

**GOVERNMENT POLICY ENVIRONMENT FOR NATIVE PEOPLE**

**Policy Principles, Priorities and Guidelines for  
Accessing Government Resources**

**Background Paper**  
**BANAC Social Services Review**

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## **INTRODUCTION**

One objective of the Resource Assessment Study was the identification of potential sources of funding for BANAC and community initiatives. As well, the intention was to identify general policy ideas and guidelines for accessing government resources. To this end, ten interviews were conducted with government senior program staff and policy analysts. Questions were asked concerning (i) policy priorities for Native people (ii) available programs (iii) suggestions for accessing resources, and (iv) other suggestions for Native communities. A review of important policy documents was also undertaken.

## **GENERAL PROVINCIAL POLICY**

Native affairs within the Province of Ontario are managed through a decentralized structure, with each Ministry maintaining their own responsibilities for Native affairs. The Attorney General, through the Ontario Native Affairs Directorate helps develop Native policy affecting the whole government, that is policy that guides Ministries in developing their own operating programs dealing with Native issues. As well, the Directorate coordinates policy development, program delivery and special projects, coordinates communications, negotiations, and mediation processes in the Native affairs area on behalf of Ontario, and monitors and assists line ministry policy development. (Spiegel, "Ontario Native Policy and Directions").

According to one author, the Provincial Government generally accepts the following theory of Native development: The problems in Native communities appear unsolvable because the values, attitudes and assumptions behind Government programs are non-Native. The remedy, then, is to support the development of Native services in their own communities, and thereby determine their own destiny.

Specific activities and principles in Ontario policy are as follows:

- (i) Support for the notion that aboriginal people should receive provincial programs on a non-discriminatory basis to meet their needs and to the extent that provincial legislation of general

application also applies to them

- (ii) Support for the constitutional entrenchment of the rights to self-government for aboriginal people where those rights are set out in agreements
- (iii) Support for the negotiation of agreements with the federal government and Native organizations on the implementation of self-government in the province

- (iv) Support for the objective of increasing the degree of self-determination and self-reliance enjoyed by Native people
- (v) Support for the provision of Native-specific programs and services to meet the particular needs of Native people and assist in the protection of Native cultures
- (vi) Support for the development of policies and programs that actively foster the economic development of Native communities
- (vii) Support for the development of a consulting process with Native people on policies and programs for Native people



**SPECIFIC FEDERAL AND PROVINCIAL DEPARTMENTS AND MINISTRIES****Social Services Development: Indian and Northern Affairs Canada (INAC)**

Native communities and organizations seeking resources for purposes of developing new services, programs and delivery systems are well advised to become familiar with INAC's policies and procedures.

As well, developing groups are advised to become familiar with the so-called "65 Agreement", officially entitled "A Memorandum of Agreement Respecting Welfare Programs for Indians". This is the official agreement concerning cost-sharing agreements, between the federal Government of Canada and the Province of Ontario

Within the terms of reference of the '65 Agreement, and of course within the limits of existing funds, INAC's Department of Social Services can be approached for social development funding. Proposals can address development needs at one of three development stages: (i) pre-planning (ii) planning (ii) implementation. The following paragraphs constitute a summary of an INAC document entitled "**Indian Social Services Development**".

Pre-planning is that development phase during which a band or group of bands establishes a set of objectives, time frames, work plan and budget for planning. To receive funding, applicants must show (a) community support for an initiative, and (b) that the bands have the capacity to manage a planning process. Typically, funding for this stage will support an employee or consultant, plus clerical assistance, for three to six months.

The final product of this stage is a planning proposal which becomes the basis for negotiation of entry into and funding of a planning phase.

The planning phase can be funded under a contribution arrangement specifying precise objectives for completion within specific time frames. Additional funding will only be made available to support additional objectives, or in response to uncontrolled factors hampering initial objectives.

Products from the planning phase should be an organization and service delivery model, an implementation plan and budget, projected post-implementation, and expression of community support for the implementation plan.

In the implementation phase of development, INAC's Department of Social Services can play a lead role in co-ordinating negotiations with other Government Departments, Ministries or Agencies who may be the main funders of the new initiative. Implementation funds from INAC are contingent upon the applicant's meeting expectations

at earlier stages. Clear distinctions should be made between implementation and operational funding. Given the complexity of the implementation phase (eg. staffing and training costs may differ with different service models), no hard and fast funding formula is available.

Applicants should be mindful of the following:

1. Funding is available only for programs cost-shared under the "65 Agreement".
2. INAC does not make funding commitments beyond the planning stage unless conditions of each prior stage are met, and funds are available.
3. A strong community consultation process should occur at all development stages, and should be documented in all proposals. Communities should show clear commitment to the proposed service initiative, model and implementation plan.
4. The planning process should include consultation with other relevant Ministries and funding sources.

**Likely high priority funding areas for the future**

- .family violence initiatives
- .day care facilities
- .mental health initiatives
- .creative use of social assistance transfer funding (eg. subsidies for meaningful program participation, traditional economic activities, business development)



## **Housing**

Most of the housing programs for Native people in Ontario are administered by a Federal agency, Canada Mortgage and Housing Corporation. These are:

- (i) Rural and Native Rural and Home Ownership and Rental Program (RNR)
- (ii) Residential Rehabilitation Assistance Program
- (iii) Residential Rehabilitation Assistance Program for Disabled
- (iv) Emergency Repair Program
- (v) Emergency Repair Program
- (vi) Volunteer Labour Demonstration Program, ending in 1990

The Provincial Ministry of Housing does not have programs solely for Natives, but cost-shares the RNR Program with COMSOC, 25/75%. This has been true since 1975.

Concerning research data, the Ontario office relies on census data covering the Simcoe County /Muskoka area which does not differentiate between the two. Apparently there are gaps in available data because only 470 Native families who earn under \$22,000 are perceived to live in housing need. Indeed, Native people have strongly contested the demographic statistics provided by Statistics Canada.

A recent Native housing conference at the University of Sudbury made recommendations that (a) Natives should be able to access more decent affordable housing (b) housing apprenticeship programs be made available, and (c) battered women should have access to affordable housing without leaving the reserve. The Provinces Family Reform Law does not offer protection for women who are forced out of their home.

Concerning policy priorities, Native people are seen as a target group by CMHC, witness the length of the current programs, and the policy of hiring Native people. Native staff have been hired to keep in touch with Native needs.

Since 1975, 2500 units have been made available to rural families across Ontario, 40% of which were Native families. In the past year, 14 were made available in Barrie. Across Ontario, 400 units are currently under construction, 953 non-profit units on reserves.

CMHC also provides training programs for Natives interested in housing careers with Bands or other Native organizations (RNH

Native Cadre Training Program). The RNH Secondment Program loans professionals to Native housing groups for training and consultation. Training is provided through the RNH Client Training funds. However, these funds are limited; only 3 people were trained under the Cadre Program this year.

Housing priorities are given to families, including both single parents and extended families. Attention is given to those with extreme needs.

Fifteen years ago rural Native communities were targeted for housing. This is still going on, as community standards appear to be changing. CMHC tried to provide culturally appropriate housing, but people are seemingly aspiring to "the white man's ideal", and are critical of CMHC housing designs.

The strategy is still to work closely with the community in order to meet community standards.

**CMHC policy and program success**

An evaluation of RNH is now underway. A consultation paper summarizes findings to date. Some of the issues mentioned in the consultation paper are:

- .appropriateness of ownership and renting tenures
- .client contribution requirements
- .appropriateness of Native targets
- .criteria for client selection
- .client involvement in construction
- .building and service standards
- .guidelines for emergency repair assistance
- .alteration of current delivery and administration arrangements
- .location policy
- .issues related to arrears, maintenance, and repair

Other issues coming out of this interview process were:

.the difficulties of obtaining adequate information concerning incomes

.the inadequacies of the Census data

Future changes will come out of the consultation process. From the questions, it appears as though the modifications will be in programs rather than in broad policy. Changes are targeted for 1991.

Concerning expectations for the community's level of development before the programs can be delivered, CMHC actually provides consultation and training to communities needing skills for implementing programs.

**Recommendations concerning strategies for accessing CMHC programs**

- (i) To avoid raising expectations, CMHC does not advertise programs. Therefor, it is important that Native groups become knowledgeable about programs. The impression within CMHC is that Natives are not sufficiently knowledgeable. The local program officer can be invited to make presentations.
- (ii) Applicants must make sound representations to funders, demonstrating the neediness of people, and
- (iii) Do follow-up after submissions, which is something that many Native groups do not do.
- (iv) The rehabilitation programs have the healthiest budgets.
- (v) Access the Province's "Private, Non-Profit" Program, which although not ear-marked for Native groups, nevertheless can be accessed.
- (vi) Attempt to change policy or programs through CMHC's current consultation process.

### **Child and Family Services**

COMSOC is committed to help develop culturally-appropriate services which are developed and delivered by Native people in their own communities. **(Beer, June 29, 1990. Press Release)**. As one respondent said, "Native people are a target group for sure, both on- and off-reserve."

The above commitment is reflected in the following policy statement:

"In response to the living conditions of Ontario's Native population, the Provincial Government in 1985 adopted a policy framework supporting the concept of Native self-government on- and off-reserve and the provision of government services that enhance the self-reliance of Native peoples and protect their cultures. Where feasible, such services should be provided through Native service delivery mechanisms. Ontario's population is disadvantaged when compared with other groups in terms of employment, educational attainment, living conditions, income, and life expectancy. A heightened awareness and acceptance of their unique needs has resulted in a larger role for Native people in designing and delivering necessary social services on-and off-reserve."

**(Achieving Our Potential Together: Corporate Plan, Ministry of Community and Social Services, January, 1990.)**

Reflecting the priority given to Native people, a Native Services Secretariat was recently established in COMSOC. A Native person heads the Secretariat.

In COMSOC's Corporate Plan, the following government-wide strategic direction is identified:

"Ensure that the needs of the Native population are considered in the programs of all Ministries and, wherever possible, ensure that services are planned, designed, and delivered in consultation with Native people and Native agencies" (Pg.9)

The Corporate Plan also identifies the following **basic service principles** that should guide program and service development:

- .**Focus on Community** as the primary focus for planning and assigning responsibility for delivering services.
- .**Flexibility** encouraging a variety of service options
- .**Accessibility** of services to all residents
- .**Diversity** of demands, and program sensitivity and responsiveness to cultural traditions and values

- .**Affordability:** Ministry support of programs which demonstrate effective and efficient management
- .**Equal Treatment** consistent with Human Rights Legislation
- .Expanding the focus on **Prevention services and programs**
- .**Shared Responsibility** between the Ministry, local communities, service providers, and those using services.
- .**Accountability** that confirms the Ministry's ultimate authority and responsibility for public funds

Guided by the above principles, COMSOC has identified five strategic directions. These directions represent the policy framework which new initiatives must reflect.

- .**Self-reliance:** client independence and integration into community life.
- .**Generic Services:** for those with common needs, emphasizing services which avoid fragmentation of planning, delivery and management.
- .**Prevention** in which high risk individuals are helped to avoid problems or move to lower risk, and in which clients more effectively use available services.
- .**Community Management:** in which planning and decision-making moves closer to the community, and in which communities are empowered to take on such additional responsibilities.
- .**Strategic Management** emphasizing such things as: future visioning, system focus, full utilization of existing skills and dedication, organizational flexibility, open and full consultation between all partners.

Despite a policy framework which apparently responds to Native needs and autonomy, COMSOC has been described as existing in a "policy vacuum" concerning Native services, particularly urban Native services. A committee has met for some years now, but without specific results.

Concerning research data in the field of family life, no recent

studies of Native family life are available. There is wide-spread dissatisfaction with census data, which are relevant to the area of child and family services.

Funding activity is highest in the North Ontario, and also Toronto, but is lower in Southern Ontario. For example, a recent press release announced 14 million for Native services. These monies were ear-marked for...

- .development of Native children's services system
- .new counselling services for the welfare of Native children and their families
- .increased home-maker and nursing services for elderly Native people where they live

The largest proportion of this allocation will go to Northern communities, and particularly existing child welfare organizations.

An analysis of the press release indicates that priority areas are:

- .child welfare services
- .prevention work, targeted to children under 8, but also including the funding of additional prevention workers
- .reserve-based counselling
- .residential programs, meaning alternative care for children
- .suicide-prevention

**Southern communities have not been as active in identifying problems and specifying how they would like to respond.** BANAC and the Native Friendship Centres must clarify policy directions, services, etc. concerning the focal areas for services.

Native people are considered a sub-group of the larger population with the same kinds of needs concerning empowerment. The **empowerment of local communities**, including families, **should receive high priority**, so that they are able to identify needs, make choices, and seek



appropriate funding. Existing services must be changed to meet needs.

Other more **specific areas of apparent funding interest**, based on recent funding decisions are...

.family violence

.primary prevention

There is a trend within COMSOC, and within the Province generally, to move towards interministerial policy-making and program initiatives. For example, in the family violence area, The Ontario Women's Directorate is playing a lead role. This illustrates how **projects utilizing cost-sharing can get off the ground**. Also, there is a Interministerial Committee on Issues Related to Wife-Battering, which has a sub-committee on Native people.

Finally, COMSOC, along with the Ministries of Education and Health, are forming an interministerial initiative which will create a new agenda for children.

The **importance given to primary prevention initiatives** among Native communities is reflected in COMSOC's recent decision to fund three Native projects, as part of their "**Better Beginnings, Better Futures**" program allocations. This represents about one-third of the total allocations.

The most recent revision of The Child and Family Services Act (CFSA) reflects COMSOC'S efforts to respond to the needs of Native people. Several sections specify how Native communities can have band representation in child welfare decisions in the courts. Also, reference to the concept of "customary care" reflects legislative efforts to recognize Native cultural child welfare practices.

Current efforts within COMSOC are directed to implementation of the CFSA, including (i) a project aimed at developing guide-lines for customary care, and (ii) another project establishing criteria for designating Native Children's Aid Societies. This last project, upon completion, will supplement the Ministry's current general guidelines for all new designations, entitled "The Designation of New Children's Aid Society's Under The Child and Family Services Act."

In the Simcoe County/York Region Areas, the Area office made a

commitment to assist BANAC with its needs assessment and planning work. One assumption is that the groups need community development assistance.

### **Satisfaction with Current COMSOC Programs**

One gets the distinct impression, in the Children's Services Branch at least, of a profound dissatisfaction with policies and programs. At present, Senior policy people within that Branch have been asked to put things on hold, and reflect on programs, directions and priorities. There is a general feeling that Children's Services in general, has not been realized its objectives.

**Within the Simcoe County/ York Region, so far only small scale projects have been funded**, including Homemakers Services, and Latch-Key Program (Rama). Homemaking Projects have been implemented on three reserves.

No major evaluations of programs have been conducted, although a current organizational review of some major organizations is on-going.

Some observations are that...

- (1) The impression is that the latch-key programs seem to be working.
- (2) There is some **dissatisfaction with the current delivery of child-care programs, based primarily on the level of standards for appropriate child-care**. Staff must be better trained. Although cross-cultural differences related to child-care are recognized, certain cross-cultural standards relating to health and safety must be respected. To assure quality, leadership must support programs. Behavior management of children and appropriate expectations must be clear.
- (3) **Community development initiatives will aid the implementation of current and new programs**. This would include such things as leadership development and training. This would assure the utilization of new programs, program success, and the meeting of standards. Training should be close by, directed to human service development and career planning.

**Recommendations for how Native communities can access Government family and children's resources**

In general, new program or service system initiatives, particularly in the area of children and family services, should strive for compatibility with the policy framework described in the above sections of this report. In addition:

- 1.The process must be problem-driven in which Native communities develop an awareness of their needs and communicate them to government.
- 2.Project proposals must be community-based, that is, they must clearly reflect the support of the "grass-roots".
- 3.As well, proposal initiatives should have the political support of the local Chiefs.
- 4.Communities or organizations must be able to write good proposals in which different areas of need are identified, solutions proposed along with required funds, the organizational structure, staff and so on. If the capacity to do this is not available, field office people must be used. This has already been done in the writing of proposals,

developing confidence, and general facilitation to get going.

5. Native organizations should be prepared to work together, and not duplicate programs. Communities must link up and pool their resources. A unified approach should be developed in which organizations work together around common purposes, and thereby avoid tensions. Reinforce the idea of "strength in unity".
6. Because of scarce resources, low-cost innovative approaches must be established, perhaps partially supported by volunteers. For example, in the area of day-care, baby-sitting networks could be established, private home baby-sitting, etc.
7. The key actors in the Ministry in various substantive areas should be well-known. These persons are not known in all Area offices. Communications between Corporate office and the field are not great.
8. Think of ways to obtain cost-sharing across Ministries. This will happen more and more with self-government.
9. Avoid working with several program staff in government. Use the Area Manager to assist the co-ordination of work. After consulting first with the Area Manager, involve Val Gibbons to provide support at a higher level. Make sure that the normal processes with the local Area offices are respected.
10. Develop long range plans. Get a clear mandate at the public education conference to take action.
11. Build strong informal working relationships with government members. Invite them to important meetings.
12. Be open with government staff about concerns and limitations, and ask for help when needed. Take risks and avoid saying what you think they want to hear.
13. Within COMSOC, take advantage of what is seen by some as a "policy vacuum". This might mean going political, such as having direct communications with the Minister. In the age of Oka, political strategies might be most powerful, particularly if accompanied by strong needs assessments and proposals.



## Alcohol

The Addiction Research Foundation (ARF) gives high priority to the alcohol and drug abuse-related needs of Native people. Internal policies and services for Native communities are currently under review, and have been for some time.

The major vehicle for reviewing services to Native people in the Province is a **Native service planning committee**. Mr. Henry Shankula is the former Chairman of that Committee, and is a good resource person. Mr. Bill Becks, the Director of Community Programs, is responsible for Native services. The Foundation is currently hiring a Co-ordinator for Native Services, as well as other field staff.

Native communities will soon have an **opportunity to shape the kinds of services and programs** being offered by ARF. A Native community consultation process will soon begin, seeking reaction to an ARF planning paper, entitled "**Pursuing New Paths**".

The following five initiatives are recommended or are underway in the Foundation.

- (i) A Native Resource Centre in the addictions field. Previously located in Sudbury, this centre is now a part of ARF's Toronto library. Unfortunately, the data base for the Centre is currently out of date.
- (ii) Training in addiction-related skills and knowledge for Native leaders, counsellors, and educators. This proposed program will offer specific courses, such as orientation to the addictions field, pharmacology, and counselling. Courses will be offered in Toronto, or (if there is a sufficient demand), in the field.
- (iii) The development of a Native Office for addiction-related community and service development consultation to Native communities. Staffing is underway.
- (iv) Clinical training will be a very important new initiative, and according to present thinking, will be available on-site.
- (v) Research on Native addiction-related issues is another high priority initiative.

Obviously the **Addiction Research Foundation** is a potentially important resource for future development in the addictions field. It will be

**important in responding to the training and community development needs.**

Commenting on the potential development of a **healing centre**, the ARF person interviewed recommended that **BANAC complete a strong conceptualization** (philosophy, goals, methods, etc.) of the proposed centre, particularly if traditional Native healing principles are being considered. This person has experienced mixed attitudes towards traditional healing within Native communities, and recommends addressing this in a proposal for a healing centre.

The NNADAP Program and Medical Services (INAC) are potential funding sources for a healing centre.

## **Health**

Native people are definitely viewed as a high priority group for receiving Ministry of Health resources. Their main source of resources is the **Health Promotion Program**. This program allocates both "Seed Grants" (up to \$10,000) and major "Project Grants" (up to \$50,000).

The health promotion program funds initiatives which enable people to increase control over and improve their health, through health enhancement (eg. nutrition education), health risk avoidance, and risk reduction (i.e. helping high risk individuals). Health promotion projects should not be designed for those already diagnosed as ill.

Proposals typically must show **strong community mobilization** in their projects, in which communities **define the problems and take local actions**. The key **goal is one of "community empowerment"**. This means that projects may not receive funding if outsiders appear to control the project without strengthening the community's capacity to respond to its needs after the project.

Outsiders can be involved in proposed projects for funding, so long as they clearly have a "partnership role" in the project. Community consumers must participate in the program's delivery, but particularly, they must be involved in the identification of needs. Both partners in a project (eg. professionals and Native participants) must accept their limitations and show how they will benefit each other.

Apparently, **projects with traditional healing components are receiving careful scrutiny**. This suggests that "traditional healing"

should be carefully defined and specified in terms of activities.

### **Other recommendations for accessing Ministry of Health Resources**

1. Learn the Ministry's requirements for proposal writing. Seek assistance from professionals, if need be, including Ministry staff. However, make sure the proposal reflects Native community needs, and that communities are strongly represented in the design.
2. Native people should participate on Boards. This will assist the learning of the service delivery process, and will help educate non-Native agencies in responding better to Native needs. Try to integrate planning into the Simcoe County plan.
3. In a period of tight economic times, it is not reasonable to expect funding for new parallel services. Try to mount initiatives for reducing the barriers to existing services.
4. Try to avoid requesting several separate programs for the various communities. Instead, try to seek one centrally controlled and administered agency, which is implemented uniquely in each community, thus responding to unique local needs.

### **Secretary of State**

Officially, the Secretary of State is a potential source of funding for assisting Status Indians, non-Status Indians, Metis, and Inuit peoples define and participate in social, cultural, political, and economic issues affecting their lives.

The mandate and programs are well described in the Department's major Native-oriented literature, **Guide to Native Citizens' Programs (1989)**. The mandate is fulfilled through the following programs:



- .Aboriginal Representative Organizations Program
- .Aboriginal Women's Program
- .Native Communications Program
- .Northern Native Broadcast Access Program
- .Native Social and Cultural Development Program
- .Aboriginal Friendship Centre Program

In all of these programs, funded projects and organizations are community-based, initiated and managed by aboriginal peoples.

The reality, though, is very bleak. The financial cut-backs in the Secretary of State have been well publicized, particularly in the areas of Native communications and cultural development. Even the Friendship Centre Program, once thought of as almost "sacred", has suffered. One Native member of staff now doubts the Department's commitment to aboriginal people.

In the short term, no new initiatives or program/policy changes are on the horizon. **Projects which would have the best funding potential** are:

- .projects for women
- .family violence
- .literacy
- .human rights initiatives

In all cases, projects with the best funding potential would be **low budget, and cost-shared with other Ministries, Departments or programs** (eg. Secretary of State's Women's Program). Finally, Native organizations seeking funds are advised to have strong **connections to Native political organizations.**

### **Education**

The Ministry of Education sees itself as heavily involved in the promotion of Native student progress through the school system, and in fact has many recent accomplishments. In particular, the Ministry

in recent years has been involved in...

- .producing policy and programs for the learning of Native language as a second language
- .curriculum development for Native Studies, and Native components in Family Studies, History and Geography; plus the development and dissemination of support documents for Native studies teaching.
- .research on Native student achievement in Ontario schools
- .Native Councillors Training Program, cost-shared with INAC

Despite these activities and achievements, the person interviewed believes that more could be accomplished with more Native consulting staff in the Ministry's Regional Offices. **Additional staff would be particularly helpful to Bands needing consultation on the development of reserve-based education.** As well, they could assist schools implement the Native language and Native Studies guidelines. Also, there are still insufficient Native educational professionals in the Ontario school system. As well, current teachers of Native study materials do not have opportunity for in-service training in Native Studies. Finally, Native students are disproportionately represented in Special Education classes.

The 1990 study, Native Student Dropouts in Ontario Schools, reports findings that confirm information gathered in the BANAC needs assessment in education. In particular, evidence supports the notion that home support is an important factor in contributing to school success.

It appears that, at the policy and program level at least, Native children have the opportunity to learn a Native language and to take Native studies within the school system. To study Native as a second language, at least 15 students must express an interest and teachers must be available. However, the expression of student interest, and support by parents, may not be happening. Native parents typically are not closely involved with school systems.

The Ministry official recommended that **BANAC should undertake local activities which would help assure that Ministry policy and program initiatives have an impact.** These were:

- .the development of Native Advisory Committees to the school Boards,

something which is allowable under the Education Act; such Boards could provide curriculum advice, liaise between Native communities and schools, monitor the placements to special education, and generally increase the level of sensitivity towards Native culture and situations.

- .lobby Georgian College to assure appropriate courses in Native Education, and perhaps develop stronger collaboration with Universities to up-grade the certification of Native Teachers Aides.

### **Native Community Branch**

According to its literature, The Native Community Branch works with Native communities and organizations to support self-reliance and economic independence. "Branch activities are aimed at expanding the Native economy, strengthening social stability, developing human resources, improving access to government, and preserving the traditional Native heritage" (Native Community Branch Publication)

The Branch fulfils its mandate through consultation, research, policy advice, and publications. Grants are allocated for economic and facility development (Ontario Economic Support Program), and for community/organizational development (Native Community Grants).

Native Community Grants are given in support of leadership training, research, communications, Native heritage, meetings, feasibility studies, and social development. Organizational development funding priorities may assume higher priority in the future.

At the time of this writing, the Branch was involved in a major strategic planning exercise. Because new functions and priorities were under consideration, one cannot identify with certainty the potential resources available to BANAC. **Given the current program structure, though, BANAC's future activities would likely benefit from:**

- .funding to support feasibility studies for some or all of the recommended new agencies (i.e. learning centre, family agency, healing centre)**
- .funding to support organizational development work in current Native service programs**
- .funding to write the needs assessment findings in popular education materials**

## **EMPLOYMENT**

Native people continue as a high priority target group with Employment and Immigration Canada (EIC). A policy development process is now underway which aims to establish a new partnership, one in which aboriginal people will have new powers to meet their training and employment needs.

Policy and operational considerations in this new partnership are presented in a draft document entitled **"Pathways to Success: Aboriginal People and the Labour Force Development Strategy"**.

This paper has been circulated to Native organizations for review and comment.

The aim of the new partnership is "to invest in and develop a trained Aboriginal labour force for participation in unique Aboriginal labour markets and the broader Canadian labour market".

The new partnership will be based on five principles:

1. Consultation Process and Local Control of Decision-Making. The partnership will be solidified through the establishment of national, regional and local consultation/management boards. This will ensure that the needs and priorities of the Aboriginal community are addressed, and that these are reflected in the design, development, and implementation of EIC policies.
2. Delivery Mechanisms. Employment and training programs and services will be managed, operated, conducted and arranged through aboriginal infrastructures.
3. Funding Mechanisms and Institutional Development Capacity. A funding mechanism will be developed which recognizes the planning and operational needs of the above Aboriginal delivery machinery, and develops a capacity which reflects Aboriginal level of need.
4. Affirmative Action-Employment Equity. EIC will undertake pro-active measures to improve recruitment, training and employment of Aboriginal people internally and externally to EIC.
5. Eligibility for Programs and Services. The Aboriginal delivery

machinery will be given the discretion to determine a person's eligibility for programs and services. In general, it is proposed that there should be a reliance on counselling for determining eligibility, rather than strict eligibility criteria.

The Local Management Board (LMB) will be an important organizational unit in the proposed partnership. **This would be the unit which BANAC would access for funding, or would help others to access.** Also, membership on this group would help establish appropriate criteria for funding decisions, and/or would help ensure that regional criteria would reflect local interests and needs.

Although the details for their mandates are still being worked out, it is proposed in the "Pathways..." paper, that LMB's will have the following mandate.

- .To establish training and employment priorities for the LMB area
- .To make decisions for approval of local Aboriginal groups' training/employment/services proposals for the area
- .To monitor and evaluate local Aboriginal training and employment initiatives in conjunction with Aboriginal groups

Each LMB would be comprised of Aboriginal representatives and local Employment Immigration Canada officials. Aboriginal members would represent district Aboriginal organizations, bands, tribal councils, and related Aboriginal controlled groups.

Other draft details on the five principles, operating ideas for the partnership, and other suggestions can be read in the original paper.

### GENERAL RECOMMENDATIONS FOR ACCESSING GOVERNMENT RESOURCES

In the course of conducting interviews with government policy analysts and senior program staff, questions were asked concerning the appropriate steps for BANAC's access of government resources. Some of the recommendations are pertinent to particular Ministries only; **these are included in the above sections**. Other recommendations were consistently repeated by most respondents; these are as follows:

- .Obtain the support of the local Native political organizations
  
- .Include government officials in the planning, so that they are aware of, and support the process.
  
- .Stay free of the political process; avoid being associated with any particular interest group- this may require a change in BANAC's name so as not to be seen as affiliated with Barrie only.

Also, it should be emphasized that a number of policy development processes are currently underway. (eg. CMHC, CEIC, and COMSOC's urban Native policy). As well, the NDP government has assumed power since this project began, and has publically stated its support of Aboriginal self-government. Premier Rae seems personally more accessible than former Premiers.

All of these processes strongly suggest that the policy environment for Native social development is in flux, and is ripe for influence by strong Native interest groups. **For this reason, it is strongly suggested that BANAC monitor policy developments in the various social development policy areas**. One way of doing this is to have one Committee

member, depending on their interest, assume responsibility for communicating regularly with a contact person in each Ministry or Federal department. The primary purpose would be to learn new policy developments, program guidelines and program accessibility procedures. A secondary purpose would be to establish an informal relationship with a government official, such that any new "down the road" developments are known to BANAC.