

## LHEIDLI T'ENNEH COMPREHENSIVE COMMUNITY PLAN (CCP)

CCP links existing programs, community issues and the Memberships' visions for the future of Lheidli T'enneh with real plans that map out how to get there

## Outline

1. Introduction to the Plan
2. CCP Methodology
3. Community Consultation and Priorities
4. Implementation
  - a. Reorganization
  - b. Communications
5. Governance -
  - a. Create a results-based organizational structure and processes, including dispute resolution
    - i. That includes Community Committees that are regularly utilized to Act as community ambassadors and check and balance (longer terms with capacity building)
    - ii. Perform job analyses and evaluations for employees and get an idea of Get Job Descriptions, create a good job description
    - iii. Ensure that part of employee role is strategic planning, budgeting, quarterly review of goals and milestones, evaluation with community.
    - iv. Finance Policy Review define department process for regular reporting to program Managers / Polices for Check Requisitions, have them adopted and circulated
    - v. Update Employee Files and ensure that they stored in a confidential location
  - b. Custom Election Code, longer term of 3 years.
    - i. Removal of Council from Staff Positions and find the money to do this.
  - c. Commit to Communications Plan as THE vehicle for change
    - i. Create Accountability and Transparency, create linkages to other departments, build community trust, break "silo" departments, utilization of existing resources to maximum capacity.
    - ii. Build community with regular communications for ALL community members.
      1. Community Meetings are results-based. Information is passed two ways and specific topics and agendas are added.
    - iii. Relationship building with local governments and industry partners
  - d. Information Management
    - i. Use information Matrix
    - i. Membership list should be kept in a centralized location and only given via request
6. Community Services youth, recreation, language, day care, health, social development, employment and training, membership services
  - e. Update Membership List and keep in a central location, it is a confidential document and should have a paper trail of who is accessing.
  - f. Get Community Committee started and utilized,

- g. Food security - begin with community gardens - linked to Lands & Natural Resources.
- 7. Lands and Natural Resources, Land Initiatives, forestry, fisheries, Treaty
  - h. See 2009-2012 Strategic Plan use as a model of what is successful
  - i. Have Forestry, Fisheries, Treaty undergo the same process should be clear what the mandate is of each department
- 8. Economic Development
  - j. Brian Toth report re: Micro credit, Ec Dev opportunities
  - k. Create development statement in consultation with community for reserve and traditional lands. Summarize main points from LUP, develop Zoning, and what the community is willing to see developed. Posits negotiations with Industry.
  - l. Create processes for leases, development and make communications brochures for outside developers.
- 9. Community Infrastructure and Maintenance,
  - m. Solid Waste Management Plan - use the results from the Agriculture Survey and move towards recycling, either build it into the contract for collection or call Blue Jewel to come in and pick up recycling - Garbage area on Northside and Southside. People can bring in solid waste including hazardous materials and recycling.
  - n. Get Housing Committee started and map out one year goals,
    - i. Rental Arrears as the main priority for Housing Committee and creation of a housing policy, including processes for requesting housing repairs, forms etc.
  - o. New Subdivision and Housing design
  - p. Create a long term revenue plan to build a Community Facility, either house or a community hall, might have offices, day care, multi purpose facility with a kitchen. Hold up to 50 people at one time. Really think about the size and function of the space.

Appendix one: Annotated Bibliography of Key Planning resources

Appendix two: Human Resources Manual

## The Lheidli T'enneh Comprehensive Community Plan (CCP)

### Executive Summary

#### Step 1 - Commit to a Reorganization Plan for the Organization

- Pick one or two areas that can be implemented, set the remaining areas as goals for the short, medium, long term. Use contractors tied to budgets wherever possible.
- Expect staff to require 2 days of training - budget, work plans, initiatives (use a facilitator)
- Create a communication plan to communicate to the Membership about the organizational change this should be branded, celebrated and Transparent
- Disband all existing committees and restructure Community Committees into a model that consists of Community Infrastructure, Community Services and Lands Authority
- The position of Community Affairs Manager would be responsible for internal and external relations and relationship building

#### Step 2 - Commit to a Communications Plan

- Hire a Communications Coordinator that may fill areas of Executive Assistant role or Membership Clerk, etc. That will set up Internal (HR/Staff) and External Communications, run training on Budgets and Work plans.
- Map out the organization as it sits
- Mobilize training sessions on topics - work plan, budgeting, strategic planning
- Try to ascertain Digital Copies of information
- Create an internal reporting system

#### Communication Plan

- Structure - define the players, Committee / Family Representatives, Program managers Building Community instead of drawing on old divides.
- How communication is passed through community, committee, program Managers, GM to Council, and it flows both ways!
- Policy for Community Engagement (see Section 4 INAC CCP) Tools - Sign in sheet,
- Priorities for community communications - how they should be done, Meetings Run

#### Step 3 - Create Linkages with Local Governments

- The 2005 Lheidli T'enneh Land Use Plan identified numerous agreements that should be built upon, these agreements have further propulsion opportunity with the 2008 trip to Beijing, China.

**Agriculture Food Safety and Green Initiatives Plan** - put together student work into one cohesive document.

**Governance / Administration model** - Show what it looks like without Council as Program Managers how to build capacity around communications and governance roles and responsibilities.

### CCP Background

CCP links existing programs, community issues and the Memberships' visions for the future of Lheidli T'enneh with real plans that map out how to get there. It integrates and links all other plans the community has produced like the PDP, 2005 Land Use Plan and numerous economic development and health programming studies. The areas of community that the CCP touches on include:

- Governance
- Land Management
- Health
- Infrastructure
- Culture
- Social
- Economy

### CCP Principles

The Principles of sustainable planning will be used as a foundation for the CCP process.

- Sustainable Planning means that we don't jeopardize resources, including language and culture for the future generations.

It is important to meet with ALL programs and identify gaps in programming, business development and infrastructure based on Members' visions for the future. I will prepare budgets based on these needs and try to match funding sources to them. The intention is to dovetail with other programs to listen and learn from the Membership about programming and development needs and visions for a vibrant, healthy, economically sound community.

## Introduction

The Lheidli T'enneh Comprehensive Community Plan (CCP) is an amalgamation of numerous studies, community visioning exercises, needs assessments, strategic plans and community consultations prepared to identify organizational and community successes and gaps in order to create a set of strategic goals to further the Nation. The CCP then maps out a direction of how to implement and link these various goals to each other. Comprehensive Community Planning is funded through INAC, under a program called the First Nations Infrastructure Fund (FNIF, released Fall 2007). The Infrastructure Fund is designed to give First Nations the opportunity to explore program and infrastructure development within a more holistic framework. There are five categories for the Infrastructure Fund including Planning and Skills Development, Solid Waste Management, Roads and Bridges, Energy Systems and Connectivity.

According to the Canadian Institute of Planners, "*Planning* means the scientific, aesthetic, and orderly disposition of land, resources, facilities and services with a view to securing the physical, economic and social efficiency, health and well-being" of communities (2010). Currently there is a shift in the planning profession to incorporate sustainability as part of the planning process. Basically, sustainability measures meet the needs of the present without compromising the ability of future generations to meet their own needs (Brundtland Commission, 1987). In the context of sustainability planning, within a CCP framework needs are not just about land use and development, they can also be cultural, health and educational needs.

Sustainability planning takes into account the effects of all areas of community life including social, culture, health, education, governance, lands and resources and infrastructure. The goal of Comprehensive Community Planning is to provide the framework to link existing programs, community issues and the Memberships' visions for the future of Lheidli T'enneh with real plans that map out how to get there. Essentially the CCP is the tool missing to facilitate organizational and perhaps even, community change. It is designed to be accessible to all staff and community members.

CCP links existing programs, community issues and the Memberships' visions for the future of Lheidli T'enneh with real plans that map how to get there. It integrates and links all other plans the community has produced like the 1998 Physical Development Plan, 2005 Land Use Plan, economic development and health programming with current community values and best-practice models.

This document is broken into a series of mini-plans, summarized in the executive summary, such that they can be taken out and used by individual program managers, staff or the Membership. When reading each of the sections it suggested that they be prefaced with a set

of three simple questions, Where are we now? Where do we want to go? How do we get there? These questions formed much of the discussion of Steering Committee and program manager meetings. In essence, these three questions became a tool for people to position themselves in the present, identify their goals and visions for the future and think strategically about the processes required to meet their goals.

## **Making Change - Implementation of the CCP**

### **What Do We Know Already?**

There is a baseline of data regarding community planning for Lheidli T'enneh; we know that for 15 years Lheidli T'enneh Members have been identifying the same gaps in community services, community cohesion, economic development, protection and transmission of cultural resources and governance.

Lheidli T'enneh has numerous successes in the area of strategic planning and partnership building with local governments, educational and health institutions, Aboriginal service delivery agencies and research bodies. For example, as part of the CCP process a partnership between the Lheidli T'enneh Lands Authority and the Environmental Planning program at UNBC was formed in the summer of 2008. Basically the partnership created a fourth-year course (ENPL 499) that provided the opportunity for 4<sup>th</sup> year planning students to work on specific community research and address planning gaps identified by the Lands Authority. Strategically it met the mandates of both partners, Lheidli T'enneh was able to meet two important goals, the first was to fill the gap in information required for specific development opportunities and second, to develop partnerships with educational institutions. Likewise, the UNBC Environmental Planning program was able to offer an upper level course within the First Nations Planning major and create community linkages with a First Nation.

### **Moving Forward**

This is a strategic plan for the Nation. It sets organizational roles, development of existing staff and gaps in implementation, etc. Every community starts in a different place, Lheidli T'enneh is ready for change on a number of levels. But change is not easy; "the dead ending" of speaking to leadership are not going to go away, people will still have expectations about having direct contact with Council. It is not suggested that these ways be ignored, simply that they have a connection to the organizational movement of the Nation.

- Steps 1 - 4 Reorganization, Communication is the vehicle for change HR Overview, performance evaluations and program guidelines and make linkage to local governments and agencies

- Develop Staff - have staff & GM identify job performance evaluations, create job descriptions and match to organizational goals and priorities (MANDATE) identify development of skills, what if any overlap can positions have? Education and Training, is this working? What can one person do?
- Use the facilities that currently exist. Learning Centre, make 2 x month training and workshops. One could be health, one could be employment related, Elders Teas and bringing in youth to serve and connect.

The objective of the CCP is to identify and link the strategic goals of various departments, to the organizational and community goals and objectives.

To bring cohesion and strategy to the organizational departments and to the community. Results-based, the need to focus on measurable results, if your department's mandate is to hold one community training session / month, the first one through the last are results, these are reported on to Management, Council and Community.

No more studies - There is a body of literature going back over that last 15 years that covers studies on health, social, economic, recreation indicators, and the outcomes for each. The CCP confirms the same community issues that were identified in 1995, 2000, 2001 are still alive and well. Having said that once program planning is underway, evaluation of community goals will have to occur periodically.

Or at the very least should only be used as a reference point to check in. By far the most important area of community life is Governance. These studies are the foundation for this plan and they don't need to be repeated.

Departments become sections

**Housing - Short-term - Rental Arrears**

**Long Term - Leases and offsets to allow for community sewer/ geothermal.**

### **CCP Implementation**

How does the community articulate goals?

The community articulates goals through inclusion and information sharing around key themes or programs. For example Wellness Week 2009 was not just about providing health information to the Membership, it was also about how to evaluate the health program as a whole. The 2008/ 2009 year was the first year in a decade that Lheidli T'enneh began administering the health program for the community. Wellness Week 2009 was also an opportunity to evaluate and strategize about how to incorporate community values into health program delivery. How did the Members respond to information delivery and format of Wellness Week? Was this

community-driven model successful? In fact, it was so successful that many of the sessions were full, and there have been 2 more Wellness Weeks since the first.

How does each department work towards community goals?

First by adopting a process of communication and collaboration, there are major gaps in day-to-day processes that create information bottlenecks and silo departments. In order to really implement department goals, staff must meet with the specific purpose to review each other's strategic plans and make linkages. A strategic plan for each department can be done by using the three-question model, where is my program now, where do community members and program funders want it to go, and how will it get there?

FROM CIP "The implementation of any plan, however well thought out, involves changes, and change does not always come easily. Planners strive to develop clear plans for action and implement ongoing evaluations of successes and failures as part of their work. With increasingly complex urban challenges, planners need a set of skills and talents that includes knowledge of land, air and water resources, employment trends, cultural diversity and associated issues, the use and needs of new technologies, and conflict resolution. There are many tools, both well established and state-of-the-art, used in the planning process:

- vision and strategy sessions of interested groups
  - ideas fairs to bring together the best of new concepts
  - computer simulations and scale models of plans
  - design workshops
- social and environmental impact analysis"

### **CCP Champion: The General Manager**

To build the capability of governance to see the broad concept that the work being undertaken is NATION building, in order to think beyond small programs and look at the success of the Nation as a whole.

Ability to help departments work together instead of reinforcing the concept that the programs-as-silos that currently exist.

Continuation of the work that begins at start of each fiscal year, including the evaluative processes that require checking in with the Community vision and goals.

Experience positive processes, celebrate successes.

Have an oversight committee that will provide a check and balance for Council -

- This might include a Community vote to take place for specific strategic planning exercises.

- 3,500 is the approximate cost to hold a vote, why couldn't this be factored into specific planning outcomes and other processes.

Able to have community input, 1-month time of community brainstorming and meetings

Once accepted the CCP is the path BUT matched with best practices.

Civic Training as part of employee training.

p.88 - training manual - ready for planning broken down into the areas of community vision -

The implementation tool would be how to get there. For example:

- Vision for Physical Development - How to start capital projects process
- Vision for Political Development - How/Who?

Records Management - each department has it's own system, but there is general data that should be available. Standards for information management.

Povnet.org - Advocacy for welfare

p.103–108 Goals & Goal Setting

## COMMUNICATIONS STRATEGY

Central to both the creation and the implementation of the Lheidli T'enneh CCP is a communication strategy. This communication strategy must be supported by the community and adopted by Council through a Band Council Resolution. For Lheidli T'enneh, a communication program could be considered the Heart of the Nation, circulating information through the organizational body, feeding the staff and programs and keeping the community spirit alive.

The following section outlines an Lheidli T'enneh Communication Strategy that is built directly from input from the *2009 Lheidli T'enneh Membership Communications Questionnaire*, program managers, Elders, Council, the CCP Steering Committee and modeled from other Nations' resources and best practices.

It is important that the "Community As Experts" model for engagement be respected and encouraged. This model is based on the premise that in order to have effective community input and ownership, Members must be considered to have expertise regardless of education. This model only works when community members are "listened to" and not "talked to".

Finally, community members completed the *2009 Lheidli T'enneh Membership Communications Questionnaire*, over a three-week period ending May 22, 2009. In all, forty people (21 on reserve and 19 off reserve) completed the questionnaire, creating priorities for communication methods and content. In addition to the questionnaire results from numerous meetings that took place with individual staff, Council and community members, were tabulated into the recommendations for this section.

### Organizational

Throughout the CCP process it is clear that there are large gaps in organizational process and the absence of a set of organizational values for Lheidli T'enneh.

Community members and staff feel similarly that the organization is without collective vision and pride, that the funding perimeters, budgets and work plans for Band programs are not communicated internally or externally, there is a lack of tools available to staff such as annual budgets, work plans, strategic plans, protocols for staff and community meetings, templates for hiring processes, Band Council Resolution (BCR) information and finally, there is no process for information and records management.

Use staff time wisely, it is unlikely that reception or finance need to be part of program strategic planning, instead final outcomes should be communicated via a Memo to appropriate staff. Having said this, don't exclude programs because you think they aren't connected. For

example, a proposal written to develop community gardens by Land Management may fit nicely into the Health program requirements for diabetes reduction through healthful eating and create employment opportunities for members that would be hired through the Employment and Education Department. This way the managers can work together on a single initiative that meets multiple program goals.

Put onto paper how things are done, planning, referrals, etc for Governance to understand LM processes - maybe some resources LAB, etc

The How do I get there is important but it must exist within a specific framework.

### **Policy and Procedures Manual**

In March 2009 Council passed by resolution the *Lheidli T'enneh Employee Policy Manual*. The manual outlines the policy and procedures for Lheidli T'enneh management, employees and contractors with respect to code of conduct, office procedures, vacation and leaves, dispute resolution, confidentiality and employee records management. This document is a foundation for the organization but just as every organization has to reassess goals and strategies, the *Employee Policy Manual* must be reviewed regularly and matched to organizational needs.

Some of the recommendations made by staff and management include:

- The manual should be more accessible to read and access
  - Better laid out, more polished and professional looking
  - It should be available online with all of the forms and Appendices
- Templates for hiring processes and policies should be created, for example, how to write a "Letter of Offer".
- Handbook for Human Resources, for example "how to pick a hiring committee"
- How to Register a Band Council Resolution
- Protocols for door prize draws (re: no staff or paid elected people)
- Protocols for honorariums / outside engagement

**INFORMATION MANAGEMENT - personnel files, business contracts and client files should be under lock and key with only managers to have access**

**Notary as per provincial gov't guidelines should administer Oath of Confidentiality.**

**Methodology of the Lheidli T'enneh Comprehensive Community Plan**

## Lheidli T'enneh Planning Methodology

Lheidli T'enneh has its own distinct planning methodology for creating community inclusion and ownership of major community projects. This process has been tried and tested through many planning projects and governance initiatives including, the Land Code (2000), Matrimonial Real Property Law (2003) and Reserve Land Use Plan (2005).<sup>1</sup> Primarily this planning methodology requires a Steering Committee of Band Members that informs community engagement, identifies key community members and staff, prepares communications and is able to speak to other Band Members about the significance of the project.

Primarily the Lheidli T'enneh planning process is facilitated by the Lands Authority, a committee of seven Band Members that live both off and on reserve. Six of the members are elected via community vote to sit on the Lands Authority for a period of three years. The seventh member, and Chair of the Lands Authority is the Chief of the Nation, which provides consistency and information sharing between Land Management / Lands Authority initiatives and Council.

Knowing the success that the Lands Authority has had with community planning projects, it was decided from the start that the Lands Authority would form the core of the Lheidli T'enneh CCP Steering Committee. In addition to this, two Lheidli T'enneh youth were added to the CCP Steering Committee, Nicole Wiltermuth and Brianna Frederick. It should be noted that the addition of youth to the CCP Steering Committee was an important first step to include youth of the Nation in community planning and decision-making.

Throughout the CCP planning processes from June 2008 to August 2009 the composition of the Lands Authority was consistent, except for the election of Clifford Quaw (who replaced Dolleen Logan) in the general Band election on March 10, 2009 (see Acknowledgements at the beginning of this document). The Lheidli T'enneh CCP Steering Committee members are as follows:

- Chief Dominic Frederick      Chairperson of Lands Authority
- Melody Buzas                      Lands Authority Member
- Elaine Gagnon                      Lands Authority Member
- Shirley Wiltermuth -              Lands Authority Member
- Frank Frederick, Sr.              Lands Authority Member, Elder
- Ron Seymour                      Lands Authority Member, Elder

<sup>1</sup> It should be noted that for each of these projects community ownership was essential, in order to ensure ratification by community vote. Section 14.5 of the Lheidli T'enneh Land Code requires more than 50% of all eligible voters to participate in a Ratification Vote. Also, the Land Code and MRPL have both undergone major amendments in 2009, again through the ratification process outlined in Section 14.

- Dollen Logan                      Lands Authority Member
- Clifford Quaw                    Lands Authority Member, Elder
- Nicole Wiltermuth              Lheidli T'enneh Youth
- Brianna Frederick              Lheidli T'enneh Youth

### **Steering Committee Meetings**

A total of fourteen (14) meetings were held with the Lheidli T'enneh CCP Steering Committee. Typically these meetings were held in the evenings at the Lheidli T'enneh Natural Resources Office and lasted anywhere from one to three hours. The specific dates of the CCP Steering Committee meetings are as follows:

- August 13, 2008
- September 24, 2008
- October 8, 2008
- October 27, 2008
- November 17, 2008
- February 10, 2009
- March 17, 2009
- April 17, 2009
- April 21, 2009
- May 19, 2009
- May 26, 2009
- June 2, 2009
- June 16, 2009
- June 25, 2009

### **CCP Consultant**

A CCP Consultant was identified in the original project proposal to facilitate community participation, analyze past and present research related to Lheidli T'enneh and prepare the Nation's Comprehensive Community Plan. Through discussion with Council, management and the CCP Steering Committee, it was decided at the very beginning of the project that the role of the CCP Consultant would be to provide strategic program support (within an evaluative framework) for existing Band programs. This approach allowed community programs to implement some strategic goals and evaluate the results. These results provided a baseline of data to reassess the priorities for each program, from both the community and program manager perspective. Essentially, this method provided much needed support for existing programs and did not attempt to "redo" the body of literature of community priorities created

through major planning processes and numerous research projects facilitated by health and post-secondary agencies.

Examples of CCP strategic program support are the Capital Projects and Lands Department community meetings held on November 24 and December 1, 2008. These meetings had numerous objectives, foremost was to meet the Lands Department strategic goal of communication with the Membership, but also to strengthen relationship building between the UNBC Environmental Planning program and Lheidli T'enneh, and finally, to test out a new process for community engagement developed by the Steering Committee and key staff.

### **CCP Liaison Officer**

The role of the CCP Liaison Officer was to provide communications for the Membership on all CCP activities as well as community events and input processes. Throughout the CCP process, the Liaison Officer provided monthly communications for the Membership as well assisted the CCP Consultant in community input processes.

## COMMUNITY ENGAGEMENT

### Community Meetings

From the beginning of the project, two major barriers for community engagement were identified by the Steering Committee and staff, the cost of community meetings and the format.

#### Cost

As mentioned above, one of the barriers identified by Steering Committee and staff was that in recent years Lheidli T'enneh had set such high expectations for honorariums for community members to attend meetings that the cost of community inclusion exceeded the budget for many programs. Thus the first task for the Steering Committee was to redefine the process for community meetings. Rather than undertake a study to determine how to accomplish this, the Steering Committee looked at other Nations' best practices models for ideas of how Membership meetings could be facilitated.

#### Community Passport

It was decided that for CCP meetings, Lheidli T'enneh would adopt the Squamish Nation "Community Passport" system and instead of offering individual honorariums, larger door prizes would be the incentive for people to attend. The Community Passport basically ensures that attendees must interact with presenters in order to be eligible for door prize draws. The way it works is that each time a presenter speaks with a community member a sticker or stamp is placed in that member's passport, at the end of the meeting stickers are added up and tickets are given out for the door prize draw.

#### Meeting Format

The CCP manual is very clear about building community visions and community values, for Lheidli T'enneh this was done through knowledge transfer, in this case community meetings were held not only to RECEIVE information but also to GIVE information. These types of meetings proved very successful and the outcomes of major community meetings are presented below.

### Lands Department Meetings

As mentioned previously, the Lands Department community meetings happened on November 24 and December 1, 2008. The goal behind the meetings was to host community information sessions to bring Members up to date on some of the work that the Land Department and Lands Authority has done, as well to update the community on the status and direction of the CCP

with particular emphasis on infrastructure, economic development and agriculture. Each meeting has its own communication strategy to recruit and inform participants. The details of the meetings were posted in the community newsletter and information booklets were created, detailing past and present Lands Department, Capital Projects, CCP and Economic Development activities.

Perhaps biggest success from these community meetings was the change in the format with respect to honorarium. Honorariums shifted from individual to door prize draws for attendance. This new format was advertised in the communications and despite some fear on the part of staff; attendance numbered over thirty people for each meeting (almost too many for the room available). Further, the Lands Department community meetings were the first event to test out the “passport system” described above.

### **Wellness Week**

In 2008 Lheidli T'enneh took over the administration of the Health Program in order to provide more community and geographically meaningful services. Typically, Health Program dollars are divided into a number of health categories as designated by the Band's Comprehensive Funding Agreement with INAC. Each category has a mandate that must be adhered to especially with respect to program spending. The best thing about Lheidli T'enneh control of the Health Program is that program planning and delivery comes from an Indigenous perspective and the recognition that Aboriginal communities need culturally appropriate health services.

In December 2008, a conversation between key staff identified that health program delivery did not have to be facilitated by outside experts, but rather could be community-driven and meaningful to the Membership. Further, it could occur on reserve, be accessible to all Lheidli T'enneh families and provide an opportunity for programs to collaborate. From this conversation, the idea of a “Wellness Week” was born.

From January 18 to January 23, 2009 the Lheidli T'enneh Health Program hosted the first-ever Wellness Week. Much of the Wellness Week was focused on the delivery of workshops and information sessions that were viewed as opportunities for both knowledge and skill building for community members. Workshops varied from nutrition, smoking cessation and a fitness class to Men's Circles, youth empowerment, traditional medicines and meditation. In addition the opportunity to smudge or bough brush each morning was provided, adding a spiritual health component to the event. In all, about thirty Members regularly attended the twenty or so workshops. The response from Wellness Week was truly exciting and many people identified that the Wellness Week activities not only increased health knowledge but also created an opportunity for Members to interact and create or strengthen relationships.

The Wellness Week model is a successful method of program delivery and should be considered before undertaking any major community information sessions or general meetings.

### **Youth Meetings**

Early on, it was identified by the CCP Steering Committee that separate youth meetings should occur as part of the community input process. As such on February 2, 9, and 25, 2009 strategic planning sessions were held with youth to identify community issues, gaps, direction, priorities, etc. These sessions highlighted the reality that there were no support mechanisms or recreation opportunities for youth. Out of these meetings, a volunteer youth coordinator was found and since March 2, 2009 the Lheidli T'enneh youth living on the "North Side" of IR#2, have been meeting weekly at the Education Trailers to engage in recreation and cultural activities, to share strategies for coping with the 'drama' of life, to participate in personal development workshops and to use the computers for the purpose of social networking and business communications, such as résumé writing. The youth have a strong direction and have laid out a strategic plan for activities and capacity building.

### **Aboriginal Women For Tomorrow**

On February 16, 17, 18, 2009 Lheidli T'enneh hosted a four workshop series facilitated by the Canadian Executive Service Organization (CESO) through their Aboriginal Women For Tomorrow program. The workshops are designed to build capacity in order to increase the participation of Aboriginal women in the areas of business, governance and leadership. The four workshops were as follows, Building Personal and Job Skills, Communication Skills, Community and Organization Governance and Budgeting and Financial Management. Upon completion of each workshop, participants received a certificate issued by CESO.

The intention of these workshops was three-fold; the first was to build capacity for Lheidli women seeking to enter the job market and to increase awareness about governance roles and responsibilities in preparation for the general Band election in March 2009. The second was to provide specific capacity building activities identified in the Strategic Plan for Lands Authority members. Finally the third was to use the workshops as a evaluation tool of what capacity building, community development and governance activities should be sustained. In all 15 women (including 3 youth) participated over the three days of workshops.

During the third workshop on governance specific four questions were put to the participants.

1. What is good and working in your community? 2. What do you want changed in your community? 3. How does good governance affect you personally? 4. How does bad governance affect you personally? The results from these are presented below:

**What is good and working in your community?**

- Workshops for self-improvement and healing
- Good Food Box
- Youth Awards Day / Christmas Party
- Drumming Group
- Upgrading Courses
- Wellness Activities

**What do you want changed in your community?**

- More fun activities to bring the community together
- Community Gardens
- Casual communication between Chief and Council
- Breakfasts for youth
- Get the stories /history of Lheidli from the Elders written into a book
- Better infrastructure, water, sewer and roads
- Develop a gas station
- Day care that is culturally relevant
- Recreation centre

**How does good governance affect you personally?**

- Members feel included and respected
- Creates Pride in knowing what Council / Lands Authority is working on for the Nation
- Feel part of something bigger, building community

**How does bad governance affect you personally?**

- Feel like nobody is listening
- Creates distrust
- Fear

## GOVERNANCE

Throughout the CCP process, community members, staff and even Council identified that the current Lheidli T'enneh governance structure requires a fundamental commitment to change. That commitment includes the creation of an organizational identity with a clear mandate and the development of processes required to facilitate the implementation of the strategic goals within the CCP.

Essentially governance is where the CCP implementation begins. Only Council has the decision-making ability to define and codify organizational priorities, delegate staff and commit resources to the implementation measures contained within this document.

The following section outlines the recommendations provided to assist Council in the realignment of organizational direction, increase community involvement in strategic planning and decision-making and identify a sustainable framework for staff and program development. These recommendations are also tabulated in a work plan format designed to identify the implementation steps and timeline associated with each recommendation.

### Results-Based Management Framework

It is suggested that Lheidli T'enneh implement and institutionalize a Results-Based Management (RBM) reporting and monitoring system. As mentioned in The Human Resources Manual "results-based" simply means that program and organizational results are measureable against the original goals and objectives.

The intent of a result-based management system is to provide the mechanisms to:

- Implement and maintain aspects of the CCP or any other strategic planning initiative;
- Guide annual work planning (defining the annual goals and objectives of each program, how key staff will achieve objectives, and how will results be evaluated);
- Evaluate the efforts of individual staff and administration in achieving their intended objectives;
- Evaluate the effectiveness of program delivery related to organizational and community indicators;
- Capture the specifics of annual operations for the purposes of creating and capturing organizational knowledge on an ongoing basis (Quarterly and Annual Report development);
- Demonstrate a strategic approach, and effectiveness and efficiency to INAC and other funding agencies, and external parties, such as local governments or business.

Adopting a results-based management framework will allow Lheidli T'enneh to assess organizational and program successes and demonstrate these results to the community, funding agencies and prospective business, health or community service partners. In addition, it will provide a foundation for effective program delivery and create longer-term, strategic planning processes for the organization as a whole.

A RBM system will also allow the administration to capture and accumulate knowledge, a function that is substantially lacking at present. The current paradigms First Nations find themselves within (management of major funding decisions via Ottawa, short political terms, extreme political pressures, high rates of personnel turnover, and opposition to change) create an environment where information is poorly managed. This relates to both program delivery functions and business initiatives. The implementation and ongoing use of a RBM system would begin to resolve this situation.

### **Community Committees**

Vital to the reorganization of the Lheidli T'enneh management framework is the institution of Community Committees designed to create community-based input and ownership of program planning and delivery. The Community Committees would not only inform decision-making but also act in evaluative capacity by creating an accountability framework for governance. Meaning, that the community committees would hold Council and staff accountable for meeting their objectives and participate in strategic planning.

To begin this process, it is recommended all that existing committees are disbanded formally through a letter issued to the members and through a communiqué to the Membership. The new structure for Community Committees should consist of Community Infrastructure and Maintenance, Community Services, Economic Development and Lands Authority.

The composition of each committee will vary, but the appointment should be structured to coincide with Council elections, be a minimum of three (3) years and have staggered or overlapping terms in order to provide consistency and maintain a corporate memory. Part 6 of the Lheidli T'enneh Land Code outlines the procedures for the Membership and Appointment of the Lands Authority; it is recommended that the same process be adopted for the creation of Community Committees within the Lheidli T'enneh organizational structure.

One of the key elements in creating and maintaining community involvement within the organization is consistency. As such, it is imperative that the Community Committees meet

regularly, have a clear mandate and agenda and are utilized for communication and reporting purposes to the Membership.

### **Dispute Resolution Mechanism**

It is recommended that Lheidli T'enneh create a dispute resolution mechanism for the purposes of dealing with internal conflict, with the ability for the process to be expanded for future relationships with external parties. The management of program delivery and lack of communication about program perimeters and objectives creates numerous areas where internal (largely between the staff and community members) disputes occur. Also disputes between families have been identified and as a common occurrence that play a large role in community division. Providing a mechanism to resolve such matters is critical.

Disputes of the natures described above are a primary constraint to the implementation of the strategic goals and objectives within this plan. Without a resolution process, the following cycles are repeated:

- Staff and community members are at odds, which creates a poor working environment and negatively impacts staff moral, this can also leave a negative impression of the Band within the Membership;
- The creation of a negative dynamic among elected leadership which impedes their roles in providing strategic direction for the community;
- Membership opposes Chief and Council's ambitions for the community, regardless of the intention of the ambition;
- Creation of family conflict within the membership that provides a continual deviation from moving toward the future betterment of the community.

Providing a structured, consistent and impartial process and mechanism for fairly providing resolution to disputes arising between community members, and the organizational infrastructure and/or Council, and between the Band and external parties is key to message to:

- Community members that the Administration is capable of dealing with issues in a fair and standard fashion, without political favoritism. Demonstrating and maintaining fairness and impartiality in dispute resolution is fundamental to building membership support for the Band's efforts to equitably manage service programming.
- Potential business partners, that Lheidli T'enneh is a stable environment in which to invest or venture with.

A structured, defined and tested dispute resolution mechanism has been identified as a key construct to create economic success, particularly when engaging third parties.

### **Consultation/Referral Management Program**

It is recommended that Lheidli T'enneh create a program with related internal support functions and linkages with the Economic Development Program and Lands and Natural Resources Department that adequately manages and responds to incoming referrals. The intent is to provide a system that effectively manages incoming referrals, and initiates a system to respond to and engage proponents of economic initiatives within Lheidli Territory, as well as respond to Crown initiatives impacting Lheidli interests.

In the absence of a Treaty or co-management agreement or protocol covering land/resource management decision-making, participation in a consultation process is the primary mechanism through which Lheidli T'enneh can work to protect its Territorial interests.

### **Communications Plan**

It has been stated throughout this document that the key to successful CCP implementation is a communications strategy that targets both internal and external communications. The outcomes from a well planned communications strategy include, increased accountability and transparency, the ability to link to other programs and break "silo" departments, relationship building with third parties such as local governments and of course, building community trust.

### **Information Management**

At present Lheidli T'enneh has no formalized information management practices, leaving the organization without access to reports, studies, Membership Lists, etc. It is vital that Lheidli T'enneh invest time into seeking support for the purpose of hiring an information management specialist that will gather and catalog data hard-copy and digitally as well as create forms for requesting confidential information such as the Membership List.

### **Custom Election Code**

One of the barriers to strategic planning and implementation noted by Council Members was the short term of office. Currently the Lheidli T'enneh Chief and Council are elected for two-year terms. It is suggested that Lheidli T'enneh create and adopt a custom election code to increase the term of office to three years and consider staggering the elections to ensure organizational memory. In addition, as part of a long-term strategy, it is advisable that the election code excludes Council Members from holding staff positions.

The goals for Lheidli T'enneh Governance are summarized below:

1. Create a Results-Based Management (RBM) reporting and management structure.
  - a. Include Community Committees that are regularly utilized to act as community advisors and liaisons for the Membership.
  - b. Perform job analyses and evaluations with employees and create detailed job descriptions.
  - c. Ensure that part of employee role is strategic planning, budgeting, quarterly review of goals and milestones and evaluation with community.
  - d. Create a Reporting Structure and templates for Monthly, Quarterly and Year end Reporting
2. Codify a Dispute Resolution Process.
  - a. Create internal processes, followed by external processes.
3. Create a Consultation Referral Management Program.
  - a. This might be linked to a management plan that identifies for industry the community development priorities.
  - b. This function should be linked to a number of programs.
4. Commit to a Communications Strategy as THE vehicle for change.
  - b. Build community with regular communications for ALL community members.
  - c. Relationship building with local governments and industry partners.
  - d. Community Meetings are results-based. Information is passed two ways and specific topics and agendas are added.
5. Information Management
  - a. Membership list should be kept in a centralized location and only given via request.
  - b. All reports, data, etc need to be catalogued and filed.
6. Custom Election Code (longer term),
  - a. Removal of Council from Staff Positions (as part of longer term strategy) and find the money to do this.

## COMMUNITY SERVICES

The proposed Community Services Department would support a number of programs including, health, social development, youth, recreation, language and culture, day care, health, social development, employment and training and membership services. Currently the only programs functioning under this department are health and family development. In the short term, the goal that can be implemented is creating the Community Committee and utilizing them to program plan and seek further funding commitments.

Smaller goals such as incorporating language material into newsletters or on the website are easy to achieve and might form the foundation for a Language and Culture Coordinator position.

The goals for Lheidli T'enneh Community Services are summarized below:

1. Review data from previous community assessments and the 2009 Wellness Week, identify Membership priorities for community services and strategize how to meet these goals or address issues.
2. Get the Community Committee started and utilize them to prioritize strategic goals, for example, day care, or language.
3. Create more partnerships with service delivery agencies or health research bodies, such as UNBC.
4. Food security - begin with community gardens create a link to Lands & Natural Resources.

## LANDS AND NATURAL RESOURCES

The Lheidli T'enneh Lands Department is a fantastic example of what strategic program planning and delivery looks like. The *Lheidli T'enneh Lands, Resources and Environment Strategic Plan 2009 -2012* details twelve (12) Key Focus Areas for the direction of the Lands Department. Little is needed to add to this strategic plan, however it is suggested:

1. That Forestry, Fisheries and Treaty undertake a strategic plan similar to Lands. It should identify the mandate and community values for each department.
2. Add the creation of staff pamphlets or communication tools explaining the process for development approval to the communications plan identified as Key Area 9.

## ECONOMIC DEVELOPMENT

The following section was prepared by Brian Toth, MBA and is intended to provide the basis for a framework, or plan, for facilitating the success of Lheidli T'enneh economic development initiatives, both present and future. The document also provides a recommended strategy for executing and implementing the plan to achieve an environment whereby economic development activities can be identified, pursued and managed with an improved degree of both:

1. Corporate success and performance, and;
2. Benefits generated for the community.

The intent is to assist Lheidli T'enneh in building a solid foundation for continuing and increasing the benefits generated for the community from its involvement in economic development activities.

This document briefly summarizes the status of Lheidli T'enneh's economic development activities (recent past to present) and the structure of Lheidli T'enneh's administrative and economic development enterprises, relative to the factors, which within a First Nation context, are known to affect economic development success and long-term viability.

### Document Structure

The recent history, present status and structure of Lheidli T'enneh's economic development activities are described. A summary of the factors that are known to affect the success and viability of economic development within a First Nation context are briefly summarized. A recommended broad Vision and Goal for directing an economic development plan to meet Lheidli's aspirations towards these ends are described.

Specific objectives are identified based on;

- The present status and history of Lheidli T'enneh's economic development endeavors;
- The existing and transitioning structure of the community's administrative structure, and;
- The recommended Vision and Goal for the plan.

Detailed Activities intended to fulfill each of the Objectives are explained and illustrated. Rationales for each Activity are provided along with the intended function. **Suggested actions and processes to guide the review, finalization, endorsement and execution and implementation of the plan are also described.**

### Background and Status

Prior to identifying and refining economic development-related objectives, a summary of Lheidli T'enneh's recent history, and the present-day status, of their involvement in business initiatives and revenue generating activities is required. This allows the "modeling" of the strategy or plan directly to the community's unique situation and any strengths and weaknesses, evident (presently and from past endeavors).

Lheidli T'enneh is presently (2009) involved in a number of economic development enterprises, including the following:

- Forestry
  - Logging (stump to dump)
  - Silviculture contracting (brushing, thinning, trail maintenance, etc.)
  - Fiber Licence/Tenure Leasing
  
- Farming
  - Hay production and sales
  
- Retail
  - Tobacco product sales
  - Fuel sales (planning stages)

The manner in which these enterprises have been structured, within and in association to the Band's administrative structure, are varied and presently undergoing some change. A summary of economic development activities in the recent (10 years) past is provided below.

Lheidli T'enneh created the Lheit-Lit'en Development Corporation (LDC) in 1995 as a community-owned corporation with a mandate to promote economic development and generate employment opportunities for Band Members. Development corporations have become a common creation for many First Nations as it allows them to "hold" and operate business ventures within an entity legally separated from the Band, for liability, stability and revenue management reasons. LDC is presently undergoing legal dissolution (i.e. it will no longer exist as a legal entity in the near future).

Chunzoolh Forest Products is a 100% Band owned business. It was initially established as a joint venture with Canfor, in 1996, and came under sole ownership of Lheidli T'enneh in 2000. Chunzoolh operated a value-added shingle manufacturing plant producing white-wood shingles for the North American market. LDC purchased House Mountain Forest Products, the holder of certification rights on the shingles, to allow Chunzoolh to produce and market the product. The mill ceased operations in 2001 due to financial issues, and was never restarted.

Chunzoolh is the entity that holds the Band's fiber sources, including a 5-Year Forest Licence (245,000m<sup>3</sup> per year), a renewable licence with an Annual Allowable Cut AAC of 50,000 m<sup>3</sup>, and a Community Forest Licence (15,000m<sup>3</sup> annually). The timber supplied through these licences and tenures provides a basis for the Band to engage in logging activities.

Lheidli T'enneh conducts its logging business within LTN Contracting Ltd. (est. 1999), of which the Band owns 50%. LTN was formed via a joint venture with an Aboriginal logging company, and has demonstrated its viability and profitability since starting in 1999.

The Band's ongoing silviculture contracting activities are conducted under LTN Contracting.

More recently, the Lheidli T'enneh Council has created the Tanno T'enneh Ltd. Partnership, which is 100% owned by the Band. It presently has an interim/founding board, which will transition to an elected and appointed board structure (yet to be fully defined) within the year, which will include at least one Council member on an ongoing basis. The board structure is intended to include both community and non-community members, with varied and rotating terms. Tanno T'enneh is intended to be the entity into which revenues from the Band's various economic ventures flow.

Currently tobacco sales and farm leasing occur directly through Lheidli T'enneh.

Also, an extensive array of INAC funded service programming is delivered through the Band's administrative structure.

### **Community-Based Economic Development**

First Nations Economic Development is increasingly being referred to as a key construct for the purposes of improving the economic and social health of First Nation communities.

This document is intended to provide the basis of a framework or plan for facilitating the success of Lheidli's economic development initiatives, both present and future. The document also supports the recommended strategy for organizational change to achieve an environment whereby economic development activities can be identified, pursued and managed with an improved degree of both;

1. Corporate success and performance, and;
2. Benefits generated for the community.

Before considering the execution of an economic development strategy within the context of a First Nation Community or Indian Band, and prior to embarking on the development of an economic development plan or strategy within this context, a number of factors need to be considered or clarified.

### What is First Nation Economic Development?

The concept of community capitalism (vs. common property capitalism) is uniquely different from western corporate model of capitalism. First Nations communities pursue economic development for the purposes of bettering their communities and the lives of their members. Community enterprise is a reflection of First Nations cultures, which is community or communally-based in the case of most BC indigenous peoples. The model of business pursued by First Nations communities therefore differs somewhat from the common property model.

Community-Based Capitalism	Common Property Capitalism
<ol style="list-style-type: none"> <li>1. Community owned (and directed)</li> <li>2. Partial reinvestment in the community's interest</li> <li>3. Key tenets of Aboriginal values of harmony, balance, reciprocity, sharing, community decision making &amp; respect for culture</li> <li>4. Focus on jobs &amp; profits while weighting socio-cultural factors in the business planning and implementation phases</li> <li>5. Community unwilling to pursue certain opportunities if the opportunity necessitates violating a key tenet</li> </ol>	<ol style="list-style-type: none"> <li>1. Private/corporate ownership of capital goods</li> <li>2. Decisions made by individual(s) on behalf of the corporation</li> <li>3. Key tenets of individualism, profit maximization, accumulation of wealth, and the market economy</li> <li>4. Focus on shareholder benefits while operating within the law; generally any reference to social responsibility is "qualified"</li> <li>5. Community is a stakeholder and may receive benefits, but it is not the corporation's purposeful intent</li> </ol>

Further, as defined by Canadian law, First Nation's Rights and Title are communally-based or held and controlled to some extent by the First Nations government structure. This means that to varying degrees, they must be managed collectively for the benefit of the community.

### What Makes Economic Development within this Context Unique?

At the community level, unique factors and issues have been created that have impeded and continue to impede economic success.

First Nation entities in their contemporary legal sense are creations of the crown. Their legal and governance structure was not in any way created to facilitate economic development, and in fact some would argue, is structured in a manner that effectively opposes it. Further, the ongoing and post-generational impacts of a variety of imposed laws and policies have and continue to impede involvement in economic development at both the community and individual entrepreneurial level.

### **Mechanisms for Overcoming Challenges**

Economic development within the First Nation context (as described above) has been studied extensively, largely due to both the apparent extensive challenges that exist to impede it, and also its inherent importance for redressing disparities in common social and health measures between First Nation and non-First Nation peoples in North America.

Highlighted below are the four items that were found to be key to successful development within a First Nations context within the seminal research on the subject (Cornell and Kalt 1990, Jorgensen and Taylor 2000). These are commonly referred to as the “Nation Building Approach”.

1. **Jurisdiction** - exercising control over the development agenda and resources; coupling decisions and their consequences
2. **Institutions** - sending a message to “investors” that their investments will not be hostage to politics or corruption
3. **Culture** - matching formal institutions to indigenous conceptions of how authority should be organized and exercised, and matching political boundaries to collective identities
4. **Strategic thinking** - searching not for quick fixes but for ways of building societies-that-work, over the long run

The available research on this subject was reviewed and extended within the Canadian context, and with specific relevance to economic development experiences in “local” Aboriginal communities in the central interior of BC (Toth 2006).

5. **Leader(s) - Interpretive Mobilization**; how a Community’s leader(s) can facilitate change that will lead to 1-4 above (Cornell et al. 2005)
6. **Business Alliances** - A community’s ability to partner or venture with established and successful corporate entities

7. **Economic/Practical Constraints** - Access to resources and capital, program funding constraints, penalizations for success, agency issues, etc.

### **Structure of Recommendations**

The unique context of the status of Lheidli T'enneh's administrative structure, their economic development activities (past and present) and their transitioning structure, as well as knowledge of the community, were assessed relative to the factors outlined above for the purposes of developing a number of suggested recommendations for Lheidli T'enneh to pursue to continue achieving, and facilitate additional, economic development successes. These recommendations are described in detail below, and include primary mechanisms with which to:

1. Affect changes to the Band's administrative structure, and mechanisms to manage it;
2. Maintain the separation of business and politics, while maximizing the potential for community support for the Band's strategic activities;
3. Enhance community member involvement and engagement in the Band's efforts, and;
4. Expand the Band's and community member's involvement in economic development.

Within any plan development process, it is generally advisable to identify a Vision and Goal statements at the outset of the process in order to provide a structure within which to identify Objectives and Activities that will lead to the achievement of the desired state. These are key matters that should be the purview of the community's leadership (Chief and Council). For the purposes of directing the process of developing Objectives and Activities for this process, the following broad Vision and Goals statements are suggested for consideration and adoption.

### **Vision**

For Lheidli T'enneh, as a First Nation community and entity, to embody a vigorous spirit of self-reliance and self-improvement, and to provide an environment that facilitates the benefits of that spirit.

### **Goal**

To improve the average standard of living of Lheidli members, including per capita income and living conditions, and physical, mental, spiritual and social health, and general well being.

## Objectives

The four points above are captured as slightly more specific Objectives below, from which several Activities have been identified for the purposes of achieving or working towards each Objective.

1. Improve the Band's administrative structure and responsiveness, in order to maximize the efficiency and effectiveness of Program delivery functions, and leverage options to facilitate the success of the Band's economic development success.
2. Maintain a sufficient level of separation of economic development entities/activities from the Band's administration (including elected leadership), while maintaining required and suitable mechanisms of connection, where mutually beneficial.
3. Enhance community involvement and engagement with the Band's administrative service programming functions, and the Band's economic development activities.
4. Implement mechanisms to engage in the expansion of the Band's involvement in successful economic development activities, while maximizing benefits to the community.

## Activities

The activities described below are summarized in [table 1](#), along with the specific Objective(s) (I-IV) they related to above, and also the specific economic development factor(s) identified within literature on the subject that they relate to (1-7 above). The manner in which the recommended activities would relate to the existing administrative and economic development structure of the community is provided in [figure 2](#).

### Separation of Functions - Band Manager/Administrator

Managing LT's or any other First Nation community's administrative structure involves a wide array of tasks and responsibilities involving an extremely diverse set of skills and competencies. The diversity of the skills and competencies that are generally accepted to be required by a Band GM's diverse functions has likely been the primary cause of their high rate of turnover at Lheidli and many other communities (i.e. the extremely different competencies required are not likely to be found in a single individual).

It is recommended that LT separate the Band Manager Position into two positions, the Band Service Program Manager, and a Community Affairs Manager (or Community Liaison Manager).

Additional recommendations with respect to each position are outlined below, as are some of the suggested key aspects of their roles and duties.

### Band Service Program Manager

It is recommended the LT create a comprehensive job description for the Band Service Program Manager position, in part, based on the CCP, and identify the specific duties and responsibilities the position is to be tasked with. Subsequently, identify the skills and qualifications that an individual suited to fill the role would possess, and advertise for and hire a qualified individual. The intention in separating the Band Manager position into two positions, is to create a position solely focused on management of the community's array of Service Programming. The array of duties and responsibilities and related abilities, while still challenging, is far more likely to be found within a single individual, who could then focus on performing tasks such as the following:

- Managing personnel and HR matters
  - Ensuring staff and contractor accountability
  - Writing, executing and monitoring contracts
- Training and mentoring Program Management and other personnel
- Ensuring Program Reporting obligations are continuously up to date
- Implementing and institutionalizing a RBM system
  - Facilitating annual work planning exercises with Chief and Council and Band staff
  - Setting annual measurable objectives and targets for staff, and providing ongoing support and monitoring functions
  - Producing annual reports
- Implementing new Service Programming functions described below
- Liaising and collaborating with Economic Development personnel and the Community Affairs Manager
- Managing Band finances
- Adjusting Service Programming to meet priority community servicing needs
- Liaising with Chief and Council regularly
- Liaising with INAC, auditors and financial institutions
- Assisting with the implementation of the CCP
- Maintaining the Band's Policy and Procedures
- Assisting with funding proposal development

Ensuring effective and efficient management of the community's service programming is extremely important to:

- Maximize the benefits the community derives from the Band's administrative infrastructure, which is key to maintaining and building community support for Band initiatives
- Demonstrate excellence in service program management and accountability to INAC, as it is fundamental to being able to maximize access to INAC and other government funding programs and grants, as well as demonstrating accountability to NGOs

All First Nations within BC have developed substantial community-based human resource infrastructure over the last 35 years as Canada has moved to devolve responsibility for "Programming Service Delivery" to the individual community level. Core program services are supported via a "block funding arrangement" between the Band and INAC. The agreement can be amended annually based on a community's success in accessing INAC funding that is not part of core program funding (i.e. capital projects), or supplemented via additional funding agreements for funds delivered via INAC that a community can pursue. Lheidli recently extended their array of community-based responsibility for program delivery when they accepted responsibility for the management of their reserve lands via the *First Nations Land Management Act*.

The devolution of program administration and delivery has created human resource capacity within First Nation communities for administrative management and service delivery, and capacity to participate in an active and competitive environment for the sequestering of a variety of government and NGO funding for the purposes of redressing community needs. There are and will continue to be extensive opportunities for First Nations to take over program and service delivery as these functions are devolved by the Crown.

The primary matter with respect to this planning process is that these functions can serve as important capacity building opportunities for the community and its members. While there may continue to be important operational administrative decisions made at the Ottawa level, the importance of Service Programming delivery should not be understated. Nothing precludes the skills developed by individuals involved in the effective and efficient delivery of these functions from being transferred to the economic arena. Their effective, efficient and unbiased delivery also sends a message to the community.

Developing a business like approach (RBM) to the management and delivery of their Service Programming functions is a recommendation detailed below. Service Program funding delivery will likely continue to be the largest source of employment and activity for LT in the near future. The outcomes of a well managed array of Service Programs can also provide a source of competitive advantage, whereby benefits achieved can be applied to economic development activities.

A strategic and business-like approach is fundamental to achieving the most of these opportunities. This approach should include allowing the community opportunities for input into the purposes of various programs, how and why they are delivered, and how the leadership and administration creates maximum benefit for the membership through these functions. Recommendations to pursue such an approach are also described below.

It is for these reasons that the creation of the Band Program Service Manager position, with a primary focus on managing the Band's administrative infrastructure, is a primary recommendation of this plan. This is a position that is both directly and indirectly key to Economic Development.

#### Community Affairs Manager

It is recommended that LT create a Community Affairs Manager position, which will include some of the tasks that have normally fell under the Band Manager's role in the past, and also some new functions that are not presently being completed. In particular, the position would undertake tasks that are of a culturally sensitive nature, as well as community relations and community engagement functions. A comprehensive job description for the position should be developed, and the specific duties and responsibilities the position is to be tasked with summarized. Suggested responsibilities are suggested to include:

- Participation in the formation and implementation of the Dispute Resolution Process
- Assisting with planning and coordinating Band sponsored events
- Liaising with Community members and Chief and Council regarding deaths, sicknesses and other crises within the Community
- Implementing and maintaining a community indicators and monitoring program
  - Work to complete community surveys, identify priority needs and relevant indicators to guide service program evaluation
  - Potentially creating a Community Advisory Council type body
- Working with the Chief and Council, Band staff and the community membership and providing recommendations regarding Service Program adjustment and creation
- Creating monthly or regular communiqués for the community
- Liaising with Band staff and Chief and Council as required

Subsequently, the skills and qualifications required by an individual suited to fill the role can be identified, and the position advertised for and a qualified individual hired.

The intent in creating this position is to improve relations and communications between the Band's membership and administration functions, as well as ensure service programming is meeting priority community needs. This will engage the community in the Band's administrative operations and build community support for the Band's efforts.

### Results Based Management Framework

It is suggested that LT implement and institutionalize a results-based management (RBM) (reporting and monitoring) system, which would in part be informed by components of the CCP. The intent of an RBM is to provide mechanisms to:

- Implement and maintain aspects of the CCP or any other strategic planning initiative
- Guide annual work planning (what will the annual focus and objectives of each Service Programming area will be, how key staff will achieve objectives, and how achievement will be evaluated)
- Evaluate the efforts of individual personnel, as well the administration overall, in achieving their intended objectives
- Evaluate the effectiveness of service program delivery relative to select community indicators
- Capture the specifics of annual operations for the purposes of creating and capturing organizational knowledge on an ongoing basis (Annual Report development)
- Demonstrate a strategic approach, and effectiveness and efficiency to INAC and other funding agencies, and other external parties

Having the ability to effectively assess the community's service program infrastructure's success in implementing and achieving its annual work plan objectives, as well as progress towards longer-term Objectives, is fundamental to having the ability to alter approaches (in a results-based management framework) to maximize delivery efficiency, as well as demonstrate results to the community's membership and funding agencies.

A RBM system will also allow the administration to capture and accumulate knowledge, a function which is substantially lacking at present. The paradigm First Nations find themselves within (management of major funding decisions via Ottawa, short political terms, extreme political pressures, high rates of personnel turnover, and opposition to change) create an environment where information is poorly managed. This relates to both program delivery functions and business initiatives. The implementation and ongoing use of a RBM system would begin to resolve this situation.

The intent would be that such a management system would be implemented throughout all aspects of the community's operations, including their economic development arm.

### Dispute Resolution Mechanism

It is recommended that LT create a dispute resolution mechanism for the initial purposes of dealing with internal matters, with the ability for the process to be utilized for the Band's future relationships with external or 3rd parties. The community's management of service programming creates numerous areas where internal (i.e. between the Band's staff and

community members) disputes occur. Disputes between Band members are also common, and providing a mechanism to resolve such matters is critical.

Disputes of the natures described above are a primary constraint to progress of any nature with respect to the recommended Vision and Goal statement identified within this plan, and the related Objectives. Without a resolution process, they continually:

- Leave the community's staff and membership at odds and create a poor working environment, and negatively impact staff moral, and leave a negative impression of the Band within the membership
- Create a negative dynamic among elected leadership which impedes their roles in providing strategic direction for the community
- Lead membership to oppose Chief and Council's ambitions for the community, regardless of the intention of the ambition
- Create family dynamics within the membership that provides a continual deviation from considering and moving toward the future betterment of the community.

Providing a structured, consistent and impartial process and mechanism for fairly contemplating and providing resolution to disputes arising between community members, between community members and the Band's administrative infrastructure and/or Chief and Council, and between the Band and external parties is key to message to:

- Community members that the Administration is capable of dealing with issues in a fair and standard fashion, without political favoritism. Demonstrating and maintaining fairness and impartiality in dispute resolution is fundamental to building membership support for the Band's efforts to equitably manage service programming.
- Potential business partners, that Lheidli is a politically stable environment in which to invest or venture with

A structured, defined and tested dispute resolution mechanism has been identified as a key construct to create economic success, particularly when engaging 3<sup>rd</sup> parties.

#### Consultation/Referral Management Program

It is recommended that LT create a Band Program (and related internal support functions and tie-ins with the Economic Development Committee/Coordinator) that adequately manages and responds to incoming referrals. The intent is to provide a system that effectively manages incoming referrals, and initiates a system to respond to and engage proponents of economic initiatives within Lheidli Territory, as well as respond to Crown initiatives impacting Lheidli's interests. In the absence of a Treaty or co-management agreement or protocol covering land/resource management decision making, participation in a consultation process is the primary mechanism through which Lheidli can work to protect its Territorial interests.

All Consultation Processes are generally multi-step and begin with the exchange of information (i.e. the referral receipt and recognition process). To date, LT has had limited success in designing or implementing a structured and suitably responsive Consultation/ Referral Management Program. While obviously important for the purposes of protecting LT's interests, the referral receipt and recognition process is generally the primary point of contact between proponents of business activities within LT Territory, and fundamental for the purposes of developing:

- Revenue streams from IBAs (or Agreements of any nature)
- Business venture/partnering opportunities
- Contracting and employment opportunities

It is also the appropriate manner in which objections to any particular development proposal or proposals of other natures are to be legitimately raised and placed on the record.

#### Aboriginal Entrepreneurial (Abopreneur) Programming

As described above, LT presently administers Service Programming covering a number of areas, including employment and training. It is recommended that LT create programming that provides training and support services related to promoting and supporting self-employment and entrepreneurial activities within Lheidli's members. An informal estimate of on and off-reserve Lheidli members (not employed within the Band's administration) who would not qualify as underemployed (i.e. employed more than 6 months of the year), suggests that high proportion are engaged in some form of self-employment.

The intent of such programming would be to demonstrate and facilitate self-sufficiency, and build capacity and employment skills via leveraging membership's interests in entrepreneurial activities, particularly for youth. Other aspects of Service Programming of this nature could focus on other segments of the community, including those with established businesses. Entrepreneurial and self-employment related initiatives have been documented to be a successful means of stimulating self-sufficiency within cultural contexts similar to Lheidli's, and is also the fastest growing segment of the Canadian economy.

It is suggested that Service Programming of this nature could provide benefits to both on and off-reserve members, including:

- Youth guidance and mentoring to explore self-employment options, and how to identify and leverage personal skills and strengths
- Opportunity assessment and identification
- Training and capacity building needs
- Business start-up guidance and assistance

- Business management guidance
- Grant writing assistance
- Business incubator functions

While building youth's capacities for self-sufficiency and self-reliance, and skills relevant to any nature of employment, and while assisting other Lheidli members with their business planning, start-up, management or growth needs, Programming of this nature would allow maximum internalization (to the community) of opportunities related to Lheidli's community-based economic development activities. Further, building the capacity for understanding economic development and business ensures the community members can be effectively engaged.

#### Economic Development Coordinator

It is recommended that LT create and fill an Economic Development Coordinator position. The initial focus of a position of this nature would be to assist with and/or direct the implementation of the components of the CCP that are directly and indirectly related to economic development, with a longer-term focus on working towards a functional mechanism that allows Lheidli to consider and act on opportunities to expand its involvement in economic development activities (i.e. an Economic Development Committee, which may be the Tanno T'enneh Board). Initial duties are recommended to include:

- Plan, develop budgets and timelines for approval, and implement the approved economic development components of the CCP
- Develop Economic Development components of Service Programming and see to their implementation
  - Including a recommended pilot-scale micro-credit lending program (see below)
- Assist Chief and Council and Band personnel with the establishment and structuring of Tanno T'enneh and its Board, and/or the formation and management of a LT economic development committee
- Review and make recommendations with respect to economic development opportunities
- Develop proposals to economic development funding agencies
- Assist with directing negotiations regarding joint venturing and partnering opportunities; develop agreements for legal review
- Retrieve, review and summarize previous economic development related assessment and feasibility studies, and business planning endeavors undertaken by LT

#### Economic Development Committee

It is recommended that LT create an Economic Development Committee consisting of Lheidli members and non-Lheidli members. It is intended to be a Community-based committee with support and participation from non-community members who hold expertise in the area of economic development and business, whose primary purpose is considering, assessing and

advising Lheidli on matters related to economic development. Suggested functions of the committee include:

- Managing revenues generated by the Band's economic development initiatives in the interest of the community. Annually determining revenues:
  - To be retained as working capital, or for funding expansion, investment etc.
  - To be directed toward the Band for Service Programming
  - Advising the Band on Service Programming needs re economic development
- Considering information and making decisions with respect to investment and business operations
- Guiding the exploration of and the undertaking new business opportunities

It has been suggested that the recommended committee would be the role of the Tanno T'enneh Board, which at present seems to be an appropriate choice.

An informed and capable mechanism for independently and impartially considering, advising and acting on Lheidli's behalf on economic development opportunities is a fundamental construct to furthering Lheidli's success in economic development. Tanno T'enneh appears to be suitably structured to serve this purpose.

#### Micro-credit Support Function

Closely tied to the recommended Service Programming related to self-employment and business guidance (see above), it is recommended that LT create a pilot-scale lending function focused on providing Lheidli members capital financing to pursue their entrepreneurial ideas and aspirations. This would amount to a unique financing agency focused on assessing and supporting the entrepreneurial ambitions of Lheidli members.

Lending of course would only occur after careful scrutiny of opportunities, and after the individual requesting the support had received the guidance, mentoring and assistance available through the Program. The intent would be to provide small amounts of repayable financing to participants that developed viable opportunities. A primary constraint to an absence of entrepreneurial activity, particularly by on-reserve members, is the inability to access financing and the necessary support services.

Similar lending programs have been implemented successfully in many other areas and cultures, and there are numerous models that can be explored and considered to guide such a program, including tie-ins with existing NGOs offering similar functions. It has proven to be a successful bottom-up approach to creating economic and social development, particularly within colonized indigenous communities.

### Central Interior Native Business Network

It is recommended that Lheidli pursue the initiation of a First Nations Economic Alliance. There is presently no formal coordination or information sharing mechanism between First Nation's economic development entities or economic development personnel within the central interior. Given that many of the First Nations within this area are pursuing similar opportunities (e.g. Forest and Range Opportunities), within similar environments, and therefore likely facing many common challenges, it seems it would be an obvious way of sharing knowledge, expertise and building capacity, and also potentially developing collaborative approaches to capitalizing on opportunities and overcoming challenges.

Without such sharing, different First Nations risk undertaking similar initiatives and independently experiencing learning curves, which could be vastly shortened with the sharing of information with respect to economic development experiences and their unique adaptive approaches. Despite the uniqueness of each community, similar impediments predominate in terms of the challenges to creating economic success.

It is highly likely that there is considerably more to be gained, in terms of sharing experiences and best practices, and exploring options for partnering or collaborating, than there are risks in divulging competitive secrets or other sensitive information.

Initial discussions with local First Nations regarding such a concept suggests it would be very well received.

### Engaging UNBC's Business Programming

It is recommended that LT pursue a relationship and commitment with UNBC that would see the university offering business related programming focused on developing indigenous economies, and in particular economic development in the context of BC and central interior First Nations. Despite recognition of the uniqueness of the challenges facing First Nations with respect to economic development, and of its importance to improving First Nation people's living standards, UNBC has only recently begun to explore programming in this area.

UNBC could play a substantial role in conducting further research on the issue of economic development within the context of First Nations, and facilitating a coordinated approach to workable solutions for this issue, and more specific business development issues.

Further, UNBC's undergrad and graduate programs in business should offer excellent potential for LT to develop many opportunities to provide practicum and academic project-based experiences for students. A relationship should be sought with the school's business

program to develop the necessary lines of communication, and identify opportunities and needs in this regard.

#### Economic Development Officer (CANDO) Training

As LT implements the structural elements of this plan, it is recommended that they provide opportunities for at least two staff and/or members to undertake formal training in the area of First Nations economic development. While there are several training or educational programs of this nature, CANDO's (Council for the Advancement of Native Development Officers <http://www.edo.ca/home>) Certified Aboriginal Economic Developer Program is specifically focused on individuals working on economic development issues in Aboriginal communities.

Training of this nature will be fundamental to eventually provide a core of staff that can assist the recommended Economic Development Coordinator position with the management of economic development related Service Programming, and other functions.

#### Surveys, Indicators and Monitoring Program

It is recommended that LT institute a long-term Community Monitoring Program. This will involve the completion of community member surveys to gather information about key aspects the members' characteristics related to living standards, health and well being (Vision and Goal related), as well as other information about their desires (for themselves and the community). The information gathered must be properly collected, entered, analyzed and effectively stored and managed for long-term use. From this initial baseline data, suitable community characteristics will be selected that will serve as long-term indicators that can be reassessed or monitored via surveys or other means, on an ongoing basis. Such a program can serve multiple interests with respect to guiding efforts to improve the status of community members.

In order to have the ability to assess Lheidli's progress towards achieving its stated Vision and Goal, and the impacts of any benefits generated through the community's Service Programming and economic development efforts, a framework of baseline information and Indicators is required. The intent is to have the ability to measure and evaluate/assess the impacts of the Band's Service Programming and economic development activities on the identified indicators, and adaptively manage its operations as required to better meet the community's interests and needs.

#### **Summary of Recommendations**

Based on the status of Lheidli's existing economic development initiatives, knowledge of the community, and the findings from the extensive array of literature assessing the unique challenges of First Nations regarding economic development, a number of recommended Actions have been described, which are designed to facilitate the achievement of the Vision, Goals and associated Objectives outlined above. The Actions recommended are summarized as follows:

1. Separation of Functions - Band Manager/Administrator
  - a. Band Service Program Manager
  - b. Community Affairs Manager
2. Results Based Management Framework
3. Dispute Resolution Mechanism
4. Consultation/Referral Management Program
5. Aboriginal Entrepreneurial (Abopreneur) Programming
6. Economic Development Coordinator
7. Economic Development Committee
8. Micro-credit Support Function
9. Central Interior Native Business Network
10. Engaging UNBC's Business Programming
11. Economic Development Officer (CANDO) Training
12. Surveys, Indicators and Monitoring Program

Recent discussions with the community's leader suggests that the legal restructuring efforts including the creation of the Tanno T'enneh entity will suitably provide a mechanism for separating the Band's economic development activities from the community's political affairs. Therefore, the matter of legal structuring of the Band's endeavors is not included in the recommendations above.

Further, the Tanno T'enneh Board, which is presently within its founding state, has yet to be finalized, but is intended to include a mix of community and non-community members, with a focus on individuals with financial management, and business development and management experience. This Board may serve the function of the economic development committee recommended to be formed as one of the Actions above.

### **Execution and Implementation**

**Did you want anything here - or are you covering that already??**

Separation of Functions - Band Manager/Administrator  
Band Service Program Manager

Community Affairs Manager  
Results Based Management Framework  
Dispute Resolution Mechanism  
Consultation/Referral Management Program  
Aboriginal Entrepreneurial (Abopreneur) Programming  
Economic Development Coordinator  
Economic Development Committee  
Micro-credit Support Function  
Central Interior Native Business Network  
Engaging UNBC's Business Programming  
Economic Development Officer (CANDO) Training  
Surveys, Indicators and Monitoring Program

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Micro-Financing / Grameen Model

[www.grameen-info.org/](http://www.grameen-info.org/)

<http://www.grameenfoundation.org/>

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Jorgensen, M. and J. B. Taylor. 2000. What Determines Indian Economic Success? Evidence from Tribal and Individual Indian Enterprises Development. Paper prepared for the Harvard Project on American Indian Economic Development

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- a. Create development statement in consultation with community for reserve and traditional lands. Summarize main points from LUP, develop Zoning, and what the community is willing to see developed. Posits negotiations with Industry.
- b. In conjunction with the Lands Department, create processes for leases, development and make communications brochures for outside developers.

## COMMUNITY INFRASTRUCTURE AND MAINTENANCE

The Community Infrastructure and Maintenance department has a tremendous role in the implementation of the CCP. This is for two reasons; the first is that many of the community issues and barriers to health are directly linked to failing infrastructure such as septic and water systems. Likewise, some of the issues affecting the quality of life were identified as roads and the lack of recreation facilities. The second reason is that in order to expand existing programs and create new programs, new infrastructure will have to be created. In the Human Resources Manual it is suggested that when undertaking a long-term approach to project planning, you start with ALL the infrastructure necessary to support that project and then work backwards until you can identify a piece of the work plan that can be accomplished in the short-term.

Under the proposed Community Infrastructure and Maintenance department structure, there should be a Community Committee committed to explore housing issues, but also to be utilized for capital project planning, Membership communications, etc. It is suggested that this Community Committee be created immediately and begin on a housing strategy.

Finally, it should be noted that the current Capital department has done a lot of work over the last few years to remediate a total lack of infrastructure maintenance and has a clear direction for how to stage upcoming capital projects.

The goals for Lheidli T'enneh Community Infrastructure and Maintenance are summarized below:

1. Get Community Committee started and map out one year goals,
  - a. Rental Arrears as the main priority for Housing Committee and creation of a housing policy, including processes for requesting housing repairs, forms etc.
  - b. New Subdivision and Housing design, also community water and wastewater.
2. Solid Waste Management Plan - use the results from the CCP Agriculture Survey and move towards recycling, either build it into the current contract for collection or call a company to come in and pick up recycling - Garbage area on Northside and Southside.
  - a. People can bring in solid waste including hazardous materials and recycling.
3. Create a long term revenue plan to build a Community Facility, either house or a community hall, might have offices, day care, multi purpose facility with a kitchen. Hold up to 50 people at one time. Really think about the size and function of the space.
4. Recruit a maintenance person and invest in building their skills (water operator certification).

Evaluation Model - How do we know when we get there? How do we *Sustain the Efforts*?

Evaluation Matrix - Where were we? Where are we now? What were our goals? Use this coupled with the community engagement studies. What is measurable? Quantify and qualify what change/success is being experienced for the community.

## EXTRAS

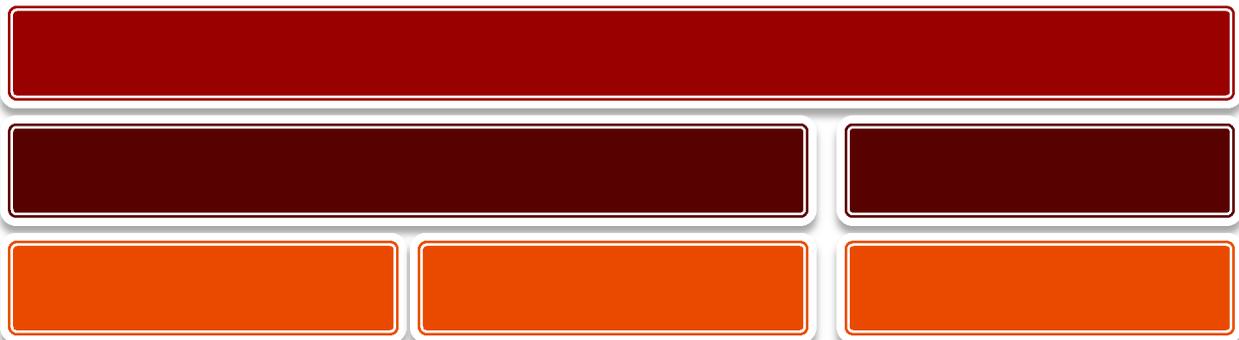
An example of CCP strategic program support is best illustrated by the Community Meetings held on December

a partnership made between the University of Northern British Columbia's Environmental Planning Program and the Lheidli T'enneh Lands Department. In the summer of 2008, the Lands Department via the Lands Authority supported the creation of a fourth year class dedicated to in the fall of 2008, a small class of fourth year Environmental Planning major students from UNBC contributed to the body of missing literature on LTN Planning processes.

The Lheidli T'enneh planning methodology not only informs the CCP, but also strengthens community ties through communication and inclusion.

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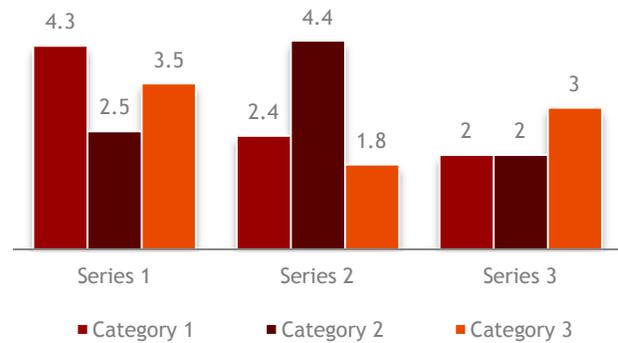
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