From Administration to Governance

Lheidli T`enneh Institutional Mapping

July 2010

Executive Summary

The Institutional Mapping Document for Lheidli T`enneh maps out processes that will assist in the advancement of sovereignty for the Nation. Processes are articulated that will ensure the codification of Lheidli values and identity within governing institutions to ensure the protection and transmission of their distinct Nationhood.

Processes to support shifting from administration to governance include the development of Institutions of Process that revitalize and recreate traditional forms of governance and view community inclusion in the design and monitoring of performance management structures as a healing and recovery strategy for the Nation.

Shifts in practice to a Directorship model is recommended as a strategy to prepare for increased jurisdictional authority as the development of internal expertise in key areas of Health, Education, Lands, and Economic Development, along with creation of local policy, will build capacity and knowledge required to develop systems that will be able to manage the transition to expanded scope of authority.

Use of a modified *Balanced Scorecard Approach* to performance management that can incorporate dimensions of citizen engagement and strategic approaches to partnership development with industry and government offer strengths not captured in assessment mechanisms that are focussed solely on economic advancement as an indicator of performance.

The use of a comprehensive planning framework that creates a series of linked plans embedded in broader community-driven priorities will offer clarity for responsibilities and departmental mandates. This will be further served by moving into a systems approach that will ensure required connections and linkages are in place for strategic development of initiatives and will lay the foundation for ongoing connections required for effective governance.

As departments are supported to expand and grow, additional resources can be leveraged and opportunities can be provided for the community to develop skills in a supported environment with entry level opportunities offered within Nation service departments. Education is reframed as a healing and liberation strategy with the ability to support collective mobilization and cultural revitalization that provides the foundation for sovereignty.

Risk management is addressed within the context of broader performance measurement frameworks and guiding policy that ensures capacity for strategic growth and expansion. Departments and staff are supported to acquire skills and knowledge to build capacity for risk management as part of their delegated responsibilities and it is addressed within strategic planning frameworks.

Contents

Introduction

The work to develop an Institutional Map for the Lheidli T'enneh Nation began with a TRM tabled in 2008 and has extended into the 2010-2011 fiscal cycle. The work underwent several iterations before becoming part of the work of Lheidli's Capacity Consultant in early 2009. The process of completing the work involved the incorporation of previous planning documents, TRM reports, the Comprehensive Community Plan (CCP) and several conversations with staff, Council, and to a limited extent community members through various projects and initiatives over the past two years.

The Lheidli Nation is currently undertaking a community consultation process to determine governing structure and as a result this report focuses on the processes of governing as opposed to detailing the shape that Government will take. The intention is to examine how effective governing structures are to be developed, the mechanisms that will need to be in place to add to effectiveness, and to identify key areas that will support the transition from the Indian Act to governing by whatever mechanisms make sense to the community.

Lheidli T'enneh Nation Building

Under Indian Act structures, powers of Aboriginal governments have been limited and Councils have become in essence delegated administrators without any real power to direct the course of their nations. Decisions become limited to compliance with Federal requirements and powers of true sovereignty are given little opportunity to mobilize (Calliou, 2007). Transitioning to Self-Governance is a complex process that involves the development both of hard institutions such as laws, codes, policies, and human resource requirements as well as institutions of process that can be thought of as being made up of the principles, values, and intentions the laws, codes, and policies rest upon.

The Lheidli T'enneh Nation has undertaken several initiatives to exercise their sovereignty and has made significant progress in areas of Land and Resource Management and partnership development at regional, municipal, and provincial levels. Lheidli is also actively involved in treaty negotiations and has had the opportunity to hold several discussions regarding their traditional territory and hopes for the future. Regardless of the path chosen, there are essential functions that the governing bodies for the Lheidli T'enneh Nation will need to draw down, develop visions and plans for, and build capacity to undertake.

Institutional Mapping Structure

According to the Constitution of Lheidli T`enneh, an institution is the Lheidli Government, Government Body, Commission, or similar body established under Lheidli, Federal or Provincial law. In terms of governance, policies, codes, and laws can also be considered institutions as they are the foundational pieces that define how the government does its work. In looking at the creation of an Institutional Mapping structure for Lheidli, it is reasonable to expand the structure to include aspects of both. The process of becoming fully self-governing involves the systematic removal of externally imposed, oppressive systems in order to replace them with culturally appropriate ones.

Previous TRM reports and the Constitution identify the need for closer connections to the community in terms of planning and oversight mechanisms for governing systems and formalized processes to support a deeper level of engagement need to be developed as a component of overall operational planning. In reviewing work to date outlining structural requirements for Lheidli governance, the work has centred on the capacity to exercise jurisdictional authority though various models and administrative options. While there are elements included that will ensure that Lheidli is able to exercise control over the systems that are used to govern their Nation, there appears to have been limited articulation of how those systems go beyond administering jurisdictional authority into upholding and institutionalizing Lheidli values and identity.

Institutional mapping can offer assistance in articulating how shifts in practice can occur to prepare Lheidli for assuming greater jurisdictional authority. In looking over previous data and information that has been complied on behalf of the Nation, it is logical that the next piece to develop is how to get to there from here in shifting from administration to governance. Drawing down powers of law making and direction setting are the central components of exercising sovereignty and it is essential that Lheidli begin to develop their capacity now to use these powers effectively on a much larger scale. If done correctly, the skills developed now become the building blocks for Governing a Nation. Developing the tools required for effective governance in the context of the limited scope of authority currently held will mean that effective date planning is, as much as possible, about translation into an expanded scope of authority.

Governing and Governance

Governing - to make and administer the public policy and affairs of a sovereign authority.

Governance –the processes and activities of governing relating to three dimensions - authority, decision- making, and accountability exercised through establishing expectations, granting power, and measuring performance through the achievement of political and societal goals.

– Institute on Governance

In looking at proposed structural changes for effective date (previous TRM reports), several of the proposed changes and expanded mandates could be incorporated into departmental growth and development plans that would begin to lay the foundation for expanded jurisdiction. The change that needs to occur to enable this to begin to happen is found in the development of comprehensive plans and strategies for the next level of governance as the Nation restructures its operations to be better positioned to capitalize on opportunities that are aligned with their strategic vision.

As mentioned previously, the Lheidli T`enneh Nation has made significant progress in exercising sovereignty in relation to Lands and Natural Resources as negotiated under the Lheidli T'enneh Land Code and in partnership agreements with Municipal and regional partners. However, the same degree of sovereignty has not been possible in areas that have the potential to create the greatest visible impact for Lheidli citizens. Direction setting for Health, Employment, Education, Training and Social programs has been restricted due to reliance upon INAC funding contributions and the parameters that accompany them. Resources have been invested in including the community in planning related dialogue regarding these areas, but access to opportunities for expanded resources have been limited and dialogue is most often restricted to how to use limited resources more effectively.

If we accept the idea that sovereignty includes at its foundation the power to set direction as an act of self-determination, one of the key areas for capacity development is in building skills, protocols, and mechanisms for setting direction, particularly in areas where it has been absent. Efforts during the development of the Comprehensive Community Plan (Krebs, 2009-2010), environmental planning, health initiatives, and various collaborative program planning sessions have provided opportunities for new conversations to occur within the community and between programs, and when looked at in the context of governance, begin to identify promising practices valuable to informing the shift.

Governance extends beyond administering into determining interactions and relationships between systems and those they are meant to serve. The colonial process severely restricted Aboriginal peoples' access to the systems used to govern their communities and activities. As new institutions are developed to govern the Lheidli Nation, a central feature running throughout the systems developed will be mechanisms that define the connection to the community and the authority they hold in setting direction and monitoring progress. How the business of the Nation is done is a reflection of the values the society holds and the closeness of the relationship between governors and the governed will be one of the crucial changes. Direction setting, transparency and accountability will have different meaning for the community and will be exercised in accordance with Lheidli values and traditions. It will be in how these principles are put into action that will redefine governance for the Nation.

Governance and Cultural Revitalization

In looking at the literature surrounding effective governance for Indigenous Nations, it is consistently identified that the institutions need to be culturally reflective, uphold the vision of the people they are meant to serve, and need to rebuild trust to overcome colonial fracturing (Calliou, 2007). Policy and laws are easily developed if viewed simply as mechanisms of compliance where we are making sure we are meeting expectations to administer the rules that are externally set. However, they become more complex when viewed as the expression of values and principles that reflect fundamental aspects of what it means to *be Lheidli*. The process of creating effective systems of governing is not the simple translation of Carrier language and principles into English policy and law as the underlying epistemologies (how we think of what knowledge is and how we come to know something) and worldviews of the Carrier People are the essential components required to build the foundation for the governing structures of the Nation. When viewed in this context, they are more difficult to capture and gain consensus on.

Institutions of Process

If we see sovereignty as "reconnecting to the common law of what it means to be a human being in that Nation" (Williams, 2009), the place to begin is in determining what that means for the Lheidli T'enneh Nation. As such, the process of developing governing structures involves not only the examination of legal requirements as articulated in Lheidli's side agreements, but also in the exploration and codification of *Lheidli Common Law* as known to its members through oral histories, cultural practices, and ways of understanding the world around them. How we speak of and protect the things of value to us are expressions of what we hold sacred

as people and define our relationship with the world and each other. In this context, revitalization of cultural practice becomes an act of sovereignty.

When one considers and recognizes the cultural genocide that the Colonial process inflicted upon Canada's Indigenous People and its ongoing effects, the complexities involved in capturing and articulating Lheidli Common Law become clear. Mechanisms for cultural transmission have been intentionally eradicated and reclamation can be complex and difficult. If the governing institutions developed do not at their very core serve to uphold distinct features of the Lheidli People, the risk is continued loss of cultural identity as systems run the risk of mirroring and replicating those that have been externally imposed.

If we approach the work in a way that supports the shift from compliance based governing into the building of effective systems of governance, an opportunity is provided to develop mechanisms that place into law and common practice systems that support cultural transmission and codification of elements of Lheidli identity as a distinct society.

If we accept that cultural alignment is critical to effective governance, it follows that institutions will only be as strong as the processes used to ensure that the essence of Lheidli identity and culture are captured. When speaking of institutions of process, we are talking about targeted strategies and processes required to ensure the incorporation of the stories, values, perspectives and vision of the Lheidli People. In this context the role of governors expands beyond compliance and jurisdictional authority into one of stewardship for the preservation and transmission of culture and identity for the nation they represent (Begay, 2009).

Hall (2008) goes on to say that revitalization of cultural and traditional practice can offer sustainable solutions to issues such as economic development, housing, and social issues as they ensure that any responses developed are culturally and community specific. She includes a quite by Taiaiake Alfred illustrating the importance of reclaiming a community's knowledge of themselves;

> *Decolonization...is a process of discovering the truth in a world created out of lies. It is thinking through what we think we know to what is actually true but is obscured by knowledge derived from our experiences as colonized peoples (p. 157).*

When we look at how all of this fits into an Institutional Map for the Nation, what begins to emerge is the need to build cultural competencies and dialogue into all of the Nation`s operations and policies. Cultural transmission and the codification of Lheidli values become purposefully embedded into all organizational structures and practice. Components such as comprehensive employee orientations that include elements of Lheidli history and strategic vision, skill development for inclusive consultation, planning, and policy development, and the

creation of mechanisms for the revitalization of ceremonies, language, history, and cultural practice moves from sidelines to centre as the foundation of revitalized Lheidli governance. Through these mechanisms citizen engagement becomes standard operating procedure. The result is that revitalized cultural practices, values-based planning, and citizen engagement become components of planning frameworks with indicators of progress.
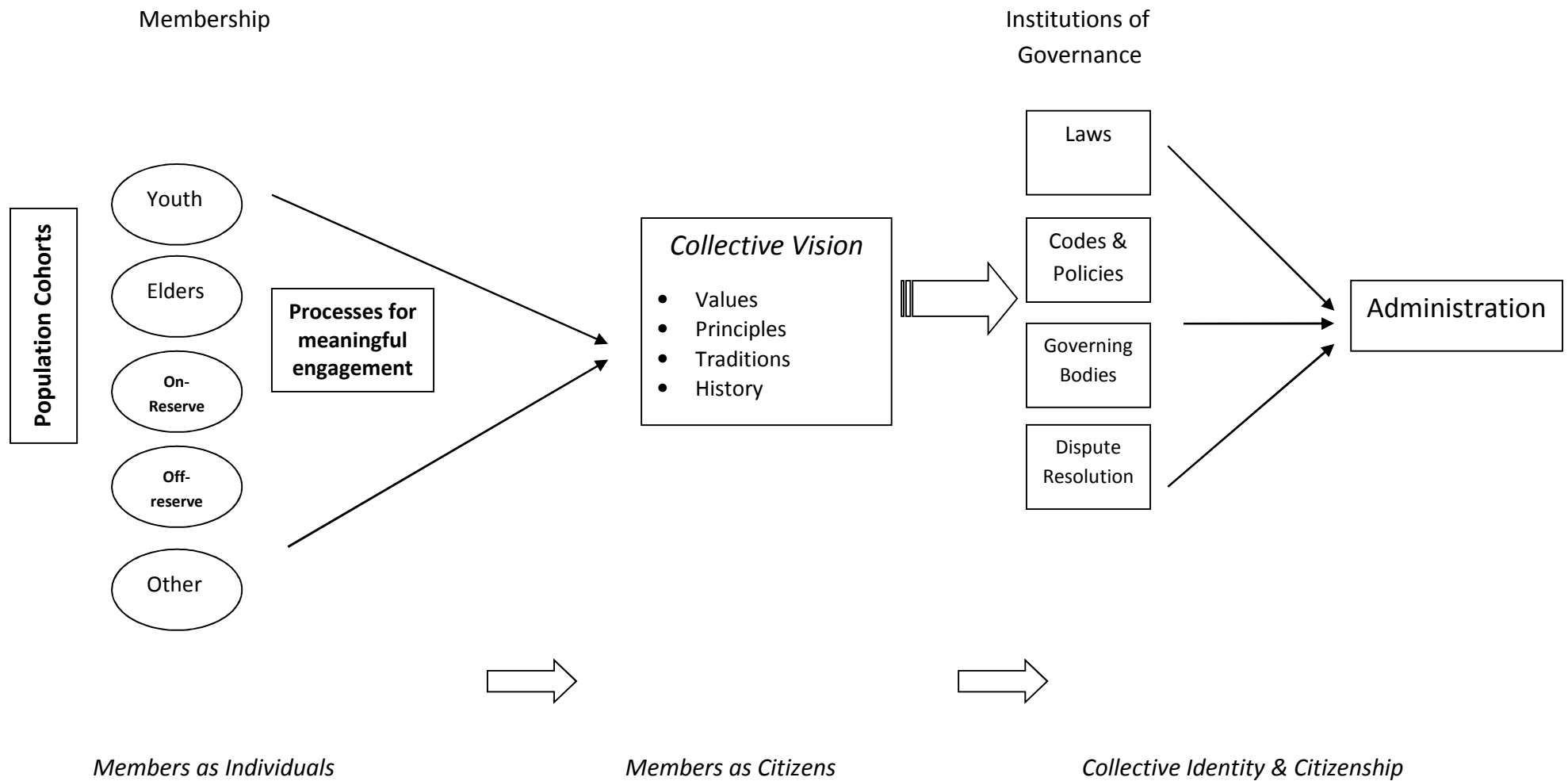
As community is included in the creation of processes and structures for governance, capacity building becomes a process of reciprocal growth and development. Information is exchanged, knowledge is developed, and collective problem solving and direction setting become the norm. The result is that relationships are reaffirmed, responsive systems develop, community members are meaningfully engaged, traditions are revitalized and political, social and cultural capital develops (Ricks et. al., 1999).

Beyond Citizen Engagement to Ownership

The National Centre for First Nations Governance advocates for a conceptualization of governance that includes the creation of `systems and processes where citizens articulate their interests, exercise their rights and responsibilities and reconcile their differences` (p.vii). Central to their perspective on governance are the underlying principles of meaningful engagement with citizens accompanied by collective responsibility and collaborative direction setting (NCFNG, 2009). As Lheidli moves forward on its path to self-governance, it will be important to establish processes that ensure not only citizen engagement, but responsibility and ownership for advancing the Nation`s priorities. This will mean greater involvement at the community governance level as well as support for citizen engagement in understanding processes and mechanisms of governance. Transparency becomes a process as well as an outcome as the Nation`s citizens are supported to know the systems and institutions that govern them and are given the opportunity to redesign them based on their traditions and values.

An exploration of consultation within an Inuit context (Price, 2008) captures the essence of what is possible through community engagement and how it supports the development of knowledge, relationships, and both social and collective responsibility.

> *Imagine what political consultation would look like if it was guided by an expectation that comes from Inuit governance. Political consultation would be treated as a site where community members gather to share experiences, and time, energy and focus are directed to the community. Gathering and sharing experiences would allow communities to create their own knowledge methodology – their own way of understanding themselves. In doing this, communities will have direct access to their own knowledge base...building a collective vision for the future. (p.135)*

Membership

Institutions of
Governance

Population Cohorts

- Youth
- Elders
- On-Reserve
- Off-reserve
- Other

Processes for meaningful engagement

Collective Vision

- Values
- Principles
- Traditions
- History

Laws

Codes & Policies

Governing Bodies

Dispute Resolution

Administration

Members as Individuals

Members as Citizens

Collective Identity & Citizenship

Process of reconciliation and healing through collective visioning and remembering

Lheidli has a long history of various initiatives that place into practice principles of community inclusion in governance as seen through the Lands Advisory, Consultation Protocol (draft), Tanno T'enneh Board of Directors, Governance Initiatives Working Group, youth engagement activities, and formation of program-based community committees. Although viewed as offering valuable input for programs and services, these committees also offer opportunities for collective skill building and knowledge development as members are supported to understand the purpose and potential their involvement holds for the Nation and its growth. In turn, community members build the capacity of the Nation's employees. Opportunities for meaningful input already exist; it is the placement of those initiatives into the broader context of strategic directions that is absent.

One of the challenges encountered has been the need for capacity building at the committee level that is often not included in program resource allocations. However, if placed within a broader context of governance capacity development, committee engagement begins to fulfill a strategic goal of the Nation with respect to community inclusion. Perhaps more importantly, processes for citizen engagement hold the possibility of becoming a journey of healing, discovery, and remembrance for the Lheidli Nation and its people that contrite to self-determination.

The reason this specific example is highlighted is to illustrate that several of the shifts required to advance governance capacity for the Nation are not necessarily based in new projects or people, they are about expanding upon what is already occurring and adding additional skills, competencies, and perspectives for the organization, leadership, and community to act upon. This can only be accomplished within a broader strategic approach that is best captured within a comprehensive plan for expanded authority that ensures well thought out, targeted strategies are accompanied by clearly articulated performance indicators and assigned responsibilities. As the community is supported to be included they feel empowered and valued, collective experiences become healing strategies and they develop new conceptualizations of citizenship

> *Ultimately, the processes of self-government and community healing are related. Individual healing fuses self-actualization and political commitment through a deeply spiritual understanding of one's cultural identity. This process of individual healing produces people who are firmly committed to the idea of cultural revitalization and self-determination.*
>
> *Warry, 1998, p. 256*

Performance Management

Performance management is best thought of as a set of tools and processes used at multiple levels throughout the Nation's operations that are designed to support planned outcomes and strategic directions. If designed and administered effectively, they have the capacity to become the tools that create a sense of cohesion and progress.

> *Performance management is the strategic use of performance standards, measures, progress reports, and ongoing quality improvement efforts to ensure an agency achieves desired results (Artley & Stroh, 2001).*

As Lheidli further enhances and develops their systems of governance, performance management will be an important feature in outlining processes for direction setting and accountability. When viewed as mechanisms used to assess overall progress for the Nation, clearly outlined planning and reporting frameworks have the potential to become a point of integration for all levels of the Nation's work.

Performance Management Model

Tools can range from individual level employee assessments, departmental target setting, tracking and reporting for large scale partnerships and initiatives, and population based information like unemployment rates, numbers of new business developments, and numbers of high school graduates. Regardless of the approach chosen, tools need to be selected based on their ability to offer useful information, ease of use by the organization, and the ability to be understood by Lheidli citizens.

An additional point offered for consideration is that performance measurement tools also have the capacity to offer mechanisms for trust and relationship building with the community. The processes used in the exchange of information where we have inclusion in direction setting combined with effective feedback and reporting mechanisms offer the possibility of recreating principles of collective decision making and systems of communal accountability.

It is possible to use a combination of approaches that include those defined as *collaborative* and *participatory* where the focus is on working with the people who access the services being measured to set direction for service design and assess effective delivery and performance. Although these methods are commonly chosen when working with not-for-profit groups or marginalized people, they have a longer history connected to mobilization and empowerment of populations who have experienced oppression (Friere, 1970) and may offer opportunities for empowerment and cultural renewal.

Integrated System Approach to Performance Management

Internal tools have been developed for Lheidli's use over the past three years in the process of building administrative capacity and although intended to measure individual level job performance, they have limited ability to contribute to broader aspects of performance management as they are not linked into a larger framework of administrative direction and priorities.

There are common stages to the development of any performance measurement system that Lheidli will need to work their way through. In the first stage priorities and directions need to be set, the second stage involves the development of goals and targets along with the tools used to assess performance, the third stage focuses on outlining who is responsible for what, the fourth involves collecting and analysing the information, and the fifth is where the information is brought back into the system to review performance and evaluate the quality of the information to see if we need to fine-tune the system. The sixth and last stage completes the cycle as it involves reporting back to the community and gathering new information that

feeds into reviewing and revising priorities and directions, beginning the new cycle. It is an ongoing process that is developed and revised continuously and the cycle can range from a few months in a project to annual and long-term planning.

Best Practice Examples

A collaborative study between the Governments of Canada and the United States exploring best practices in performance measurement found that the best measures of performance are based in strategic priorities that have at their centre the needs and satisfaction of the population groups they serve (in Artley & Stroh, 2001).

They outline eight key features of the most successful systems:
- Leadership is critical – the process must be lead and championed by senior staff
- An overall conceptual framework needs to be in place to guide the system – people need to understand clearly how all the pieces fit together and to have an overall understanding of "the system"
- Internal and external communication is vital to the system`s success
- Accountability for results need to be assigned and understood – everyone needs to know what they are responsible for
- Performance measurement systems are not simply information gathering mechanisms, they need to ensure that they provide information that supports better decision making
- Compensation needs to be linked to performance measurement
- The systems should be positive and inclusive not based on punishment
- Information regarding results and progress need to be shared in meaningful ways

Overall, what this means for Lheidli is that any system developed needs to be well thought out, clearly structured, linked to a broader plan, and be able to provide useful and manageable information. It will require time, resources, and effort to develop and the inclusion of community, staff, and Leadership in the design will provide a solid return in the long run. Any system of measurement will need to be accompanied by a parallel system of incentives and compensation and links back into annual budgeting, planning, and long term visioning for the Nation will be essential.

Models may differ but the processes involved in the creation of performance measurement systems are basically the same. Set clear priorities, assign responsibility, develop measures that assess how well things are moving forward, keep information flowing, and revise plans based on new information and circumstances.

The University of California has identified five basic categories of performance measures. They are efficiency – the ability to perform a task, effectiveness – the ability of internal processes to guide and manage the work, quality – work being done correctly, timeliness – work being completed on time, and productivity – the amount of resources required to produce work (Training Resources and Data Exchange, 2001). Most of the categories are fairly simple to measure through work plans and employee assessments, but become more complex when considered in the context of governance. Performance measurement for the governing components of Lheidli's work will require a system that has the capacity to assess several levels of performance for multiple stakeholders that can also incorporate community-based accountability structures.
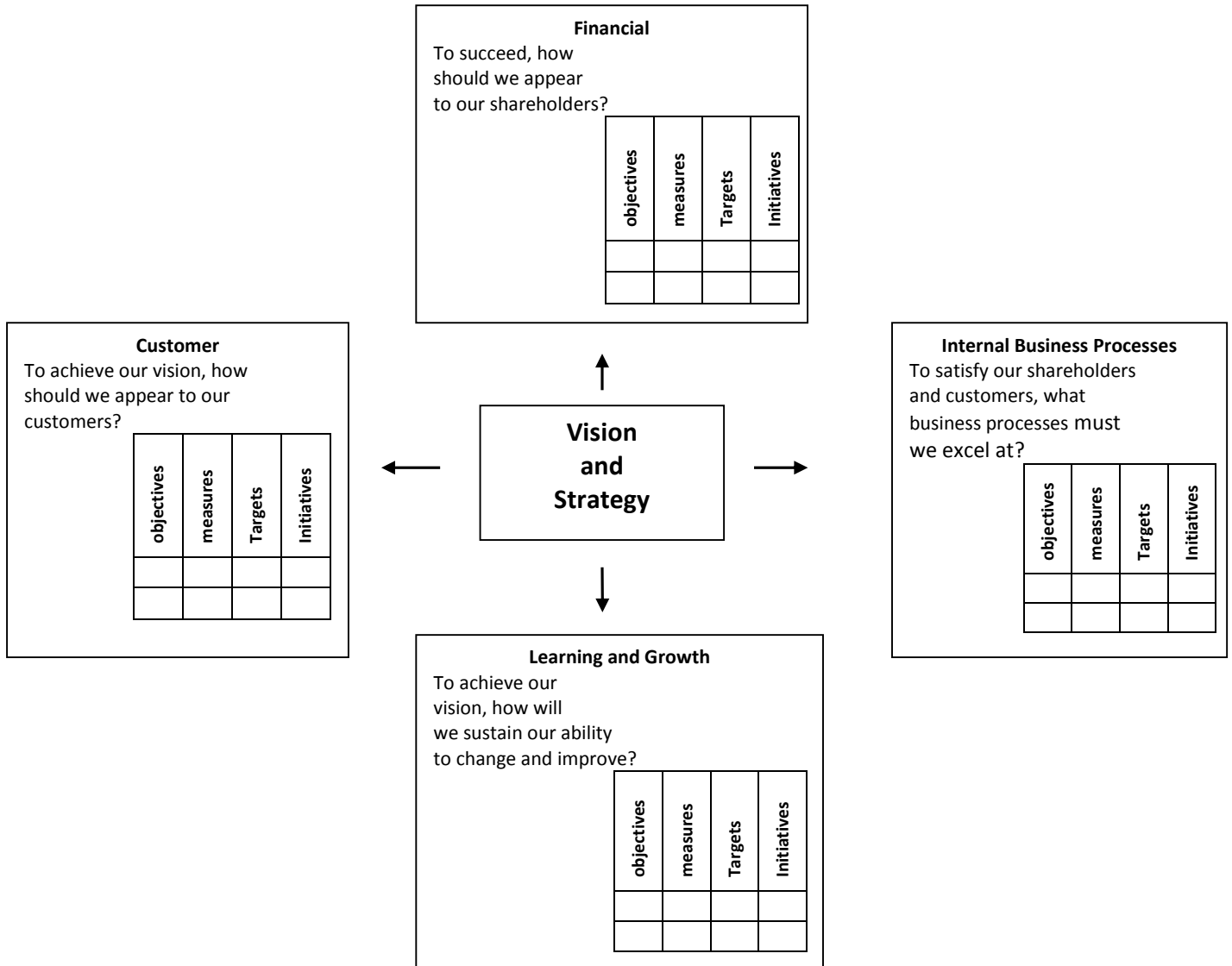
Recommended Structure

In looking at models that provide promising practices for the Nation, it is recommended that Lheidli consider a version of the *Balanced Scorecard Approach* (Kaplan & Norton, 1992) as it enables an organization to create a multi-dimensional performance measurement framework that links performance to vision. The Balanced Scorecard approach is different in that it reaches beyond typical monitoring systems into the measurement of non-financial areas of performance. The model is traditionally based on four dimensions - Financial, Customer, Internal Business Process, and Learning and Growth – and its strength is that it becomes both a measurement and management system that offers the ability to turn strategic plans action.

In the use of the Balanced Scorecard, the Learning and Growth dimension enables an organization to see its workers as an asset and a resource that can be developed as a key piece of the success of the Nation. Learning and growth are viewed as continuous processes that require ongoing investment and development. The Internal Business Process dimension looks at the business case of the organization and how well it's products and services are meeting the needs of its customers. The Customer dimension assesses customer focus and satisfaction, and the Financial dimension combines traditional financial data with additional measures of risk assessment.

If Lheidli were to use a similar approach, the dimensions could be adjusted to view the advancement of sovereignty as the business of the Nation and the language would change to reflect this. *Shareholders* are the community, *Customers* are those wanting to do business with the Nation, and the *Internal Business process* and *Learning and Growth* dimensions are able to expand to include elements critical to the achievement of sovereignty and measured back against principles and values of the Nation that include aspects of cultural revitalization. The model would support the articulation of how the community is included, what the desired

outcomes are, and how they are measured on each dimension including cultural and social elements.

Adapted Balance Scorecard (Kaplan & Norton, 1992)

Financial
To succeed, how should we appear to our shareholders?

objectives	measures	Targets	Initiatives

Customer
To achieve our vision, how should we appear to our customers?

objectives	measures	Targets	Initiatives

Vision and Strategy

Internal Business Processes
To satisfy our shareholders and customers, what business processes must we excel at?

objectives	measures	Targets	Initiatives

Learning and Growth
To achieve our vision, how will we sustain our ability to change and improve?

objectives	measures	Targets	Initiatives

The development of a modified system would require that clearly articulated goals and outcomes be developed for each dimension to be used to guide the work of the Nation`s branches and departmental mandates would need to shift to be able to capture the intention of the work in the context of advancing sovereignty. The inclusion of assessment measures that monitor community inclusion and revitalization of cultural practice will ensure that Institutions of Process that promote cultural transmission are included as a key functional area.

Regardless of the approach taken, performance measurement begins with a clearly articulated plans and focus areas that serve as guides to determine resource allocation and investment. Performance is assessed back against demonstrable progress, movement, and effective management of priorities identified in the initial planning processes and reporting frameworks are designed to target multiple audiences.

Development of Goals, Targets, and Tools for Lheidli

The process of measurement can be intimidating for everyone and especially difficult to implement if the systems seem foreign and externally imposed. Complexity is something to be thought of in their design and simple is most often better. The complexity of the system will naturally evolve over time as more elements are incorporated and starting with something manageable is a good way to build skills, confidence, and familiarity.

The critical elements in the design of performance management systems for Lheidli will be who is involved in the development, how the process is viewed, and defining what is seen as valuable information. The inclusion of both staff and community will an important part of generating buy-in and commitment to the process. Determining what the indicators are, developing strategic priorities, and the construction of appropriate targets begin to put into action process-based institutions that offer mechanisms to support meaningful involvement for staff and community.

As staff are likely to be required to take responsibility for and be assessed by any system developed, their feedback and involvement from the outset will be important to successful implementation. The people working for the nation will be valuable resources as they are able to answer the *what*, *why, and who* in the design of the system – what we need to know, why we need to know it, and who we need to tell – and building the skills from within will be an important element of capacity development.

The processes need to be value added in the sense that they offer the opportunity to improve effectiveness, efficiency and relational aspects of the work both internally and externally. If people cannot clearly see the intention and function of the measures, it becomes difficult to generate ongoing commitment and investment. The design needs to purposeful and to serve a valuable function in order to generate commitment and justify resources. When designing the system it will be important to think about the information that needs to be gathered on multiple levels. Some of the information will serve to inform progress regarding targets for employees, administrative or governance objectives, and some information will serve to advance external partnerships and initiatives. A key element of the design process will be to

determine what the dimensions of meaning are and they are likely to include several areas that incorporate business development, social advancement, achievement of management objectives, and growth.

The third consideration will be the need to frame the process in a context of continuous improvement that places a high degree of value on learning. It is not possible to design a system that will meet every need and as such it is better to be thought of as a living process that is continuously improved. It will take time and investment to put it all together and it is critical to be realistic and take small steps. It is like putting together a large puzzle and each piece needs to be considered for its individual contribution and how it fits into the bigger picture.

It will be important to know what to focus on as key elements and be mindful to limit the choices as sometimes more information is just more when a smaller amount would be better. Over time the process will evolve and become more efficient, but at the beginning figuring out what to measure and how will be a time of growth and learning and will require time and patience to develop. It is recommended that Lheidli begin with small steps that involve building the skills and capacity to design the systems and to think of the first year as learning the skills and developing opportunities to pilot them.

Comprehensive Planning

As the Nation continues to expand, the need for strategic growth and development will become critical. The ability to clearly articulate where the Nation is headed, how they intend to achieve their priorities, and how progress will be measured are essential tools to ensure effective resource allocation, leveraging of partnership opportunities, and managing growth. Although multi-level planning can be challenging to navigate, the absence of a strategic approach becomes increasingly costly for the Nation. Without a master plan, the Nation encounters challenges arising out of the absence of targets to measure opportunities or initiatives against and no way of evaluating if meaningful progress is being made.

Pieces of visions and plans can be located but a mechanism for bringing them together and linking them into a path forward has not been used up to this point. All of the initiatives have, to varying degrees, helped clarify areas of future growth and development for the Nation but lack formalized mechanisms for becoming part of strategic direction setting. The recent draft of the CCP outlines some priorities and focus areas, however the recommendation is to develop a comprehensive planning framework that touches upon all areas of the Nation's work and has the capacity to include multiple areas.

The reality for Lheidli is that processes to support initial stages of planning already exist; it is the mechanisms to capture the information that require development. Several pieces of information that could feed into a comprehensive plan exist in separate documents and could provide the basis of a preliminary framework once aligned with identified priorities. The suggested approach for Lheidli would be to undertake processes to identify elements of a guiding vision and to then review existing documents and information that could flesh out some of the details. For example, the process could begin with the *Declaration of Lheidli T`enneh* (Lheidli T'enneh Constitution, 2007) as a guiding vision with a review of work to date that may contribute to moving key areas forward.

Declaration of Lheidli T'enneh

We are Lheidli T'enneh – the people from where the two rivers flow together.
Like the rivers, we aspire to move ahead as an organized, highly motivated, determined, and self-reliant Nation.
We are a proud, united people whose purpose is to ensure a future that will provide a better quality of life while flourishing with our environment.
Our traditions and cultural beliefs are the driving force of our success and destiny.

If we look at the Declaration, what we begin to see are key elements that the Nation can use in laying the foundation for a guiding vision. Principles of sovereignty, community inclusion, environmental stewardship, cultural revitalization, and sustainability are all captured as focus areas that could support the realization of the declaration. It is not necessary for each of the Nation's branches to have separate visions to guide their work, they would instead use the vision of the Nation as a guide and each department would look at how their plans and program mandates contribute to overall advancement. Each department and initiative becomes a spoke in the wheel.

As a planning tool, the guiding vision becomes the bones that everything hangs from and various initiatives are measured back against their ability to create strategic movement. It may take some effort to determine if the declaration captures the vision of the Nation, however, once this is established consultation can move beyond what the Nation wants to see happening into *'how we get there from here'*. The Constitution goes on to say that Keyohs, the connection to the land, meaningful jurisdiction, and socioeconomic and wellness equity are central to Lheidli Nationhood. It would be possible to offer the declaration to the community, elements of the vision that have been further articulated through various initiatives, and move into collaborative direction setting as the planning framework develops. The community could offer feedback and focus areas could be revised accordingly. This would support moving beyond gathering more information into action planning for what is already known.

An example of how this might occur could be at Lheidli's Annual General Meeting – the time and space could be used for collaborative planning processes that are fun, engaging and do not involve moving everyone through gruelling planning exercises. For example, different walls could be used for generating feedback on current activities, ideas for projects, and for clarifying what some of the broader principles contained within the vision mean to the community. Quarterly planning and information fairs could be held and requests for informal meetings with Council and staff could be mobilized through soup and bannock lunches held monthly. Every time the community gathers together, either as a whole or in smaller groups, an opportunity is provided to share information, plan together, and rebuild a sense of cohesion. The process also offers built in sustainability as directions and priorities are created in a public arena with community input that can transcend turnover in staff and Leadership and the process has the capability to become the foundation for the development of a long-term plan that can be ratified at the community level.

An additional consideration is for Lheidli to think about using innovative practices such as Appreciative Inquiry (Preskill & Catsambas, 2006), Asset-Based development (Kretzman & McKnight, 2005), and conversational approaches to community transformation (Block, 2008). The beauty of these approaches is that they offer recognition for existing capacities and are not complex to administer. With simple changes to how and where meetings occur, how conversations take place and what is offered back to the community, significant shifts can occur. It may require some training and mentorship for staff and Leadership, but once the processes are familiar they are powerful as they offer the opportunity to simplify what can be seen as complex processes and can turn *what works* into *how it is done* as common practice.

> *Community based development approaches have the potential to reposition Indigenous Peoples as active participants in the development process rather than as passive recipients of development assistance (Jensby, 2000, p. 33-34).*

As the Lheidli T'enneh Nation moves from administering into governing, new tools and structures will be required to set parameters for growth and development. Knowing how to mobilize opportunities and resources will be only one piece of the picture as the Nation sets direction. The Nation will be well served by the development not only of policy for culturally reflective administration and management practice that provides for effective tracking, but also in the development of boundaries for culturally aligned growth.

 An example is found is in the work of the Western Australian based National Aboriginal Corporation that drafted the *Songman Protocol* (2004). The protocol outlines processes and parameters for culturally aligned resource use and development and incorporates elements of

both traditional and contemporary law. Lheidli may want to develop their own Corporate Charter that outlines values and principles that will provide the foundation for economic growth that will ensure that any initiatives include aspects environmental preservation and stewardship. Recent work by the ISO may also be of interest as the regulatory body has begun developing standards for incorporating social accountability as many nations and governing bodies at the international level, including the UN, have begun to advocate for moving beyond financial reporting into the incorporation of sustainability reporting that includes reporting on both social and environmental aspects of economic growth (Kaos Pilot, 2009).

Planning the Plan

Strategic planning for the Nation needs to begin with a clear sense of where the Nation wants to go and how different layers of planning will be created. Ultimately, what is developed is a network of plans that fit together with increasing detail as their focus narrows – the master plan would have broad-based priorities, operational plans would have targeted focus areas, department plans will begin to map out strategies and initiatives, and the last layer of the planning framework would be individualized work plans. The result is a unified approach that enables the Nation to see how all the components fit together and to ensure that appropriate skills and resources are allocated strategically.

In the development of plans for the Nation, some advice for consideration is the avoidance of planning Islands or replication of programming silos through the planning process. Separation between programs, often called program silos, is often viewed as a symptom of poor information sharing and efforts are then targeted at increasing the exchange of information in the belief that it will reduce separation. While information sharing is an essential component of creating integrated programming, it is not enough on its own. In order for Lheidli to build integrated systems that will lead to streamlined service and reduction of overlap, collaborative planning and decision making will be required. The processes are also valued added in the sense that they offer the opportunity for staff, Leadership, and community to build familiarity and knowledge of all services and departments.

As the various planning pieces are completed, they begin to map onto a larger matrix that is able to capture greater detail. Although the mapping process can be time consuming, it is an important part of the process as it serves two key functions. Mapping plans onto a matrix that links priorities with strategies and outcomes supports the team to work together to identify challenges that may arise and to develop potential responses during the planning process. At times, it is through conversations during the mapping process that groups begin to understand the complexities of what they are trying to achieve, which better prepares them for the setting of realistic goals and timelines.

The second function the mapping process serves is to support the generation of a collective sense of direction and the opportunity to talk about the capacity of staff and departments to make commitments and take on additional work. As mentioned previously, the planning process will require the allocation of resources and staff time will be one of them. Adjustments to workload will need to be made to accommodate both the planning activities as well as new priorities that develop.

Establishing Priorities

The key to building any plan is the creation of a solid foundation that ensures stability. The process of establishing priorities for the Nation will be the place of beginning and is likely to include document reviews, community consultation, and staff and Council planning sessions that will begin to map out focus areas. Priorities may also include areas that extend beyond administrative mandates that reach into mobilization at the community level that is self-directed. The community may identify for itself activities or projects they wish to take on with the support of staff and Council which begins to create ownership and empowerment. Every project, no matter how small, can contribute to change within the community and provides opportunities for local leadership to develop, but some sense of where the Nation is heading helps in determining when and where to invest.

Staff time and resources will need to be dedicated to the process and this may mean that other opportunities will need to be delayed or set aside in favour of investing in the development of plans and strategies. This can be difficult as there are always ongoing demands and opportunities that require attention. At times however, progress and movement need to be put on hold while stable systems are created that ensure that growth can occur within a context where it can be managed effectively (Cornell & Kalt, 2007).

Several areas have already been identified and are likely to provide foundational pieces for Lheidli to move forward with; however it will be important to develop some process of determining what areas should be targeted given the vast possibilities and opportunities facing the Nation. Some focus areas will be easily identified priorities as they are building blocks to advancing all of the work of the Nation. However, it will be important that planning processes have the ability to identify crucial areas that extend beyond administrative priorities. For example, preservation of Lheidli dialect may not fall under any program's jurisdiction, but if deemed crucial to Lheidli Nationhood, it becomes an area that new initiatives may need to be developed for. That said, identifying which areas have greater importance over others will be challenging and reaching consensus may be difficult at times.

In conversations occurring within the development of the Governance Policy, dimensions of planning were discussed that may assist in creating a priority system. The dimensions put forward were Preservation, Expansion, Mobilization, and Development. If these dimensions are placed into a planning table, a second dimension is required to begin to develop focus areas. In looking at the literature, best practices recommend the *Five Pillars* used by the National Centre for First Nations Governance – People, land, Laws and Jurisdiction, Institutions, and Resources.

NCFNG Pillars	Preserve	Expand	Mobilize	Develop
The People • Strategic Vision • Meaningful Information Sharing • Participation in Decision Making	What in each of these areas do we need to target because something is at risk of being lost?			
The Land • Territorial Integrity • Economic Realization • Respect for the Spirit of the Land		What do we already have happening that we need to build upon?		
Laws and Jurisdiction • Expansion of Jurisdiction • Rule of Law			What opportunities do we need to move forward on?	
Institutions • Transparency and fairness • Results-Based organizations • Cultural Alignment of Institutions • Effective Inter-Governmental Relations				What are the areas we need to get ready for?
Resources • Human Resource Capacity • Financial Management Capacity • Performance Evaluation • Accountability and Reporting • Diversity of Revenue Sources				

The dimensions suggested are simply used as an example, but it is possible to begin to see how priorities and focus areas would begin to emerge as each of them is worked through. Whether Lheidli decides to use the NCFNG best practices or something else, the key is to have a sense of what the Nation is building towards that will ensure they are successful. It may make sense to begin with best/promising practices as a starting point and then adjust or revise them to incorporate Lheidli specific dimensions.

If we look at various initiatives already undertaken by Lheidli, we can see several priorities have been identified and may make sense as starting points in the planning process.

1. Creation of a guiding vision – includes values, philosophy of approach, and roles of staff, Leadership and community.
2. Development of a comprehensive community engagement and communication strategy.
3. Development of formalized structures and processes to support Nation Building approach.
4. Design and implementation of comprehensive performance management system.

In looking at effective planning tools for the Nation to begin to use, a *Logic Model* format may make the most sense given that they are the preferred templates currently used by external government agencies. Working through the model step by step requires the team to reach clarity regarding short and long term goals and the inclusion of the last column supports connections back to performance management. As the process unfolds, information generated at the upper planning levels gets distilled down into finer detail, which then becomes the information required for departmental and individual work plans.

Logic Model Template

Goals	How we get there	What we need	Outcomes Short term (1-3 years) Long-term (5-7)	Impact System level change	Evaluation
Priorities, targets, and focus areas • broken into 4 areas in balanced scorecard	Activities and strategies • challenges we are likely to encounter	Resources • time • people • Skills • training • knowledge • funds • managing risk	What will change over the next 1-7 years • skills • knowledge • behaviours • attitudes	Expected changes over the next 8-15 years • policy • law-making • population level change	How we know we are successful • what questions do we need to ask • who do we need to ask • how and when do we ask them

A logic model is built based on figuring out how you are going to achieve your outcomes and it is often advised to begin with the outcomes first and plan your way around them. What you want to be able to achieve is a clear connection between what you intend to change and how the daily work of the Nation is making it happen. Generally accepted approaches to the development of outcomes and impacts, is to keep them SMART – *S*pecific, *M*easureable, *A*ction-focussed, *R*ealistic, and *T*ime bound.

Once desired outcomes and impacts are figured out, it is possible to begin to look at what strategies and activities will contribute to the change and which departments can take the lead on specific strategies. This may be where we explore best practice, innovative programming, and where Lheidli can break new ground. This is often the time of greatest learning as new visions of what is possible develop and time needs to be taken to reach clarity and to plan for challenges and risks the Nation is likely to encounter. Time is needed to ensure that the outcomes and impacts are achievable within the context of programs and services can actually offer. New opportunities may be offered and service delivery improved, but not everything will be within the power of staff and Leadership to change. Once we have set out what we want to do and how we might get there, it is then possible to have a clearer sense of the resources that will be required to move forward (Kellog Foundation, 2010).

Appreciative inquiry is a good tool at this stage as it gives the opportunity to explore what has worked in the past, what projects we currently have are teaching us new ways of working, and how we expand what we know how to do well into new areas.

Determining Outcomes and Impacts

Establishing the outcomes the Nation wishes to accomplish for its short and long term plans is an opportunity to identify how we see change begin to take place. Items such as increased access to educational opportunities, decreases in social assistance cases, and reduction in unemployment can all become outcomes and impacts the Nation plans to achieve. The key is to select realistic targets and at the same time design activities and strategies to address the real issues. For example, if the desired outcome is decreased unemployment, training and skill development may not be the only issue – strategies could also include transportation, addictions support, and access to childcare. The result quite often is that strategies developed to support desired outcomes crossover and influence more than one area and we can see where we get the greatest return on investment. If drug and alcohol supports or life skills programming is seen as influencing several outcomes it becomes a priority area for development.

Questions to explore in designing outcomes are things such as '*What difference does a program or initiative make?' 'What would success look like?*' and for longer-term impacts we would explore questions such as '*If we were making progress, what would this issue look like in 15 years?*' The intention is to capture the achievement you hope your program or strategy will make. Changes can occur in learning, behaviour and condition and at individual, organizational, community, or system levels. Outcomes take place over time and usually build upon one another so that short-term accomplishments lead to intermediate ones, which facilitate longer term impacts (Innovation Network Inc., 2008).

Setting realistic targets and knowing the difference between short-term outcomes and long-term impacts is often dependent upon an understanding of the complexities of the challenges that need to be overcome. If an organization is unable to accurately set targets and timelines for outcomes, it can lead to increased stress and burnout as employees are unable to have an accurate sense of progress or usefulness in their jobs.

Setting Goals

Setting goals is the process wherein the organization clearly states the intended results of a program or initiative and which population group will be served by it. Goal statements should be clear, make long-term statements about what will be achieved over the length of the program, and is not an activity statement. For example, a goal statement would be *increased literacy rates in children age 5-9,* whereas an activity statement would be *develop Mom and Tots reading group.* Goals need to be able to provide direction to programs and departments as they will assist in setting targets and mandates and determining if an opportunity actually fits the department.

Identifying Strategies and Activities

This section in the Logic Model is intended to begin to map out what actions will be undertaken to accomplish the intended goals and outcomes. They are the building blocks that begin to translate into assigned responsibilities and work plans. This level is where we lay out in detail what steps will be taken to achieve each outcome. Activities and strategies can include items such as researching best practices, hosting workshops, and developing training programs. This is the point where organizations may work through questions such as '*what have we done before that was successful?', 'What are we doing now that could help us?', 'What has the community identified?*' and '*What is working elsewhere that may work here?*' Details are kept to a minimum and step by step processes used to accomplish the activities are placed into the work plans.

Determining Resources

Determining required resources depends upon the activity. If we are planning for growth and expansion, we need to look towards what will be required so that we can see where we need to invest or locate more resources. If we are working within an annual planning framework, we look at what resources we currently have so that we can establish more realistic targets. In either case, it may be wise to break the resource category into what the organization has and what will be needed to accomplish their goals. Long-term resource requirements can be developed that would support larger scale work that the Nation could leverage support for over time.

Evaluation

The last layer of the logic model is where an organization begins to articulate how they will measure progress and assess if they are moving forward. More importantly, it can become the basis for tracking and reporting systems that create multi-level accountability. In any given model we would be able to see the responsibilities of the individual, the department, senior leadership and Governance bodies along with how all of the reporting elements would be integrated to provide an overall picture of progress for the Nation. The evaluation section is where we see the formalization of feedback loops that lead to ongoing program improvement.

Evaluation is an important feature in any planning exercise as it is where commitments are established and statements are made about how movement will be assessed and measured. This in the point in the planning process where we can begin to map out what accountability looks like and as we explore how we measure, assess, and track progress it is formalized and placed into the planning framework and public commitments are made. The result is increased transparency, accountability, and community inclusion with capacity development built in to every stage of the process. Planning and development that includes staff, leadership, and community requires shared understanding and language, and as the community is supported to voice their vision and expectations, the government becomes increasingly accountable for reporting back on advancements and progress.

Indigenous Methodologies of Measurement and Evaluation

When looking at designing systems of performance management it is inevitable that evaluation will become an important part of the process. It would be an oversight not to explore some of the broader concepts and history of evaluation that will need to be considered as Lheidli develops their monitoring systems.

Measurement for Indigenous population groups does not come with a history of recognition for Indigenous ways of knowing and has often placed the Indigenous as *the other* as they are assessed back against viewpoints that see difference as negative and assimilation as a measure of improvement (Tuhiwai-Smith, 1999). Designing any system that will include evaluative components needs to be mindful of this history and the location of power within it.

When talking about how power is held within assessment, some clarity might be required to explain what is meant by this. Assessments are often done is such a way that they take information away from the community and someone else gets to tell the story of what it means. What is meant by power then is that the person or agency that makes sense of the information and does the story telling are the ones who have the power of defining what is seen. Often times it is not known how information will be used, what is done with it, and who is looking at it. For indigenous communities the process of evaluation, assessment, and measurement is often based upon preset standards of achievement or compliance and populations are assessed back against targets they have not been part of developing. These measures often lack meaning, are deficit based, and do not have the capacity to capture where progress is being made.

An exploration of the literature surrounding performance assessment and evaluation within an Indigenous context brought forward several examples that have been led by the Maori People of New Zealand. Like Canada's Indigenous People, the Maori have been extensively studied and assessed and have a long history of cultural oppression. Many of the things they have learned are shared openly in the hopes of advancing respect for Indigenous ways of knowing. The Maori have become deeply aware of the importance of information and assessment and have developed several protocols regarding the collection, measurement, and assessment of Indigenous knowledge, traditions, and experiences (Tuhiwia-Smith, 1999).

When looking at how this all relates to elements of program evaluation, they caution that any learning and information gathering must be done with consideration for all aspects of a person`s being. Gentleness and respect are required and relationships are needed to support sharing and openness. It is cautioned however, that with relationships come responsibilities and accountability to the people the information is meant to serve. They recommend that all aspects be taken into consideration in the design of evaluation processes and that recognition be given for diverse perspectives, ideas, and skills. For example, in one of the documents reviewed, the Maori have gone as far as establishing protocols for program evaluation that include trust, reciprocal relationships, participatory methods, value for reflection, and the blending of qualitative (stories, descriptive) and quantitative (numeric, quantifiable) information. Perhaps most importantly, Maori methods place their people at the centre of the

knowledge development process as acknowledged experts regarding their communities and history. As such, they are involved in all aspects of service design, planning, and monitoring (Barnes, 2009).

Although speaking to the development of research methodologies, it is an important consideration for Lheidli as they begin to design systems that will be used to tell stories about their community. How progress is defined and measured, who holds the power to tell the stories and interpret their meaning, and the degree of involvement for the community all become factors for consideration in the design of performance measurement tools. It is not enough to involve community members in the gathering and telling of stories when true empowerment is in the creation of meaning, insight and knowledge (Tuhiwai-Smith, 1999).

Structures outlining how community will be involved, how their capacity to provide direction and insight will be developed, and how the effectiveness of the methods will be assessed remains to be determined. However, the development of assessment tools, the setting of targets, and allowing time for Lheidli Leadership to work with the community to determine how they define progress and improvement provides an opportunity to set the process in motion and begin to develop the structures from the ground up.

Evaluation Processes

The development of evaluation mechanisms that are community-based and support inclusion will require a three stage process that moves through deconstruction and reframing, into the articulation of culturally congruent principles and practices, and finally into supporting those involved to develop the skills and knowledge required to participate fully in design and delivery. Discussions that support the development of new knowledge and skills become an opportunity to set the process into motion to enter into a cycle of reflective practice where we plan something, act on it, then review the process and what was learned in order to learn from it and improve the system.

Community-based evaluation also offers the opportunity to begin to make meaning out of quantitative information (statistical data) that is not always easily understood and to share stories (quantitative data) that have meaning for them. Community members become involved in the design and delivery of systems and have increased capacity to understand how accountability systems work and how to improve them. A system may emerge where staff are responsible for accessing and translating quantitative data into comprehensible formats for the community and the community is involved in establishing points of meaningful measurement, direction setting, and cultural alignment.

Promising Practice:
- wellness week evaluations
- Lands planning and priority setting sessions

Places for Dialogue and Exploration of Lessons Learned (Appreciative Inquiry):
- Lands Advisory upcoming evaluation – LAC telling the story
- Governance Initiatives Working Group – recommendations for information sharing protocol
- Youth group – inclusion structures
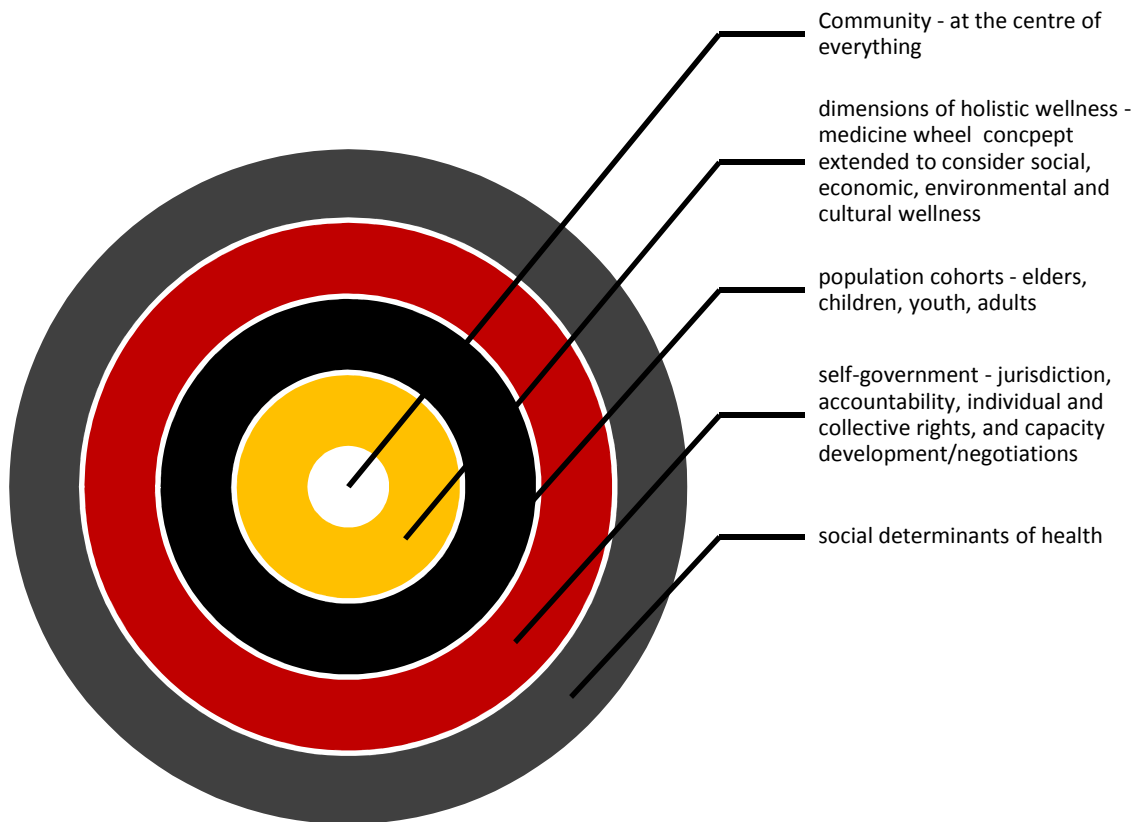
Selecting Tools

When developing evaluation processes and establishing structures it will be important to explore questions such as `*how will we know when progress is being made?*`, `*who needs to be involved?*', and 'what does effective reporting look like?'.* It will also be important for Lheidli to consider in the design process how Carrier values and culture are being built into their systems from the very beginning. For example, if Elders are valued as advisors and carriers of traditional knowledge, how is this translated into the design of planning and monitoring systems? If oral communication is central to Lheidli identity, how is this translated into reporting structures? The results may be that the Lheidli government creates a Council of Elders that provides advice and direction and that part of Lheidli's reporting procedures includes time to meet face to face with Nation members and to present oral updates as well as written information.

While worlds apart and culturally distinct, Lheidli may be similar to the Maori with regards to standards of citizen engagement and degree of involvement in system design as a component of self-governance. Performance and progress are frequently measured with financial reporting as the key indicator of success. While financial transparency and economic development are important to progress, many organizations have extended their ideas about performance to include relational and societal aspects of performance as spoken of previously with the Balanced Scorecard model. As Lheidli will have layers of responsibility in their systems they will need to be able to provide evidence of progress in ways that make sense to external government and industry partners while also considering how effective administration is defined culturally and how community-based perspectives are incorporated. The use of a multi-dimensional approach may be more culturally reflective as it offers the opportunity to assess performance at multiple levels and can incorporate the assessment of values and processes as well as targets and outcomes.

Conceptual Planning Framework

Having the tools to plan and knowing how information will be captured are only two components of strategic direction. An additional component for Lheidli to consider is how they create an overall model that can capture and explain the context that planning and policy development takes place within. Any model developed should be able to demonstrate what ideas and inforamtion are considered in determining what the Nation will invest in. The AFN provides a comprehensive model that they use to guide policy development that is worthy of consideration as an example of what is meant by a planning context.

AFN Holistic Planning and Policy Development Model

Community - at the centre of everything

dimensions of holistic wellness - medicine wheel concpept extended to consider social, economic, environmental and cultural wellness

population cohorts - elders, children, youth, adults

self-government - jurisdiction, accountability, individual and collective rights, and capacity development/negotiations

social determinants of health

If we look at the model the AFN has developed, it offers the ability to consider multiple dimensions and to be able to demonstrate to others what information is being used in the setting of direction and establishment of policy. The model is offered for consideration not as a statement that it is the one that should be replicated, but as an example of what is meant by a planning context. The AFN model has the ability to demonstrate how local knowledge and

tradition, holistic health, population targets, and broader governing and social contexts can all be considered in moving forward.

In looking at the simplified AFN model, it can be interpreted as moving either from the centre outwards or from the broader social context inward towards the community. With either interpretation what we begin to see that everything begins and ends with the community. In reviewing past documents, the draft CPP, and through various community events and activities, the community has been very clear about their need to be included in offering direction to the Lheidli government and in the design and delivery of programs and services. Recommendations have been made regarding the development of processes that ensure community involvement and targeted strategies that support the articulation of community values may be the point of beginning.

In looking at best practices for support community inclusion, the underlying premise in successful communities appears to be efforts made to ensure that structures of the dominant system are not replicated. Community based decision making and governance structures serve the purpose and intention of recreating traditional structures. This does not mean that they operate in the same way that they may have historically, but that their original function and intention are recreated in new ways that capture the underlying value system the traditions would have represented. These principles are often represented in Elders' Councils, consultation protocols, and communication strategies.

The AFN model offers the ability to see how targeted strategies and initiatives chosen by Lheidli will need to be able to bridge local, political, and broader social contexts if the Nation is to be successful. This requires investment in learning, knowledge development, and skills for all levels of the Nation as a liberation and empowerment strategy (Freire, 1970).Ensuring exposure to innovative thinkers and practices for staff and community, as well as opportunities for ongoing input, will be essential to the creation of structures and institutions that can serve not only as foundations for assessing progress but as motivators and inspiration for community members.

As in many other promising practice areas, Lheidli is currently moving toward the directions identified. Lheidli is already using elements of socially transformative practice and dialogue as a tool for social change as seen through Wellness Week activities. Work completed by the Lands department, the Governance Initiatives Working Group, the CCP, and other programs have already begun to develop collaborative planning processes and tools. Discussions regarding a formalized Community Consultation Protocol that clearly outlines minimum standards of community engagement and mechanisms for inclusion in governance related activities, the revitalization of the Elders' group, the development of Youth Programming, and the creation of

community governance committees all advance community inclusion and social change. Once again it is formalization that is required and the processes involved could serve as a foundation for all activities undertaken by the Nation both internally and with external partners.

Additional investment in the development of community oversight mechanisms and codification of community governance structures such as Elders, Keyoh Holders, a Youth Council, Family Units, and Clan Heads with delegated authority and representative roles would ensure culturally aligned accountability and transparency structures as well as revitalized practice and may work their way into comprehensive planning structures.

Examples of Lheidli Best Practice
- Collaborative Direction Setting - Lands, Health program planning, CCP
- Visioning – Leadership training at NNI (Tucson), TRU Governance training (Prince George)
- Program evaluation – appreciative inquiry, 360 performance review
- Cultural revitalization - drum group, Elder's group
- Community Engagement - health and wellness week, Youth Leadership initiative, community newsletter
- Governance – Lands Advisory, Governance Initiatives Working Group
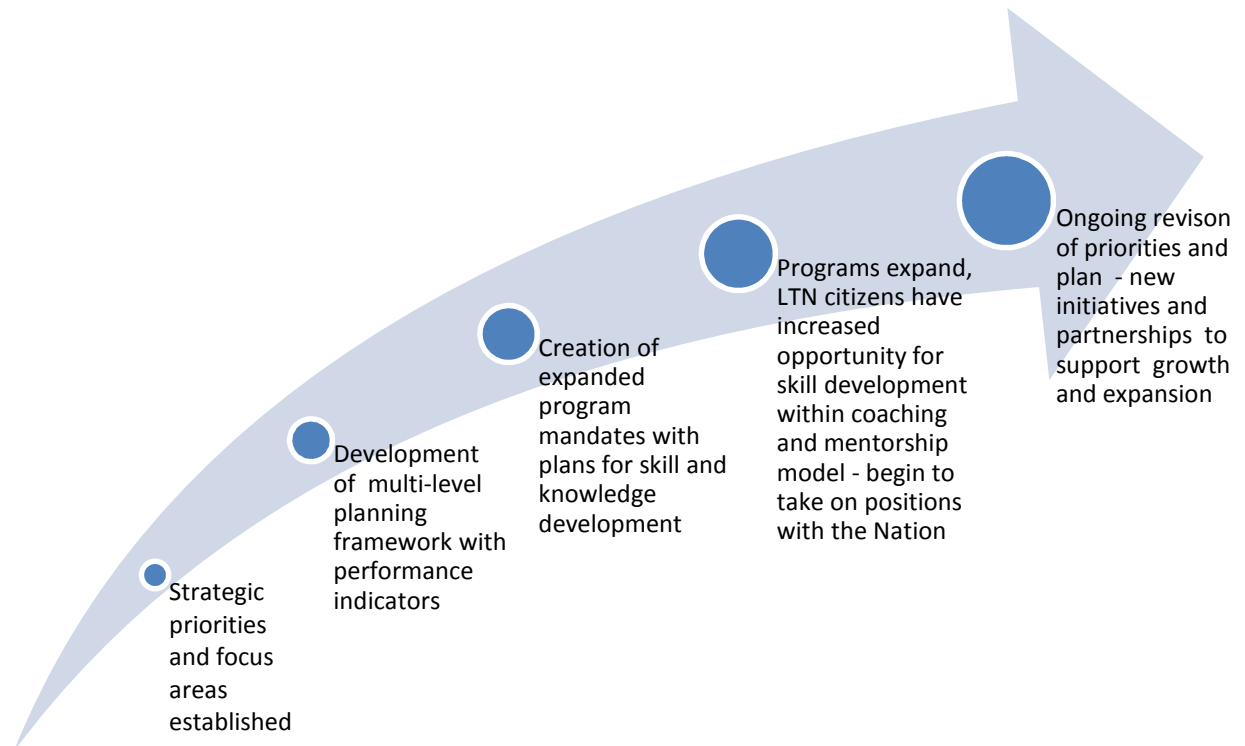
Management Structure

In setting out an Institutional Map for the nation, the intention is to define linkages and connections among the various bodies working on behalf of the Nation. Although institutional mandates and directives support clarification of responsibilities and focus areas, it is in the management framework used to provide oversight, direction, and effective use of information that linkages become clear.

As Lheidli moves forward and sets multilevel parameters for governing their activities, an area of exploration for them will be in defining the management approach that works for them. Lheidli is in the process of developing culturally congruent systems for self-government, it will be important to define a management structure that reflects the values and principles they wish to uphold. While performance measurement systems outline processes for ensuring accountability, tracking progress, and reducing risk, Lheidli's management philosophy and structures have the responsibility of capturing the nature of the relationships between their employees, community, and leadership.

Although there are several options to choose from, some provide better results than others and management approaches are considered significant contributors to issues of employee recruitment and retention and overall organizational performance (Belcourt & McBey, 2008), as such the importance of effective management cannot be understated. Management theory and practice have evolved significantly to arrive at a place where employee empowerment and participation in shared leadership approaches are recognized as offering the best results while hierarchical, authoritarian approaches offer the worst. Mangers have become reconceived as needing to be mentors and teachers who can carry the vision of an organization's possibilities, have the capacity to motivate and inspire, and who can also ensure results (Senge, 1990).

The organizational practices of the Nation have evolved significantly over the last few years and in order for Lheidli to effectively prepare for expanded jurisdictional authority and asset management, they will not only be required to develop processes and policies that create the foundation for expansion into law making, they will also need to develop broader visions of what is possible.

It is suggested that Lheidli consider organizing itself under management structures that encourage decentralization, group cohesion, and employee empowerment that are well suited during periods of growth and transformation. The result is that staff are supported and resourced to become experts regarding best practices and innovative directions for their department areas and move into roles with greater advisory and direction setting capacity, which promotes expansion and support the retention of a skilled workforce.

Strategic priorities and focus areas established

Development of multi-level planning framework with performance indicators

Creation of expanded program mandates with plans for skill and knowledge development

Programs expand, LTN citizens have increased opportunity for skill development within coaching and mentorship model - begin to take on positions with the Nation

Ongoing revison of priorities and plan - new initiatives and partnerships to support growth and expansion

Organizational Restructuring

In the information provided through previous TRM data, administrators within the system remain in positions with limited scope and authority for program expansion and development as it is designated as the responsibility of the CEO and Community Program Director. However, as the Nation moves forward and advances its agenda for socioeconomic equity, it is anticipated that Health, Education, Lands, and Economic Development will require skills at the Directorship level to develop fully.

The planning org chart completed as part of the CCP illustrates reorganization that would support shifting into Directorship. Although this may require administrative cost increases, it is anticipated that the responsibilities of each Director would broaden to incorporate expectations of growth, expansion, and greater responsibility to increase access to programming resources and partnerships, which would result in a return on investment within 3-5 years. Additionally, as programs and departments are supported to expand their scope of work, lower level entry positions could be created that would enable community members to gain skills and knowledge required within an environment of coaching and mentorship.

In order to support initial stages of this shift, we would see training and skill development for program coordinators as they are encouraged to expand their roles as vision holders for their departments. They would be expected to become experts in innovative practice and to be able to identify appropriate partners and leverage investment. Having the departments grow in such a way would support the development of higher level planning skills, ensure shared responsibility for advancing the Nation's priorities, and also increases opportunities for internal movement and promotions as information sharing networks support knowledge transfer within the team. This would also encourage the emergence of new leaders which begins to assist with succession planning as employees have increased opportunities to develop new skills and knowledge which may influence their career directions.
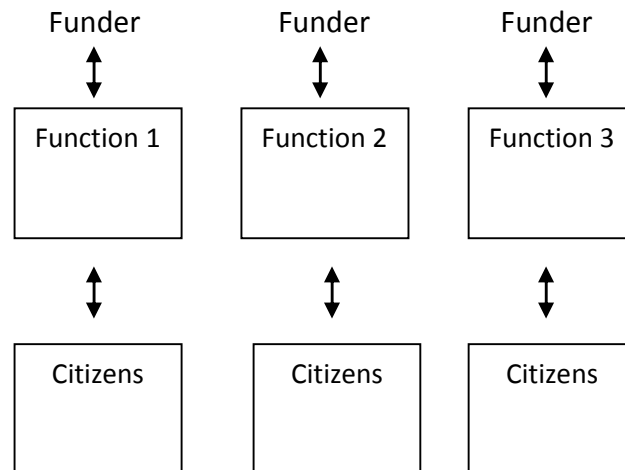
New System Implementation

The key to the development of a new management system for Lheidli will be in the creation of new ways of collecting, sharing, and using information. Collaborative and shared leadership management models would offer support and guidance to assist in the clarification of approaches and underlying philosophies that may be more congruent with Lheidli's values and traditions (Senge, Scharmer, Jaworski, & Flowers, 2004; Whealtley, 2006). Although the terminology and jargon may be new, what has been acknowledged is that the "new" processes involved in rethinking leadership and management in fact replicate Indigenous ways of knowing as they are based on horizontal leadership, consensus decision making, and multilevel dialogue (Block, 2008, Senge, et. al., 2004; Wheatley,2006).

Old school approaches to leadership often viewed management as a hierarchy where directives were handed down with little involvement from staff under their charge as managers were seen as the experts who would set direction for the organization. As previously stated, management theory and practice have evolved as hierarchical approaches no longer work and conceptualizations of leadership have evolved to incorporate principles of distributive power, shared networks, and collective wisdom, resulting in the creation of new management models

that intentionally break down compartmentalization and *'silos'* to invest in the creation of interconnected systems and relationships (Senge et. al, 2004).

Silo Approach

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    ↕               ↕               ↕
┌──────────┐    ┌──────────┐    ┌──────────┐
│Function 1│    │Function 2│    │Function 3│
│          │    │          │    │          │
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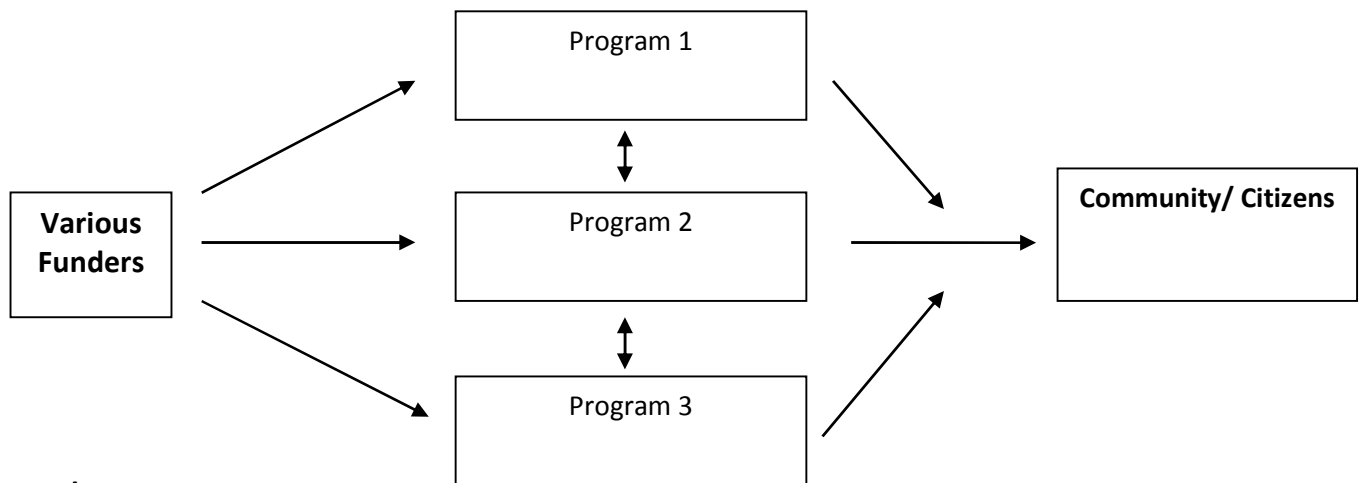
Results:

- services driven by external funding mandates
- limited ability to connect services to overall strategic direction or Nation-driven priorities
- services compete for resources
- fragmentation and overlap
- citizens as recipients of service

Previous TRM reports and the Lheidli T'enneh Constitution contributed to early versions of staffing requirements for Effective Date and provide a starting point for the planning work to build upon. In the time that has passed since previous plans were developed new positions and directions have been explored and are worthy of incorporation into new structures. Several conversations with staff, Leadership, and community members occurring within the development processes for the CCP, Lands Department Strategic Plan, and various Capacity Development initiatives have resulted in newly developed connections between programs and exploration of a linked systems approach to service delivery for the Lheidli Nation.

Linked System Approach

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                          ┌─────────────────────┐
                          │     Program 1       │
                          └─────────────────────┘
                                   ↕
┌──────────────┐          ┌─────────────────────┐          ┌─────────────────────┐
│   Various    │          │     Program 2       │          │ Community/ Citizens │
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Results:

- ability to develop targeted strategies that support advancement of Nation priorities
- ability to link programs to leverage additional resources and to develop shared initiatives
- capacity for integrated case management to improve outcomes
- increased cohesion within service providers
- improved community communication and accountability

In order to create a linked system approach to service delivery management philosophy must evolve to support new practices. Old approaches are not likely to develop new skills and new tools will be required. Encouraging leadership to emerge from within and for the staff to be involved in setting direction and collaborative problem solving will require management skills that can channel and direct new capacities. The intention is to create an entire system that operates in a cohesive manner and that has ongoing improvement and information sharing as its core values.

In a linked system of management what we begin to see is the value of the collective and how each person working with and for the organization has the capacity to create improvement and to contribute to change. It enables us to shift away from practice based on seeking the one person who will change it all into collective responsibility for developing responsive systems and recognizing the inherent expertise of the staff and community to solve complex problems. The idea of management and leadership then changes from one of bringing in a person with command and control to fix the problems, also called the hero myth, into management as an overall approach that values stewardship, shared accountability, and collaboration wherein

managers become champions, mentors, and coaches and support the development of skills throughout their team within the context of an enabling system (Cashman, 2008).

Creating a Linked System

In the Directorship model presented for Lheidli's consideration, we begin to see built in mechanisms for a linked system approach. As staff are given increased responsibility and authority for directing their departments and programs and services are connected within a linked network of plans, it is possible for progress to be monitored and managed at multiple points with a team of staff accountable for moving the Nation forward and overseeing growth and expansion. Missions, mandates, and plans become the parameters that guide and focus the work.

The foundational components of a linked system are information sharing, integrated practice, and collaborative decision making with shared responsibility. In order for these components to begin to take root within the organization, it needs to be within an environment of trust and communication. Relationships within the organization and with Management and Leadership need to be strengthened and opportunities for ongoing collaboration developed. Staff meetings, director's meetings, collaborative planning sessions, and communication and relationship building with the community will be activities that will support the creation of a new system.

Regardless of model chosen, Lheidli needs to begin to build their internal capacity for higher level planning, design, and administration in preparation for the responsibilities they will eventually draw down. Developing a strategic, incremental approach to deal with expanded jurisdiction will require a combination of both internal and external expertise. Lheidli's current structure holds the majority of staff positions to support this shift if their programs are resourced to do so as it will take time before major expansions occur.

Investment in developing new skills and knowledge for existing staff would prepare them for new responsibilities and give them the experience they would need to be able to train and mentor entry level employees as expansion occurs. Areas that currently require development and expansion such as economic development, communications, and dispute resolution can be further developed through strategic planning and partnership opportunities as well as targeted strategies such as the WEDI initiative. That said, building knowledge and skill is only one component in an overall strategy to support the Nation to move forward. New information will be of little value unless developed within an enabling environment that is ready for change.

The Enabling Environment

Transition and change are challenging to navigate as people are wary of changing patterns and have a natural desire to maintain the status quo and to stay where they are comfortable. In order for an environment to encourage and sustain change over the long term, there are specific processes that need to be put into place and constantly monitored. Kotter's 8 process model of sustainable change includes the following elements:

1. Initiate Change – make the case, generate investment, create buy-in
2. Bring together a group who will lead the change – change cannot be lead by one person alone. Leadership will emerge from multiple levels and the group will be required to work together to design and implement change.
3. Build the vision – the group needs to be very clear about what they are moving towards and to be able to share it with others.
4. Communicate and Educate – share information with as many people as possible with different information for each target audience, let others know what is happening, why, and how.
5. Empower others to act – make sure that people are meaningfully involved and have opportunities to contribute and take part in the design and delivery.
6. Celebrate Milestones – create benchmarks and celebrate accomplishments along the way to keep the team energized and focussed.
7. Consolidate and Advance Change – as changes are made it is like going up a staircase, every change is a new step along the way and the organization reaches a new beginning. Build upon achievements and keep going.
8. Institutionalize Change – as changes are made make sure they become the way business is done through new policies, codes and operating structures.

The process is ongoing and unless consistently monitored and championed, advancements can be lost and organizations will often return to the way things were. Strong leadership, good communication, and a clear vision will be crucial to the creation and sustainability of change (Kotter, 1995). Lheidli will need to carefully consider the skills and abilities their senior staff and managers will require during this period of growth and expansion. To date, hiring practices have centred on problem-focussed recruiting wherein people are selected based on a demonstrable ability to deal with challenges the Nation is encountering. It is recommended that Lheidli reframe their recruitment practices to begin to look for aptitudes and abilities that will enable the required change. Looking for people with grounding in different areas of expertise such as community development, systems theory, organizational change, innovative leadership and managing high-engagement teams will assist in the process.

As mentioned previously, change is possible only within the context of an enabling environment. In order for new ways of working to develop, challenges that arise out of old ways of working must be addressed. Staff and community cannot be expected to invest in new ways of working while old conflicts or outstanding issues remain. It is recommended that Lheidli undertake a parallel process of planning and ground clearing in order to ensure that, to the best of their ability, any unresolved issues are put to rest. This is likely to include outstanding HR related items such as compensation, policy revisions, and development of a clear management framework.

There are several other features that will be important for the creation of an enabling organizational culture. Promising practices identify the need for trust, connectedness among the team, clear expectations and the creation of a culture of performance measurement where people know good work is recognized and rewarded. Information sharing and feedback mechanisms with the team ensure that their skills and expertise are valued and that the team's capacity is invested in. Structures will need to put into place that support collaboration over competition and benchmarking can be used as a tool for collaborative progress assessment. It will also be important to ensure that structures are in place to support celebration of successes and accomplishments as the Nation's work progresses.

Human Resources Development and Training Plan

The plan as tabled in the TRM outline is focussed on ensuring the ability to meet demand for positions that will be required at Effective Date. Although the HR requirements under the Treaty will be important to plan for and meet, the content of the HR Strategy and Training Plan has the ability to extend beyond organizational and governance capacity into the needs of the Nation and its citizens overall. This is not to say that strategies should not be developed to ensure that positions within the Nation are held by skilled, knowledgeable workers with established targets for citizen held positions. However, if Nation held jobs are the sole focus of the strategy too many members will be left behind and the HR strategy could be reframed to focus on exposure to skills, training, and supports required to ensure that Lheidli members can establish viable careers wherever they choose to and achieve equitable quality of life. As such, the HR strategy portion of this document is broken into three sections; *Community*, which can be viewed as the long-term component, *Organizational*, which will speak to current and long-term considerations, and *Leadership* which will also speak to current and long-term considerations.

The creation of an overall HR development and training plan for the Lheidli Nation is perhaps best thought of as the foundational building block for long term social and economic equity.

Although the initial TRM centred on separation into current, effective date and beyond, the HR issues facing the Nation are not indistinguishable in the context of timelines.

Missens (2008) links Human Resources to success in all other areas and takes the stance that development must be done in a holistic manner that situates the learner in a context of life-long learning. In his view, capacity development occurs across the lifespan with linkages to several teachers, encompasses Indigenous knowledge, social institutions and cultural practices, in combination with professional and technical qualifications, and moving forward is dependent upon a clear understanding of where the community has been.

> *Capacity is the combination of people, institutions, resources, organizational abilities, authority and practices that enable First Nations communities to reach their own goals. Capacity development is about change – when effective capacity development happens it is transformative and forms the basis for self-determination. (Missens, 2008, p. 10)*

Human resource development takes place within the broader context of overall capacity development and can include both targeted skill development and the creation of opportunities for personal awareness and social change. The result of such an approach is that the processes and tools used reach beyond the standard skills and training opportunities to include innovative approaches that promote collective learning, cultural methods of learning and teaching, and hands on skill development (Missens, 2008).

When approached as an overall strategy to promote transformation and self-determination, human resource development begins to take on new meaning for the Nation. The vision held within the Constitution of Lheidli T`enneh puts forward that achievement for their citizens in areas of education and employment will be comparable to those of other British Columbians. Although employment within Nation operations and enterprises may be a goal for some citizens, it is unlikely that employment opportunities will be enough to meet the needs of all members. Investing in developing a plan that is limited to those positions is going to fall short for many citizens or create a degree of competition for limited positions that has the potential to perpetuate fragmentation at the community level.

Community

It is unlikely that any single program will be the catalyst for change and it may be more effective to think of educational achievement and employment as indicators of healing and positive community change. When considered in the broadest way, it is possible to see that every program and service operating on behalf of the Nation has the potential to contribute to change. It may be that some programs can offer workshops and training, some may be able to

leverage supplies to support community-based learning opportunities, and others may be able to offer mentorship and coaching supports.

Development and training plans could be expanded beyond the needs of Nations operations into including advancement of overall goals for socio-economic equity and the Nation's programs and services could be used for supported skill development with coaching and mentorship mandates. Opportunities could be developed for citizens to be supported to learn about careers and jobs that could be of interest to them and to be encouraged to look beyond the Nation as the only option available to them. Internship style placements could be offered that would provide entry level skill development and bridging opportunities that would support readiness for employment outside of Nation programs. Skills could be built gradually with degree of difficulty and skill increasing based on readiness and a 'just in time' training approach. This may also support the ability to take advantage of opportunities for job shadowing placements with industry and government partners that could be used for mutual capacity exchanges which are currently unable to be mobilized due to personal and social issues that prevent skilled people from being suitable for the positions.

Work to date occurring within the community has repeatedly identified that social issues, access to training and skill development opportunities, and issues of dependency on government systems create the biggest barriers to employment. Offering employment related training that does not also incorporate broader aspects of wellness may fall short as people are unable to balance personal issues and work demands.

Impact of Social Issues

The delivery of health and wellness programming as a component of employment readiness has been spoken of, but to date resources have been limited. The structuring of Federally based employment initiatives often do not have the flexibility to support skill and knowledge development that does not directly result in employment and making the case for broader health and wellness initiatives can be difficult. One option explored through the Skownan Model developed through the Vision Seekers Initiative (Plumton, 2008), is to approach Life Skills as a comprehensive long term wellness strategy as opposed to program or workshop. In the Skownan Model, Life Skills is offered as a repeated cycle wherein learnings and teachings of community members are incorporated with the intention of creating a network of skills, knowledge, and support for collective change. In order to launch the program, partnerships and resources needed to be leveraged in new and innovative ways and a long term approach view of change was required.

Innovative approaches found elsewhere include establishing a pool of funds that can be allocated for community-based proposal driven projects where community members develop proposal submissions to undertake projects that benefit the entire community. Working within an Essential Skills framework is also providing positive results as it supports shifting from a designation-based to a skills-based training approach which may increase accessibility and build confidence in members to pursue careers they are interested in. The result could be that community members are offered opportunities to take on entry level positions within the Nation with the understanding that transitioning into higher level positions would take place in the context of a long-term education and training strategy that provides opportunities to mobilize the entire community with education as a both a strategy and a tool for self-determination.

Education as a Healing Strategy

Skill development, training, and employment initiatives can be strengthened if placed within a political context that can begin to view community engagement and the provision of social supports as opportunities to address and mitigate cultural inequities. Education, if approached within the framework of empowerment of the colonized mind, has the ability to be transformative and to be a liberation strategy. Reframing Colonial history into a resiliency-based framework and moving into a new way of seeing oneself both collectively and individually has the potential to heal fragmented communities and to address issues of lateral violence that perpetuate the Colonial process. This can only be accomplished by the community members themselves as they are supported and encouraged to enter into new ways of working together and being with one another that leads to collective knowledge, healing, and mobilization (Freire, 1970).

The process is often fearful as individuals themselves wonder what will happen if the old ways of domination, no matter how destructive, are shed. They question readiness and ability and wonder how they will adapt to change.

> *The oppressed, who have adapted to the structure of domination in which they are immersed...are inhibited from waging the struggle for freedom so long as they feel incapable of running the risks it requires. Moreover, their struggle for freedom threatens not only the oppressor, but also their own oppressed comrades who are fearful of still greater repression...The oppressed suffer from the duality which has established itself in their innermost being. They discover that without freedom they cannot exist authentically. Yet, although they desire authentic existence, they fear it....This is the dilemma which their education must take into account. (*Freire, *p. 47-48)

It is recognized that education and skill development is critical for Indigenous People in their efforts to achieve socio-economic equity and that influencing factors that contribute to disconnection from formalized education such as discrimination, racism, low self-esteem, and historic issues that have shaped perceptions of education generationally will need to be a part of any successful strategy. Provision of culturally appropriate supports and community-based learning environments have been found promote sustained access to education through their ability to present opportunities to reframe Indigenous experiences within the education system from one of "agents of disempowerment and dismantlers of cultures and traditions" to one of cultural and community revitalization that promotes identity, empowerment, and ownership (Schwab & Sutherland, 2001, p. 5).

If we place education within a broader context the approach becomes one of moving from employment focussed programming into one of exposing the community to new ideas and opportunities that generate interest and provide encouragement, build confidence, and inspire movement. Staff members move from seeing themselves, and being seen, as administrators into becoming agents of change. Opportunities for creating moments of engagement for community members where they can discover what they may be interested in and how they might get there begin to develop as they are exposed to new ideas and people in a safe environment. At the same time, community members are supported to work together and find common ground through increased dialogue and collaboration. Opportunities develop for building relationships with community members, conflict is reduced, and collaborative planning naturally emerges.

Community-Based Learning

Lheidli currently has access to an education site with two large trailers and a well equipped computer lab. Several community events and skill development opportunities have been offered at the site and recent CCP work has mapped out a five year plan for the facility. The site offers the potential to play a significant role in advancing the Nation`s capacity. Evaluation of community-based learning centres in the US found that such programs resulted in a 25% reduction in violence, 40% reduction in juvenile crime, improved health, social, and educational outcomes for children and families, and improved social capital.

3 key components were found to be important to reframing perceptions of learning and for community-based approaches to be successful;

1. Development of meaningful community relationships within an empowerment approach where community members feel valued and equal
2. Families need to be partners in supporting their children to learn

3. Opportunities need to include social development and personal growth for individuals, families, and the community (Schwab & Sutherland, 2001)

Reframing the community`s historical experiences with the education system, providing encouragement and confidence building opportunities for members accompanied by accessible learning programs, and offering supports to those who are currently enrolled could become strategies to support educational equity for the Nation. The creation of a Directorship approach with expanded departments that enable the creation of entry level positions and viewing education and training as a comprehensive wellness strategy will foster the development of initiatives that will address the majority of issues that limit Human Resource Capacity.

While it is likely that Lheidli`s education site will required additional investment and resourcing to reach its full potential, it is possible to make use of current programs and resources to host events and activities at the site on a regular basis and to set further development as a priority within a comprehensive education plan. Offering new approaches such as *Essential Skills* programs and *Just in Time Training* may increase retention rates and support long-term change. Partnerships with local education and training institutions such as PGNAETA, CNC, UNBC, and Aboriginal trades organizations may support the development of projects and initiatives to support moving priority areas forward. Again, it is recommended that strategies and initiatives are rooted in the context of a broader education plan that is developed in partnership with Nation members so that projects are pursued based on their ability to advance the Nation`s priorities.

Potential Areas for Community Education Plan:

- Life skills – trauma and recovery, positive lifestyle support,
- Adressing Dependency
- Conflict resolution and community healing
- Cultural revitalization and cultural competency
- Work opportunity based training initiatives
- Address "brain drain" of educated members and targeted strategies to promote positive lifestyle factors to enable members to take advantage of skill development opportunities.

Organizational

As stated previously, Lheidli's staff team currently holds a significant amount of untapped skill and potential and preparing to draw down increased jurisdictional authority is going to be less about new people or positions and more about increased skills and knowledge. Evolving into a directorship model will support both the practical and conceptual changes required to support the shift from administration to governance. Council and community begin to view staff and government institutions as delegated authorities and the processes involved in developing plans, oversight mechanisms, and governing policy ensures that the ways of working for the Nation are clear to Leadership, staff, and citizens.

As stated previously, in a directorship model senior managers and department heads become vision carriers and champions for the organization and will require skills to be able to motivate, inspire, and generate outside investment in Lheidli's vision of the future. The key for Lheidli is to begin to think about skills and abilities that can be built and trained for along with traits that are innate such as philosophy of practice, personality, and value congruence that will make a candidate an effective leader for Lheidli's unique circumstance. It is likely that Lheidli will need to continue to hire outside of membership for some positions in the foreseeable future, but including cultural education as part of professional development requirements, ensuring connections to the community, and the inclusion of Nation citizens in the design and monitoring of programs will support mutual capacity building and may provide mechanisms that would result in decreased reliance on a non-Nation workforce over time.

In order for Lheidli to begin to develop the capacity required, HR planning for the Nation's various endeavours becomes an exercise of forward thinking and training for what is on the horizon politically, economically, culturally and socially. Employee roles are reframed from administrators into ones of advisors and ambassadors that will require changes in knowledge and skill as they become experts in their professional areas. Local policy developed with the community to guide departments and service delivery provides the foundation for law making and committee work serves to build skill and capacity for community governance structures.

Staff capacity needs to develop with an enabling environment, as outlined earlier, and structural changes within the organization will be required to recruit and retain a skilled workforce. HR challenges are frequently the result of systemic issues and ineffective or outdated processes. In order for Lheidli to create sustained growth and expansion they will require a shift from a problem focussed management approach that is based on dealing with one challenge to the next, into one that is vision-driven and mobilizes initiatives that support the Nation to reach its goals.

The majority of the organizational expansion required for the Nation will be able to be addressed through the shift into directorship and comprehensive planning activities, with the exception of the area of economic development. As it stands currently, the Nation's Economic Development position is held by the Chief and specialized knowledge has been developed based on experience and exposure while in the position. As Lheidli moves forward it will be critical for the Nation to develop a comprehensive economic development strategy that includes culturally congruent protocols for development and it is expected that the department will require an increased degree of specialized skills and knowledge. Additional resources will be required to support the creation of an economic development position in the long term, but resources leveraged from the WEDI initiative will support preliminary structural developments in the current fiscal year and will include mapping of structures to support separation of powers for corporate governance.

Additional requirements and recommendations regarding economic development are contained within the CCP in a more detailed format and are summarized below (Toth, 2010):

- separation of General Manager into two positions with distinct functions – Service Manager and Community Liaison Manager
  - recommendations in this document suggest the creation of a Department of Intergovernmental Relations
- revision of job descriptions to reflect changes
- creation of Results-Based Management approach
  - continued within broader performance management framework
- creation of dispute resolution mechanisms
- development of consultation/referral management program
- Aboriginal Entrepreneurial Programming
- creation of Economic Development Coordinator position
- creation of Economic Development Committee
- creation of micro-credit support
- pursue initiation of First Nations Economic Alliance
- engage UNBC's business program
- Economic Development Officer training (CANDO)
- Development of survey's, indicators and monitoring program

Additional recommendations from this document include:

- development of Corporate Charter
- use of WEDI initiative to develop preliminary structures required for Ec Dev department

Specific initiatives to support organizational shift to long-term Context:

Administration

- Strategic planning skill development and training
- Implementation of performance management system
- Orientation to Systems Theory and linked systems approach
- Policy development training

Human Resources

- Clearly defined departmental mandates and functional responsibilities linked to strategic plans
- Development of recruitment and retention strategy
- Development of sequential training – including linking experienced staff with new staff, transition planning for new staff positions including development of policies, training plans for each department that are linked to best practices and local knowledge

Leadership

Increased movement towards the exercise of increased sovereignty for the Nation will require shifts in practice at the Governing level that will have implications for Lheidli's HR planning. Specifically, greater delineation of roles with regards to management of the governance/ administration boundary and challenges arising out of dual roles will need to be addressed and are contained within the draft Governance Policy recommendations. It is likely that the majority of issues will be articulated and addressed within the context of planning and reporting frameworks, however, it is be expected that Council will require training and support to shift governing practices to fall in alignment with newly developed policies and best practices that can be tailored to Lheildi's unique circumstances.

Lheidli's leadership will have a significant role with regard to intergovernmental relations, negotiation of partnership agreements, and cultural preservation and transmission. It is recommended that the Lheidli government prepare its staff to fulfill roles of advisors as Council uses them as tools to build their government's capacity to make strategic and innovative use of opportunities. Staff could be advising Council about unique opportunities and ensuring they have access to the most up to date information regarding strategic priorities in their department areas. This would enable Council to respond in a strategic manner to opportunities and to pursue new initiatives based on the broader political landscape.

Having access to internal advisors and ambassadors increases the ability of the Government to be able to respond effectively in every area of their jurisdiction without having to know details and specifics of every program. Community, staff, partners, and investors will all require varying levels of information that Council cannot be expected to manage and staff become resources to provide the information they need. It is anticipated that investment will be required for areas of economic development, intergovernmental relations, and management in order to ensure that the Lheidli Government has access to the expertise it will need.

Performance management mechanisms are anticipated to offer the structures required to support effective delegation and the Governance Policy items speaking to management of boundaries are intended to address issues of micromanagement that contribute to issues of effective management. However, polices and codes will only be effective if adequate oversight and accountability structures accompany them. The organization is currently in a place where they have skilled staff who need to be empowered to take on greater responsibility and ineffective oversight mechanisms become an HR issue in that they contribute to lack of clarity and have the potential to lead to dissatisfaction and employee turnover. As Lheidli moves forward it will be important to ensure that effective oversight is provided as it will contribute to the ability to retain skilled staff.

Specific initiatives to support organizational shifts from Current to long-term Context:

Governance:
- Development of community governance initiatives
- Formalization of consultation protocols
- Formalization and implementation of Governance Policy and recommendations
- Creation of strategic planning and performance measurement system
- Policy analysis skills
- Development of information management systems
- Corporate Governance structures

Analysis of Existing Data:

The HR data held by Lheidli currently consists of responses to a skills survey comprised of over 17 pages of data. The original date for the survey is unclear, but documents pertaining to its use were located with dates as early as 2003, and it appears that revisions were made and surveys updated in 2009.   The survey as it stands is comprised of both open-ended and checklist data that provides a limited pool of preselected options. The data does not have meaningful groupings or clusters and categories are difficult to create without knowing ahead of time what

the information will be used for. It offers little to inform Lheidli's long-range plans as it is a skill assessment tool rather than a planning based one.

Although spoken of as a database that would support Lheidli with its HR planning and capacity development work, there does not appear to be a plan in place for how the data is to be compiled or used and it is unclear what the amalgamated data is to meant to inform. One could assume that the sections on interests for knowledge and skill development could be used for information and training purposes, but it is not clear if this is intended to be used for training for employment opportunities within the Nation or the broader workforce. The data collected is not done with a view towards future planning or linked to HR needs for the Nation. Although it would make sense for education and training efforts to be part of a larger Employment and Training plan for the Nation, this does not currently exist.

The Education and Training department as structured is limited in its ability to engage in long-term planning and expansion as their work currently centres on administering existing agreements and INAC program contributions. As Lheidli develops its capacity to leverage additional funds through the creation of a non-profit education society and a comprehensive education strategy is developed, the department's mandate is likely to expand. As the department grows, information gathering and planning tools will need to be revised in order to become effective mechanisms to inform processes and improve service delivery. It is anticipated that layers of this work will be embedded in the development of evaluation structures and the remaining information can be gathered through intake mechanisms for employment related activities. It is recommended that opportunities for community members to update their skill profiles and contact information be provided electronically as a component of upcoming work on a comprehensive communication strategy.

Data Limitations

Early conversations with previous Education and Training Department staff regarding the Human Resource Inventory database centered on limitations of data entry, storage, and search capacity as well as low return rates. In reviewing the data that has been collected, there are clear limitations that will need to be addressed as a simple matter of effective information management. Limitations fall into three broad categories – quality, management, and gaps.

Quality:
Several surveys have missing information or answers that do not provide useful information for administrative planning. The result is that users of the information are left to make meaning from a limited source and missing data has no way of being interpreted in a useful way. The program used to capture the information has limited search capabilities and does not reduce

the need to go through the surveys individually. The amount of data and the overlap contained within it makes it limited in its capacity as an employment recruitment and screening tool.

Management:

Several of the surveys appear to be duplicates, dates of collection are unclear, files are still held for members who are deceased, and contact information is no longer accurate. The database is not currently maintained as an assigned component of anyone's job and turnover in staff has led to much of the information becoming outdated. There are no easily accessible ways for members to update their information and keeping it current has the potential to become an onerous task. The data needs to be culled and is likely to be more effective if transferred from Excel to Access. Capacity needs to be built within the education department to manage the data and to ensure that the dimensions are meaningful. It may be more effective to approach the creation of an HR database from an aptitude and interests perspective that also captures previous experience and skills.

Gaps:

Gaps in the system as it currently exists extend beyond the issues outlined above and centre mainly on clearly articulated responsibilities for managing and implementing an overall HR strategy for the Nation. Although the need for a broader strategy has been spoken of many times, higher level planning for the Nation has yet to occur. It is hoped that increased administrative stability will support the mobilization of planning frameworks included in this document as well as those that have been developed as components of other projects such as the CCP.

The challenges encountered within the HR data base are indicators of larger issues that have been repeatedly acknowledged within this document. The need for plans that identify priorities, strategies that are linked to departmental mandates, and effective monitoring systems impacts every area of the Nations work. It is difficult to manage the flow of information into and out of the Nation when clearly articulated plans do not provide guidance for what needs to be known and how it is used and shared both internally and externally. Again, it is anticipated that shifts in practice that will require clearly articulated program mandates will support new perspectives simply by reframing the question from '*what are the guidelines of the program?*' into '*what do we want the program to accomplish?*'

As a Lheidli driven agenda emerges, the information that will be required will become clearer. It is recommended that Lheidli invest time and resources into establishing standards for information gathering and maintenance that are based on intentional use and consideration for ownership and access. Mechanisms should be put into place that ensure that information is collected in a strategic way with the goal of informing and advancing the Nation`s priorities.

This will require investment in policies and infrastructure that support design, implementation, and ongoing monitoring along with effective procedures for information storage and archiving.

Risk Management and Control Systems

Current policies used in the administration of the business of the Nation are largely silent on issues of risk assessment and risk reduction. The finance department currently works within GAAP and Lheidli undergoes an annual audit with measures taken within departments and programs to reduce the possibility of mistakes. There is currently no comprehensive, multi-level approach to risk management that is shared across departments. The development of such a system is beyond the scope of this document; however recommendations and a preliminary framework have been included for consideration.

Risk Assessment / Management Framework

Risk Management can be loosely defined as having two components - the identification and analysis of risk as well as the implementation of monitoring and control measures that help to reduce them. In developing a framework for assessing and mitigating risk, Lheidli will be well served by a coordinated system of responses and control mechanisms that include various tools and information gathered at multiple points inside the Nation's enterprises.

Previous TRM reports (see Financial Administration TRM, 2005) outline anticipated areas of risk that may arise for the Nation and are broken into three sections; Government, Organizational, and Delivery and are laid out in point form below.

Government:
- regulatory
- stewardship
- management
- security – manufactured and technological

Organizational:
- ensuring risk ownership is linked to accountability and expertise
- ensuring reporting informs processes and mechanisms
- ensuring that specialists are linked to policy and operation decision makers

Delivery:
- price – service delivery costs exceed resources
- volume – need exceeds available resources

- agreement – cost sharing agreements between provincial and federal governments could be dissolved impacting access to funds for Lheidli
- emergencies – related to land and forests

Recommendations for a risk management strategy contained within previous TRM reports include the development of assessment processes that have the capacity to identify contingencies, control mechanisms, and financing for responses to ensure capacity to respond to situations of risk. Further recommendations include allocating responsibility for dealing with risk to those with required competency to develop an appropriate response, developing capacity to respond, ensuring accountability to public interests and cost effectiveness, ensuring effective management, and supporting those closest to the service to make operational decisions.

In a coordinated system of risk management, we would see an integrated response that would include risk assessment as a component of each Manager's or Director's responsibilities, and the incorporation of risk related dialogue into long-term plans, policy documents, and budgeting processes. Risk assessment and mitigation would become required reporting and a component of performance measurement for department heads. The system could include the incorporation of internal auditing processes that would table recommendations for improving control systems and the development of an internal risk management committee made up of department heads and executive level managers who would hold ongoing risk assessment and management dialogue.

Risk management is not currently a formalized component of employee positions, but most staff engage in some form of risk management almost daily. Ensuring program compliance through eligibility and reporting, financial tracking mechanisms used within the Finance department, policy development and enforcement, and the use of evaluative tools to assess quality of service delivery have all been used within the organization. As Lheidli moves forward their systems will need to have the ability to meet expanded jurisdictional responsibilities and significant training and development resources will be required. Questions will need to be answered with regard to who participates and how they are to be monitored, mechanisms for assessing effectiveness, and risk audit procedures will need to be mapped out with each department and governing bodies. Mechanisms for coordination, community engagement, and transparency will all need to be articulated and are likely to be congruent with structures developed in the process of comprehensive strategic planning.

Lheidli is currently in a position where they have internal expertise with skilled staff and Leadership that are able to engage in design and implementation of control and monitoring

systems. Much of the risk facing the Nation can be addressed through incorporation into planning and evaluation frameworks as well as internal codes, policies, and Lheidli T'enneh law. It may make sense to frame risk management for the Nation along similar dimensions to those indentified in the performance management framework. This would enable the Nation to identify risks that may occur within standard approaches such as the one put forward in the Financial Administration TRM as well as dimensions related to the advancement of sovereignty through preservation of cultural knowledge and practice.

The development of a comprehensive risk management strategy may find as its starting point conversations with management, staff, and leadership to determine how a standardized approach to risk management could be implemented. The recommendation at this point is that a targeted initiative be developed to build comprehensive, multi-level risk management tools that can be used across departments that are comprised of both generic instruments for overall use and department specific components.

It is anticipated that early focus areas for risk management will include skill and knowledge development for staff, implementation of dispute and conflict resolution mechanisms, and finalization of financial policies and codes. Mobilization of mechanisms to ensure controlled growth and expansion for the Nation including clearly articulated lines of authority, decision making structures, and strategic priorities and plans will provide the guidance to this process and is likely to be supported by the implementation of the performance management system.

Initial Development of a Control System:

In order to begin to develop a foundation for the creation of an integrated risk assessment and control system, Lheidli will need to think of the different areas that will be impacted by risk. Again, this may be best conceptualized within the context of advancing sovereignty and collective mobilization. There is a significant degree of overlap with recommendations for the creation of a performance management system and they are intricately linked.

The following section breaks down preliminary risk reduction elements into 3 areas – strategic, compliance and operational, with the understanding that comprehensive risk reduction strategies tied to jurisdictional authority at effective date will need to be mapped out during the implementation process with the required legal expertise present. The elements outlined below are preliminary considerations and not intended to be interpreted as an exhaustive list. As the TRM specifically requested financial risk measures, it is included in the following section.

Strategic

- Creation of long term departmental growth and expansion plans
- Profile for departments – mandates, key positions, training requirements, compliance standards, local policy, and reporting mechanisms
- targeted investment in areas anticipated to have the greatest impact over the next 3-5 years
  - economic development department that includes structural requirements and oversight mechanisms
  - planning and policy development
  - community governance mechanisms
  - mechanisms to support linkages to local government and industry partners

- Strategic approach to information sharing with citizens and locality - promotional materials with consistent messaging, designated contact persons, communication protocols

Compliance

- Monitoring and Evaluation Mechanisms as articulated in performance management system
- Standards for service delivery - contractual obligations and legal/fiduciary responsibility
- Reporting requirements for staff and executives
- development of local policy with articulated approval/ratification processes

Operational

- Representative Government
  - Culturally congruent practice
  - Training and orientation process for Council and Staff
  - community oversight structures for Government
  - Governance Code
- Recruitment and retention strategy for skilled workforce
- Succession planning
- Effective management and oversight mechanisms

Financial Management

Lheidli has made significant advancement toward developing financial control systems and addressing elements of risk. Any system designed will not be able to achieve absolute

elimination of risk as there are always unforeseen circumstances or events that cannot be anticipated. The intention is to develop mechanisms that lead to the reduction of risk and to control as many of the elements as possible with the understanding that it will need to be a responsive system that will continue to grow and evolve.

Conversations have occurred wherein suggestions have been made regarding the finalization and implementation of the Lheidli Finance Code, formation of a non-profit education society to oversee training and education contribution funds, and the development of standardized processes for establishing access and expenditure policies for own source revenue. The system would also benefit from direction setting at the Lheidli government level that would be used to guide yearly expenditures and expansion priorities along with the development of oversight mechanisms through the creation of processes and skills that would have the potential to evolve into Lheidli's Capital Commission.

In looking at current needs of the financial management system for Lheidli, the area of greatest importance may be funds received by the Nation from sources other than the federal government. This includes resource sharing partnerships and other areas of own source revenue. These funds have the least amount of restriction and the greatest amount of potential to support activities directly related to advancing Lheidli sovereignty. As it currently stands there does not appear to be a systematic approach governing the use of the funds or clearly set priorities for expenditures.

As stated previously, the creation of a performance management system will include many of the issues the risk management strategy is meant to address. The processes involved in setting direction, establishing priorities, and monitoring progress will inevitably need to address elements of risk and include control systems with regard to financial monitoring. It is the community oversight and control mechanisms that will require investment and development. However, this is again likely to be addressed within the overall performance management framework as community governance mechanisms have been identified as a priority in several areas.

As with any control system there will need to be appropriate checks and balances in place that ensure compliance and standardized enforcement. Preliminary recommendations for the current system include the following:

- Strategic planning and priority setting
- Annualized budget review and approval processes accompanied by reporting mechanisms and internal audit processes

- Development of oversight and reporting mechanisms for all projects and initiatives that include feedback loops to Finance Department
- Development of policy and procedure to define access and expenditure parameters for own source revenue
- Quarterly budget review accompanied by program and project updates – mini audits
- Asset management processes assigned to departments and line managers
- Finalization and implementation of Finance Code
- Development and formalization of community oversight mechanisms

Intergovernmental Relations

Lheidli is situated to become a major player within the economic and political context within the boundaries of their traditional territory. The capacity to leverage investment and partnership opportunities will be directly linked the Nation`s ability to demonstrate the capacity to manage their role fully and to provide a strategic approach to development. External partners and institutions will want to see the articulation of structures that will support management of political interference, corporate governance structures, and effective dispute resolution mechanisms.

These are not new items for Lheidli`s consideration as they have been mentioned in other reports including the economic development section of the CCP. In looking beyond these items into areas for consideration within h the context of this document, Lheidli will also want to consider the ability to offer a responsive and enabling environment for partnership development with local governments and industry. Laws, codes, and policies along with identified cultural protocols, clear organizational structures, and strategic plans that can be shared with outside interests will assist in advancing Lheidli's position. Strategies for supporting partnership development can be placed within Lheidli`s performance management framework and opportunities can be explored to support the recruitment and leverage of partners and investors that are prepared to do business with Lheidli in ways that are culturally congruent. If done in a strategic way, it will ensure that the right people are involved at the right time and that sustainable processes are developed.

Having an increased understanding of how all of the components fit together and how Lheidli can increase their appeal to potential investors is likely to be part of the upcoming WEDI initiative activities and would become part of the responsibility of the Economic Development Coordinator/Director position and is beyond the scope of this document. However, it is anticipated that streamlined decision making processes, the pursuit of strategic partnerships

that are accompanied by resources from Lheildi – including dedicated staff, and the ability to empower Directors to leverage investment and opportunities will support investment.

Conclusion

While there have been several significant advances in the ability of the administrative team and leadership to mobilize assets and develop partnerships to support growth and expansion, the need for a comprehensive strategy remains and will be essential to the exercise of sovereignty. The ability to move forward within a systematic approach that has measureable, incremental change will be critical to gauging progress and leveraging opportunities.

Priority areas for investment have been identified and outlined and can be supported within the current organizational structure with development of capacity to support growth and expansion creating the long-term shifts required to meet effective date responsibilities. As we look at how all of the elements combine to advance sovereignty what we see is that planning, direction setting, and monitoring within a culturally congruent context enable the Nation to mobilize its capacity to be self-determining. The development of processes that support the codification of Lheidli values and traditions ensure that Institutions developed are rooted in culturally relevant ways. Shifting practice from administration to governance which includes collective mobilization through collaborative direction setting and the recreation and expansion of community accountability mechanisms, will ensure that Lheidli's governing structures reflect the needs of its citizens.

Systems for information management are supported to develop within the process of setting evaluation plans and structures, and the Nation's operations become more responsive as they operate within a linked system context. Planning, oversight, and evaluation processes provide for the linkages between departments and support streamlined decision making processes. Staff shift into a Directorship model and local expertise is built to ensure that the Lheidli government and community has access to the level of information required to become responsive and innovative and to leverage investment and partnership opportunities.

Community engagement processes and practices provide the foundation for cultural revitalization and offer healing and remembrance for the Nation as layers of consultation reframe how the community is defined and governed - representatives of families, clans, Keyohs, urban local, and regional members can all be included and lines separating the community can be redrawn. Progress becomes a collective responsibility as community, staff and leadership are empowered to make decisions and set standards and policy development
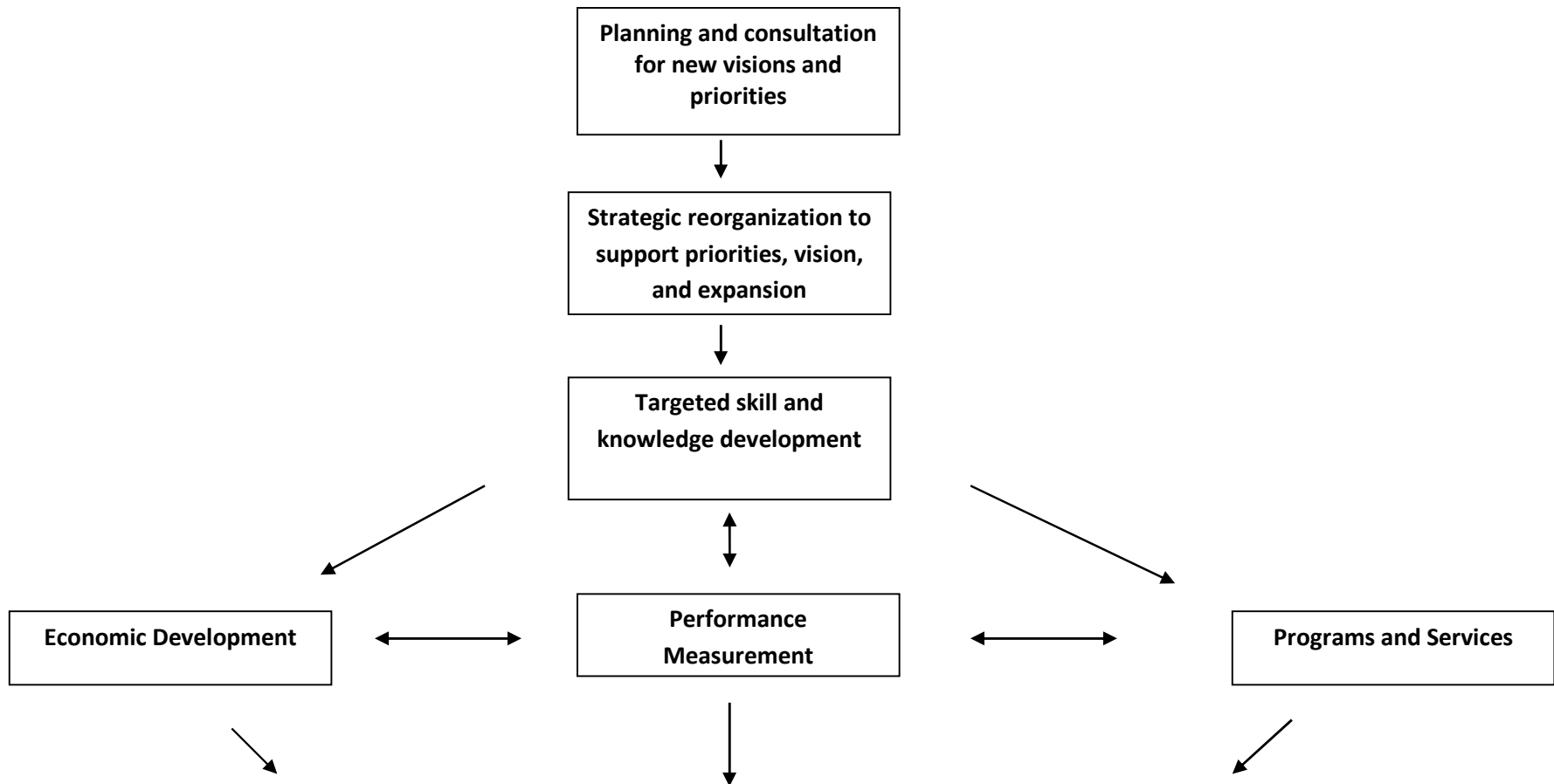
and risk assessment tools provide opportunities to develop skills valuable for future law making and enforcement.

Transitional Plan

1. Identification of clearly articulated priorities – comprehensive strategic planning including mechanisms for cultural preservation and transmission
2. Organizational Redesign with departmental mandates – Directors, Department of Intergovernmental Relations and Policy, Economic Development department with tools and resources
3. Implementation of Performance management system – including policies and codes that serve as foundation for law making and linkages between and across departments
4. Implementation of dispute resolution mechanisms that support preparation for judiciary
5. Capacity development for community-based governance – Finance Authority, Community Governance Council
6. Strategic mobilization of partnerships and agreements aligned with Lheidli priorities

Key Instruments:

- Corporate Charter – responsibilities, accountability structures, ethics, social and environmental responsibilities
- Comprehensive planning framework
- Governance Policy
- Dispute resolution mechanisms

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┌─────────────────────────┐
│ Planning and consultation│
│   for new visions and    │
│       priorities         │
└─────────────────────────┘
            │
            ▼
┌─────────────────────────┐
│ Strategic reorganization to│
│ support priorities, vision,│
│     and expansion        │
└─────────────────────────┘
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│   Targeted skill and     │
│  knowledge development   │
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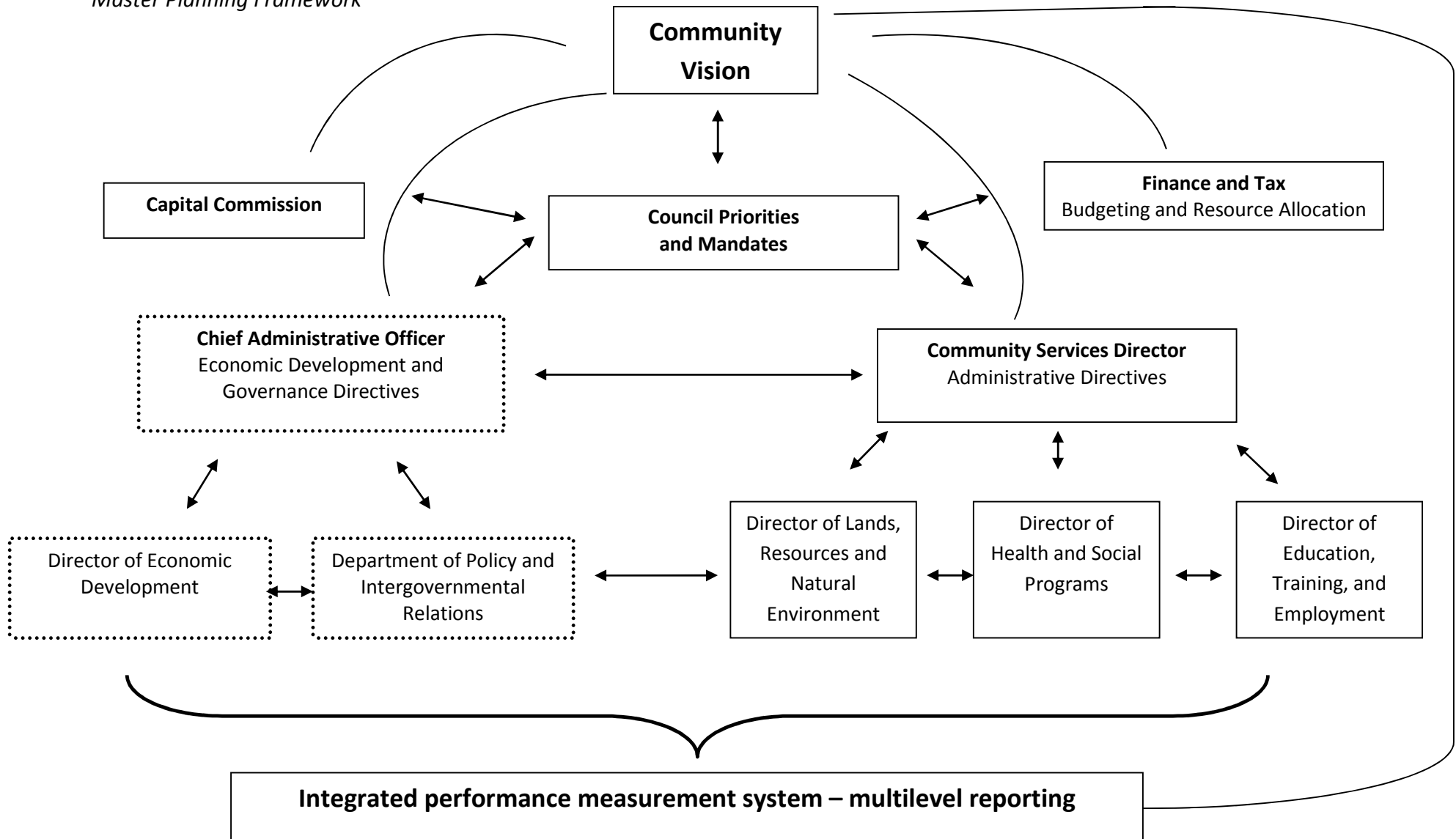| Economic Development | ◄──► | Performance Measurement | ◄──► | Programs and Services |

- Performance measurement and consultation processes lay foundation for revitalized cultural practice as well as transparency and accountability
- Priorities become incorporated as mandates
- Plans create foundation for partnership development
- Policies create foundation for laws
- Expansion plans incorporate mentorship and training opportunities that lead to improved socio-economic status

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Appendix A

Master Planning Framework

Master Planning Framework

Community Vision

Capital Commission

Council Priorities and Mandates

Finance and Tax
Budgeting and Resource Allocation

Chief Administrative Officer
Economic Development and Governance Directives

Community Services Director
Administrative Directives

Director of Economic Development

Department of Policy and Intergovernmental Relations

Director of Lands, Resources and Natural Environment

Director of Health and Social Programs

Director of Education, Training, and Employment

Integrated performance measurement system – multilevel reporting

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