

ORGANIZATION STUDY
SOUTHERN ALBERTA

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ORGANIZATION STUDY
SOUTHERN ALBERTA

Submitted to: R.B. Kohls
Regional Director General
Indian and Inuit Affairs
Alberta Region

Submitted by: D.C. Gottenberg
Regional Management Consulta

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EXECUTIVE SUMMARY

The present organization in Lethbridge and Calgary Districts have been recognized as being unable to meet the aims and needs of Indian people in southern Alberta. The Regional Director General in response to Indian demands, initiated a study under the direction of the Regional Management Consultant with the objective to design a structure, which would offset client dissatisfaction and improve service delivery efficiency and effectiveness.

A study was undertaken with input from Treaty Seven Bands (Chief, Councillors and Administrators), as well as Departmental District and Regional staff. A proposed structure was developed with recommended changes in:-

1. Types of services;
2. Division of work;
3. Financial authorities;
4. Integrating and coordinating mechanisms.

INTRODUCTION

Background

The present organizational structure in the Lethbridge/Calgary District offices has been recognized as being unable to meet the aims and needs of Indian people in Southern Alberta.

The Indian people in Treaty Seven have repeatedly expressed dissatisfaction and a "sense of frustration stemming from the delivery system and allocation policies of the Department".

Although Treaty Seven Bands have developed to varied stages of independency, with the exception of one Band, Indian communities in Southern Alberta are experiencing a high percentage of their membership in receipt of social assistance. Coupled with the frustration of this high dependency on welfare, is the concern with the apparent inability of Band Councils and administrators to obtain gainful employment for their membership.

The Department's attempts of social and economic development have been virtually futile as the focal point of District resource utilization in the social and economic development programs has been on administering the heavy social assistance program, investigating loan arrears and coping with administrative and clerical demands - activities of a non-developmental nature. Although all Bands administer their social assistance program and most have

considerable Band funds, the efforts of Department staff have not significantly shifted from a concentration on service delivery to enterprising developmental avenues and thrusts for Indian communities in the South.

The need to accelerate cultural, social-economic development, increase Indian involvement and greater control of their affairs while improving the quality of services initiated the "Amalgamation Study" prepared by Treaty Seven representatives in the spring of 1982. The Regional response to the expressed concerns of Indian representatives was to review and analyze the present organizational structure and reorganize the Calgary and Lethbridge Districts.

OBJECTIVES

In addition to providing Treaty Seven with an organizational structure with the flexibility and expertise to meet the changing needs of individual Bands, the objectives of the study are:

Identify the type of service the Department should be prepared to provide to the Indian Bands and individuals in Treaty Seven to assist Individual Bands and clients in realizing their goals and objectives in the 1980's in terms of increased self-government and economic and social stability.

Offset client dissatisfaction and develop effective working relationships between DIAND and Band staff at the District and Regional levels by establishing mechanisms which facilitate greater involvement of Indian people in the decision-making processes and priority setting roles; bringing working relationships and structures in line with the growing capacity of Bands to manage their own affairs.

Outline the structural and procedural changes in the southern district which should be in place to meet the above needs by strengthening District Operations with increased authority and responsibilities with the intent to:

- i) enhance Band - Departmental working relationships at the District Level
- ii) reduce duplication and redundant efforts and activities between District - Regional - Band staff
- iii) organize the provision of services to those Bands receiving direct Departmental program assistance in an efficient and comprehensive manner which will meet Departmental management standards
- iv) provide more personalized effective service

Scope and Output

The review will cover a number of organizational and system components in the Calgary and Lethbridge Districts as well as Regional Office. Regional and District staff will participate in all phases of the review - diagnosis, design, action-planning, implementation and evaluation - with the Regional Management Consultant coordinating activities. The review will provide:

1. An outline of organizational difficulties and problems existing in Treaty Seven;
2. Recommendations for the type of organizational structure that should be established in Southern Alberta, given the service needs of the Bands in Treaty Seven and the mandate of the Department;
3. Outline of the structural and procedural changes which should be introduced, emphasizing a practical approach to close the gap between "what is" and "what is desirable"; relating specifically to authority structure changes, goal setting procedures, division of labor changes, communication/control procedures;
4. Implementation plan outlining the implications of proposed changes to Departmental staff and Band - DIAND relationships.

Methodology

The Regional Management Consultant met individually and collectively with District staff at all levels from all programs, and with Band Government and administration representatives of all Bands serviced from the Lethbridge/Calgary districts.

District and Regional staff were requested to respond to predesigned questions in the form of a questionnaire and additionally through personal interviews to indicate their perceptions and opinions on

- the capability of the present organization to deliver services to Indians
- current activities; working and reporting relationships; their satisfaction or other with current management systems and procedures
- the effectiveness of various management and organizational functions

A detailed outline of the workplan is found in Appendix 6.

District staff were fully cooperative indicating a helpful and positive attitude on the need for change. Regional staff were less cooperative in completing the questionnaire and responding to questions during interviews and several program managers refused to answer many of the questions.

Seven (7) Bands are serviced from the Calgary and Lethbridge Districts and have an Indian population of 14,511¹ the majority living on Reserve. This membership represents approximately thirty-six (36%) percent of total Alberta Indian population (40,304)² - distribution is shown as follows:

<u>DISTRICT</u>	<u>BAND</u>	<u>POPULATION</u>
Lethbridge	Blood	5757
	Peigan	1841
Calgary	Blackfoot	3086
	Sarcee	683
	Stoney	2325
	(Chiniquay 760)	
	(Bears paw 805)	
	(Wesley 760)	
	Sunchild	457
O'Chiese	<u>362</u>	
	<u>14,511</u>	

The Lethbridge District Budget is \$9.1 Million and the Calgary District's budget is \$7.8 Million for a total of \$16.9 Million of which \$10.7 Million or approximately sixty-three (63%) percent is presently administered by the Bands. (For details see Appendix 5, Detailed Expenditure Plans). Bands also receive additional contributions from the Regional Office Budget, so that the total appropriated funds administered by Bands is approximately \$13.0 Million as illustrated on the next page.

1. Membership statistics - Reserves and Trusts Program - Department of Indian Affairs and Northern Development - Alberta Region, September 31, 1982.
2. Ibid

TOTAL DOLLARS IN VOTE 304
(S000'S)

<u>PROGRAM</u>	<u>CALGARY DISTRICT</u>	<u>LETHBRIDGE DISTRICT</u>	<u>REGIONAL OFFICE</u>	<u>TOTAL</u>	<u>DIST. BUDGETS</u>
Social Serv.	\$ 3,790	\$ 3,900	\$ -	\$ 7,690	80
Education	774	269	883.3	1,926.3	22
Comm. Infra.	334	666	-	1,000.	100
Band Gov't	443*	402*	245.0**	1,090.0	100
Econ. Dev.	104	288	165.3	557.3	96
Res. & Trusts	-	-	4.9	4.9	
Capital	-	-	648.0	648.0	
Comm. Plng.	-	-	32.0	32.0	
	<u>\$ 5,445</u>	<u>\$ 5,525</u>	<u>\$1,978.5</u>	<u>\$12,948.4</u>	<u>63</u>

* includes core funding

** includes policy and fire protection

1. These figures were taken from the Regional Contribution Agreement Report, August, 1982.

All Bands administer their Capital Budget, as well as their Community Infrastructure and Band Governments Budgets; four (4) Bands administer their own Social Services programs while (2) Bands have joint administration of the program with the Department.

The Education Section has 3880 students enrolled in elementary and secondary schools with 2000 students attending ten (10) Federal schools, and 1880 students attending Provincial schools. Approximately 550 students are enrolled in various universities and technical schools on a full or part-time basis, with the majority of students supported by Departmental funding.

Approximately 5454 persons from 2189 family units are supported by Social Assistance - this represents approximately thirty-eight (38%) percent of the Treaty-Seven population. Social Assistance is not provided for the Stoney Band because Band revenue and the per-capita distribution of capital funds is sufficiently high that Stoney Band members do not qualify. Therefore, if Stoney membership is deducted for the total population, the percentage of Indian people supported by Social Assistance is closer to forty-five (45).

Unemployment statistics for Bands in Treaty-Seven are unavailable - a detailed survey and demographic data base is required to arrive at concrete and realistic figures. Nonetheless, certain indicators suggest high levels of unemployment; such as 1080 employable Indians are presently on Social Assistance.

During meetings with Band Councils and administrators, Indian representatives strongly urge that they be given more authority and greater flexibility in the financial area; not only with appropriated funds, but particularly with Band funds. They would like to see increased effort directed at relieving the high unemployment at the Reserve level by identifying opportunities which could generate employment and deploying funds into training and developmental activities.

The Band also indicated a need for more emphasis and assistance for increased and improved levels of community planning and development - townsite and Reserve land development, attracting industry,

infrastructure maintenance, recreation and health centres, long range planning and housing inspections were emphasized topics of concern. Eventhough a number of Bands have community plans, expertise and assistance to implement plans was requested.

A major resource of Bands in this area is a large agricultural base. Development of agriculture as a viable industry is a major goal of most Bands. Many expressed frustration with the level of funding for the Indian Agricultural Association and the amount of money given to the south where the majority of Indian Reserve agricultural land in the Alberta Region is located.

Gas and oil are other major resources for Treaty Seven Bands both in terms of present and future exploration. The potential returns from impending development in forestry, coal and irrigation will dramatically effect development of Reserves - the full implications of these mega-projects on the socio-economic conditions on Reserves have yet to be determined and is of major concern to the Indian people and their leaders.

The present and impending development of gas and oil-based industries; forestry development in the Rocky Mountain House area; dam and irrigation potential for the Blood/Peigan and Blackfoot Reserves and coal potential near Gleichen generate the need to develop matching skills and expertise for the respective Bands to compete for employment opportunities and obtain economic spin-offs for their communities.

The number of Departmental staff in the two Districts is eighty-two person-years, excluding school and resident employees - for details see page 30 - Present Ogranizational Structure.

ORGANIZATIONAL PROBLEMS AND DIFFICULTIES

Discussions with and questionnaire responses from Band and Departmental personnel have indicated a variety of problems which need to be addressed in developing and finding ways for organizational improvements in Southern Alberta. Several are outside the scope of this study, but nonetheless, need attention and resolution at the Regional level for effective management and bringing the Region to a better evolved state. Detailed responses from the questionnaire distributed to Departmental personnel are outlined in Appendix IV and individual Band concerns and issues are found in Appendix I.

In summary the Bands' perceptions and concerns are:

- Communications poor;
- Limited authority;
- Dissatisfied with competence and attitude of staff;
- Insufficient follow-up to enquiries and requests;
- District staff perceived as paper-pushers and absorbers who concentrate on bureaucratic and red-tape rather than getting the job done;
- Emphasis of Department not on developmental aspects of Indian communities;
- DIAND response slow on routine activities especially BCR processing and T.B. Submissions.

Responses from Departmental questionnaires demonstrate the discrepancies between Regional and District perspectives on management issues and processes.

The following points highlight the areas which deserve consideration and attention:

Policy and Planning

1. The majority of District staff are unfamiliar with Regional objectives and priorities and fifty (50%) percent indicated that program goals are not sufficiently clear for proper direction.
2. The majority of Regional and District respondents feel that the planning process has an unrealistic approach and that resources are not allocated equitably, nor are critical factors isolated during planning process.
3. Standards and performance measures require improvement.
4. Work has not been scheduled more efficiently as a result of the Work Plan exercise.
5. Although Band priorities are considered in planning and allocation processes, consultation with Indian governments is inadequate and a devolution plan specific to Band and activity is not in place.

Organizing

1. Of the sixteen responses, seven have indicated that they do not fully understand the roles and responsibilities of all staff, and about fifty (50%) percent indicate that they are not clear as to the roles and responsibilities of their organizational groups.
2. The majority (nine of seventeen) feel that authority of their positions are not commensurate with their responsibilities.
3. That line and functional authorities are not clearly defined, especially by the District perspective and fifty (50%) percent of all respondents have stated they do not understand the role of functional supervisor. The District Manager's authority was not fully known by nine of the sixteen respondents.

- 13.
4. Lines of communication appear to be good within program limits, but improvements should be made between programs at the District level, and between District and Region.

Directing and Controlling

1. The responses were favorable with respect to directing in that the majority said that directives are given in writing by the proper authority and follow the chain of command; however, District staff indicated that sometimes the directives are not issued as needed and have insufficient lead-time for implementation.
2. Work Plans are not assessed and updated on a regular basis nor are programs assessed and evaluated regularly.
3. Variance reports - most Managers provide reports from both a financial and operational aspect; however, discussions with staff indicate that the procedures require modification to become a more effective management tool.
4. District personnel expressed a need for more seminars and conferences.

MAJOR FINDINGS

1. A need to change roles and structure of the Lethbridge and Calgary Districts:
 - Bands have requested more competent and professional advisory services in planning and technical services as well as training for Band staff;
 - Improved integrating mechanisms between programs and Bands;
 - Improved working relationships and communications between District and Band Governments and Administrators;
 - Increased decision-making at District Level;
 - Flexibility in program and financial matters;
 - Change in focus, attitudes of personnel.

2. A need for better planning techniques and procedures:

- Regional planning and goal setting processes must be adjusted to incorporate District and Band levels of management.

3. A need for change and redefinition of roles and functions of Regional Program Managers:

- Regional staff are involved in both policy and operations to the detriment of both;
- Adds to frustration of Bands and Districts.

4. A need to review and improve processes and procedures:

- BCR Submissions;
- Contribution Arrangements;
- Capital Management;
- Variance Reports;
- T.B. Submissions.

ORGANIZATIONAL APPROACHES

Organizations, following some model, design a structure to accomplish a set of objectives. The traditional approaches to organizational modelling have tended to examine the organization and its internal workings only. The bureaucratic model centres around a set of specialized authority relationships when considering two primary factors:

- 1) division of work
- 2) coordination or integration systems

The division of work or grouping of tasks or activities into organizational units is usually based on products, customer or geography. All three factors are considered when designing a formal structure but generally emphasis is given to one or two.

Indian Affairs, like most government departments is organized primarily around products (programs and services); the Department's general organizational strategy is product-geography-client. The authority and budgetary structure of the Department reinforces the differentiation of activities into specialized programs such as Education, Social Services, Band Support, etc. This division of work into different organizational units increases the interdependency of such units.

To accomplish coordination or integration, the Department has relied upon the hierarchy of authority and the notion that the Department will achieve its objectives through the strict performance of pre-planned procedures. This hierarchical structure is a means by which authority is delegated to subunits and members and through which

they are held responsible for their actions. In order to specify how authority will be exercised, rules and regulations are elaborated. The delegation of authority and the responsibility that attends this delegation results in goal-oriented behavior or task-oriented behavior.

Traditional theories, including the bureaucratic theory, have generally treated organizations as deterministic. Consequently, the problem of structure has been their major focus. The outcomes of organizational processes, however, are not deterministic and not always predictable. Unanticipated consequences occur in every organization - these consequences are said to be functional when they contribute to the efficient attainment of organizational objectives, but if they interfere with the attainment of objectives, they are said to be dysfunctional. Two evident consequences of the processes and organization of Indian Affairs are:

- 1) client dissatisfaction
- 2) goal displacement

The effects of these consequences are undeniably dysfunctional, resulting in disparity between organizational achievement and objectives.

Goal Displacement

Goal displacement occurs when activities originally intended to obtain goals become ends in themselves or adapted to ends other than those for which they were intended. Goal displacement is a complex process having many potential sources, but within the Department it has its roots in the formation of highly differentiated departments. As exemplified in the Operational Planning Process and the 1983-84 Call Package, each program or department is held accountable for its sub-goals. Within the present framework of the Department, the incentive

is to strive for improvement and optimize the results of respective programs. Consequently, the continued success and expansion of the unit becomes a priority. This means that the maintenance of program units dictates a centralized approach and a commitment to program goals over and above their contribution to the total organizational program. Consequently, intergroup conflicts develop, which affect decision-making.

With individual exceptions, it is evident that programs rather being supportive of each other act independently, sometimes to the detriment of what other programs are striving to achieve. One can conclude then that the structural hierarchy and authority structure of Indian Affairs is inadequate as a coordinating or integrating mechanism.

Client Dissatisfaction

In traditional theories of organization, the stress on depersonalization leads to clients being categorized and being treated by application of general, abstract rules with little regard for individual needs and situations. Clients are not satisfied with impersonal treatment of problems which are of great personal significance to them. It is very difficult for the upper levels of hierarchy, where program design originates, to understand and to respond to the situation at the local level. The rigidities of program structure and service definition does not allow adaptation to the special requirements of a particular Band. One wonders why little or limited progress has been made over time in developing self-reliance of Indian people although everyone worked hard and programs very active. One of the reasons lies in the inadequate linkages between programs. Added to inflexibility of application, the lack of close integration between programs and services

has resulted in the Department's inability to respond satisfactorily to the clients total needs with the net result of slow progress in self-reliance - causes for client dissatisfaction. Programs and services related to self-reliance must not only be distinct in terms of activity so that they do not duplicate effort, they must also be complimentary and focused so that they support and reinforce one another - they must be directed to meet the total needs of the individual client or Indian community.

Emphasis of organizational strategy must change to client-geography program, so that program development, design and adaptation can be done locally in response to the varying sophistication and level of development of Indian governments.

Therefore, changes in structure and processes in Southern Alberta must be designed to affect or minimize the dysfunctional consequences of client dissatisfaction and goal displacement.

Contrary to traditional approaches to organizational design, the modern approach views the organization as an open system attempting to deal with the relationships with its relevant environment. From a total Departmental viewpoint, the major environmental contributors are central agencies, politicians, Indian institutions, governments and individuals. However, the influence of these factors varies with the level of management in Indian Affairs - Headquarters, Regions and Districts. Consequently, the relevant environment varies from one level of management to another. The interaction of politicians, central agencies and Indian people, determine how the Department is going to function. The requirements from these major contributors

are in conflict and much of the organization's energy is absorbed in solving problems generated from these conflicting expectations.

The prime beneficiary of the Department of Indian Affairs is the client group Band governments. However, the focus or emphasis of organizational strategy has not changed to accommodate its mandate.

Development activities need to be highly decentralized, supportive and flexible. Indian Affairs must be an organization which can provide both a necessary degree of special expertise through differentiation while providing programs which can address the interdependent problems faced by Indian communities.

This necessitates that organizational development be more systematic in its approach and the realization that the client group has a direct influence on the Department's functions. Structure and processes, particularly at the District level, must be designed to accommodate the direct influence and participation of the Indian people, in particular, Band Governments.

Organizational effectiveness, efficiency and humaneness depend heavily on the assumptions, objectives and actions of management. Innovation and goodwill are particularly important at the District level in developing a climate of stability and goodwill by responding to Indian initiatives.

Despite limited budgets, program and personnel restrictions, Districts can be effective in responding to Indian initiatives by strengthening the District operations in the following ways:

- 1) ensuring innovative leadership;

- 2) increasing the decision-making capacity and influence;
- 3) allowing program and financial flexibility;
- 4) improving integration mechanisms;
- 5) developing processes which allow participation of Indian leaders in planning and goal setting exercises;
- 6) having the support of Regional Office.

ORGANIZATIONAL OBJECTIVE

REQUISITE CONDITIONS

1. ORGANIZATIONAL COMPONENTS DESIGNED BEST TO
 - FACILITATE MANAGEMENT
 - PREVENT OVERLAPPING OF FUNCTIONS
 - PREVENT DUPLICATION OF EFFORT

2. FOR EACH MANAGEMENT POSITION, CLEARLY DEFINED
 - FUNCTION
 - RESPONSIBILITIES
 - AUTHORITY
 - RELATIONSHIPS

3. PROPER DELEGATION OF AUTHORITY BY MANAGEMENT TO PERMIT DECISIONS TO BE MADE AT THE LOWEST PRACTICAL LEVEL OF MANAGEMENT.

4. THOROUGH UNDERSTANDING OF THE REQUIREMENTS AND RESPONSIBILITIES OF THEIR POSITIONS IN THE PART OF ALL PERSONNEL.

5. PROPER COORDINATION OF THE ENTIRE ORGANIZATION PLAN.

DIVISION OF LABOR

CENTRALIZATION - POLICY, PROCEDURES, ADMINISTRATION

DECENTRALIZATION - AUTHORITY, RESPONSIBILITY

COMMUNICATION

CONTROL

ACCELERATED - DECISION - MAKING
REACTIVE TO ADAPTIVE SYSTEMS
INNOVATIVE PROGRAM DEVELOPMENT
IMPROVED WORKING RELATIONSHIPS

IMPROVED PROGRAM DELIVERY
EFFICIENCY
EFFECTIVENESS

ORGANIZATIONAL ALTERNATIVES

Factors which will affect changes for Southern Alberta -
the choice of alternatives are:

Organizational Structure

- A) Any change in organizational structure to accommodate the need for closer integration between programs should be part of an overall organizational strategy and not done on a local piecemeal basis. Headquarters has put a freeze on major structural changes at all levels of management, therefore, the present structure must be maintained with minimal changes.
- B) A shift in emphasis to client-geography-product will necessitate a corresponding emphasis in horizontal communications rather than vertical communications. This change will not be effective if done only at the District level.
- C) The division of responsibility between the Region and District must be clearly delineated - attitudes, understanding and philosophy of Senior Management at the Regional level must support and accommodate flexibility at the local District level.

Resources - Planning & Control Systems

- A) Person-year utilization must not exceed present use (82 P/Y's).
- B) The current fiscal austerity and emphasis by central agencies on financial accountability and control, have stressed "demonstrated need" as a criterion for funding departmental services. The majority of financial resources are directed

towards mandatory and non-discretionary services. The dollars available for innovative development purposes are limited and declining in proportion to maintenance services.

- C) The focus on planning and control processes restrict the ability of Program Managers to transfer funds between programs and their ability to adjust or modify programs to meet the needs of Indian communities.

ALTERNATIVE STRATEGIES TO DEAL WITH THE NEEDS IDENTIFIED:

Division of Work

1. Combine those programs and/or services with the most overlapping goals and objectives into one organizational unit, such as:
 - a) Capital Management and Technical Services
 - b) Band Training, OST, Band Support, Adult Education
 - c) Economic Development, Employment and Social Services

To take this initiative at this time, however, would be premature and ineffective because an overall Regional strategy has not yet been developed. A move in this direction would not be conducive to opening the way to a flexible task-oriented organization, although it would provide some of the needed improvements in communications and interprogram coordination.

Managers tend to pay attention to the activities which have the largest budget, such as social welfare and develop priorities accordingly. Consequently, instead of training, employment or other developmental initiatives becoming the

priority and focus of activity, they would most likely be deferred to supporting alternatives to maintenance services. Combining programs does not appear to be a desirable alternative at this time because it will not be supported by either the systems and procedures in place on a Regional level, or by the present attitudes and philosophy of Regional Managers. It may, however, be very effective on a Regional basis when a more comprehensive strategy has been developed.

2. Leave the present organizational units intact at the present at the Calgary Office until an overall organizational strategy has been developed for the Region. It is likely that some time will elapse before decisions are reached and implementation begun, as work has not yet begun on a Regional strategy.

The needs and concerns of the Bands will not be accommodated by this alternative. The needs are of sufficient importance that they require early attention.

3. Leave the basic units intact with modifications so that the professional and business activities are separated. This will accommodate the need for more personnel being available for professional and technical advisory services and maintain the Department's funding and monitoring role. In addition to identifying new positions in planning and training, most position descriptions will be revised to identify different and new roles, responsibilities and skills

in all areas except Technical Services and Finance and Administration.

This should be a temporary alternative and accompanied by increased authority and approval levels.

INTEGRATING MECHANISMS

Emphasis, particularly at the District level, should be client - geography - product. This shift in emphasis is in conflict with the overall departmental strategy, and poses many difficulties when designing a structure for Treaty Seven.

In southern Alberta, Indian governments deliver most programs with the exception of Education. Since Indian governments are delivering their own programs, they require assistance in program design and development. If the Department is to provide this assistance, there is need for increased emphasis on horizontal communication among several types of program expertise.

The rigidities of a highly differentiated structure must be counter-balanced by effective integration mechanisms, particularly at the District level if the organization is to carry out its advisory and supportive function.

Alternatives are:

1. Retain the present management and authority as the main coordinating framework. As discussed earlier in the report, this alternative is inadequate and does not support a developmental approach.

2. Change the reporting relationships by have those programs with overlapping objectives report to one Director. This method has been tried in other Regions and does not necessarily bring about integration. Communications improve between programs and information is shared, but little is accomplished in terms of joint planning and implementation. Common goals and problems must be shared, therefore, these programs and activities must be designed so that all efforts and resources can be focused at the total needs of the client and become mutually reinforcing.

3. Integration take place at the Band level. It has been shown that the most successful integration appears when Bands are delivering their own programs and perform program integration with support from the District by means of cross-program task teams. The amount of effort required to deal with many issues, like employment, is beyond the capability of any one program area, or by separate workings of many programs. Reduction of effort may be accomplished by the development of closer working relationships between programs. The membership of these task teams should not be limited to DIAND employees, but could and should include Indian members and representatives from Federal and Provincial agencies, and perhaps representation from the private sector. This would pave the way for obtaining resourcing from outside sources which is not fully facilitated by the "reorganization"

approach. This committee or task force structure is flexible in that several teams may be in place at any one time with overlapping membership depending upon the issue or problem. This framework can adapt and accommodate changes in clients and the changing role of the Department. In addition, the horizontal rather than vertical communication links are emphasized.

The major disadvantage is that although task teams work well at sharing information and coordinating the activities of the members, they do not create or deliver programs or services. This shortcoming may be minimized by having a chairman of each team who is a Manager with line authority over the core members of the group, who would direct assignment to members. This suggestion may only be required until such time that personnel become acquainted with the process, then personal integrity, knowledge and professionalism should prevail as the basis of leadership and intergroup conflict resolution.

These task teams would develop and be designed as needed and address issues such as employment, capital management, community long range planning, and Band training.

Their task would include:

- i) identify needs of clients;
- ii) coordinate and focus the use of existing

- departmental and non-departmental resources;
- iii) request Regional assistance as required;
 - iv) identify and recommend program changes or additional program requirements;
 - v) plan for future program and resource requirements;
 - vi) develop short and medium term strategies.

RECOMMENDATIONS

It is recommended that program administration and management be centralized in Calgary. Basic structural units be maintained with modifications to all programs, the least affected will be Finance and Administration and Technical Services. Integration take place at the Band level with the support of District inter-program task teams.

Summary of Recommendations

1. Restructure the Education and Social Services programs to enhance specialization of functions and services, and to improve accountability.
2. Increase the authorities and service level of the Lands and Statutory Requirements areas of Reserves and Trusts.
3. Increase the authority levels and broaden the advisory services aspect of the Economic Development unit.
4. Place the business activity for Capital Management into one unit and increase the authority for all activities, including, housing, capital projects and infrastructure.

5. Increase the activities of Band Support; all Band Staff Training activities be coordinated by one officer.
6. Initiate a new planner position reporting directly to the District Manager. This position will provide advisory service to Band staff in long range community plans and general planning advice to the District.
7. Provide adequate support staff so professional and technical personnel are not performing unnecessary administrative or clerical functions.
8. Design and develop cross program task teams to address major issues and concerns.

PERSON YEAR UTILIZATION

	<u>F&A</u>	<u>R&T</u>	<u>CM/BS</u>	<u>E.D.</u>	<u>S.S.</u>	<u>Edu.</u>	<u>T.S.</u>	<u>D.M.</u>	<u>Total</u>
Present	17	3	2	7	10	16	23	4	82
Proposed	12	5	4*	8	12	13	24*	4	82

Capital Management and Technical Service will share the support staff of one Administration Officer and one Clerk/Stenographer.

Economic Development and Social Services will share one Clerk/Stenographer.

BLACKFOOT/STONE/ SARCEE
P R E S E N T O R G A N I Z A T I O N A L C H A R T

DISTRICT MANAGER
 Secretary

FINANCE &
 ADMINISTRATION

RESERVES &
 TRUSTS

ECONOMIC
 DEVELOPMENT

SOCIAL
 DEVELOPMENT

EDUCATION

LOCAL
 GOVERNMENT

TECHNICAL
 SERVICES

SUPERINTENDENT

LAND ADMINISTRATOR

SUPERINTENDENT

SUPERINTENDENT

SUPERINTENDENT

SUPERVISOR

SUPERINTENDENT

Fin. Supervisor
 Accts/Clerk (2)
 Com/Hous. Clerk
 Stenographer
 Receptionist/Typist
 C.R. Clerk
 Cont/Mat. Mgmt. Cl.
 Jr. Clerk

Membership Clerk
 Estates Officer

Bus. Officers (2)
 Clerk
 Employment Coord.
 Training Coord.

Social Workers (3)
 Administrators (4)
 L.G. Trainee (2)
 Clerk
 Recept./Typist

Stenographer
 Clerk (1)
 Counsellors (4)
 Soc. Counsel (2)
 Counsel Aide (1)
 Asst. Superintend.
 Principal (6)
 V. Prin. (3)
 Teachers (50)
 Aides (9)

Advisor

Maint. Superint.
 Craftsman (1)
 Maint. Helper
 Janitors (9)

BLOOD/PEIGAN

DISTRICT MANAGER
 Secretary

FINANCE &
 ADMINISTRATION

RESERVES &
 TRUSTS

ECONOMIC
 DEVELOPMENT

SOCIAL
 DEVELOPMENT

EDUCATION

LOCAL
 GOVERNMENT

TECHNICAL
 SERVICES

SUPERINTENDENT

SUPERINTENDENT

SUPERINTENDENT

SUPERINTENDENT

L.G. ADVISOR

SUPERINTENDENT

Mat. Mgmt. Clerk
 Accts. Clerk
 Fin. Clerk
 C.R. Clerk
 Off. Clerk
 Receptionist

Bus. Officer
 Clerk

Social Worker
 Administrator
 Clerk

Clerk
 Counsellors (4)
 Supply Teacher
 Asst. Superintendent
 Principal (4)
 Stenographer (1)
 V. Princ. (2)
 Teachers (50)
 Aides (7)
 Res. Administrator
 Chief Cook
 Cook (2)
 Kitchen Aide (3)
 Sr. Child C. Workr.
 C. Care Wrkr. (4)
 Matron
 Seamstress
 Laundry (2)

Maint. Trainee
 Maint. Superint.
 Craftsman
 Janitor (4)
 Chief Engineer

PROPOSED ORGANIZATIONAL STRUCTURE

TREATY SEVEN

DISTRICT MANAGER

Clerk/Stenographer
District Planner

FINANCE &
ADMINISTRATION

SUPERINTENDENT

Clerk/Stenographer
Admin. Supervisor
Sr. Mat. Mgt. Clerk
Jr. Clerk
Receptionist
C.R. Clerk

RESERVES &
TRUSTS

SUPERINTENDENT

Admin. Officer
Lands Officer
Membership
Estates

ECONOMIC
DEVELOPMENT

SUPERINTENDENT

Administration Off.
Employ. Trang. Coord.
Officers (2)
Bus. Serv. Off. (2)
Econ. Dev. Off. (1)

SOCIAL
DEVELOPMENT

SUPERINTENDENT

Clerk/Stenographer
Admin. Officer
Band Coordinator
Calgary Urban Coord.
Intake Wrkrs. (2)
Special Serv. Coord.
Social Wrkrs. (2)
Lethbridge Coord.
Clerk/Rec.
Intake Worker
Social Worker

EDUCATION

SUPERINTENDENT

Clerk/Steno
Admin. Officer
Admin. Coordin.
Res. Anal. Off.
In-School Consult.
Curr. Dev. Off.
Stud. Supp. Off.
Post School Consult.
Post Sch. Off.
Master Counsellor
Ed. Counsellor

CAPITAL MAN.
& BAND SUPPORT

SUPERINTENDENT

Admin. Officer
Capital Officer
Fin. Mgt. Advisor
Band Training Officer

TECHNICAL
SERVICES

ENGINEER

Clerk/Steno
Calgary Supv.
Suprv. Con.
Maintenance
Craftsmen
Janitors
Lethbridge
Maint. In.
Maint. Supv.
Craftsmen
Janitors

* Recommended by Management Consultant

FINANCE AND ADMINISTRATION

Recommendations

1. Centralize the Finance and Administration function for Treaty Seven Area (Lethbridge and Calgary District Offices) in Calgary.
2. Create two new positions - a supervisory administrative position and a clerical position to accommodate the added work load of the amalgamation.
3. The following positions be reviewed and updated for duties, responsibilities and classification:

Superintendent
Stenographer
Receptionist

Benefits

It would create a person-year saving for the total of the Calgary and Lethbridge offices of six (6) person-years and provide better support services for the District programs.

Proposed Structure

Superintendent

Clerk/Stenographer

Financial Officer

Sr. Acct's Clerk

Jr. Acct's Clerks (3)

Administration Officer

Mat. Mgmt. Clerk

Jr. Clerk

Receptionist

C.R. Clerk

ASSUMPTIONS:

1. Decentralize the authority and execution of the lands transactions according to the following sections of the Indian Act:
Sections 25, 28(2), 32(2), 50(3,4) 53(1),
54, 58(1)((3)(4a,b), 59(b).
2. Decentralize the authority for disbursement of Band revenue funds.
3. Request ministerial approval for decentralizing authority for disbursement of Band Capital Funds to the Treaty Seven District. Should this be obtained, identify and staff required positions to administer Capital Fund disbursement.
4. The Sarcee Band assumes administration of the membership function by April 1983, so that the primary role of the membership officer becomes one of supervising and monitoring the activities of Band membership staff. The officer will report only for Peigan, Sunchild and O'Chiese Bands.
5. The program be responsible for Band elections.

RECOMMENDATIONS:

1. A new superintendent's position be established to provide direction and supervision of the District staff. This position will provide expertise on all Reserves and Trusts policies, in particular, Band funds and be given the authority for execution and administration of land transactions, disbursement for Band Revenue funds and if obtained Band Capital funds.
2. A review of the present lands and estates officers' job description and roles be undertaken to determine the estates work load and to clarify which position is to provide the estate services and determine whether or not a second estates officer position is required.

3. Create a new Land Officer's position to assume the execution of the Lands Services; as stated above.

Proposed Structure

Superintendent

Administration Officer

Land Officer (1)

Membership Officer (1)

Estates Officer (1)

ECONOMIC DEVELOPMENT

Assumptions:

1. O.S.T. services transfer from Education to Economic Development be complete.
2. Decentralize the financial authority for all training and economic development activities (except guaranteed loans) to the District.
3. Improve the advisory services of the program for Treaty Seven Bands by staffing the positions with competent knowledgeable personnel.
4. Band staff training services be provided by Capital Management and Band Support program.
 - a) Integration processes be developed for liaison and information exchange between the various program, in particular Social Development, Band Training and Employment - Training Coordinator;
 - b) All positions be reviewed, redefined and reclassified.

Recommendations:

1. Centralize the management of Socio-Economic program in Calgary.
2. Provide adequate support staff so that the program officers can concentrate their efforts in advisory and program delivery activities.
3. Outline the functions of the District positions and identify the skills and expertise required for each and ensure through the process, that personnel with adequate skills, knowledge and attitudes are placed in the positions.

Proposed Structure

Superintendent

Clerk/Steno

Administration Officer

Employment-Training Coordinator Officers (2)

Business Services Officers (2)

Economic Development Officer

ASSUMPTIONS

1. A comprehensive review of urban case loads be initiated in both Lethbridge and Calgary with the objective of decreasing case loads by having individual clients serviced by proper agency (DIAND, Province or Band), and managing case loads more effectively.
2. Referral mechanisms in place between the Department, the Bands and Province so that:
 - a) Province provide service for employables off Reserve;
 - b) Clients which should be serviced from Band level be identified and the Department service on Reserve clients only on referral from Bands.
3. Long-term case load clients be put on pay list with periodic review and update. Concentration of assessment, referral and follow-up activities be directed at short-term clients.

RECOMMENDATIONS

1. Redefine the role and functions of management, administration and professional personnel and realign the positions according to function so that task activities are organized and coordinated to provide improved services and accountability.
2. Centralize the management of Social Services for the Treaty Seven Bands in Calgary.
 - The primary functions of the Lethbridge Office will be the handling of the urban case load and to monitor and evaluate the Social Services programs at the Blood/Peigan Reserves (in conjunction with new Band Coordinator position).

- Band monitoring be centralized in Calgary with responsibility assigned to one position, with close liaison with Lethbridge Coordinator. This position will perform the functions of processing Band contributions for Social Services, monitoring and evaluating Band Social Services programs.
- All special services be coordinated out of Calgary.
- The Social Development office in Calgary be situated in close proximity to other programs. This will hopefully provide a more conducive environment for better integration and coordination of information and referrals between the Training and Employment Unit and the Social Development program.

The specific number and type of positions remaining in the Lethbridge office will be identified subsequent to the review of the case load; nonetheless, at the present time it appears that in addition to the coordinator, as if one intake worker and one social worker position is required. The social worker will also assume the role of providing counselling to education students in the immediate area, as well as overseeing the professional development of Band staff through on-going advisory services and recommending training programs for professional upgrading.

The Calgary Urban Coordinating group will administer the urban case load with respect to income maintenance. The intake workers

roles will mainly be assessment of individual clients and follow-up, as well as referrals to either outside agencies or to the Special Services Unit for counselling and indepth professional services.

The Special Services Unit will provide coordination and administration of services under the following planning variables:

Family and Children Services

Adult Care

Rehabilitation

The social workers will provide professional counselling services to individual clients and provide for the professional development of Band staff through ongoing advisory services and recommendation for training for upgrading.

All positions reviewed, now job descriptions developed and positions reclassified.

Proposed Structure

Superintendent

Administration Officer

Band Coordinator

Calgary Urban Coordinator
Intake Workers (2)

Special Services Coordinator
Social Workers (2)

Lethbridge Coordinator
Intake Worker
Social Worker

EDUCATION

ASSUMPTIONS

1. For the fiscal year, 1982-83 no Bands assume authority to administer the administration of schools and all schools remain Federal schools.
2. The Bands be contacted to determine their interest in providing counselling for Indian and on-Reserve residents in Provincial schools. Should the Bands express an interest in providing the counselling services, to design processes and mechanisms with the Provincial Superintendent of Education, Principals, and Band staff, which will enable Band staff to provide such counselling services to on-Reserve and Indian students in Provincial schools.
3. The counselling services for Post Secondary students be provided by the respective educational institutions. Social counselling services for Post Secondary students in Lethbridge be provided by the Social Development program.
4. Where required, counselling services be provided by Band staff and/or teacher counsellors in Federal schools.

RECOMMENDATIONS

1. Centralize the administration of the Education program for all Treaty Seven Bands in Calgary.
2. Realign the education activities into specialized functions for approved program administration, service delivery, and

accountability and increased Band involvement.

For example:

1. Administration

- staffing and evaluation in Federal schools
- Provincial schools + tuition agreements
- program resources
 - Budget/data base/nominal role
- support services
 - bussing, capital, technology

2. In-School Program

- Instruction and curriculum development
 - cultural content
 - special needs (testing & Curriculum)
 - special projects
- Student support

3. Post School Program

- University & Technical
- Continuing Education (excluding OST)

4. Counselling

- Advisory services to Band staff

PROPOSED STRUCTURE

Superintendent

Clerk/Stenographer

Administration Coordinator

Resource/Data Analysis Officer

Support Services Officer

In-School Consultant

Curriculum Development Officer

Student Support Officer

Post School Coordinator

Post School Officer

Master Counsellor

Education Counsellor

OUTLINE OF ACTIVITIES

ADMINISTRATION UNIT

Coordinator

1. Provide management functions and duties for the administration unit.
2. Share the staffing and evaluation duties with the Superintendent.
3. Negotiate Provincial Tuition Agreements.

Resource Analysis Officer

1. Budget analysis and reporting
2. Data Base
3. Nominal roll, enrollment projections, etc.

Support Services Officer

1. Bussing
2. Capital Projects
3. Technology

IN-SCHOOL UNIT

Consultant

1. Be responsible for management functions and duties for in-school program.
2. Provide services and direction to school staff on instruction and curriculum techniques and principles.
3. Coordinate and develop special projects.

Curriculum Officer

1. Special needs
 - Student testing
 - Curriculum development for special students
 - remedial programs
 - physically handicapped, etc.
 - Referral to outside agencies.
2. Cultural content.

Student Officer

1. Administer budget.
2. Assessment of and distribute funds to individual students.
3. Contribution Arrangements and subsequent monitoring.

POST SCHOOL UNIT

Coordinator

1. Administration of Budget.
2. University and Technical Student assessment.
3. Liaise with outside agencies.

Officer

1. Adult Education
 - assessment of needs by Reserve;
 - liaise with outside agencies/Bands.

COUNSELLING UNIT

Master Counsellor

1. Liaise with Bands and other government agencies and to develop processes to enable Band staff and members to provide counselling services to students attending Provincial schools.
2. Provide direction and advisory assistance to Band members on the professional aspects of educational counselling.
3. Liaise with principals and counsellors in Provincial and Federal schools regarding counselling programs, individual clients, Band staff activity.

Counsellor

1. Assist Band members in resolving student counselling problems on an exceptional and/or referral basis.

CAPITAL MANAGEMENT/BAND SUPPORT

ASSUMPTIONS

1. Authority for capital other than housing be retained at Regional level.
2. Planning processes be developed and designed to allow more active involvement by District in capital planning. The District should be the focal point for input for planning of community infrastructure and Band government projects on behalf of Treaty Seven Bands.
3. That Reserves and Trusts be the coordinating unit for B.C.R. processing. Integration mechanisms be developed so that all programs, in particular, Technical Services, review and comment on Band submissions. Such mechanisms must be designed to ensure quick turn-around and more timely responses to Bands.
4. Positions be identified at the District level to respond to Bands' requests for advisory services in planning (physical and long range community planning), as well as financial management.

RECOMMENDATIONS

1. Decentralize authority to the District for:
 - a) housing - both on and off-Reserve;
 - b) Band Support:
 - fire protection, recreation, policing
 - core and overhead
 - c) Maintenance:
 - community buildings and infrastructure

2. Capital Management Advisory Services be provided at the District level. This service can be delivered jointly by the Technical Services and Capital Management personnel.
3. The Local Government Advisor positions be deleted and replaced by positions focusing on financial management and planning. The L.G.A. position in Rocky Mountain House be relocated to Calgary and redefined since Reserves and Trusts will be assuming delivery of the Membership and Election Services, and because the Sunchild and O'Chiese Bands are scheduled to retain their own Economic Development Officers and administrators.

Proposed Structure

Superintendent

Administration Officer
 Capital Officer
 Band Training Officer
 Financial Advisor

TECHNICAL SERVICES

ASSUMPTIONS

1. The position of Chief Engineer at St. Mary's Residence not be restaffed when incumbent retires in February 1983.
2. The janitor's position (#09808) upon retirement of LWOP incumbent by April 1983, be replaced on a permanent basis by position (#09808 Term).

3. The new school at Old Sun will require a maintenance craftsman when it comes on stream in 1983/84 and this person-year requirement has been included in the new organization.
4. C.M.H.C. provide housing inspections.

RECOMMENDATIONS

1. The management of Technical Services be centralized in Calgary. The Chief Engineer be the Senior Management position reporting to the District Manager rather than the Director, Engineering and Architecture.
2. The Technical Services program be given support staff to perform the administrative and clerical functions, creating two new positions.
3. The Lethbridge Superintendent report to the Area Engineer in the Calgary office and be in the Calgary office at least one day per week, but remain working on-site at the Blood/Peigan Reserves for regular supervisory activity of staff.

Proposed Structure

Supported by Program & Consultant

Area Engineer

Clerk/Stenographer

District Supt. Calgary

Superv. Const. & Mtce.

Mtc. Crafts (Crowfoot)

Maint. Men (2)

Janitors (5)

Mtc. Crafts (Morley)

Janitors (3)

Mtc. Crafts (Sunchild/O'Chiese)

District Superintendent Lethbridge

Maintenance Trainee (Peigan)

Supervisor Maintenance (Blood)

Mtc. Crafts (3)

Janitors (3)

APPENDIX ONE

TREATY SEVEN ORGANIZATIONAL STUDY

INDIAN PERCEPTIONS AND CONCERNS

INDIAN PERCEPTIONS AND CONCERNS

PEIGAN

General

- Band Administration Training requested;
- Economic Development;
 - More direct involvement, project follow-up, competent staff;
 - CESO service OK, but requires more;
- Capital Management and Band Support;
 - Band gives early submissions for housing program, however, decisions made after all Regional proposals are available; process too slow, requires adaptive and speedier response;
 - training programs need to be developed for staff and other members which complement skills and needs;
- Insufficient share of resources getting to Indian people;
- Budgeting/use of resources;
 - no incentive for good management by Band staff;
 - no flexibility in use of funds;
 - Band receives dollars from Department and then plans budget.

Perceptions of District

- B.C.R. process too slow;
- Insufficient follow-up to inquiries and requests;
- Authorities limited and minimal must check everything with Regional Office;
- Bureaucratic red-tape;
- District staff paper-pushers and absorbers, incompetent, poor attitudes;

- communications poor - go directly to Region.

Perceptions of Department

- Department lacks sincerity and commitment;
 - when a Band takes over a program, responsibility of Department is to provide adequate training, resources and follow-up on a continuing basis. Department has not owned-up to its responsibilities in these matters;
- Developmental thrusts - poor, inadequate.

Recommendations

- Budgeting;
 - Bands prepare budget and priorities; comprehensive B.C.R.;
 - specialization of services;
 - greater expertise required, as well as coordinating system and processes to direct specialized activities for benefit of Band;
- Feedback system;
 - one should be put into place to determine if clients' needs are being satisfied or unfulfilled;
- Consultation;
 - needs to improve and become more effective;
 - Band must be prepared to develop and participate in projects and contracts especially in Education.

BLOOD

General

- B.C.R. processing in Reserves and Trusts;

- capital expenditures funding process slow;
- information from Department contradictory;
- T.B. Submissions - difficulty getting proposals accepted;
- Communications;
 - poor - no regular meetings with DIAND;
- Personnel;
 - District not being utilized;
 - staff inadequate - knowledge, attitude, progressiveness, motivation;
 - DIAND personnel and thrusts must complement needs and skills of Band staff;
 - Bands not informed on policy changes;
 - estate follow-up is poor.
- New Structure;
 - requires increased authority/quicker responses;
 - one coordinator or contact with Department for community affairs and project development;
 - better and more technical, professional Management and Planning Advisors required.

Training Requirements

- Contacts;
- New policies, i.e., Reserves and Trusts
- Work standards for apprenticeship and program members require development.

SARCEE

- Band capable of handling own affairs, however, Band recognizes a need for improved and adequate planning process. (Including scope, level and type of service.) Therefore, training required.
- Devolution;
 - when Bands take-over programs, the Department provides insufficient preparation, i.e., training, resources (\$\$ and PY's) and follow-up.

New Organization

- One contact with Department;
- Trainees or Indian positions should be identified and included in new structure;
- Require L.G.A. services;
- More authority at District required for better/faster service;
- Funding should be allocated to Treaty Seven Office in lieu of Tribal Council Office;
- Sarcee classified as urban, therefore, receive inequitable funding.

STONE

General

- Budgets and Band Funds;
 - Bands should determine use of funds;
 - approval process for use of Band funds and per capita distribution must be speeded up;
 - Bank interest charges high due to:-

a) slow response;

b) Capital Projects taking too long.

- allocation should be on Treaty basis rather than total Band revenues.

Service Requirements

- Require more professional, technical expertise,
 - housing inspector;
 - planning - physical, long range;
- Training for smaller administration units, especially Eden Valley;
- Department unresponsive to requests.

Developmental Thrusts

- More resources should be made available;
- Projects need to be completed and followed-up.

SUNCHILD

- With new organization, priority should not be given to larger richer Bands at expense of smaller Bands.

Education

- Greater Indian participation in selection of staff;
- Better facilities for high school and kindergarten;
- Portables unsatisfactory.

Policing

- Require assistance;
- District services have improved significantly in past year and a half in particular, Economic Development

- allocate all of present Departmental funds for salaries and overhead of the two District offices to seven Bands equally. Each Band to design their own delivery mechanisms and systems with Regional Office.

- District should have increased authority and flexibility on financial decision-making.

- By Administration Staff:-

- improved working relationships and communications with District;

- Band should be informed immediately on policy changes and given sufficient notice and lead-time to implement changes;

- Economic Development - District time, expertise and resources should complement Band staff and assist Bands in reviewing mega projects and potential effects on Band.

APPENDIX TWO
TREATY SEVEN ORGANIZATIONAL STUDY
REGIONAL ISSUES AND CONCERNS

REGIONAL ISSUES/CONCERNS

1. Lack of Indian Involvement.
2. Band Deficit Issues -
 - how to handle?
 - how to identify real problems, improved management and administration skills vs deficit decision?
3. Planning and Policy -
 - simplification required;
 - planning tools/techniques, non-existent or poorly used;
 - integrated program/systems required;
 - too much "top down" enforcement;
 - "Regional" planning vs "Ottawa" planning.
4. R.C.M. Structure -
 - inadequate and improperly structured;
 - does not support decision-making and information system requirements.
5. Authorities/Policy -
 - more precise and well defined criteria and authorities required for all levels of management and program activity.
6. Reserve Land Policy -
 - needs development and implementation.

APPENDIX THREE

TREATY SEVEN ORGANIZATIONAL STUDY

DISTRICT ISSUES AND CONCERNS

DISTRICT ISSUES AND CONCERNS

The issues and concerns of District staff are as varied as the programs, with some common to all, as shown in questionnaire responses Appendix .

District staff must deal with the constant demands being made by Regional Office. It is felt that much of the information already requested on a daily regular basis is already available in Regional Office. Professional and technical personnel feel that they are not in control of their time and as a consequence, are unable to give sufficient time to getting the job done and giving the individual Bands the attention they require.

Policy and procedures are not clearly defined and outlined - a few of the resulting consequences caused by individual interpretation of procedures and criteria are: -

- delay in B.C.R. processing;
- undermining of the decision-making system;
- low morale, frustration;
- poor working relationships at Band - District levels.

This may be interpreted as a need for a Policy and Procedures Manul for each and every program. The majority of District staff appear to be dedicated to helping the Bands; nonetheless it was identified that a need exists for more commitment and change of attitude combined with coordination of effort.

The functional-line relationship is unclear. A general lack

of clear definition and understanding of the meaning of principle of functional direction was indicated - authority levels were unknown on a position, managerial level basis; on a more general basis, most District staff were aware of the Regional and District financial signing authorities. District staff also stated that they do not fully comprehend the roles and functions of other staff and programs at both Regional and District Offices, however, they did indicate an understanding of their roles and responsibilities and those closely associated with their daily activities. A detailed listing of specific issues and concerns follows: -

1. Policies and Operational Guidelines:

- more precise direction required;
- need improvement, updating and elaboration to cover all areas of operation;
- inputs should be from those responsible for implementation and administration.

2. Contribution Arrangements:

- interim funding not practical - causes dissention and affects quality of service to Band members from both the DIAND and Band Administrators;
- approval procedure too cumbersome - requires more simplified process.

3. Support Services:

- roles of Finance and Administration, as well as Personnel in operational activity must be defined.

At present, their involvement is adversely affecting program operations, especially Finance and Administration.

4. Communications/Information System:

- written communiques not given to District staff to verify verbal instructions;
- often read DIAND policy issues and news in the local paper first, rather than through Department;
- Regional stance on certain political issues should be defined and circulated for information purposes;
- inter-program activity requires better communication, cross-referencing and coordination;
- Regional Office request information which is already available in Region - waste of District time.

5. General Management/Organizational Issues:

- chain of command needs clarification;
- formal authorities need to be outlined for line and functional managers;
- Regional Program Managers assume too much line authority;
- Regional Program Managers make demands upon District staff which have no relationship to job description/responsibilities;
- too many administrative and clerical tasks - insufficient time for developmental/operational tasks;
- outdated job descriptions;

- lag-time in staffing too long;
- responsibilities and authorities - problems exist between District - Region and between and programs;
- long-term acting Program Director positions causes many problems.

6. Attitudes:

- require more committed/motivated staff;
- require more staff who are willing to work together for addressing full needs of clients;
- emphasis should not be in building empires within program units.

APPENDIX FOUR
TREATY SEVEN ORGANIZATIONAL STUDY
"DEPARTMENTAL" QUESTIONNAIRE RESPONSES

TREATY SEVEN ORGANIZATIONQUESTIONNAIRE RESPONSESPolicy and Planning

	<u>Regional</u>			<u>District</u>				<u>Total</u>		
	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>		<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>
Objectives exist	9	-		8	1			17	1	
Sufficient clear-direction	7	1		5	5		*	12	6	
Who develops objectives?	HEADQUARTERS									
People understand roles?	7	1		7	3			14	4	
Familiar Reg/Obj/Priorities	8	-		2	8		*	10	8	
Planning Strategy for unit?	6	2		3	5	2	*	9	7	2
Realistic approach	4	4		0	9	1	*	4	13	1
Resources alloc. equitably	3	4	1	2	7	1	*	5	11	2
Critical factors isolated	3	5		2	7	1	*	5	12	1
Standards/Performance Meas.	4	4		4	5	1	*	8	9	1
Work Sched. More Effec/WP	4	4		3	6	1	*	7	10	1
WP direct/progress	7	1		4	5	1		11	6	1
Devolution Plan	2	6		2	7	1	*	4	13	1
Consultation	1	6	1	5	5		*	6	11	1
Bands priorities - planning	5	-	2	4	2	4		9	2	6
Bands priorities - alloc.	5	-	2	5	2	3		10	2	5

TREATY SEVEN ORGANIZATION

QUESTIONNAIRE RESPONSES

Organizing

	<u>Regional</u>			<u>District</u>				<u>Total</u>		
	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	
Roles & Resp. understood by Staff	5	2		4	5	*	9	7		
Roles & Resp. understood by others	2	4		4	4	1 *	6	8	1	
Accountability Framework	5	1	1	4	6	*	9	7	1	
Authorities/Resp. Commensurate	3	3	1	4	6	*	7	9	1	
Dist. Mgr's Fin. Authority	4	2		3	1	6 *	7	3	6	
Require approval?	3	1		2	-	8 *	5	1	8	
Sufficient staff	3	4		1	8		4	12		
Line/Function authorities defined	4	2	1	2	8	*	6	10	1	
Understand role functional super.	3	2	1	5	5	*	8	7	1	
Roles/Resp. groups clear?	4	2	1	4	4	2 *	8	6	2	
Lines of communication unit	6	-	1	9	1		15	1	1	
" " office	6	-	1	5	5		11	5	6	
" " D-R	6	-	1	5	4	1	11	4	1	

TREATY SEVEN ORGANIZATION

QUESTIONNAIRE RESPONSES

Directing

	<u>Regional</u>			<u>District</u>			<u>Total</u>		
	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>
Directives writing	7	-	1	10	1	-	17	1	1
Chain of Command	7	-	1	9	1	-	16	1	1
Given-by proper authority	7	-	1	6	3	1 *	13	3	2
Suff. lead time	7	-	1	3	5	2	10	5	3
Given when reg'd	7	-	1	3	3	4	10	3	5

TREATY SEVEN ORGANIZATION

QUESTIONNAIRE RESPONSES

Controlling

	<u>Regional</u>			<u>District</u>				<u>Total</u>		
	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>	<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>		<u>YES</u>	<u>NO</u>	<u>UNCERTAIN</u>
W.P. assessed reg.	4	2	1	3	5	2		7	7	3
Perf. measured object	5	1	1	4	3	3	*	9	4	4
Variance - Finance	4	3	-	3	6	1		7	9	1
Variance - Operational	6	1	-	7	2	1		13	3	1
Prog. reviews regular	4	1	2	4	4	2		8	5	4
Feedback info-mgt. use	5	-	2	3	5	2	*	8	5	4
Past endeavors in planning	5	-	2	4	3	3		9	3	5
Suff. Mtg/conferences	5	1	1	1	8	1	*	6	9	2

APPENDIX FIVE
DETAILED EXPENDITURE PLAN
CALGARY & LETHBRIDGE DISTRICTS
SEPTEMBER, 1982

EXPENDITURE PLAN
(\$000's)
SUMMARY
SEPTEMBER, 1982

	<u>LETHBRIDGE</u>	<u>CALGARY</u>	<u>TOTAL</u>	<u>% TOTAL</u>
Fin. & Admin.	85.0	78.0	163.0	1.0
Education	2,190.0	2,581.8	4,771.8	28.0
Economic Dev.	119.0	287.8	406.8	2.4
Social Dev.	4,639.2	5,075.2	9,714.4	57.3
Comm. Infrast.	345.3	673.1	1,018.4	6.3
Band Government	450.0	414.6	864.6	5.0
TOTALS	<u>7,828.5</u>	<u>9,110.5</u>	<u>16,939.0</u>	<u>100.0</u>

EXPENDITURE PLAN
(\$000's)
EDUCATION

LETHBRIDGE

CALGARY

	<u>VCC</u>	<u>102</u>	<u>300</u>	<u>301</u>	<u>304</u>	<u>102</u>	<u>300</u>	<u>301</u>	<u>304</u>	<u>TOTAL</u>
3705 Administration		9.1				26.3				35.4
Counselling		6.0			123.8	5.8			190.1	325.7
		15.1			123.8	32.1			190.1	361.1
0 Federal Schools										
Administration		12.0				5.0				17.0
Cultural Educa.					11.9	16.7				28.6
Curric. Dev'l.					3.7	10.0				13.7
Equipment		12.3				30.0				42.3
Boards/Comm.					43.7				60.0	103.7
Instr. Supplies		88.4				80.0				168.4
Stud. Support		50.0				43.1				93.1
O & M Schools		323.1			76.2	379.7			44.0	823.0
O & M Teacherages		26.3				24.0				50.3
O & M Residence		157.8								
		669.9			135.5	588.5			104.0	1497.9
3725 Provincial Schools										
Tuition		99.5				65.0		28.0	7.0	199.5
3741 Student Support										
Room & Board		23.1				110.0		13.0		146.1
Student Allow.				1.8				9.8		11.6
		23.1		1.8		110.0		21.8		157.7
3741 Univer./Profess.										
Special Prog.		5.0								5.0
Tutorial		5.0								5.0
Books/Supp.		127.8				11.0		3.0	3.9	145.7
Train. Allow.				966.21				267.0	75.0	1,308.2
Special Cloth.				2.0						2.0
Contingency				2.0				7.0		9.0
Shelter				2.0				67.2		69.2
Incent. Allow.				10.0						10.0
Transportation				8.3				15.4	4.3	28.0
Tuition		110.0				35.0		14.0	13.8	172.8
		247.8		990.5		46.0		373.6	97.0	1,754.9
3777 Occup. Skills										
Special Prog.		40.0								40.0
Train. Allow.				123.5				105.0	268.7	497.2
Spec. Cloth.		10.0		10.0				8.0		28.0
Instruction		80.0				17.0		4.0	53.8	154.8
Transportation								6.0	15.4	21.4
		130.0		133.5		17.0		123.0	337.9	741.1
Adult Educ.										
Instruction					6.3	5.0			38.0	49.3
Cultural		5.0					5.0		3.0	13.0
		5.0			6.3	5.0	5.0		41.0	62.3
TOTALS		1,185.4	5.0	1,125.8	265.6	863.6	5.0	547.4	774.0	4,771.1

EXPENDITURE PLAN
(\$000's)
SOCIAL DEVELOPMENT

	<u>LETHBRIDGE</u>			<u>CALGARY</u>			<u>TOTAL</u>
	<u>102</u>	<u>301</u>	<u>304</u>	<u>102</u>	<u>301</u>	<u>304</u>	
5705 Administration	5.0			33.0			38.0
5710 <u>Income Maint.</u>							
Counselling			562.0			226.4	788.4
Basic Needs	54.0	1,055.2	2,693.0	60.0	665.7	2,733.5	7,261.4
Special Needs	2.9	26.0	59.0	27.0	27.0	57.3	198.3
Child Out Parent		13.3	293.7		36.3	116.8	460.1
	<u>56.0</u>	<u>1,094.5</u>	<u>3,607.7</u>	<u>87.0</u>	<u>729.0</u>	<u>3,134.0</u>	<u>8,708.2</u>
5720 <u>Child/Fam. Serv.</u>							
Child Fam.			44.0			570.0	614.0
Foster	19.6		142.4				162.0
	<u>19.6</u>		<u>186.4</u>			<u>570.0</u>	<u>776.0</u>
5750 <u>Com./Based Serv.</u>							
Community			28.2				28.2
Day Care			77.8			86.2	164.0
			<u>106.0</u>			<u>86.2</u>	<u>192.2</u>
TOTAL	<u>80.6</u>	<u>1,094.5</u>	<u>3,900.1</u>	<u>120.0</u>	<u>729.0</u>	<u>3,790.2</u>	<u>9,714.4</u>

EXPENDITURE PLAN
(\$000's)
BAND GOVERNMENT

	<u>LETHBRIDGE</u>			<u>CALGARY</u>			<u>TOTAL</u>
	<u>102</u>	<u>300</u>	<u>304</u>	<u>102</u>	<u>300</u>	<u>304</u>	
7000 <u>Band Government</u>							
Administration	8.0			12.0			20.0
Core		98.2			161.4		259.6
Overhead			303.4			271.6	575.0
Mgt. Support	5.0			5.0			10.0
	<u>13.0</u>	<u>98.2</u>	<u>303.4</u>	<u>17.0</u>	<u>161.4</u>	<u>271.6</u>	<u>864.6</u>
TOTAL	<u>13.0</u>	<u>98.2</u>	<u>303.4</u>	<u>17.0</u>	<u>161.4</u>	<u>271.6</u>	<u>864.6</u>

EXPENDITURE PLAN
(\$000's)
ECONOMIC DEVELOPMENT
LETHBRIDGE

	<u>LETHBRIDGE</u>		<u>CALGARY</u>		<u>TOTAL</u>
	<u>102</u>	<u>304</u>	<u>102</u>	<u>304</u>	
4705 Administration			5.0		5.0
4730 Socio-Econ. Employ. Dev'l. WOP			5.0 5.0	104.0	5.0 109.0
		287.8			287.8
TOTAL	0	287.8	15.0	104.0	406.8

EXPENDITURE PLAN
(\$000's)
COMMUNITY INFRASTRUCTURE

	<u>LETHBRIDGE</u>		<u>CALGARY</u>		<u>TOTAL</u>
	<u>102</u>	<u>304</u>	<u>102</u>	<u>304</u>	
6707 <u>Com. Infr. & Serv.</u>					
Administration	11.0		7.0		18.0
6760 <u>Roads & Maint.</u>					
O&M Roads/Bridge		433.2		196.7	629.9
O&M Waste Coll.		78.7		68.8	147.5
O&M Water		95.0		68.8	163.8
O&M Solid Waste		39.6			39.6
Buildings		19.6			19.6
		666.1		334.3	1,000.4
TOTAL	11.0	666.1	7.0	334.3	1,018.4

APPENDIX SIX
TREATY SEVEN ORGANIZATIONAL STUDY
WORK PLAN

ORGANIZATIONAL REVIEW - TREATY SEVEN
 DETAILED WORK PLAN
 (PHASE ONE)

OBJECTIVE/MAJOR CONCERNS	TASKS	EXPECTED OUTPUTS/RESULTS	REFERENCE/SOURCE METHODOLOGY
1. Plan and Organize Review	1.1 Determine the scope and limits of the review ensuring that all major concerns are addressed. 1.2 Assess resources and time available for the review 1.3 Draft the terms of reference for the review 1.4 Prepare information letter to all concerned 1.5 Develop methodology for the conduct of the review 1.6 Develop Information and Reporting Strategy for the review. 1.7 Schedule Activities	1. Approved plan including <ul style="list-style-type: none"> . Terms of Reference . Work Plans . Methodology & Process . Staffing 2. Schedule of Activities <ul style="list-style-type: none"> . Regional Interviews . District Interviews . Band Interviews Peigan Bloods 	Input from Regional Program Directors District Managers Director General's Guidance Analgamation Operational Audit '82

ORGANIZATIONAL REVIEW - TREATY SEVEN
 DETAILED WORK PLAN
 (PHASE TWO)

OBJECTIVE/MAJOR CONCERNS	TASKS	EXPECTED OUTPUTS/RESULTS	REFERENCE/SOURCE METHODOLOGY
<p>2. Obtain or develop a clear statement of Bands objectives with regard to present and future service needs from the Department.</p> <p>3. Define the present DIAND organization system and process in Treaty Seven and identify present organizational difficulties and problems.</p>	<p>2.1 In consultation with District Managers and Regional Director, determine the approach to acquire Band Input.</p> <p>2.2 Develop interview and questionnaire formats.</p> <p>2.3 Meet with Bands to discuss and record their viewpoint and suggestions for improved District/Band working relationships.</p> <p>3.1 Develop interview and questionnaire format.</p> <p>3.2 Meet with Regional Program Directors to identify DIAND direct program delivery services and roles, responsibilities related to Department and Band administrative programs. Identify present problem/concerns.</p> <p>3.3 Meet with District staff to identify present organizational problems and concerns from a District-Regional perspective.</p> <p>3.4 Assessment of existing DIAND organization to meet current and projected service needs.</p>	<p>A clear statement of Bands objectives with respect to present and future service needs from the Department.</p> <p>Preliminary report to serve as a basis for review, comment and adjustments by Regional/District management.</p>	<p>Amalgamation</p> <p>Interviews with Blood, Peigan Staff.</p> <p>Operational Audit 1982</p> <p>MIP Directory Service</p> <p>Chart of Accounts Discussion with District/Regional staff are key to obtaining commitment to and setting the direction and scope of changes.</p> <p>Emphasis will be given to encouraging staff input from all levels through questionnaire and interviews.</p> <p>Organizational Tables, Position Analysis Schedule</p>

ORGANIZATIONAL REVIEW - TREATY SEVEN
 DETAILED WORK PLAN
 (PHASE TWO) (cont')

OBJECTIVE/MAJOR CONCERNS	TASKS	EXPECTED OUTPUTS/RESULTS	REFERENCE/SOURCE METHODOLOGY
<p>4. Based on inputs from Bands, District and Regional Staff, define the scope and direction of required organizational changes.</p>	<p>4.1 Regional review of preliminary report and findings. Analysis of client and task demands facing the Department by Senior Management Committee.</p> <p>4.2 District Review of preliminary report and findings plus regional definition of direction and scope of required changes.</p>	<p>Definition of direction and scope of required organizational and procedural changes from Senior Management perspective.</p> <p>Commitment by Regional and District Managers to proposed changes.</p>	<p>The review process must take into consideration, staff capacity to meet increased management administrative requirements arising of new systems process established by Department Headquarters and Band development.</p>
<p>5. Chart organization</p>	<p>5.1 Define/outline desired organization.</p> <ul style="list-style-type: none"> . Define and chart necessary work activities into a Work Flow. . Grouping of similar activities. . Critical examination of Work Flow and procedural changes. . Establish Supervisory levels . Establish basic management functions that will apply to Treaty Seven. . Establish required live managers <ul style="list-style-type: none"> - span of control, type of work, decisions, policies and authority required. . Establish required staff managers . Chart the "ideal" organization . Critical Examination of "Ideal" <ul style="list-style-type: none"> - can it achieve objectives - are lines of authority & span of control correct? - can responsibilities be delegated? - does it support adequate individual organization, organization - client, group - groups interfaces? 		

ORGANIZATIONAL REVIEW - TREATY SEVEN
 DETAILED WORK PLAN
 (PHASE TWO) (cont')

OBJECTIVE/MAJOR CONCERNS	TASKS	EXPECTED OUTPUTS/RESULTS	REFERENCE AND METHODOLOGY
	<p>5.2 Develop alternative systems and processes for service delivery, advisory service and development.</p> <p>5.3 Assess impact and rationale for likely alternatives on Departmental policies, structures and processes.</p> <p>5.4 Presentation of proposed design to Senior Management for review, comment. Integrate changes.</p>	<p>Recommended organizational characteristics which provide "best fit" with interfaces between client - organization, group - group and individual - organization.</p> <p>DIAND Approved Organizational Design for presentation to Treaty Seven Bands.</p>	

ORGANIZATIONAL REVIEW - TREATY SEVEN
 DETAILED WORK PLAN
 (PHASE THREE)

OBJECTIVE/MAJOR CONCERNS	TASKS	EXPECTED OUTPUTS/RESULTS	REFERENCED METHODS
<p>6. Seek approval of Proposed structural and procedural changes by Bands.</p> <p>7. Develop an Implementation Strategy</p>	<p>6.1 Schedule meetings with Blood/Peigan Bands.</p> <p>6.2 Presentation to Bands</p> <p>6.3 Schedule meetings with Blackfoot/Stoney/Sarcee/Sunchild/O'Chiese Bands.</p> <p>6.4 Presentation to Bands.</p> <p>6.5 Presentation of Band approved Design to Regional, District Staff.</p> <p>7.1 Establish Function Guides and Job Descriptions.</p> <p>7.2 Define and develop the strategy for implementation of procedural changes and information systems.</p> <p>7.3 Consider and identify Personnel implications of the approved Organizational Design.</p> <p>7.4 Develop a plan to deal with personnel aspects of implementation.</p> <p>7.5 Obtain Approval of Senior Management.</p> <p>7.6 Staffing</p>	<p>Band Approved Design of organizational and Procedural changes in Treaty Seven.</p> <p>Report explaining the operation of the whole District organization be read in conjunction with organizational chart.</p> <p>Report containing operational policy and procedures for each unit's and District activities.</p> <p>Report on Personnel Implications on full range of impact on staff including: recruiting retention training</p> <p>Approved Organizational Chart & Procedural Changes.</p>	

ORGANIZATIONAL REVIEW TREATY SEVEN

TIME SCHEDULE

<u>PHASE ONE</u>	19 July - 5 August	Review Team
Planning		
Preparatory Work		
<u>PHASE TWO</u>	30 August - 15 November	Review Team
Analysis		Regional and Treaty Seven Managers
Design		
<u>PHASE THREE</u>		
Approved Design	29 November	Bands/RDG
Implementation	December 1982 - Ongoing	Review Team Regional and Treaty Seven Managers

- Tentative schedule only.
- Should activities not progress as planned, the work plan will be updated and participants informed.
- Detailed scheduling of individual tasks and managerial participation/input will be done late August or early September.

ORGANIZATIONAL REVIEW - TREATY SEVEN

OVERVIEW OF OBJECTIVES/MAIN ACTIVITIES BY PHASES

<p align="center">PHASE ONE 16 July to 5 August 1982</p>	<p align="center">PHASE TWO 30 August to 15 November 1982</p>	<p align="center">PHASE THREE 15 November 1982 - 1 April 1983</p>
<p align="center">PLANNING</p>	<p align="center">DATA COLLECTION, ANALYSIS, PRELIMINARY FUNDING, REPORTS AND FEEDBACK/DESIGN</p>	<p align="center">APPROVALS, IMPLEMENTATION</p>
<p>1. Plan & Organize Review</p> <ul style="list-style-type: none"> . Terms of Reference . Work Plans . Methodology . Staffing <p>Develop</p> <ul style="list-style-type: none"> . Plan for RDG's approval . Information and Reporting Strategy for the Review . Schedules 	<p>2. Obtain or develop a clear statement of Bands' concerns with regard to present and future service needs from the Department.</p> <p>3. Define the present DIAND organization, systems and processes as they exist in Treaty Seven and identify organizational difficulties and problems.</p> <p>4. Based on input from Bands, District and Regional staff, define the direction and scope of required organizational, procedural changes.</p> <p>5. Chart Ideal Organization</p> <p>Outline of proposed organizational design for Presentation to Treaty Seven Bands.</p> <p>Recommended Systems and Processes that need to be implemented to enable Bands to function effectively and for the Department to provide high quality service in those areas where on-going departmental delivery and input is required.</p>	<p>7. Seek approval of Design and Recommendation by Bands and Department.</p> <p>8. Develop an implementation plan incorporating a plan to deal with Personnel implications of structure.</p>