

# Community Administration – Indigenous Public Administration, Nation Building and Authentic Partnerships

AFOA International Conference

October 4, 2017

Indigenous Public Administration  
& Nation Building:  
How Education can Facilitate Thriving  
Communities

AFOA International Conference

Vancouver, BC

October 2017

Presenters:

Tribal Chief Edmund Bellegarde, Dr. Bob Kayseas, and Dr. Jaime Lavallee

# Brief Overview of Historical Context and Current Realities

# The reality of Canadian First Nations society

- *Perception = First Nations dependency is a burden to the entire Canadian economic system.*
- *Reality = The culture of dependency is legislatively reinforced.*

# Historical Context

- Residential Schools
- Indian Act
- Pass System
- Banning cultural practices
- '60s scoop

"The great aim of our legislation has been to do away with the tribal system and assimilate the Indian people in all respects with the other inhabitants of the Dominion as speedily as they are fit to change." 1887

**Prime Minister John A. Macdonald**

*"I want to get rid of the Indian problem.....Our objective is to continue until there is not an Indian that has not been absorbed into the body politic, and there is no Indian question, and no Indian Department..."1920*

**Duncan Campbell Scott**, as Deputy Superintendent General of Indian Affairs from 1913 until 1932.

# Current Realities

- First Nations were kept outside of the market through legislation;
  - “While legislation and regulations in off-reserve contexts typically evolve over time, the largely static Indian Act leaves on reserve communities with outdated and paternalistic rules and procedures which have not kept pace with the modern economy”
    - National Aboriginal Economic Development Board, 2013

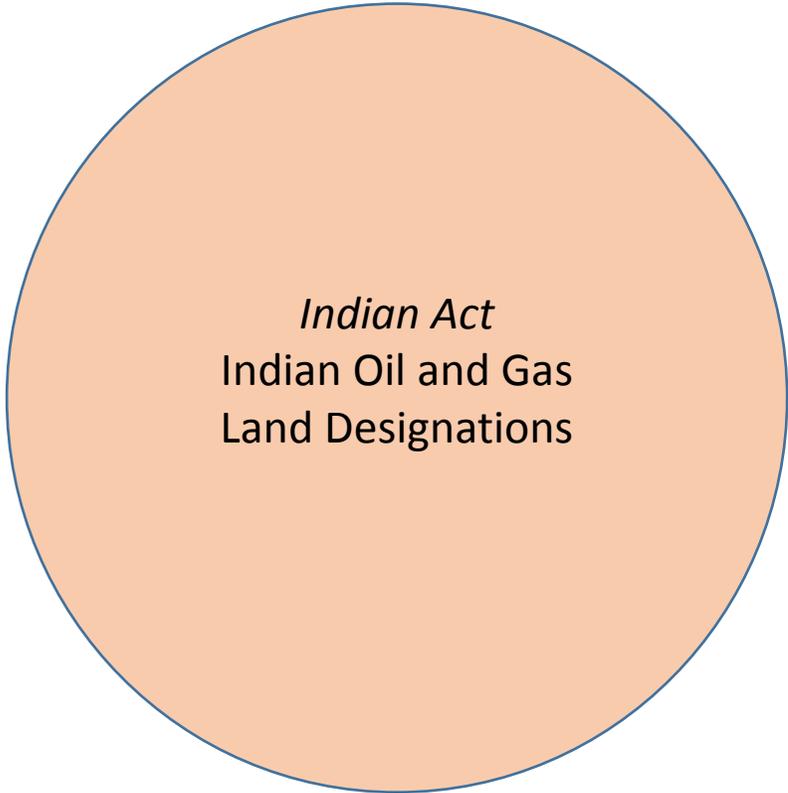
# Current Realities

- On-reserve:
  - Out-dated and/or non-existent economic development tools
    - Reserves were never designed to be economic enclaves
    - Rules of the game are not well defined.
    - Some legislation create barriers to business development and investment
  - Land tenure
    - Certainty is not an option within the limits/definitions/scope of the Indian Act

# Current Realities

- On-reserve:
  - Bureaucracy
    - Involved in a range of processes regarding access to capital (capital account) and securing land tenure (designations) that often take inordinate amount of time.
  - Risk aversion
    - Bureaucracy is risk averse.
    - Oversight as a fiduciary – many examples of the fiduciary, (the Crown), “prudently” taking care of First Nations resources with costs and lost opportunity to First Nations, e.g. Samson Cree First Nation (\$350M transferred to band in 2006 – its first year seen a return of 12.9% versus 4.3% paid by government during the same period)

Decision-making, autonomy



Low number of  
First Nations  
involved  
Takes years  
Expensive  
Lack of FN capacity



# Nation Building

## *Definition*

*The enhanced capacity of Indigenous nations to realize their own cultural, educational, economic, environmental, and political objectives through foundational actions of their own design and initiation.*

# What Makes Nations Strong?

- Federal grants?
- A great location?
- Education?
- Huge influx of capital?
- Picking the right leaders?
- Community support?
- Luck?

# What Makes Nations Strong?

- Governance
- **The ones that solve your nations' governance challenges**
- **The ones that promote your communities' interests**
- **The ones that hold your communities together**
- **The ones that match your communities' cultures and *work* (meet the nations' needs)**

# Nation Building: Five Principles

- Cultural Match
- Leadership
- Institutional Capacity
  - Effective Institutions of Self-Governance
- Practical Sovereignty
  - Jurisdiction (Practical Self-Rule)
- Strategic Decision-Making

# Governance Strengthening: Governing Tools

- Legal Foundations
  - constitutions
  - separation of powers
  - Written and/or unwritten
  - clear distinction between the roles of your executive, legislative, judicial, administration
  - legal infrastructure and regulatory environment
- Citizen engagement
  - a community that is educated about and engaged with its own government

# Governing Tools

- Financial Resources and Financial Management
  - First Nations government's capacity to manage its financial resources productively and with integrity
  - Self-determination depends in part upon Native nations having financial resources that are under their own control
  - Native nations escape dependence on other governments for support, they become free to do things in their own ways and for their own purposes.
- Intergovernmental Relations
  - Municipal, rural, provincial, federal, international, and other First Nations
  - Industry and other external partners

# Governing Tools

- Supporting First Nation Owned Enterprises
  - appropriate boundary between business and politics
- Human capital
  - people with the skills, knowledge, and commitment needed for nation building and governance
- **Capable Tribal Administration**
  - **A capable First Nations government implements its decisions promptly and effectively, provides efficient management of programs and services, and gets things done.**

# Nation Building: Educational Institution Partnerships

- *Shinnecock Indian Nation: Government Reform at Long Island. Shinnecock Nation, NY*
- *Pathways Forward in the Protection and Control of First Nation Heritage Sites, File Hills Qu'Appelle Tribal Council. Regina, Saskatchewan, Canada*

# Overview of Educational Institution Programs

# Academic Programs in Canada

- There are 19 programs available at 14 separate institutions across Canada.
- Existing programs are differentiated by two themes:
  - Indigenous Public Administration; and
  - Indigenous Governance.

# Academic Programs in Canada

- 3 undergraduate certificates;
- 2 undergraduate diplomas;
- 4 bachelor degrees;
- 2 graduate certificates;
- 1 graduate diploma; and
- 4 graduate degrees at the master's level.

*Certificate in First Nations  
Governance & Administration*

*Bachelor of Arts in Aboriginal Public  
Administration*

*Graduate Diploma in Indigenous  
Policy & Administration*

*Master of Arts in Indigenous  
Governance*

# Academic Programs in Canada

- Some post-secondary institutes partner with Indigenous community organizations to ensure legitimacy and relevance in program delivery.
- The First Nations University of Canada – as the country’s only Indigenous university – serves “the academic, cultural, and spiritual needs of First Nations’ students.”
  - School of Business and Public Administration offers three certificates, one diploma, and one bachelor degree.

# Education as a Tool to Thriving Communities

- Certificate in Indigenous Management: Online
- The FNUniv has partnered with Johnson Shoyama Graduate School of Public Policy for two initiatives:
  - Indigenous Leadership Program (unaccredited short program - operational) and
  - Masters Certificate in Indigenous Governance (currently in development)
- The programs will partner with First Nations for:
  - Curriculum development
  - Content experts
  - Student project (the Masters Certificate will include one field course)
- The FHQTC project is a good example of the benefits of a direct linkage between education institutions and First Nations.

# Governance Transition in Treaty 4 Territory, Saskatchewan

File Hills Qu'Appelle Tribal Council



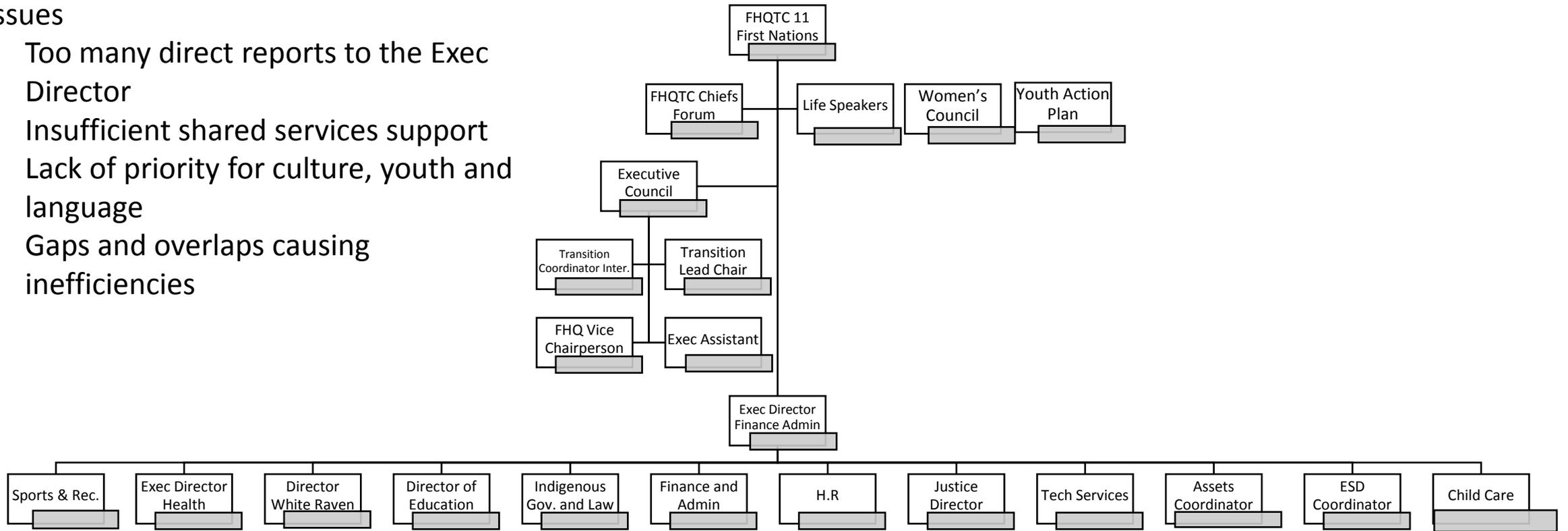
# Principles for Restructuring

- Ensure there is evident and effective control over the Programs & Services area by the Chiefs of FHQTC
- Raise the level of professional governance over the Programs and Services area
- Build efficiencies into the Programs & Services area by eliminating wherever possible duplication of service and gaps in service
- Ensure an effective redress process is established for Chiefs and citizens to appeal when necessary
- Strengthen the leadership and oversight within the Programs & Services area
- Ensure the Programs and Services staff are fully engaged with and understand the needs of all member First Nations.

# Current structure

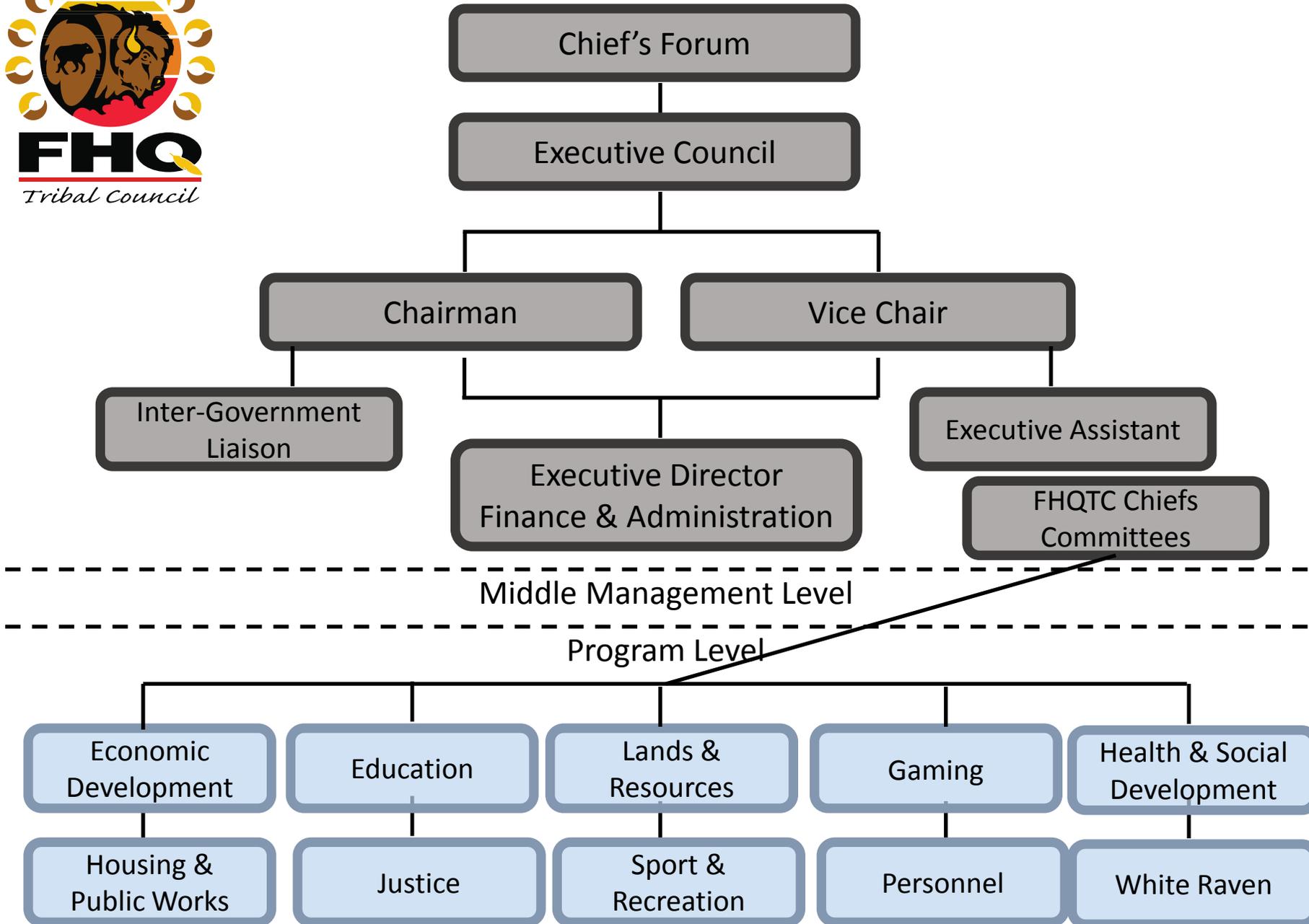
## Issues

- Too many direct reports to the Exec Director
- Insufficient shared services support
- Lack of priority for culture, youth and language
- Gaps and overlaps causing inefficiencies

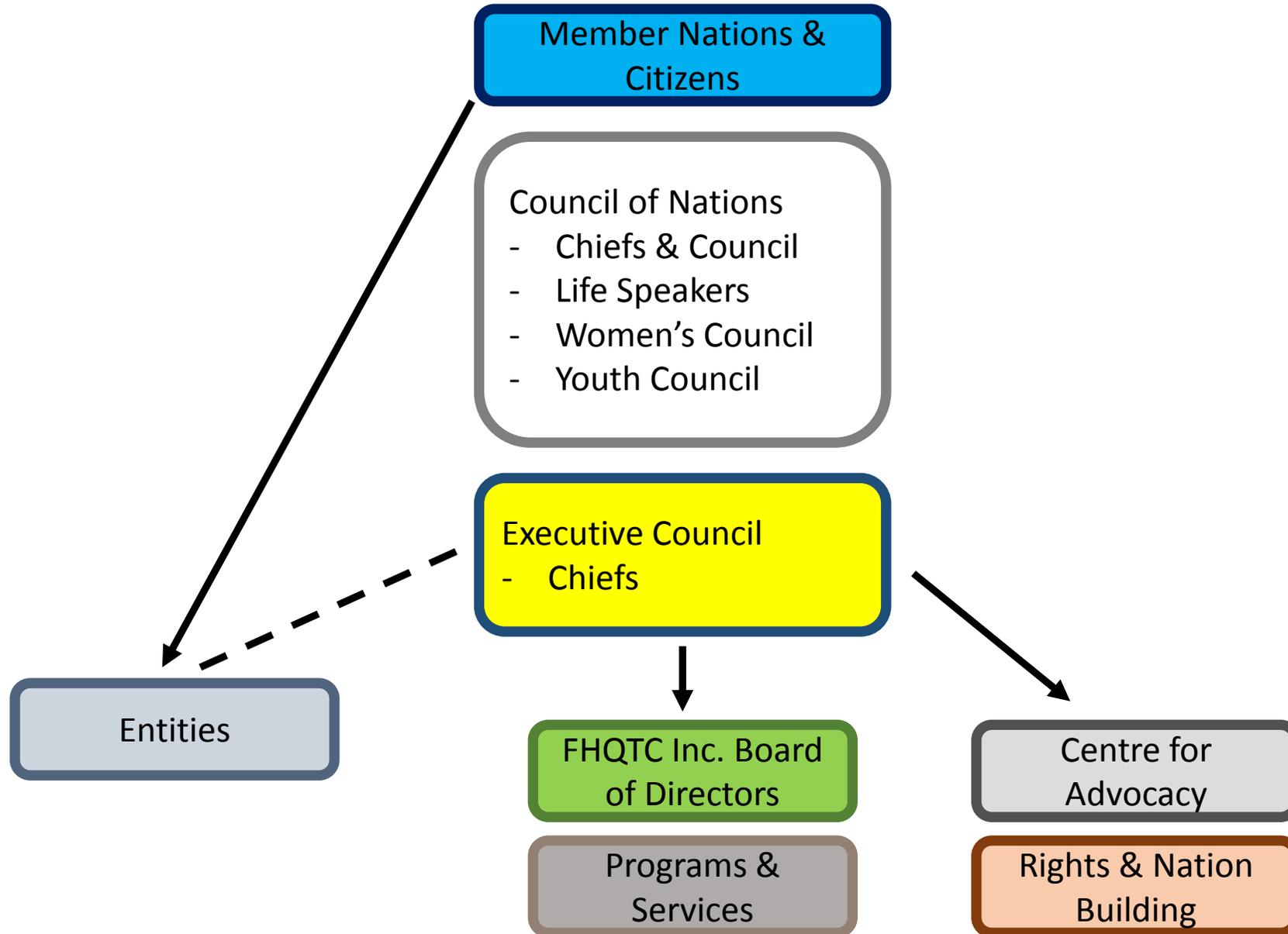




# Existing Structure



# THE BIG PICTURE





# Consultations

- File Hills Qu'Appelle Confederacy of the Nehiyaw, Saulteaux, Nakota, Dakota & Lakota Nations
- Who did we consult?
  - All 11 First Nations who included Elders, Chiefs, Councillors, Band Staff; Council of Life Speakers; FHQ Youth Leadership Development Team; Traditional Knowledge Keepers; Staff
- What did we hear?
  - “Our old ways have to guide us in this Transition, ask for that guidance and direction through our ceremonies”
  - “Focus has to be our People, on-reserve and urban. Get our People involved”
  - “Bottom line has to be how do we advocate for our grassroots?”
  - “The whole organization, programs side as well as advocacy, needs to be responsive to the needs at the Band level with more effective communication between Chiefs and organization’s staff”



# Consultations

- We need the framework of laws developed based on our traditional ways and natural laws, then each First Nation would implement and enforce within their own autonomy
- Excited about Councillors, as portfolio holders, being more involved
- We need good orientation for new Chiefs, Councillors, Directors
- Support the overall direction but concerned about the continuance and implementation of the new structure if there is a change in the Transition leadership before it is in place and is working
- Support these proposed changes because it includes everybody moving forward
- Our citizens need a place to learn our Culture, History, Language and Rights
- We need a Research function to support our Advocacy
- Kinship has to be represented



# Consultations

- Remember our four things we used in the Treaty making process: Pipe, berries, sweet grass, cloth offerings
- It's important that we take our time, we can't rush, we have to use our ceremonies in each First Nation and the Convention of the Confederacy must be in the language of all the First Nations that are a party to it
- Never lose sight of why our FHQTC exists. It exists for the best interests of our First Nations and People
- Look at examples outside of our Nations but remember that our strength is in our unity
- We're not part of Canada, we have a special relationship with Canada under Section 35
- Our commonalities across our different First Nations is the strength of our collective positions and form our guiding principles. Its critical at the outset to make these collective statements to challenge the general application of laws
- We need the interpretation of agreements in our languages
- Pay respect to the lodges in all of our First Nations



# Consultations

- We need to brainstorm about the knowledge of all our Rights, we need more meetings with Elders so that they can have more input
- Gathering of Knowledge Keepers for sharing forums to be recorded so that the knowledge is preserved and curriculum can be developed from it so that it is delivered and taught in schools
- We need archives as we are collecting our historical context
- We have our different societies and traditional governance structures like the big lodges, sundance and raindance, which can guide our modern structures. The spiritual significance was always our way, our natural laws, and that is why our language is going to be so critical to this process
- We've experienced loss of language, loss of culture but ceremonies are still the basis of our futures. Programs need to include language and culture recovery, in fact, recovery of language and culture must be the highest priority as we need to balance our Rights with these traditions

# Contact Information

Tribal Chief Edmund Bellegarde: [Edmund.Bellegarde@fhqtc.com](mailto:Edmund.Bellegarde@fhqtc.com)

Dr. Bob Kayseas: [bkayseas@fnuniv.ca](mailto:bkayseas@fnuniv.ca)

Office: 306-790-5950 ext 2300

Dr. Jaime Lavallee: [Jaime.Lavallee@fhqtc.com](mailto:Jaime.Lavallee@fhqtc.com)

(306) 570-8669