often more severe than ours for most of the reasons noted above and the fact that band operated systems lack adequate resources to conduct effective recruitment programs and often cannot offer comparable benefits and employment security to candidates.

In summary, the situation is serious and warrants our mutual attention. The policies for our Education program - Quality Education and Indian Control - are both being adversely affected by this situation.

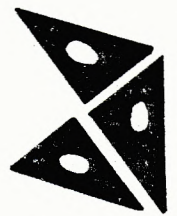
OPTIONS

- (1) Several of the components noted can only be resolved through the collective bargaining process - namely salary discrepancies and resignation dates. For these, our management negotiation representatives should make Treasury Board aware of the adverse effect currently imposed on the program by these issues.
- (2) The negative image of our education program should be countered by an aggressive public relations campaign to be directed toward the press, colleges of teacher education and the general public.
- (3) The Department at both the regional and national levels should continue to seek closer co-operation with PSC to ensure fair and equitable treatment for priority status employees without the major negative program impact such consideration now has.

- (4) Development of professional quality information brochures and advertisements designed to outline challenges and benefits of working in the Indian Education Field.
- (5) Efforts designed to permit Bands to offer truly comparable benefit packages, security, and employee protection should be encouraged at all levels within the Department.

RECOMMENDATION

While it is our intention that Ontario Region work toward the resolution of many of these issues, you will have noted that this will require, in many cases, inter-Region co-operation, Headquarters co-ordination and senior management endorsement. It is therefore our recommendation that a national committee be formed to deal with these issues on a national, inter-regional basis.



Part C

Operations

ONTARIO REGIONOPERATIONSINTRODUCTION

The continuing role of Operations in Ontario is to further the strategies and goals of the Indian and Inuit Affairs Program through the maximization of available resources. This will be accomplished by concentration on the following activities in 1982-83 through 1986-87:-

CONSTITUTION AND INDIAN GOVERNMENT LEGISLATION

- The major activity in this area will be the dissemination of information and when there is a clarification of action required, a co-ordination of the implementation of the desired courses of action.

GENERAL ACTIVITIES

- The Directorate will promote and co-ordinate, in concert with the Director of Personnel, the development of the Regional human resources to ensure more effective utilization.
- Through regular meetings of Senior field personnel and Senior Regional personnel apprise the Regional Director General of Policy and Operational issues requiring resolution at the Executive Planning Committee.
- The Director of Operations will continue to play a role in the Region in the implementation of MIP projects and the improvement of the management function in the Region.

The continued improvement of management responsibility and accountability will be stressed.

- Through the medium of well planned and executed management meetings, internal communication will be strengthened. In support of better communications inter-district meetings will be encouraged to share experiences. District situation reporting will be further developed to assist Indian Bands in their efforts to provide input into the Operational Planning process.

CONSTRAINTS

- The Ontario Region has cut its human resources to the point where there is a serious problem in

being able to meet the increasing demands of Indian people in the areas of Capital Management, Statutory responsibilities in Reserves and Trusts and in the Education Program in maintaining a proper pupil/teacher ratio. The Region requires a minimum of 78 additional person-years.

- In terms of Financial Resource, the Ontario Region has lived within its allocation over the last two fiscal years (1980-81 - 1981-82) by reducing services available while other Regions in Canada continue to provide these services. This has resulted in some criticism from the Indian people in Ontario.

DEVOLUTION

- The devolution of programs to Bands in Ontario has slowed. This slowdown is due to the following:-
 - (a) The lack of program dollars to properly support the expectation of Indian people. Bands do not want to take over a program which they know is not adequately funded.
- The policies and principles of devolution require review. The current approach is one of designing rules and regulations which are primarily focused on Bands being an administrative extension of Indian Affairs. The basic tenets of Indian Government need study and revision. This review is particularly important in view of the pending Indian Government legislation which may provide a stable base for only a portion of Indian Bands in Canada.
- Organizationally, devolution has several effects which need review:-
 - (a) Our classification system will work against devolution. As a District Manager encourages Bands to assume responsibility the classification system will punish him by reducing his classification. There must be a remedy found for this.
 - (b) As Bands take over programs their requirements change from having programs delivered by the Department to the need for advice. The Department's need to monitor also increases.

The classification standards do not provide for the inclusion of these activities in our job descriptions, therefore the program is unable to obtain the classification necessary to pay the wages that will attract the type of person required. In other words, our classification system must be brought up-to-date so the Department can successfully compete in the job market for the skills we need.

Management
Improvement

ONTARIO REGION
MANAGEMENT IMPROVEMENT PROJECT

INTRODUCTION

The Management Improvement Project - M.I.P. - will affect many positive changes in the operation of the Ontario Region during this planning period. It is anticipated that as a result of the processes and tools made available from M.I.P. tasks, management practices in the Region will be improved considerably. These management tools include the management policies, processes, standards, criteria, and integrated systems needed by managers to assist them if they are to manage more effectively.

Introduction of M.I.P. in 81/82 has created a positive attitude towards implementing needed change to our internal management practices. The positive momentum that has been generated by Phase I, fact finding, must now be translated in this planning period into concrete results leading to significant advances in program delivery.

REGION'S CONTRIBUTION TO M.I.P.

In order to match priorities with resources, the Ontario Region established an organization to respond to departmental wide initiatives in M.I.P. A full time Management Consultant position was established (OM5) to co-ordinate Regional input. Each program in the Regional office appointed an M.I.P. Activity Co-ordinator responsible for its area of responsibility. In addition, each district (10) appointed a M.I.P. Liaison Officer to ensure field input. The Director of Operations, monitors and controls all M.I.P. work in the Region. This organizational network proved effective in 81/82 and is expected to continue for the planning period under review.

The Region will continue to meet deadlines, provide feedback and input data, in order to accomplish M.I.P. tasks. Regular briefing, consultation and communication will be held with regional office staff and Indian representatives.

The region will utilize our "in-house" training capability to design, develop and implement a M.I.P. Regional Training Program. A series of training sessions will be mounted in this planning period in order to provide training for managers to understand and be able to utilize the management processes and tools that follow from M.I.P. tasks.

This training program will be distinguished from briefing sessions. Training will focus on how to use, or react to the products of M.I.P. task as well as the associated skill requirements.

REGION'S UTILIZATION OF M.I.P.

The benefits of M.I.P. Phase One, fact finding are already tangible and immediate. The results of the one series (Description of Current Services) and the six series (Transfer of Service Delivery) are examples of systems and processes which will have significant impact during this planning period. These tasks are supportive of strategic goals and will assist managers in meeting their objectives.

SERVICE DIRECTORY

The Service Directory is now in place, and is being used as a clear record of all departmental services to clients. As a departmental system, it will sharpen and broaden managers knowledge of services offered.

It is planned to use the directory in a variety of ways. Already it has been utilized for costing the Operational Planning exercise. The Work Planning exercise for 82/83 and subsequent years will rely on the Service Directory for time and dollar allocation. The Directory will form the basis of Expenditure Accounting for 82/83 function codes.

It will be used as a training document, particularly in orientation training, which will consider the what/why/how of program operation. As an information service, it will be helpful in answering inquiries and for preparing briefing notes. In addition, the Directory will be incorporated into our Regional Desk book system.

More importantly, the Directory will assist in establishing a management accountability framework. During the planning period, responsibility and accountability will be assigned to managers for managing Program Services. Once standards and eligibility criteria have been firmly established for services, performance indicators will be developed. Yard sticks will be available against which our achievements can be measured. The information which will be available as a result of the Service Directory will form an important ingredient in developing a realignment of the Region's organizational structure.

DEVOLUTION

Region's last year's E.P.C. presentation stated that the transfer of program responsibility to Indian Bands has progressed in a rapid, but ad hoc manner. Several areas were identified which required addressing, including the problems noted by the Auditor General's Report.

The introduction of the six series, task (Transfer of Service Delivery) has contributed significantly to overcoming a great deal of the problems identified. Managers now have more accurate forecasting tools, more reliable data and provision of an information monitoring tool to develop a Regional Strategy for program transfers.

The development of a five year plan that will forecast bands assuming responsibility for program delivery is now incorporated into the Operational Planning Exercise. This has improved our planning capability and will allow for more effective use of regional staff and financial resources.

Band
Support

ONTARIO REGIONBAND SUPPORT

The Band Support Unit in the Ontario Region provides funding and advice to 108 Bands, 6 settlements and 7 Tribal or District Councils.

- 74 Bands administer a broad range of services including Band Support, Social Services, minor capital and at least some Employment and Economic Development and Education.
- 31 Bands administer a more limited range of programs.
- 3 Bands receive core funding only.
- 5 Bands receive no funding.
- 6 settlements are treated as Bands and receive core and program funding.

119

- 7 Tribal, District or Area Councils receive program funding.
- 80% of the Band Support budget, \$9,580,000 is administered by Bands and Tribal Councils.
- 16% of the budget goes to the Province for our share of the Indian Policing Program.
- 2% is used for the delivery of Direct Services.
- 2% or less for Departmental Administration and provision of advice.
- Of the total Regional budget, \$80,000,000 or 54% is administered by Bands. This is expected to increase by approximately 2% in 1982/83.

The emphasis of this unit has been on strategic goals 4, "increasing Indian control over decisions and resources affecting Indian people and their communities" and 5 "increasing the capacity of Indian people to plan and implement community based developed initiatives." This is through the provision of funding to Band governments for their administrations and local services and for the development of physical plans.

Some emphasis has been placed on strategic goal 3 through continuing work of the agreement with the Province on policing and with C.M.H.C. on housing. Continued emphasis on management improvement has taken a good deal of time and effort. We feel that future benefit will be derived from the work presently underway on MIP and Capital Management.

Significant progress has been made in a number of areas in accordance with last year's Operational Plan:-

1. 14 Physical Planning projects have been started towards the goal of physical plans for all reserves. This is a good beginning and will grow in the future years as many Bands are in the process of starting comprehensive planning and will want to follow this with physical plans.
2. A workshop was held for Georgian Bay Bands to better acquaint Bands with possibilities of improving their housing programs through C.M.H.C.
3. The Ontario Indian Housing Council has been supported in their efforts to develop Housing standards for reserve communities and Training for Housing inspectors.
4. 8 Bands previously receiving core funding only, are now administering programs, at least to a minor extent.
5. H.Q. initiations to develop system for improved administration funding and support for Band Employee benefits were supported through the gathering of data and suggestions. The Ontario Region intends to continue working with H.Q. on such initiatives intended to improve the Legislative basis and the method of funding Band Governments.

HOUSING

An acute housing shortage is projected for the 1980's. Adequate housing and community infrastructure facilities are currently lacking in many Indian communities. Homes are sub-standard due to shortage in Capital funding. Our present housing budget is not sufficient to take care of new family formations and houses requiring replacement or renovations much less look at clearing up any backlog and improve standards. The following are estimated requirements to clear up the backlog.

4820 new homes @ \$25,000

\$120,500,000

2300 major renovations @ \$6,000	<u>13,800,000</u>
TOTAL	\$134,300,000

To clear the backlog in 5 years the Region estimates that an estimated \$27,000,000 per year would be required.

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

The Region has in the past 3 years been constructing approximately 450 new houses per year. In 1981-82 this increased to 521 and an estimated 526 for 1982-83. This slight increase is not sufficient to keep up with the demands and very little gain will be 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 - built to bare minimum
- (3) lack of maintenance

At the start of the 1982-83 fiscal year, we estimate the following:

- 3,800 family units without houses
- 1,020 houses will require replacing
- 2,300 houses will require major renovations
- 4,790 good houses

We are estimating that in 1982-83 we will construct 526 new houses and renovate an additional 225 existing houses. If we were to continue this present pace of construction over the next five years of the planning cycle, by the end of 1986-87 fiscal year our housing status would be as follows. This takes into account the loss and deterioration of existing houses:

- 4,193 family units without houses

- 1,094 houses will require replacing
- 2,534 houses will require major renovations
- 5,992 good houses

As can be seen from the above, even though the good houses are increasing in number the other three categories are increasing. The attached chart shows the projection as compared to the 1977 housing survey.

COMMUNITY INFRASTRUCTURE AND SERVICES

Shortages of funds for maintenance of infrastructure and Community Services have been outlined in our submission for new initiative funding. An annual additional requirement for over \$4 million, nearly half in the maintenance of water systems, is required in order to ensure proper maintenance and to prevent premature recapitalization.

Many communities are lacking proper sanitation facilities. Capital expenditures for water and sanitation would also have to be doubled to meet the needs of the reserve population.

The problem is not only lack of Capital and O&M funding but also lack of a clear definition of the standards that should be observed. We would like to ensure that reserve communities have services equal to those found in equivalent non-Indian communities, and that they be supported financially to maintain agreed on standards.

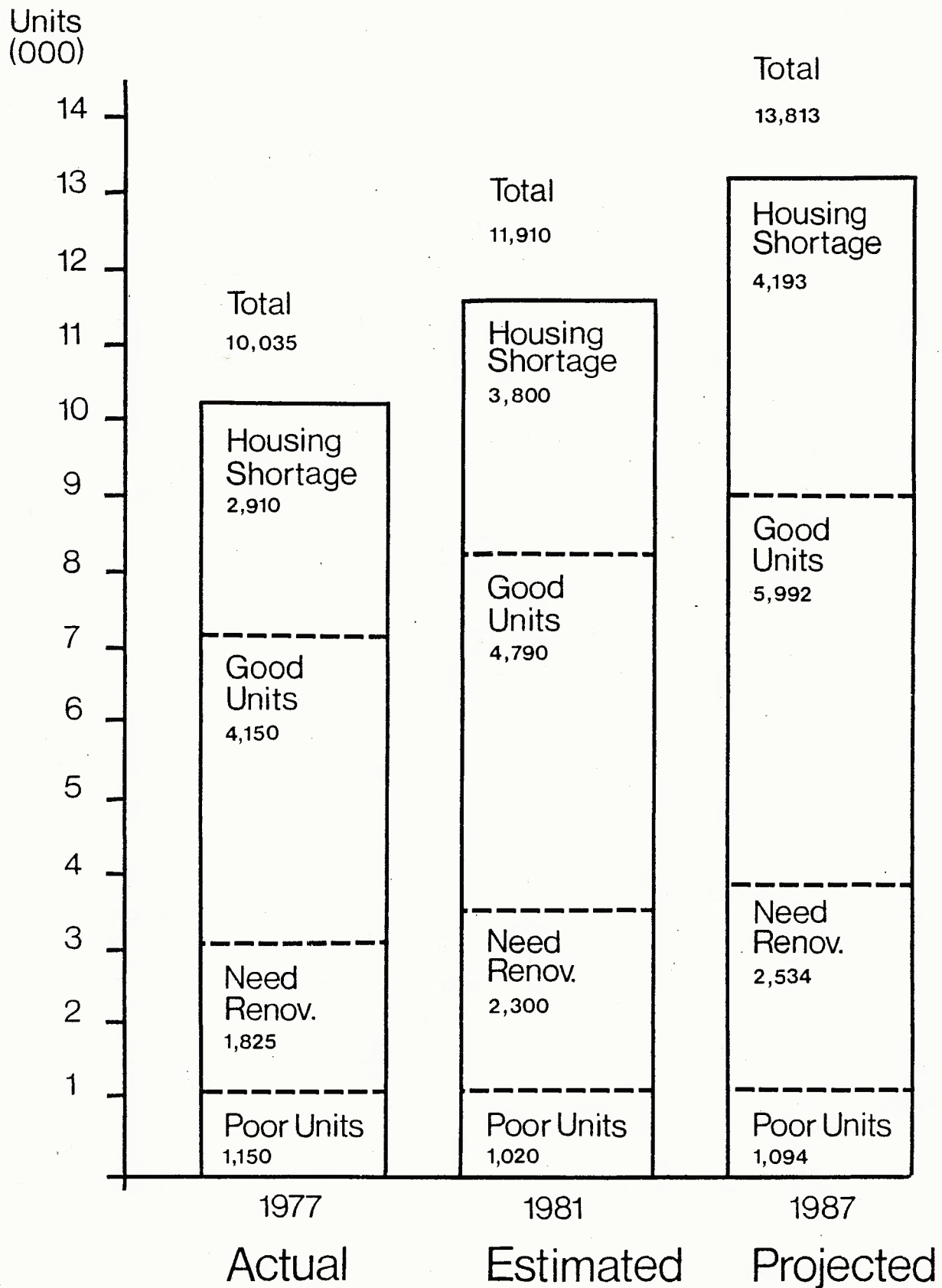
We have also recommended expansion of the policing program to enable the Indian policing program funded through the Province to be expanded from the present 63 Bands with 115 constables to 93 Bands with 220 constables.

Indian Band Councils have established 56 volunteer Fire Departments. These are already having an impact on fire losses on reserves. The Region is requesting additional funding in order to increase support to reserve volunteer fire departments and encourage further developments of this nature.

CONCERN

Recently, the Region has had to transfer around \$6,000,000 each year from major projects. With increased budgets next year, and in the future years, continued shortages of human resources would cause serious difficulties in keeping ahead of the Capital Plan.

HOUSING - ONTARIO REGION



Education

ONTARIO REGIONEDUCATIONINTRODUCTION

The Education Program in Ontario Region provides educational services to approximately 13,500 elementary and secondary students, 1,300 post-secondary students and other education programs as applicable to the total 70,000 status Indian population. Currently there are approximately 5,800 students who attend the 75 Federal Schools, 6,500 students who attend Provincial schools and 1,200 who attend totally band-operated school programs.

Approximately 60% of the total Education Program O&M is currently handled by Bands and that figure will increase by approximately 6% each year over this planning period.

The contribution of the Education Program to Ontario's National Program Resource Plan Input highlights the following:-

1. emphasis on continued transfer of program;
2. development of an increased capacity for provision of advice and guidance at district level to support band-operated programs;
3. focus upon a number of creative and developmental activities designed to improve the quality of education available to Indian students and improve related support services (e.g. development of an English as a Second Language Native Reading Series by OISE which is specifically for children who enter school speaking Indian);
4. serious concern over projected financial restraints which prohibit or curtail provision of several necessary education activities.

Significant progress in several areas has been made in accordance with last year's Operational Plan:

- Our ability to assist bands in their assumption of Indian control has taken place as evidenced by the restructuring of the Education program to provide specific staff at Regional Office to assist bands to take over administration through development of a community education section;

the increased direct band training program involvement by the Education Program and the transfer of an additional 5% of the program.

- Implementation of the Quality Education Through Community Action program has resulted in local workshops on a band, district and provincial board basis as evidenced by the Native Education workshop attended by over two-hundred participants.
- Quality of services in provincial schools will be improved with the implementation of "People of Native Ancestry, Book III," a Ministry of Education curriculum guidance for secondary school accreditation, which was co-sponsored by the Department.

THE FIVE YEAR HORIZON

Over the next five years developmental activities focussing upon devolution of program, management improvement at both the Department and Band level, and efficient and effective use of allocated resources will result in:

1. Establishment of a more responsive delivery mechanism for the education program (e.g. on reserve Grade 9 and 10).
2. Provision of comprehensive educational services at the elementary and secondary levels (e.g. native studies credit courses).
3. Improvement of quality of services available to boarding elementary and secondary students (.e.g. further expansion of group home concept).
4. Provision of capital facilities on a priority basis.

Current and projected financial and human constraints will seriously and adversely affect delivery of many integral facets of the education program including:-

- pupil/teacher ratio - in Ontario person-year allocation levels have prevented adherence with National guidelines for PTR.
- occupational skill development - although needs of Ontario Bands and employment opportunities for skilled tradesmen, clerical

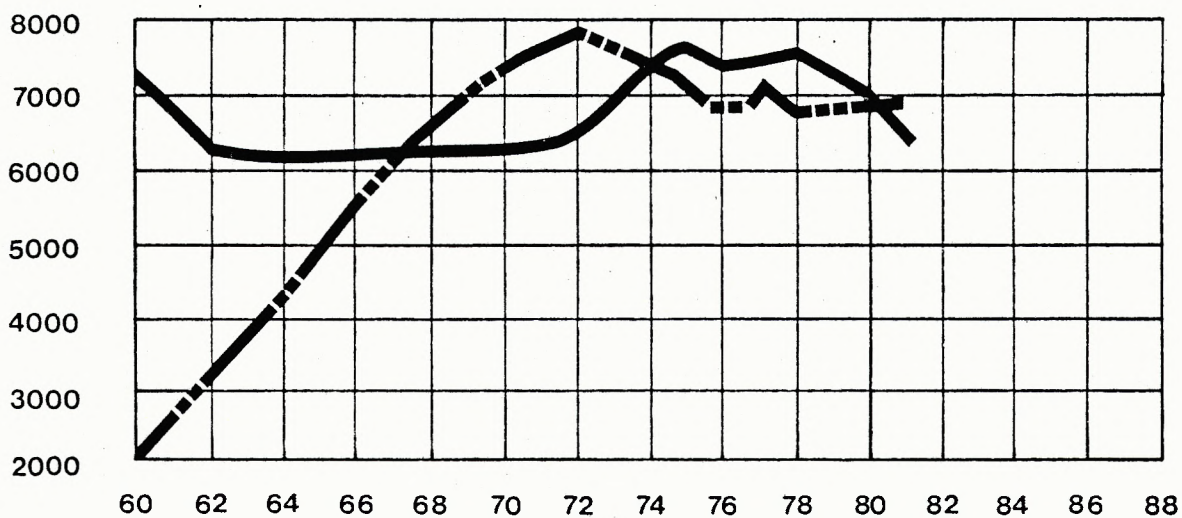
staff and para-professional continues to increase, the provision of this service has not been possible due to inadequate financial resources;

- adult education - this program is designed to enhance the quality of life and communities through literacy, social and leadership skill training. Currently no funds are available for this program;
- counselling services - the basic support and guidance provided by the counselling program plays an integral role in the success rate of Indian students. Over the next five years this program will be totally eliminated under present and projected funding levels;
- library services - this discretionary program which often is the determining factor for availability of library services on reserve is currently unfunded and will remain so under current levels.

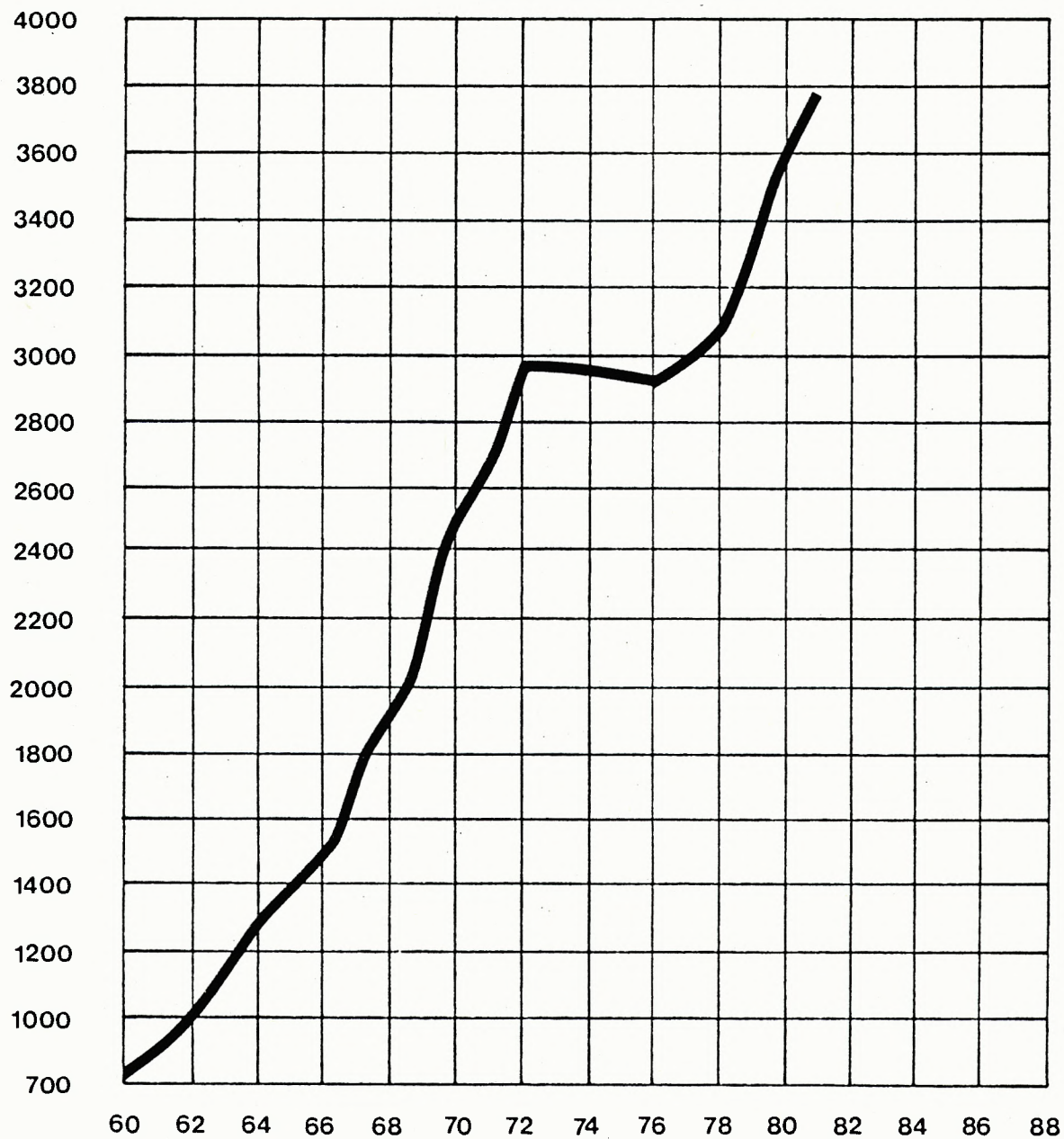
In summary, the resource level for the education program over the next five years is of critical concern. The cost factors for the non-discretionary activities continue to increase at a rate far above inflation while resources increase at a rate significantly below inflation. This will result, over the next five years, in the virtual elimination of all discretionary education programs. Developmental activities in the non-discretionary activities will lead to a more viable, relevant and successful educational experience for Indian in-school students.

ENROLMENT COMPARISON

— Federal and - - - Non-Federal



HIGH SCHOOL GROWTH



Reserves
and
Trusts

ONTARIO REGIONRESERVES AND TRUSTSINTRODUCTION

The Program goal is the fulfillment of the ongoing Statutory and Treaty obligations of the Federal Government towards Indians, through the provision of Treaty entitlements, the administration of Indian land and monies, under the Indian Act. Our roles, functions and activities are to ensure that all obligations and responsibilities to the Indian people in Ontario under the Treaties, the Indian Act and other Acts and Agreements, are fully met despite the rapidly changing environment, as demonstrated by Ontario's negative response to the Headland-to-Headland problem in the Treaty #3 area of Northern Ontario.

ACHIEVEMENTS

Based on last year's operational plan, a number of significant achievements were realized.

1. Decentralization of Leasing and Individual Holdings was assumed by the Sudbury and Peterborough Districts to exercise the Minister's authority.
2. Substantial rental increases were obtained for the Saugeen Band in the Bruce District exceeding \$400,000 annually.
3. Re-negotiations at market rates for substantial annual increases at Six Nations and New Credit for Hydro rights-of-way were finalized.
4. We assisted in Camp Ipperwash settlement for Kettle Point Band in revision of War Measures Act compensation in excess of \$2.25 million, together with eventual return to Reserve status of the old Stoney Point Reserve.
5. Negotiations were completed for the return of 35,000 acres to Nipissing Reserve #10 under the 1924 Ontario Land Agreement.

FIVE YEAR HORIZON

1. Our main thrust in the Operational Plan will centre on the resolution on the 1924 Ontario Land Agreement revision, which will result in return of over a quarter ($\frac{1}{4}$) million acres of land to Reserves in Southern and Central Ontario. This involves Tripartite negotiations both at the Indian Commission of Ontario level, to deal with the revised legislation and the individual Bands at field level, to negotiate the return of specific parcels of land.

2. In order to assist in the resolution of land claims in the Region, we have adopted the strategy of treating such items as the Six Nations claim to the bed of the Grand River as a Reserve boundary problem, and we hope to conclude negotiations with Ontario and the Band to settle this matter in 1982-83. If this is successful, similar problems at St. Regis and Walpole Island could be dealt with as Reserve Boundary Negotiations, thus improving the credibility of the Department in the eyes of the Indian communities.
3. We plan to resolve the problem of the three Fort Hope community settlements in Northern Ontario in 1982-83 through Tripartite negotiations with Treaty #9 under a mediation agreement which would result in the establishment of three new Reserves. This will enable the satellite communities to receive Band status and qualify for Reserve status benefits.
4. Due to limitations of dollars and person-years, the strategy chosen for devolution is to decentralize Leasing and Individual Holding functions to the Districts, and assumption by Bands of the Minister's authority to manage their lands under Sections 53 and 60 of the Indian Act. This enables the management function to more fully involve the Indian communities and ensures decentralization to the field level. Two Districts have already received Ministerial delegation for Leasing and Individual Holdings functions, and this will be extended to the London District in 1983-84.
5. Negotiations are now current with the Georgian Bay Tribal Council for assumption of Land Management in 1982-83, and the major thrust in the Operational Plan allows for takeover by twelve Bands by 1986-87 of Land Management responsibilities under Sections 53 and 60 of the Indian Act.
6. Our prime goal in obtaining benefits for Indian land development is to increase rental income by 50% by 1985-86, and a similar increase in tenant's levies to Bands, thus increasing the self-sufficiency of Bands and providing them with increased revenue for project development.

MANAGEMENT IMPROVEMENT

This program has been actively engaged in M.I.P. participation, and it is anticipated that an important result will be the ability to concentrate existing human resources to the maximum efficiency in providing services to the Indian communities, and assessing the accountability to available resources.

Socio-Economic
Development

ONTARIO REGIONSOCIO ECONOMIC DEVELOPMENTA. ECONOMIC AND EMPLOYMENT DEVELOPMENT

Over the last four years, the Ontario Region, in conjunction with the Indian people, has been moving towards a comprehensive development process that meets the objectives of the Department's Discussion Paper on Socio-Economic Development.

The organization has been restructured and programs developed that offers communities and individuals a flexible approach to development. The emphasis is placed on the community to determine their needs, opportunities, resources required and the development mode they wish to use. A Planning program was developed in 1978 and in 1981/82 the program has committed \$2.5 million to this process. There are currently 119 full-time Band employees involved in the process as well as Districts and Tribal co-ordinating units. Funding for planning will be required on a continuing basis.

This process has identified the need to create a minimum of 2,000 full-time jobs per year in order to keep pace with the annual labour force increase, as well as reduce the current level of unemployment.

Based upon individual and community priorities the Region will spend in 1982/83: \$2.5 million in Socio Economic Planning, \$2.1 million in Business Development, \$1.2 million in Employment Development, and \$1.8 million in Socio-Economic Development. \$400,000 has been earmarked to cover the program's administrative and management costs. This expenditure will result in 120 new Indian businesses, 1,000 Indian people employed full-time, on and off-Reserve and 450 person-years of work created. A total of \$8.0 million has been committed to the Economic and Employment Development Program.

Significant progress has been made in accordance with last year's Operational Plan:

1. FEDERAL-PROVINCIAL AGREEMENTS

In 1981, the Department, in conjunction with DREE and the Province of Ontario, entered into a Northern Rural Development Agreement that commits \$17.0 million over the next four years. The Department will provide \$750,000 towards this program.

DREE is also developing a special ARDA program for Ontario which is to be implemented in 1982/83.

In 1981/82, the Department in conjunction with the Province has agreed to seek authority to expand the Federal/Provincial Natural Resource Agreement,

which is funded jointly on a 50-50 basis, from a current budget of \$400,000 per year by an additional \$200,000 per year so that by 1986/87, the total annual budget will reach \$1.4 million.

2. ONTARIO RESPONSE TO NEW INITIATIVES

During the past year, the Minister has stated in a number of meetings with the Indian leaders of Ontario, that additional funds will be made available for Native Economic Development. These statements have been supported in the recent budget with the identification of \$345 million for Native Economic Development over the next four years.

In anticipation of the new funds being made available, Ontario has identified for 1982/83 a need for \$12.5 million as well as an additional twenty person-years in order to improve service delivery and accountability. The additional financial requirements will increase to \$20.0 million by 1986/87.

3. DEVOLUTION

The Program is committed to devolution and in this regard a number of Indian committees are working with our development staff and consultants in the area of Institutional Development. In the spring of 1982, it is anticipated that two Sectorial Programs (Agriculture and Wild Rice), one Financial Institution and a Trade School will be finalized and ready for implementation. These new activities will absorb most of the new requirements identified in the previous paragraph. It is anticipated that 50% of the Economic and Employment Development Program will be delivered through alternative mechanisms within five years and 80% within ten years.

It is imperative that these resources are committed as soon as possible so that the Region can be ready to implement the expanded Program in 1982/83.

PROBLEMS AND ISSUES

1. New DREE agreements are negotiated directly with the Province of Ontario with very little input from the Department in the drafting, implementation, management and the delivery of the agreements. There

appears to be a reluctance on the part of DREE and the Province for the Department to be involved even though the Department is a party of the Agreement.

2. In order for the Program to maintain the current level of service and to implement the new initiatives identified above, additional person-years are required.
3. As a result of the Minister's statement that funds would be made available for Native Economic Development during the planning period, several new initiatives were identified. It is therefore imperative that funds be made available early in 1982-83.

B. SOCIAL SERVICES

In 1965 the Department entered into an agreement with the Province of Ontario for the provision of Social Services to all Indian Bands in Ontario who wished to receive these services from the Province.

The Department was required to deliver the Program to those Bands not wishing to join the Provincial Program or were not acceptable to the Province in terms of the Band's ability to administer the Program efficiently. Within the Ontario Region the responsibility for the delivery of these services was assigned to the Community Affairs Program, now known as Band Support.

Due to the limited number of Bands requiring direct delivery, seventeen in 1981-82, no Social Services Units were established within the Districts to administer the Social Services Program. Local Government Advisers were assigned the task as well as providing advice on Capital and other Band administered Programs.

An operational audit in 1981 indicated a number of deficiencies in the manner in which Social Services were administered in the Region. The report included twenty-three observations in the area of:-

- (i) Program objectives and goal setting
- (ii) Program organization and management
- (iii) Financial budgetting and Control
- (iv) Lack of reliable statistics
- (v) Program assessment

In particular the report recommended that the Region review and analyze the need for additional person-years in the Social Services Program. A Work Plan has been prepared to address the noted deficiencies.

In April 1981, the Program was amalgamated with Economic and Employment to form the Socio-Economic Development Program at the Regional level as it was felt that there was a direct relationship in the areas of Welfare, Employment, and Social Impacts of Development. Band Planning has also indicated that from the Community standpoint, development cannot be successful unless the social problems are addressed.

The Region presently administers a budget of \$25.2 million in Social Services. Of this amount, the Region directly administers \$6.0 million for seventeen Bands in six Districts and \$4.0 million on behalf of all Bands. The Department provides those Bands receiving the Program from the Province 20% of the total projected cost, the Province provides the remaining 80% on a case month basis.

The Program, in co-operation with the Province, is developing a Data Base System that will be finalized and operational in 1982-83.

CONCERNS

1. Initial studies indicate that the portion of the Program administered by the Department involves a case load of 22,862 case months in the Income Maintenance Service and according to Provincial standards, this case load would require a staff of nineteen people. In 1981-82, the Region was only able to allocate one person-year to administer the Program at the Regional level and part-time assistance from the Band Support Program at the District level.
2. As well as the requirement to adequately deliver the Program to those Bands receiving the service directly from the Department, the audit clearly indicates that the Region is accountable for the total budget and much closer monitoring of the services provided by the Province is required.
3. Our initial assessment shows that in order to deliver the Social Services Program within the Region and monitor provincial services to a standard acceptable to audit requirements and client needs, there is a need for an additional 20 person-years. Until such time as the additional resources are made available, we will not be able to proceed with the re-organization.

These resources are not available within the Regional person-year allocation.

Finance
and
Administration

ONTARIO REGIONFINANCE AND ADMINISTRATIONINTRODUCTION

The Finance and Administration section provides support services in the areas of Accounting, Financial Management, Computerized Systems and all areas of Administration to District and Regional staff. In addition, a heavy emphasis is placed on playing an advisory role to senior management and the Bands.

The Operational Plan for the Finance and Administration group has been refined as a result of last year's plan. The material in the 1982-87 plan is more specific in nature and is more readily quantifiable. In a more global sense, the operational plan for the period 1982-87 could be improved upon by sufficient lead time to provide a thorough review of the package material prior to submission. Time frames were so tight this year that the Region was unable to properly vet its finished document.

The major thrusts for the Finance and Administration group are as follows:-

(a) ELECTRONIC DATA PROCESSING DEVELOPMENTS

The Region is upgrading its system capabilities through the acquisition of intelligent computer terminals in Region and in each District office.

The quantifiable benefits of such an approach are:

- (1) Local inventory (Materiel Management) control.
- (2) Local data processing capabilities.
- (3) Electronic mail.
- (4) Local word processing capabilities.
- (5) Graphic Design packages for improved data presentation.

The above items will encourage more efficient management in all the Region's functional areas. The intelligent IBM terminals with the communications options will also generate cost savings to the Region in long distance telephone costs, greater control over materiel management, mail delivery and communications costs.

We will continue to negotiate cost free automated funds transfer with the commercial banks on behalf of our clients. Currently one District is handling all of its contributions to band funds via direct transfers.

We are working in conjunction with Regional Social Services and the Province of Ontario to create a consolidated social assistance data base. This will provide a 3-year historical base from which our Program Managers can base their decisions. Although the computer program exists with the Province, it is our intent to integrate provincial data with the Departmental information and establish the program within our own Regional systems.

Over the past year we have been budgeting to the function code level 3 and will continue to do so. This has assisted management in controlling their resources and should continue to do so.

There will be an administrative stratification of the Region's bands into 3 primary groups:

- (1) Those Bands with a demonstrated financial capability will enter into contracts with accredited accounting firms for the computerization of their records.
- (2) Those Bands with moderate financial management skills would have a concentration of our human resources directed towards their improvement.
- (3) Those Bands requiring assistance in the more rudimentary aspects of financial management would fall into an area which would be supported by the Department through the provision of contracted services and training via the Department.

The resource implications of the above are material but not excessive. The intent is to assist the BFA group to work primarily with those Bands most in need and most likely to benefit from our financial advisors. Groups (1) and (3) could be handled most efficiently through outside agencies.

HUMAN RESOURCE MANAGEMENT

In terms of overall management improvement, it is worthy to note the performance of the Ontario Region vis-a-vis its control over its resources with the assistance of all levels of management. Ontario Region is coming in very close to budget. This is a credit to all our Regional and District Managers. With the implementation of Management Improvement projects, the management of the Region's resources and program delivery will continue to improve.

The Section is attempting to enter a period of personnel stability. At least six officer vacancies have been or are being staffed. The availability of person-years will have a direct bearing on the achievement of the Region's goals. Materiel management has been identified as a National and Regional priority requiring additional person-years within the Ontario Region (Sioux Lookout, Region, James Bay).

Information
Services

ONTARIO REGIONINFORMATION SERVICESINTRODUCTION

The mandate of Ontario Regional Information Services is to provide communications advice to Indian and Inuit Affairs Program senior managers and to support the activities of Program managers through a planned program of communications with a range of publics, involving exhibits, audio-visuals, media relations, publications and inquiries responses.

PREVIOUS ACCOMPLISHMENTS

Since Information Services was established in the Ontario Region in 1977, progress has been made in carrying out internal and external communications.

As a result of last year's operational plan, considerable impact has been made on the publics of the Ontario Region by the monthly publication and distribution of the regional tabloid. The Moccasin Telegraph is distributed to each of the 115 Band Offices in the region, all regional staff, including teachers and school custodial staff, and selected news media in locations where our district offices are situated.

IMPROVING COMMUNICATIONS

To meet the Deputy Minister's call for increased emphasis on proactive communications, the Ontario Region has set forth a plan starting with 1982/83 for a much greater volume of internal and external communications materials. These range from relatively inexpensive pamphlets for program promotion, such as Native employment, to the deployment of an annual spring and summer regional touring exhibit. The touring exhibit will provide the additional benefit of being an excellent vehicle through which to provide meaningful summer employment for Indian post-secondary students.

Specialized communications training is to be made available to all officers, singling out for higher priority those managers whose responsibilities include acting as principal spokespersons for their administrations. The specialized training will include instruction and practice on how to communicate effectively with the news media and how to improve writing and public speaking skills.

In developing our capability to respond to the Deputy Minister's expressed priority, the Ontario Region has implemented an indepth review of internal and external communications. Resulting from awareness of the Cabinet's guidelines on public communications, and awareness of the department's responsibility for improvements of communications internally and externally, we are developing a position paper spelling out how objectives for communications improvement may be achieved in the Ontario Region. The position paper will be completed for presentation to the Assistant Deputy Minister by the end of March, 1982.

EVALUATING PUBLIC REACTION

To assess public reaction to departmental public education materials and managerial impact, an organized evaluation study is being initiated. This is to be implemented with assistance from headquarters public communication officers, to determine the most effective methodology and courses of action to follow.

DISTRICT TRIBAL COUNCIL'S COMMUNICATIONS

Tribal Councils are becoming organized at an increasing rate in the Ontario Region. To enable these larger, more sophisticated administrative units to organize and carry on effective communications with and for their member Bands, the people with whom they do business, and the general public, our professional advisory services and training programs will be made available to them. This will have the additional effect of contributing to the devolution process by heightening community understanding of what the Band Councils and District Tribal Councils are trying to do in taking on more responsibility for local government administration.

Intergovernmental
Affairs

ONTARIO REGIONINTERGOVERNMENTAL AFFAIRSINTRODUCTION

The Intergovernmental Affairs Unit in Ontario Region provides support and advice to the Regional Director General on matters of a federal-Indian-provincial nature, mainly through the Ontario Tripartite Process, a unique Departmental Indian-government mechanism. The formal, structured process was created in 1978 as a consultative and decision-making forum intended to address and assist in the resolution of difficult, long-standing issues of common concern. The Indian Commission of Ontario headed by Justice Patrick Hartt was formed by the parties to act as a neutral secretariat to the discussions. The Tripartite process is a new experience to all the parties and adjustments are made continually. The integrity of the original structure is unchanged however the internal decision-making processes are evolving to reflect a stronger federal-provincial commitment to Indian issues. An evaluation is underway and slated for completion in February 1982.

ACHIEVEMENTS

1. The past year, as reflected in the unit's operational plan, has seen the tri-party signing of a policing agreement with full Indian involvement. Though an agreement would likely have been negotiated in any event (policing agreements pre-date the tripartite process) it would not have included the unique Indian features. These features include agreement on the establishment of an Ontario Indian Police Commission and an evaluation of the policing program which is to take place early in 1982.
2. In social services, two preliminary reports regarding on-reserve social services delivery have translated into the start up of social service units within each of the four status Indian organizations. As well, a social services council has been created for the purpose of leading the development of a new on-reserve social services system in Ontario. Difficulties with the Ontario government are anticipated but given the experience of the past tri-party discussions, talks will continue and an accommodation will be reached.
3. In the Whitedog-Grassy Narrows discussions, the Federal offer to the Whitedog Band was accepted December 16 and the basis for final agreement assured. At a tripartite ministerial level meeting held December 14 concerning the issue of hunting and fishing, a renewed tri-party commitment was made to address contentious issues related to the fishing rights of Indian people and an accord was reached that will form the basis of a memorandum of understanding to resolve those specific issues within six months. A similar memorandum is to be signed to deal with the wild rice issue.

FUTURE STRATEGY

The unit's focus, reflecting departmental and regional priorities, is to continue co-ordinating and maintaining tri-party and bilateral liaison through discussion on outstanding jurisdictional and developmental issues and by aiding in the provision of regional input into policy development. Through involvement in the tripartite process, particularly within the areas of claims settlement, treaty entitlements and the definition and clarification of jurisdiction, there will be an evolution of increased Indian capacity for decision-making and resource-developmental initiatives that directly affect the Indian people.

The Intergovernmental Affairs Unit will continue to focus on the discussion and resolution of outstanding tri-party issues in order to:

1. ensure regional efforts are directed toward the resolution of regionally resolvable issues, while at Headquarters level discussions continue on issues with constitutional, jurisdictional or national implications.
2. upon completion of tripartite and policing evaluations, highlight areas for improvement and identify and implement more effective structures.
3. continue regional and Headquarters interdepartmental discussions to develop a consistent and unified approach to Indian issues.
4. expand and improve contacts and liaison with provincial line ministries involved in policy and service delivery affecting Indian people.
5. finalize mediation agreements and initiate implementation of the Whitedog-Grassy Narrows mediation package, possibly creating the basis of similar regional approaches.
6. continue negotiations toward various new and revised tri-party agreements including policing, Indian lands, social services and general government service respecting Indians.

CONCERN

Overall, the process has underlined the diverse Indian concerns and issues which all parties have faced since the turn of the century. There is dissatisfaction with the slowness of resolution but general recognition that continued participation in the discussions is a basic and positive step in Indian-government relations and must continue if past mistakes are to be avoided.

SUMMARY

The aforementioned strategies and regional Intergovernmental Affairs Unit approach will result in more effective communication, negotiation and decision-making that will lay the foundation for an overall awareness of the issues by all the parties while ensuring full Indian involvement. Identification and inclusion of additional issues into the tripartite process and the spin-off effect into on-going programs will likely result in greater resource needs, specifically as they relate to Indian consultation in the short term, but will lead to resolution of many long-standing difficulties.

Personnel

ONTARIO REGIONPERSONNELINTRODUCTION

The role of Personnel continues to be twofold. A major responsibility is to ensure the integrity of personnel management in respect of legal requirements and government-wide policies and procedures. However, within this framework, Personnel must also provide continued support to management in the development and improvement of the human resources required to effectively and efficiently manage the Indian and Inuit Program.

In support of this latter role, several personnel related activities were highlighted in Ontario's National Program Resource Plan Input. These included:

- establishment of Personnel Management Planning;
- increase in natives employed by the Department;
- management training in personnel processes (including band staff).

PERSONNEL MANAGEMENT PLANNING

In accordance with the Operational Plan, Personnel Management Planning was introduced to managers in the Fall of 1980 and personnel officers provided managers with special assistance during the subsequent preparation of their plans which detailed intended action and personnel services required. Personnel Management Plans for 1982-83 are presently being prepared. As devolution continues, Personnel Management Planning will become an increasingly important tool with which Personnel can assist managers to plan and to maximize the use of their remaining personnel resources. In addition, during the coming year, Personnel will provide feedback to Headquarters on the strengths and weaknesses of Personnel Management Planning.

SPECIAL CONCERNS GROUP

As an integral part of Personnel Management Planning managers were required to outline proposed activities regarding Special Concern Group employees especially in the area of native employment. All managers were advised of various strategies available to realize their objectives in this area (i.e., IIRD, Counterpart training, bridging positions, etc.). In spite of continued staff reductions, the percentage of natives employed in Ontario Region has remained relatively stable during the past year at approximately 36.0% with slight increases in the total number of native employees at the middle and senior management levels. It is anticipated that continued use of the above-noted strategies will result in further increases at these levels.

NATIVE PARTICIPATION IN PERSONNEL PROCESSES

In keeping with the operational plan, management training in Personnel processes has been provided in the areas of staff relations, job evaluation, and the selection process during the current fiscal year. Participation in the five selection board workshops held was mainly by Natives. Personnel will attempt to increase native participation on all relevant personnel process workshops during future years.

PERSON YEAR REDUCTIONS

In light of continuing person year reductions, a significant and ongoing responsibility of Personnel has been providing advice and assistance to management when person-year reductions have precipitated surplus staff situations. Activities have included:

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

DEPUTY MINISTER'S PRIORITIES*(i)* HUMAN RESOURCES MANAGEMENT

As resources diminish and staffing delays continue to be encountered, it is of increasing priority to develop internally those staff who show potential for positions (e.g., District Manager and Program Manager positions). Emphasis is recommended, therefore, on succession planning and associated development activities.

(ii) CLASSIFICATION

There is continuing pressure in the classification system to upgrade positions even where because of decreasing resources, and the nature of the classification standards, action of a reverse nature is indicated. Parity with other departments (e.g., DREE and IT&C for CO positions) is recommended. In this regard Treasury Board should be invited to do a comparative study. This is recommended in the operational plan.

(iii) MANAGEMENT IMPROVEMENT

"Internal" Services, such as Personnel and Finance, were not included in the first phase. It is now appropriate that this be done.

(iv) INTERNAL/EXTERNAL COMMUNICATIONS

To further expand communication with and involvement of various "publics", the area of native employment is selected for priority attention.

Publications will be available and distributed in 82/83 to appropriate student bodies where natives are represented.

Planning
and
Review

ONTARIO REGIONPLANNING AND REVIEWCOMPREHENSIVE COMMUNITY PLANNING

One of Ontario's major thrusts in the past year was the implementation of a Comprehensive Community Planning Program. Approximately \$730,000 has been expended in the program to date. Of this, \$630,000 (86.3%) was in the form of direct contributions to the Bands, with the remaining \$100,000 (13.7%) allocated to Districts for planning workshops and base information.

43 Bands are participating in the program this year. Funding levels ranged from \$3,000 to \$50,000 per Band depending on the various levels of development.

The initial year of the program is considered to be extremely successful. In 1982/83 we have identified approximately \$1.5 million dollars required to fund expected requests. This would include further funding to Bands already in the program in addition to new submissions. Band expectations have been raised considerably as has their understanding of and commitment to planning, and failure to continue the program fully will hinder any further efforts in this area.

Under this program, Bands have taken the initiative for developing their communities by committing themselves to the process and accepting the responsibility for direction of their "plan". The Chief, Council and Band members are fully involved in all aspects of the program from preparation of the original funding submission to selection and direction of consultants.

It should be noted that the C.C.P. Program emphasizes our Regional priority of "skill transfer". To date, several Band Planning Workshops have been held under the auspices of the C.C.P. Program and a formalized training program to meet requests will be developed in the forthcoming year. In addition, a workshop specifically for Band Planners is being designed in co-operation with the University of Guelph and Grand Council Treaty #9 staff. As a result, although there has been no direct transfer of programs to Bands, the devolution process has been started through these workshops and the transfer of program funds and skills to Bands for their C.C.P. programs.

PROGRAM PLANNING

The program planning process for the Ontario Region is now established and functional. This activity focuses on the co-ordination of regional input into the National Program

Operational Plan, the development of the Regional Operational Plan, and Regional Work Plans. These plans are reviewed and updated during the year. As such, they are an effective tool in supporting the management improvement process and organizational stability.

EVALUATION AND REVIEW

A priority over the upcoming years is to develop and implement, in close co-operation with H.Q. Evaluation Branch, a monitoring/control and evaluation capability in the planning unit. It is anticipated that once the review process is functional in 1982/83, the focus in 1983/84 will be on the evaluation of regional programs and services. This will necessitate the development of evaluation criteria and performance indicators.

MAJOR RESOURCE DEVELOPMENT IMPACTS

In 1981/82, the Ontario Region submitted 7 priority projects for major resource development impacts. Of the \$811,000 submitted, the Region received \$197,000 that was allocated to Eldorado Nuclear (\$8,333) and Onakawana/Detour Lake (\$189,667). We have indicated constant levels of funding for all planning years within the plan as we are unable at this time to project major resource developments occurring and there are carry-over submissions from the past year. In this program, Region acts only as a liaison between the Bands and Headquarters and that function will continue through all planning years.

FUTURE STRATEGY

In 1982/83, the Planning and Review Unit expects to be fully established and intends to maintain current levels of service in the C.C.P. program and program planning areas. In addition, a review and evaluation process will be developed and implemented. The C.C.P. program will undergo a review of its first year of operation with a view to improving the process by expanding the Review Committee to include Indian representation and conducting training/information workshops and seminars.

Remaining years of the planning period will concentrate on continued support of the C.C.P. program, conducting reviews and evaluations of programs and services, and on-going program co-ordination services including the development of evaluation criteria and performance indicators.

Technical Services
and
Contracts

ONTARIO REGIONTECHNICAL SERVICES AND CONTRACTS

The Technical Services and Contracts Branch in Ontario Region has the mandate under Departmental Directive 100.

The Technical Services and Contracts function consists of all activities required to manage the planning, design, construction of capital projects and the maintenance of these assets. The total capital budget for 1982-83 is approximately \$41 million. The total value of the assets in Ontario requiring continual maintenance is approximately 345 million dollars, which excludes housing and land value.

Significant progress has been made in several areas in accordance with last year's Operational Plan:

1. Our ability to assist and provide advice to Indian Bands has been increased as a result of the hiring of three project managers using capital person years, however, the person-year strength is still well below the minimum required to effectively manage our resources.
2. The Technical Services and Contracts Branch has assisted the Ontario Indian Housing Council in preparing the first Residential Building Code for Indian Reserves. This is the first step to achieve Indian Self-Government by developing regulations under the Indian Act.
3. Technology Transfer and Technical Training has improved in the Ontario Region. This is a result of more frequent training workshops, improved quality of training packages and a better working relationship between Indian participants and the Department.
4. Capital Management has improved as a result of improved use of management systems and as a result of a better understanding within the Ontario Region of the various roles and responsibilities of the Project Management concept.

THE FIVE YEAR HORIZON

Over the next five years, developmental activities will focus on the evolution of the areas of jurisdiction for Indian Government at the local level and for the Federal Government.

To achieve the desired results, the following strategies will be necessary:

- Develop codes, standards, and regulations for acceptance and enforcement by Indian Bands and the Federal Government.
- Provide training to Indian Band staff on the interpretation and use of codes and regulations.
- Promote technology transfer to Indian Bands in the use of regulations in the process for the acquisition and maintenance of physical assets.

The approach for the 1982-83 to 1986-87 National Program Operational Plan has changed in order to project the human resources required to efficiently and effectively manage the capital program. The current level of human resources will seriously and adversely affect the management of the capital program and will restrict the development of Indian Self-Government through technology transfer. The shortage of human resources for Technical Services and Contracts Branch has already been identified by the Director General of Technical Services and Contracts Branch in report EA-HQ-81-24 dated June 1981.

CONCERNS

The shortage of human resources in Technical Services and Contracts Branch is further substantiated in report EA-HQ-81-50, a special report on T.S.&C. activities for presentation to the Deputy Minister dated September 1981.

In summary, it is critical that Technical Services and Contracts Branch have the proper human resource level over the next five years for the effective and efficient management of the capital program, and to be accountable to the central agencies on the same level as other government departments. The Technical Services and Contracts Branch are also at a critical point in time where adequate resource levels are required to develop the Indian Band Local Government and the Federal Government's level of jurisdiction.

Training
and
Development

ONTARIO REGIONTRAINING AND DEVELOPMENT UNITBAND TRAINING - STAFF TRAINING

The Ontario Region has a unique organizational structure to emphasize the priority placed on Human Resource Development. The Training and Development Unit is responsible for both Band and Departmental Staff Training.

Our major thrust has been, and still is, on Human Resource Development at the Band level and within our own organization. We continue to focus on developing and improving management and leadership skills. The results of our efforts will lead to more effective Band self-government and increase the Indian community's capacity to better develop community based planning and development.

TRAINING FOR BANDS

Our Band training program continues in line with our 1981-82 Operational Plan. Individual Bands and Tribal Councils are becoming more involved in identifying their training needs. The more common requests relate to:

- Management Effectiveness
- Human Resource Development
- Financial Management
- Selection Board Training
- Comprehensive Community Planning
- Committee Training

These needs are met through a variety of ways including:

1. Programs designed with the Bands and delivered by the Training Unit.
2. Purchasing training services from Provincial Institutions:
 - Universities
 - Community Colleges
3. Using consultants and itinerant teachers.
4. Individual courses purchased.

STAFF TRAINING

The staff training program has focused the majority of its resources on the following areas which were reflected in our 1981-82 Operational Plan:

- Management Improvement
- Human Resource Development to meet Operational requirements
- Special Concerns Group Training
- Cross Cultural Training

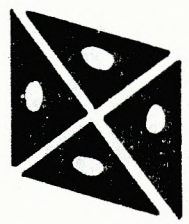
We are achieving the training through:

1. Individual courses:
 - Universities
 - Community Colleges
 - P.S.C.
 - Private Institutes
2. Departmental Training Unit
3. Purchased courses such as Native Awareness Training.

The future direction of the program is consistent with our Operational Plan and will include a continued effort to engage in Joint Band and Departmental Staff Training.

ISSUES AND CONCERNS

With the expansion of the Band Training Program to provide training services to the total Indian community, more resources, both human and financial, will be essential if we plan to meet the needs of the Bands.



Part D

EVALUATION OF OPERATIONAL PLANNING PROCESS

Purpose :

1. Critique process.
2. Problem solve for next year.
3. Link product to work plans.

WHAT WENT WELL

1. Less confusion than last year.
2. Headquarters acted on a number of our recommendations from last year.
3. Prepared goals helped in consistency.

AREAS FOR IMPROVEMENT

1. Time Constraints.
2. Lack of Resource Guidelines.
3. December Capital update is unrealistic.
4. Instruction from Headquarters.
5. Measuring levels of service .

EVALUATION OF THE OPERATIONAL PLANNING PROCESS

IN THE ONTARIO REGION - DECEMBER, 1981

In accordance with our previous Operational Plan, the Ontario Region conducted an evaluation of the planning input process for 1982/83 to 1986/87.

After completing our input to the National Program Operational Plan, our Regional Managers met for a one-day Evaluation and Critique of this year's task.

The purpose of our meeting was:

- (1) to assess and critique the process followed by the Region in preparing our input.
- (2) to develop plans and strategies to improve the process for next year.
- (3) to look ahead in preparation for the development of work plans.

The first task focused on what went well, (what was helpful, productive, effective) with the planning exercise.

A summary of the managers' responses follows:

- (1) a simplified system with good briefing, fewer instructions, and broader parameters resulted in a smoother process, with less confusion and a greater commitment at the regional level.
- (2) regional office pre-planning in advance of the call letter resulted in the establishment of a steering committee, the assigning of tasks and setting of deadlines prior to planning with support groups.
- (3) as a result of last year's critique, the need for such a planning exercise was more acceptable to managers who realized the benefits of this approach, applied themselves more diligently to the task, and functioned more effectively as a team with a common goal.
- (4) Headquarters acted on a number of the recommendations for improvement (ref. Evaluation of Operational Plan, Management Systems Branch - May, 1981).
- (5) by improving the internal information systems - Region to District - most of the necessary data was available at Region, thus reducing the need for various managerial levels of participation, resulting in a more cost effective approach.

- (6) the M.I.P. directory of services assisted in more clearly defining program responsibilities, and when combined with improved communication between programs, allowed the Region to fit its operation in to the service definitions.
- (7) the prepared goals facilitated co-ordination of and consistency in the process, making functional goals easier to relate to, and reduced the necessity for unique regional goals by providing direct vertical linkages.
- (8) as a result of the exercise, planning for and costing of funded and unfunded services was achieved (\$ and PY's).

The second task was to assess the problems (concerns, hinderances) we encountered in order of priority.

A summary of responses follows:

- (1) the initial delay created by the lack of the call package made a tight timeframe even more demanding and precluded adequate review of the package before sending it to Headquarters.
- (2) the lack of resource guidelines from Headquarters produced confusion e.g. November 4th memo - as a result some programs included inflation factor, others did not.
- (3) forms (relating to "Transfer to Bands") - the instructions were confusing, difficult to interpret, and created problems. The forms did not allow for binding techniques - hole punching.
Note: The risk in predicting trends in devolution may result in premature loss of resources.
- (4) capital instructions to utilize the December update were inaccurate - should have been instructed to utilize September data.
- (5) multi-channel instructions from Headquarters were uncoordinated, frequently contradictory, and at times incompatible; lack of liaison with functional counterparts in Headquarters on goals; program co-ordinators group in Headquarters need to liase with Finance; need to ensure that the planning co-ordinator is the recognized channel of communication from Headquarters to Region. Instructions coming from Headquarters Capital Management Branch contravened call package instructions.
- (6) the Headquarters training program did not meet the needs of the process e.g. referred to goal development, but goals were already established.
- (7) a chart of accounts was needed.
- (8) the P.Y. allocation is still confusing in terms of function and line management.

- (9) there is lack of instructions to clearly identify achievement milestones for 5 year period; many definitions are problematic - funded, unfunded, etc; instructions to Education program for use of constant dollars were unclear.

Suggestions to Deal with the Problems

(1) Time Constraint

- set time for sequence of events early
- in order to develop a high quality product we require 60 days from receipt of call package
- set sequence of specified dates in the planning cycle with strict adherence to dates at all levels.

(2) Lack of Resource Guidelines

- Regional Director General to make sure Assistant Deputy Minister is aware of problem
- Headquarters - leave enough lead time to provide them
- Region provide (as this year) and let Ottawa adjust
- no standardization across country
- we provide justification for "A" Base, include volume increases, Ottawa identifies price increases over approved "A" Base. To be assigned by program (Headquarters and Region) with a strict adjustment process.
- Ottawa has to develop an acceptable data base across country for all programs.
- update actual base requirements
 - (a) use current dollars (includes inflation) (capacity to reflect actual current year cost)
 - (b) use constant dollars
 - (c) establish regional guidelines
 - (d) Suggestion - Use Alternative (a)
- Adopt previous year's estimates
- Develop parameters to cost out resources
- ADVANCE warning of no resource guidelines.

(3) Form Design for "Transfer to Bands"

- redesign forms
- use dollar value only for salaries
- use 8½" x 14"
- show actual annual devolution
- include logical milestones of devolution e.g. training required
- make room for narrative or explanation.

(4) December Capital Update is Unrealistic

- use September update
- leave capital out of operational planning until a later date

(5) Instructions from Headquarters

- co-ordination committee at Regional level representing all programs, to address common problems of: - timing, definitions, and instructions. There should be a one channel link with Headquarters - (ADM to RDG).
- stay with Regional co-ordination in face of lack of Headquarters guidance.
- improve dialogue with Headquarters functional counterparts immediately to avoid repetition of this year's problem.
- identify Headquarters co-ordinator for each program for continuous liaison on functional goals.

(6) Training Program

- call package should be available for the training session at Headquarters
- training should be directly related to the call package
- Headquarters staff (functional counterparts) should be available at the training session.

(7) Lack of an Adequate Chart of Accounts

- draft chart of accounts dated November 26, 1981 should assist in resolving this problem for next year
- previous chart of accounts failed to reflect adequately the services rendered by the Department

(8) Person Year Allocation

- clarify administration at Regional level and within Programs
- determine who controls PY's - Programs or Districts
If we lock in PY's by Program, result - District Manager has no authority to reallocate within his District.
- if we lock in PY's by Organizational Unit, then the Regional Program Directors would lose functional control in the districts through loss of control over the resources.

(9) Measurements - Levels of Service

- lack of national standards - ie., yardsticks to measure quality of services
- lack of national uniformity
- lack of performance indicators. We are developing a financial system without knowing if activities can be measured.
- between now and February, develop some indicators to use in Work Plan exercise related to Planning variables.

BENEFITS REAL OR POTENTIAL OF THE OPERATIONAL PLANNING PROCESS

1. Resource expenditures are rationalized and justified.
2. Improve our image with central agencies.
3. Self control vehicle.
4. Formalizes the planning function of management.
5. Financial control of the program is being made compatible with the line management.
6. Provides the basis for yearly work plan.
7. Improves our image as a Region.

8. Potential for developing a better national allocation of resources.
9. Link between policy setting and resource allocation.
10. It gives better direction to managers.
11. Encourages regions to assess certain problems - ie., control of resources.
12. It has improved communication (District - HQ and Indian people).
13. It sets out responsibility and accountability parameters more clearly.
14. It lays the groundwork for value for money.
15. It improves the decision-making process.
16. It allows for better control as a Manager.
17. It gives direction to a national policy.
18. It should give HQ the basis for equitable distribution of resources.
19. It leads us to performance measurements.
20. Orientation tool for new managers and staff.

The final task involved giving suggestions to A) ourselves as Program Managers; B) to the RDG and Director of Operations; C) to Headquarters.

A) Suggestions to Self

- take this exercise and use it as a guide for next year's Operational Plan
- minimum number of commitments on personal time during the Operational Plan period
- more organization for techniques for measurement of performance - ie., milestones
- use the Operational Plan as a basis for Work Plans

B) Suggestions to RDG and Director of Operations

- review the package with Program and District Managers
- Co-ordinating Committee build in timeframes with Planning Committee.

- "A plan to plan"
- recognize need for better communications both internal and external
- expedite the word processing equipment

C) Suggestions to Headquarters

- time frames should be more realistic
- resource guidelines required
- hold changes to a minimum for next year
- improve the HQ orientation training
- keep instructions clear and concise
- have one and only one flow of communication - ADM to RDG
- incorporate Chart of Accounts into Operational Plan well in advance
- functionally provide Region with some feedback
- changes should be avoided after the call package is sent out
- re-design the "Transfer to Bands" form.

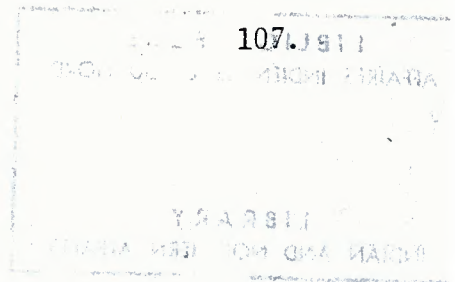
SUGGESTIONS TO SELF
AS PROGRAM MANAGERS

1. TAKE THIS EXERCISE AND USE IT AS A GUIDE FOR NEXT YEAR'S OPERATIONAL PLAN.
2. MINIMUM NUMBER OF COMMITMENTS ON PERSONAL TIME DURING THE OPERATIONAL PLAN PERIOD.
3. MORE ORGANIZATION FOR TECHNIQUES FOR MEASUREMENT OF PERFORMANCE - I.E., MILESTONES.
4. USE THE OPERATIONAL PLAN AS A BASIS FOR WORK PLANS.

SUGGESTIONS TO
REGIONAL DIRECTOR GENERAL
AND
DIRECTOR OF OPERATIONS

1. REVIEW THE PACKAGE WITH PROGRAM AND DISTRICT MANAGERS.
2. CO-ORDINATING COMMITTEE BUILD IN TIMEFRAMES WITH PLANNING COMMITTEE.
3. "A PLAN TO PLAN"
4. RECOGNIZE NEED FOR BETTER COMMUNICATIONS BOTH INTERNAL AND EXTERNAL.
5. EXPEDITE THE WORD PROCESSING EQUIPMENT.

SUGGESTIONS TO HEADQUARTERS



1. TIME FRAMES SHOULD BE MORE REALISTIC.
2. RESOURCE GUIDELINES REQUIRED.
3. HOLD CHANGES TO A MINIMUM FOR NEXT YEAR.
4. IMPROVE THE H.Q. ORIENTATION TRAINING.
5. KEEP INSTRUCTIONS CLEAR AND CONCISE.
6. HAVE ONE AND ONLY ONE FLOW OF COMMUNICATION - ADM TO RDG.
7. INCORPORATE CHART OF ACCOUNTS INTO OPERATIONAL PLAN WELL IN ADVANCE.
8. FUNCTIONALLY PROVIDE REGION WITH SOME FEEDBACK.
9. CHANGES SHOULD BE AVOIDED AFTER THE CALL PACKAGE IS SENT OUT.
10. RE-DESIGN THE "TRANSFER TO BANDS" FORM.