

**Developing an Economic Partnership Framework Between The Lheidli T'enneh First
Nation And Initiatives Prince George Development Corporation**

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ABSTRACT

Successful partnerships balance corporate, social and environmental responsibility, and ensure prosperity for both partners. The most effective type is a collaborative partnership, which exhibits mutuality, equal power in the decision-making process, and resource-sharing. For First Nations, a partnership with a business can contribute to a future that involves them in a mutually respectful manner by incorporating their values and principles. This facilitates First Nations participation in and contribution to a vibrant and strong economy. For businesses, a partnership with a First Nation can result in access to the rapidly growing pool of natural and financial resources currently under the control of First Nation peoples.

In northern British Columbia, the Lheidli T'enneh First Nation and the economic development corporation of the City of Prince George, Initiative Prince George, expressed an interest in engaging in economic partnerships, now and in the future. Initiative Prince George understood that successful Aboriginal engagement, capacity building, and partnership were a key priority for economic development and diversification in northern British Columbia. Additionally, the Lheidli T'enneh First Nation was aligned with this priority. They recognized the social, political, and economic advantage in partnering with non-Aboriginal business opportunities. Yet, the Lheidli T'enneh First Nation and the City of Prince George required an economic development framework from which to build these economic partnerships.

The purpose of this MBA project was to collaboratively develop an economic partnership framework for and with the Lheidli T'enneh First Nation and Initiatives Prince George. The framework intended to streamline an integrated, respectful approach to building capacity and sharing resources in order to grow the partners' economies in the best interest of the communities they served.

The partnership framework developed in this research project was founded upon partnership theory and First Nation economic development best practices. A review of this literature revealed nine key factors associated with successful partnerships. The Lheidli T'enneh and Initiatives Prince George struck a steering committee to collaboratively develop the partnership framework based on these 9 factors. The steering committee accepted the 9 factors as the framework's 9 goals they would try to achieve through this partnership agreement. These goals were embedded into the framework by establishing common definitions, strategic actions and performance measures, for each goal.

The following completed work represents an economic development framework, fulfilling a need as identified by the Lheidli T'enneh First Nation and Initiatives Prince George of the City of Prince George. More generally, it represents a collaborative effort between two prospective economic partners who expressed an interest to build economic partnerships now and in the future. This is considered a living document between the Lheidli T'enneh First Nation and Initiatives Prince George.

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INTRODUCTION

Corporate and Aboriginal partnerships in economic development are growing in Canada. Non-Aboriginal corporations are developing business alliances with Aboriginal peoples as a part of their strategy for long-term corporate survival (Anderson, 1997). Business ventures in northern British Columbia recognize successful Aboriginal engagement, capacity building, and partnership as a key priority for economic development and diversification. As well, First Nations are aligned with this priority as they recognize the social, political, and economic advantage in partnering with non-Aboriginal business ventures.

At a time when First Nations are asserting their nationhood, economic development becomes crucial to their ability to institute effective mechanisms of governance. They are increasingly approaching corporations to partner with them so they can acquire the expertise and resources needed to create business success for their communities (Whyte, 2006, p. 3).

This includes partnerships between Aboriginal governments and their federal, provincial and municipal counterparts.

A local opportunity was presented for an economic development partnership between the Lheidli T'enneh First Nation and Initiatives Prince George Development Corporation. The purpose of this project was to work collaboratively with both the Lheidli T'enneh First Nation and Initiatives Prince George to develop an economic partnership framework that would offer structure, engagement, and guidance to that economic development partnership, and to future ventures between the two partners.

The City of Prince George, through its economic development branch, Initiatives Prince George Development Corporation, hereafter referred to as Initiatives PG, acknowledged

Aboriginal partnership as one of its priorities (Initiatives PG Strategic Plan, 2008). One of its objectives states a priority to “*establish formal economic partnership, including at least one with First Nations*” (Initiatives Prince George Strategic Plan, 2008, p. 2). Moreover, Initiatives PG identified the Lheidli T’enneh as a First Nation with which they would like to engage in economic development strategies. Reciprocally, the Lheidli T’enneh First Nation, hereafter referred to as Lheidli T’enneh, a proactive and progressive nation located in the vicinity of Prince George, was interested in exploring these economic development strategies with Initiative PG. The Lheidli T’enneh, ‘the people from the confluence of two rivers’ is a Carrier-speaking First Nation having traditionally occupied and used the land from Prince George to east of the Alberta border. Approximately 100 of its Shelley Band members live on the Shelley Reserve, 20 kilometers northeast of Prince George. The majority of the other members live in Prince George (Indian and Northern Affairs Canada, 2008, p. 4).

Yet, only some standing protocols existed between the City of Prince George and the Lheidli T’enneh. A comprehensive and collaboratively developed economic development framework, independent from these protocols and politically-driven treaty negotiations, did not exist. Therefore, the partners viewed this project as a pilot project to enhance their working relationship, which they anticipated would contribute to successful economic partnerships in the future.

The method used to achieve the objective of this project was to; 1) identify in the literature key factors to successful economic partnerships, 2) develop and coordinate a steering committee comprised of key representation from Initiatives PG and the Lheidli T’enneh and,

3) develop an economic partnership framework based on the key success factors found in the literature, through collaborative discussion between the steering committee members. Although First Nations and municipalities are unique from one another, the framework was also intended to offer a template to guide other Aboriginal and non-Aboriginal economic partnership frameworks in northern British Columbia

Identifying the key factors

The purpose of the literature review was to determine the key partnership factors required for a successful and cohesive economic partnership. The questions that guided the selection of the key partnership factors were, 1) What are the dimensions and aspects of partnership theory?, 2) What are the key factors of success?, and, 3) What are the factors leading to successful First Nation partnerships? This research set out to identify five key factors of successful economic partnerships with First Nation economic development best practices; it identified six key factors. Additionally, this research set out to identify five key factors from partnership theory intended to lead to successful partnerships; it identified five key factors. The eleven identified factors provided the basis for the goals of the economic development partnership framework to be utilized to guide the economic partnerships between the Lheidli T'enneh and Initiatives PG. In total, 11 key factors were identified, however two were repetitive between the two different bodies of literature, therefore 9 goals were developed.

Developing the steering committee

The Lheidli T'enneh and Initiatives PG struck a steering committee. This was a working committee tasked with developing a guiding vision for the partnership, identifying each

members roles, responsibilities and expectations, defining key terms that would be used within the framework, and finally, accepting the 9 key factors found in literature as the 9 goals they would try to achieve through this partnership framework. The steering committee brainstormed strategic actions and performance measures for each of the 9 accepted goals of the partnership framework. The author of this project was a member of the committee. The author held meetings with members of the committee during the entire project process. In addition, there was an independent member who, in the past, had worked with both the Lheidli T'enneh and the City of Prince George. The role of this member was to give objective insight, based on his knowledge and experience, to both partners' perspective.

Partnership framework

The key factors identified in the literature review became the basis for the goals for and the foundation of the partnership framework. The steering committee worked collaboratively to identify, in detail, the goals of the economic development framework, by determining, a) definitions for each goal, b) strategic actions associated with the defined goal, and c) performance measures for each strategic action. As supported by the literature, the collaborative effort to define the goals ensured that each partner had ownership of what that goal meant to it and its organization. Collaboratively determining strategic actions allowed the Lheidli T'enneh and Initiatives PG to aim for sustainable management outcomes for each goal. Finally, the performance measure ensured that the governance bodies of the Lheidli T'enneh and Initiatives PG had a means to evaluate and assess the utility of the economic partnership framework to build a successful partnership. Moreover, the partnership framework was guided by a statement of vision developed by the steering committee at the

beginning of this process. The shared vision was developed to ensure both partners were clear on what they wanted the partnership to achieve.

How this document is organized

This document includes a literature review (Section 2), which explores some theoretical perspectives on partnerships that are useful in understanding the phenomenon of partnership arrangements. Additionally, the literature review identifies First Nation economic partnering best practices. The literature review is followed by the methodology (Section 3) used in executing this project and the process of developing the partnership framework. The fourth section discusses the proposed economic partnership framework, identifying the collaborative definition of each key factor, the strategic actions required, and a performance measure for each. Finally, the last section, offers a conclusion to the project.

LITERATURE REVIEW

The literature researched for this project focused on three main areas, 1) theoretical perspectives on partnerships, 2) Aboriginal, non-Aboriginal partnerships and 3) First Nations economic development best practices, specifically, factors that were identified with successful partnerships. The project further researched 4) determinants of failed economic partnerships, and 5) formal agreement processes. The following subsections provide a summary of the relevant literature reviewed in these five topic areas.

1) Partnership theory

This section provides insight to the theoretical perspective of partnerships. These perspectives are useful to understand the nature and requirements of successful partnerships. More specifically, this section addresses the definition of partnership, the factors that produce partnerships, the different typologies of partnership, and the factors that contribute to the success of partnerships.

Definition of partnership. ‘Partnership’ has many different meanings in different contexts. For the purpose of this project, ‘partnership’ is defined as, “a relationship involving the sharing of power, work, support and/or information with others for the achievement of joint goals and/or mutual benefits” (Kernaghan, 1993, p. 61). The term ‘partnership’ has been misconstrued and misused, therefore, for analytical purposes, it is important to identify those elements that differentiate partnerships from other organizational relationships. Some of these other organizational relationships include contracting, extension, and co-optation (Brinkerhoff, 2002). Some of the characteristic elements of a partnership include, a) the partners identify a potential synergistic relationship, b) the objectives of a partnership are social in addition to commercial, c) the nature of relations are based on ‘mutuality’, d) partnerships typically change, and e) because partnerships are non-static and dynamic, their processes need to be assessed and evaluated as they evolve (Brinkerhoff, 2002; Lowndes et al, 1998; Mackintosh, 1991).

Jennifer Brinkerhoff, in her article *Government – Nonprofit Partnership: A Defining Framework* (2002), defines the dimensions of partnership; she suggests that ‘mutuality’ and

‘organization identity’ are the two dimensions that are significant to defining partnership. Mutuality refers to the mutual dependence of each partner on the other and it entails respective rights and responsibilities. “Embedded in mutuality is a strong mutual commitment to partnership goals and objectives, and an assumption that these joint objectives are consistent and supportive of each partners organization’s mission and objectives” (Brinkerhoff, 2002, p. 22). Organizational identity is the reason for selecting a particular partner; it refers to that which is unique and differentiates itself from other organizations. (Birkerhoff, 2002). The concepts presented by Birkerhoff, both the different types of partnerships, as well as the dimensions of those partnerships, as discussed above, are displayed in Figure 1.

		MUTUALITY	
		Low	High
ORGANIZATION IDENTITY	High	Contracting	Partnership
	Low	Extension	Co-optation and gradual absorption

Figure 1. Partnership Model - (Brinkerhoff, 2002, p. 22)

Factors producing partnerships. A number of interrelated factors have influenced the appearance of the ‘partnership phenomena’. Some of the more notable factors that challenge governments are fiscal restraints, the increased complexity and interdependence of social issues, increased demand for greater citizen involvement, program quality and service delivery, the globalization of economies, and the rapid advances in information technology

(Armstrong et al., 1999). As a result of these pressures on public-sector management, government has introduced some alternative approaches to adapt to these demands. One of these approaches is a greater reliance on partnerships. Although each proponent has its own unique goals, partnerships may be the most effective means to reconcile differences, while creating the greatest possible mutual benefit.

Partnership typology. Partnerships can be categorized according to a range of characteristics that identify specific dimensions or activities in various types of partnering arrangements. These broad categories are useful both in categorizing classes of partnerships and also for understanding a particular partnership arrangement. The four types of partnerships, as derived from the literature, are the collaborative, operational, contributory, and consultative types (Kernaghan, 1993; McQuaid, 2000; Wright et al., 1993; Rodal et al., 1993).

The *collaborative partnership* involves active power sharing, where each partner forfeits a certain level of autonomy. This allows the partners to share equal power in the decision making process. In such a partnership, the partners aim more towards working together in performing various roles and responsibilities. Moreover, there is a tendency towards the pooling of resources. As Brinkerhoff (1993) maintains, collaborative partnerships exhibit 'mutuality'. Proponents tend to choose collaborative type partnerships when the challenges they face cannot be solved alone; this is a benefit of being mutually dependent. (Kernaghan, 1993)

Operational partnerships, otherwise known as work-sharing partnerships, differ from collaborative partnerships. Power is not shared; rather, one partner retains the power over decision-making. Operational partnerships are those where, resources, planning and work are shared, but not necessarily the decision-making power (Rodal et al., 1993). The emphasis of this type of partnership is working together at the operational level to achieve identified goals. Operational partnerships maintain a strong element of collaboration by involving the partners in resource-sharing and goal development.

The *contributory partnership* is generally not considered a true partnership because the business entities are not involved in operations or decision-making. Rather, the mutual support among those involved usually exists in the form of funding or sponsorship. One may question if this should even be considered a type of partnership, however, as Rodal and Mulder (1993) state, "it may arguably be said that it is not really a partnership. Yet, the sponsoring organization's collaboration may extend to proposing or agreeing to the objectives of the partnership, and its involvement may offer the incentive (seed money, for example) for more extensive involvement by other (third) parties" (p. 36).

Finally the *consultative partnership* is one that involves the solicitation of advice from outside of an organization from individuals, groups, and other organizations (outside of government). Rather than a focus on power-sharing or collaborative decision-making, this type of partnership's primary objective is information-sharing. (Kernaghan, 1993).

The categories referring to types of partnerships are cumulative rather than mutually exclusive. This means that a partnership that fits into one partnership-type category will typically also exhibit some characteristics of partnerships in the other categories. In addition, these four categories of partnership types are ideal, meaning, they typically do not reflect the realities of practice. It is possible to have hybrid models that embrace the various characteristics of all models. Additionally, partnerships are organic entities that may evolve from one type to another (Armstrong et al, 1999). Yet, it is important to keep these idealized partnership-types in mind to explain transitional or evolving features of any partnership over time.

Partnership typology for this project. In developing the partnership framework between the Lhedli T'enneh and Initiatives PG, the research project adhered to the collaborative partnership approach. It adhered to this partnership type because it advantageously presented opportunities to synergistically achieve objectives, resolve conflict and empower disadvantaged individuals, groups or organizations (Kernaghan,1993; Huxham, 1996). These opportunities were particularly advantageous to the Lhedli T'enneh and Initiatives PG, who were interested in a partnership that would facilitate the sharing of resources, increase levels of participation, promote shared learning, improve effectiveness with a broader base of expertise, encourage the growth and development of these agencies, and foster healthy relations. Moreover, the collaborative partnership approach was aligned with the partners' identified need to respect the spirit and intent of the partnership formation process. It was envisioned that by following this typology, the partners would develop relationships that would encourage trust, mutual dialogue, commitment, and cooperation.

Factors of success established in the literature. Partnership theory, as discussed in the literature, identifies a variety of factors that are key to success. The five most cited key factors discussed in the literature on partnership theory, and therefore used as the basis in the partnership framework, are to: 1) identify key goals and objectives (Kernaghan, 1993; McQuaid, 2000; Allan, n/d; Hailey, 2000; Brinkerhoff, 2002; Huxam et al., 2000; Armstrong et al., 1999; Parker, 1999; Ellram, 1995; and Whamond, 2000), 2) build effective social relations (Kernaghan, 1993; McQuaid, 2000; Hailey, 2000; Brinkerhoff, 2002; Huxam et al., 2000; Armstrong et al., 1999; Parker, 1999; Ellram, 1995; and Whamond, 2000), 3) find agreement on operations, roles and responsibilities (McQuaid, 2000; Allan, n/d; Hailey, 2000; Brinkerhoff, 2002; Huxam et al., 2000; Parker, 1999; and Whamond, 2000), 4) share resources (Kernaghan, 1993; McQuaid, 2000; Allan, n/d; Hailey, 2000; Huxam et al., 2000; and Parker, 1999), and 5) establish an equitable and measurable management of the partnership (McQuaid, 2000; Allan, n/d; Brinkerhoff, 2002; Huxam et al., 2000; and Armstrong et al., 1999). Appendix A, *Partnership Theory – Key determinants*, shows the tabulation of the above factors as identified by the various authors. These factors are defined and discussed below.

1. Identify key goals and objectives. Clear goals and objectives ensure that partnerships are driven by a mutual understanding of their vision, purpose, and objectives, as well as, what is to be accomplished. This enables partners to understand what is expected of them in order to work together to accomplish this. Working together offers partners the ability to resolve problems should they arise. Clear goals offer guidance and clarity, which, in turn, makes it easier for partners to work collaboratively. This clarity also offers an environment where the

partners can raise sensitive issues about each other's role and performance according to the stated goals and objectives (Hailey, 2000). These clear goals reinforce the purpose of the partnerships, which helps guide the partners through all aspects of the relationship. Brinkerhoff (2000) identifies the following methods to achieve clear goals: regular partner meetings to review, revise, and assess progress in meeting identified goals, shared common vision for the partnership, and mutually determined and agreed partnership goals.

2. Effectiveness of partnering relations. Mutual confidence, trust, and commitment are fundamental to successful partner relations; and, partnership relations are key to successful partnerships (Armstrong, 1999). Additionally, Vangen and Huxham (2000) postulate that if partners are serious about achieving success, they have to be prepared to nurture that relationship. Therefore, partners need to develop a strong willingness to be transparent and work together, which builds trust and strong personal relations. Hailey (2000) states,

Trust and respect lies at the heart of partnering. Where mutual trust and reciprocity exists it is much easier to negotiate issues, resolve problems and work towards a common purpose. Trust and respect facilitates communication, the sharing of sensitive information and promotes learning. It also means that partners have some flexibility in their approach, or the way they allocate resources, because of their trust in their partners' reliability and the integrity of their decision-making processes (p. 31).

Effective partnerships are measured by the degree to which each partner has followed through on the partnership ideals (e.g. the agreed upon components). In this way, an effective partnership will be evident in the success of these outcomes by, for example, producing a desired or intended result. Therefore, if the partners of this project are able to adhere to the components they have identified as critical to their success, i.e.,

building strong, social business relationships, the partnership will be seen to have been effective.

3. Clarity of roles, responsibilities and expectations. An important component of successful partnerships involve the development of a solid framework based on clarity of roles, responsibilities, and expectations. Allan (2001) takes this concept one step further and suggests, not only clarity of roles, but, “transforming the roles, responsibilities and thinking within the affected public service, to reflect the change from being owners and operators of assets to becoming astute purchasers of long-term service” (p. 3). Therefore, it is important to establish a procedure early in the life of the partnership that identifies distinct roles and responsibilities for those roles. This supports and enhances the effectiveness of partnering relations. For example, it builds open communication, trust, respect and allows for a level of conversation that ensures all partners are clear on the respective roles and responsibilities of all players.

In addition, the glossary of terms used in the partnership framework between the partners should be clarified. The approach to measuring success and effectiveness can be quite difficult because of the partners’ independent views or their understanding of various terms. As Dalia Lichfield (1998) states in her article *Measuring the Success of Partnership Endeavors*, these concepts must be discussed by the partners and the meaning of each concept agreed upon. She adds, that this should be done in the process of partnership planning and formation. As such, Lichfield (1998) argues that many attempts at planning in partnership fail because of the different interpretations of the meaning of words such as,

‘success’, ‘respect’, and ‘trust’. Determining, from the outset of the partnership, the essential meanings of such terms is vital for mutual understanding and therefore, success (Lichfield, 1998).

4. Availability of resources. The literature postulates that partnerships are more successful when each of the proponents have independent access to resources, as well as when they share those resources for the good of the partnership. For example, Kernaghan (1993) asserts that the pooling of resources in a collaborative partnership will have a synergistic effect, in that the collective strength will be greater than the sum of the efforts of each partners acting independently. As identified throughout the literature, leveraging each proponent’s resources, be it monetary, human capital, expertise, specialized skills, and/or organizational culture, the partnership augments the opportunity and possibilities of the goals and objectives of that partnership (Kernaghan, 1993; McQuaid, 2000; Allan, n/d; Hailey, 2000; Huxam et al., 2000; and Parker, 1999). In addition to increasing the ‘pool’ of available resources, partnerships may bring in different types of resources such as; information, expertise, and connections with other stakeholders, which would otherwise not be available nor accessible to the partnering organizations (McQuaid, 2000).

When proponents share their resources, they inherently share risk – and reward. The literature identifies that risk and reward sharing involves partnerships in leveraging expertise and resources to best meet the collective needs of the partnership (Allan, 2001). As such, Rodal (2008) summarizes that to have a successful partnership the proponents have to be willing to invest in the effort of the partnership, make commitments and share risks.

5. Nature of management. Management of partnerships is a multi-facet issue. There are three reoccurring themes in the literature regarding the successful management of partnerships. These themes are power sharing, accountability, and responsibility. Partnerships may be mutually established; however, the proponents of the partnership will each have different reasons for committing to the partnership. In turn, they each bring different resources, skills, and expertise to the relationship, which provides the advantage to partnering. However, managing these differences in terms of their embedded professional languages and in terms of their organizational cultures is likely to be a difficult task. The success of this task will rely on the management of the partnership (Huxam et al., 2000).

Successful power sharing within partnerships depends primarily on the sharing or delegation of power. Be it individuals, organizations, representatives or governments, proponents of the partnership must abandon their 'control mentality' when trying to manage resources while working in a collaborative partnership (Kernaghan, 1993). The collaborative process challenges the proponents to change their organizational culture and traditional values, allowing them the opportunity to share authority and develop a learning culture (Armstrong et al., 1999).

Successful accountability depends primarily upon the reporting and monitoring arrangement made between partners. The Auditor General (1999) asserts the following preferable features for the reporting requirements of partnerships: "clear context and strategies, meaningful performance expectations, results reported against expectations, demonstrated capacity to

learn and adapt, and fair and reliable performance information” (paragraph 5.76). As for strategies to effectively evaluate the success of the partnership, partnerships need to consider the purpose of the agreement, the capacity of the partners, the complexity of the arrangement, the specific accountability requirements of each partner, and the level of risk involved in the arrangement. For the purpose of this project the following definition of ‘shared accountability’ is useful:

Shared accountability is a relationship based on the obligation to demonstrate and take responsibility for performance in the light of agreed expectations. This means that in intergovernmental partnerships, there are three kinds of accountability relationships: accountability amongst the partners, accountability between each partners and its own governing body; and accountability to the public (Organization for Economic Co-operation and Development, 1993, p.3).

Responsibility among partners can be strengthened by a formalized management protocol, which would address accountability. Responsibility requirements for an arrangement include explicit stipulations for reporting, monitoring, and evaluating actions and decisions. Because the partnership is a non-static process, the partners must be willing to revisit and if necessary amend the mechanisms instituted for the assessment, and evaluation of the partnership arrangement.

2) Aboriginal, non Aboriginal partnerships

The phenomenon of public–private partnerships has proliferated over the past two decades as an innovative strategy for solving various problems faced by governments and their respective organizations (Kernaghan, 1993; Armstrong, 1999; McQuaid, 2000; Wright *et al.*, 1997). This includes partnerships between Aboriginal governments and their federal,

provincial and municipal counterparts, as well as corporate business partnerships to enhance Aboriginal economic development.

In his article *Corporate/indigenous partnerships in economic development: The first nations in Canada*, Robert Anderson (1997) identifies four factors consistent with the literature that drive corporate behavior to partner with Aboriginal communities. They are:

1. Society's changing expectations about what constitutes socially responsible corporate behavior,
2. Legal and regulatory requirements and restrictions,
3. The growing aboriginal population, and its increasing affluence and level of education, and
4. The rapidly growing pool of natural and financial resources under the control of aboriginal people.

(Anderson, 1997, p. 1483)

On the other end of the spectrum, from a First Nations perspective, they too are motivated to build economic partnerships. Regarding the First Nation Forestry Program, Hickey (2005) identifies four factors that drive Aboriginals desire for partnership. They wish to:

1. Generate revenue and create jobs as one aspect of self-government
2. Lever themselves into the economy at a faster pace than they could alone.
3. Allow for faster growth and larger projects.
4. Transfer job skills and increase their management.

The Report of the Royal Commission on Aboriginal Peoples; Renewal: A twenty-year commitment, couple economic development with the First Nations' individual and community efforts to promote self-healing. It articulates that economic development can provide considerable momentum to achieving self-governance, resulting in a 'dramatic' improvement in living conditions and personal well-being among First Nations (1996). According to Anderson (1997), economic development and partnerships with First Nations

and non-First Nation organizations will improve the socio-economic circumstances of First Nation peoples, as well as, encourage opportunities for self-government. First Nations understand that successful economic development will generate direct desired outcomes such as, employment, income, training, stability, and opportunity. Moreover, these outcomes will further positively impact First Nations by improving health and well-being of individuals and, therefore, the community itself.

As stated in the *Report of the Auditor General of Canada to the House of Commons* (2003),

There are substantial gaps in key economic indicators such as employment and income between Aboriginal and non-Aboriginal people in Canada...First Nations told us they face barriers to accessing natural resources and capital, to accessing federal business support programsthese barriers increase their costs of doing business and impede their economic development (p. 1).

The federal government as well as Aboriginal peoples recognize that partnering with others in economic development offer the benefit of economies of scale and expertise.

The most important and perhaps the most obvious theme explained in all the literature reviewed pertained to the theme that the economic development issues facing First Nations are extremely diverse and very complex. In *A Public Policy Forum – Economic Development in First Nations: An overview of current issues*, Shanks (2005) presents the concept that any public policy or program response will have to be custom made to fit a variety of circumstances. First Nations communities are unique; and, they are at various stages in terms of capacity to plan for and seek appropriate economic activity. Moreover, Shanks (2005) states, “This is truly a case where one size will not fit all” (p. 4). This statement encapsulates the position this paper takes regarding developing a partnership

framework between the local municipal economic development corporation and a local First Nation. The uniqueness of the Lheidli T'enneh First Nation and of Initiatives PG within their categories of 'First Nation' and 'municipal local economic development', allow for a custom designed partnership framework.

It is important to note that each First Nation community is distinct and come with a unique historical background. Even though there are some similarities, each First Nation's culture has distinct characteristics such as, cultural practices, beliefs, languages, governing structures, decision-making systems, communication processes, and politics (Best Practice Guide, 2007). In addition, each First Nation community is in different stages of attaining self-government, economic development, and/or successful treaty negotiations. According to the BC Treaty Commission, there are six stages in the Treaty negotiation process. Lheidli T'enneh is in stage five of this. However, it was not within the scope of this project, nor was it the project's intent to incorporate or develop measures of success with regards to these aspects of First Nations' self-determination. As such, this project did not explicitly measure the extent to which, if at all, a successful partnership framework would contribute to these aspects of First Nations self-determination.

Many arguments were found in the literature that favoured forming and implementing partnerships. Many of these argued that economic development partnerships can successfully benefit Aboriginal communities (Anderson, 1997; City of Winnipeg, 2003; Hickey, 2005; Hodgett et al, 2001; INAC, 2008; Shanks, 2005).

3) First Nation economic development best practices

This research identified a variety of First Nation economic development best practices that the literature substantiated were key to successful partnerships. Although this research intended to identify five key factors, in fact, it identified six key factors. These factors were summarized from best practices described in the following documents: *Making the Grade: A Guide to Success for Corporate-Aboriginal Initiatives* (2006), *Best Practices Guide: Creating Resort Partnerships with First Nations* (2007), *Partnerships Between First Nations and the Forest Sector: A National Survey* (2005). The following First Nations were involved in successful economic development ventures as discussed in the documents: Lil'wat Nation, Cowichan, Hupacasath First Nation, Haida nation, Ts'aayukw (Ditidaht First Nation), Osoyoos Indian Band, Ross River Kena, Destinations Aboriginal Careers in Tourism, Lliammon First Nation, Kinbasket Development Corporation, and Coastal First Nations Turning Point Society. Appendix B, *First Nation Economic Development Best Practices – Key determinants*, shows the tabulation of the various articles and the determinants they identified as success factors in First Nation Best Practices.

The six most cited key factors to successful First Nation economic development best practices, and therefore used as the basis to develop the goals of the partnership framework, were, 1) value in the partnership for both parties (Davies, 2007; Making the Grade, 2006), 2) clear objectives and expectations (Davies, 2007; Making the Grade, 2006), 3) First Nations business acumen, capacity, and readiness (Best Practices Guide, 2007; Hickey et al., 2005; Davies, 2007; and Making the Grade, 2006), 4) separate politics from business (Best Practices Guide, 2007; Hickey et al., 2005; and Curry et al., 2008), 5) shared long-term

vision that is inclusive of all members (Best Practices Guide, 2007; and Hickey et al., 2005), 6) relationship building and integrity (Hickey et al., 2005; Making the Grade, 2006; Davies, 2007).

1. Value in the partnership for both parties. The literature identified that Aboriginal and non-Aboriginal partnerships offer advantages to each proponent of the partnership. For example, Davies (2007) stated that successful economic ventures should have a solid sense of shared value that is supported by ongoing commitment from the partners. Moreover, Brinkerhoff (2002) argues that, in terms of defining partnership, the idea of 'mutuality' is apparent here, where both partners feel they have something to gain and contribute to the partnership.

When clearly articulated, shared values give meaning and purpose to the venture. Aboriginal community members grow to appreciate the role of business when they see unemployment levels drop, community programs and infrastructure strengthened and their values respected in the process. Similarly, corporations succeed in engaging their organizations when the business case is strong and tied directly to its overall business objectives" (Whyte, 2006, p. 38).

The best practices literature recognized, in terms of the value of a partnership, that each party brings assets and skills that have the potential to create partnership synergy for a long-term business relationship; this benefits all (Best Practices, 2007). Therefore, valuing partnerships was identified as a key factor to guide the goals of the economic development framework

2. Clear objectives and expectations. The literature further identified that understanding each partners' objectives and motivations was essential to the success of corporate-Aboriginal ventures. For example, Whyte (2006) argued that understanding this

provided the partners with a predictable and stable structure from which to develop plans. Plans were made achievable when they were mutually identified and agreed upon (Whyte, 2006). This included mutually agreed upon definitions. For example, when ambiguous terms such as, respect, trust, and success were defined, Shanks (2005) argued that there existed a concrete and common understanding of whether or not the desired results were being achieved. As stated in the *Best Practices Guide* (2007), First Nation protocols, such as goals, objectives, purpose, and roles and responsibilities had historically been oral only. As such, the authors of this document argued that First Nation communities should develop written protocols for the agreements' guiding principles, purpose, goals, objectives, roles, obligations, responsibilities, lead contact, etc. Moreover, it should articulate to whom the agreement applies. These concepts were aligned with the literature on partnership theory, which stated that clear objectives and expectations eliminated potential problems and minimized misunderstandings; this supported trust within the partnership. Therefore, identifying goals and objectives and clarifying key terms that would be used to guide and measure the effectiveness of the partnership was identified as a key factor to guide the goals of the partnership framework.

3. First Nations business acumen, capacity, and readiness

The whole concept of the self-sufficiency scorecard being the balance sheet (profit/losses) is new to Aboriginal people. Our Indian Affairs system is bureaucratic and doesn't motivate people to grow. When you depend on government funding, you have no way to measure how you are doing. Business involves discipline and accountability – ultimately self-sufficiency for our people.

Chief Clarence Louie, Osoyoos Indian Band
(Whyte, 2006, p. 39)

International development between land-owning communities and local governments has

initiated a large literature on the subject of 'Capacity Development'. Capacity development requires that growth and education is a mutual process in order to achieve success between these two groups (Hickey, 2005). The United Nations defines capacity building as "the process by which individuals, organizations, institutions and societies develop abilities (individually and collectively) to perform functions, solve problems and set and achieve objectives" (Institute of Governance, 2001, p. 7). The approach that capacity building takes builds independence by increasing competencies. In fact, regarding First Nations, the literature commonly identified that partners must be aware, committed, and patient with regards to developing human resources and their capacity (Best Practices Guide, 2007; Hickey, 2005). For example, evident in Chief Louie's statement, Whyte (2006) argued that capacity building was new to First Nations peoples, even though different First Nation communities maintained different levels of capacity. As such, the Best Practice Guide (2007) maintained that partnerships have to be committed to assisting with skill enhancement and management training. Specific to The Lheidli T'enneh First Nation, in their document *In Pursuit of Capable Governance: A Report to the Lheidli T'enneh First Nations*, Cornell et al. (2004) stressed the importance of developing a strategic plan to recruit and retain necessary human resources and develop the skills necessary to support a progressive governance and economic development agenda. Therefore, an understanding of the First Nations business acumen, capacity and readiness to undertake an economic development partnership, was identified as one of the key factors to guide the goals of the partnership framework.

4. *Separate politics from business.* From the lessons learned and recommendations given, the literature identified the need for First Nations to separate politics from business. Hickey (2005), Best Practices Guide (2007), and Curry (2008), reported that virtually every industry person researchers contacted stressed the need for stability in First Nations governance. These authors argued that the political strife and frequent elections tended to interfere with economic development. For example, most First Nations held elections every two years for chief and council; these changes affected partnerships, as when, in most cases, the incoming chief and council did not support the initiatives of their predecessors. Therefore, it was suggested that working with First Nations individuals or development corporations was more beneficial than working with Band Councils (Hickey, 2005). A tribal council Director of Planning and Development compared the mixture of business and politics to that of drinking and driving, stating that this mixture could kill a business. (Best Practices Guide, 2007). Curry *et al.* (2008) echoed this statement by stating that business success, through economic development with First Nation communities, would come only when there was an independent process within the First Nations business development corporations. The authors (2008) maintained that politicizing economic development decisions, which bring with it opportunistic behavior, should be avoided. However, to separate politics from business was often a difficult task, as Shank (2005) suggested, “band-owned businesses are the First Nations equivalent of federal Crown corporations and as such are accountable to band members through the elected leadership” (17). Therefore, this research identified that, if it was not possible to separate politics from business, depending on the First Nations corporate governance model, it was crucial to mitigate the negative affects this may have on business. This could be achieved by implementing checks and balances for accountability,

engaging and including the community members in a shared vision, articulating clear objectives and expectations, and by identifying governance issues (Shank, 2005; Best Practice Guide, 2007).

The literature researched from First Nation best practices identified that politics should be separated from business practices. However, the project steering committee also recognized that this issue was not unique to First Nations and, as such, municipal partners, i.e. Initiatives PG, should also consider this issue within their organization. Therefore, this partnership framework was developed such that both partners had to consider and mitigate the issue of separating politics from business. Doing so allowed for a level playing field.

5. *Shared long-term vision that is inclusive of all members.* The best practices literature shared in common that partnerships between First Nations and non-First Nations required buy-in inclusive of the First Nation community (Best Practices Guide, 2007; and Hickey et al., 2005). For example, these authors argued that First Nations communities must see the partnership in a positive light for them to bring about economic benefits that would increase their standard of living without sacrificing their cultural values. It also had to be a vision for the future (Indian and Northern Affairs, 2007). The literature postulated that it was imperative for First Nation communities to develop their own long-term vision, one that was developed by all members of the community. For example, this was one of the keys to success for the Osoyoos First Nation (OIB). They felt that having a vision, which focused on long-term sustainability, was a key factor to their success (Best Practices Guide, 2007). The OIB set the vision for its community, while the Development Corporation, with which it had

a partnership, was instrumental in fulfilling that vision for the community (Best Practices Guide, 2007). During the B.C. First Nations Community Economic Development Forum (INAC, January, 2007), participants identified key issues and challenges facing B.C.'s First Nations leadership. The forum leadership participants stated that making decisions and establishing a vision for the future required recognizing and understanding the concerns of the First Nations communities. Moreover, according to Indian and Northern Affairs (2007), leadership was responsible to develop a vision that would address these areas of concern in their strategic decision making processes. Therefore, developing a long-term shared vision inclusive of community members, was identified as a key factor.

6. *Relationship building and integrity.* The best practices literature further identified that partners needed to establish a working relationship for dialogue and inquiry before attempting to make decisions. Ted Williams of Khowutuzun Development Corporation likened this to 'dating before marriage' (Whyte, 2006, p. 38). Furthermore, Hickey et al., (2007) argued that individuals, meaning, personal relationships, not corporate policy, often determined whether a partnership effort succeeded or failed. Therefore, this research identified that relationship building occurring between potential partners was a key factor to partnership success.

4) Failed partnerships

The literature on failed partnerships contrasted the key factors for successful partnerships. A study of community-based partnerships (Leitrim County Development Board, 2008) identified the characteristics of failed partnerships. The authors (2008) cited the reasons

were, a history of conflict among key individuals, dominant or manipulative partners, lack of clear purpose, unrealistic goals, differences in operational philosophy, lack of communication, unequal and unacceptable balance of power and control, key interests missing from the partnership, hidden agendas, and financial and time commitments outweighing the potential benefits. Additionally, an article titled *Avoiding Failure in Technology Partnerships*, identified three major factors that caused partnerships to failure. First, the partners did not define shared market opportunities, secondly, joint strategies lacked agreement and mutual investment, and thirdly, the inability to align partnering organizations with a partnering commitment fostered resistance to change (Wang & Adrian, 2007).

Unfortunately, this research was unable to find documentation of failed First Nation economic partnerships. However, the literature used to identify success factors in First Nation economic partnership, often encapsulated the struggles, and hence the failures, which many communities experienced with economic development ventures over the years.

5) Formal agreements

The decision to employ a framework to validate the partnership, came from the literature review. When researching the key factors to successful partnerships, various articles and authors identified the importance of some sort of formal recognition to the partnership. McQuaid (2003) postulated that in order to allow more meaningful analysis of partnerships, and to make partnerships more effective, there was a need to form frameworks. In addition to developing a framework of understanding, Allan (2001) recommended the compilation of a

series of step-by-step guides to assist partners. From this, the idea of identifying this relationship between the Lheidli T'enneh and Initiatives PG as an economic partnership framework came to fruition. The economic partnership framework between the Lheidli T'enneh and Initiative PG was developed in such a way that it identified the key factors to success, offered a series of step by step strategic actions to ensure success and performance measures to ensure both partners were adhering to the agreement.

Conclusion

The literature review, revealed, first, that an economic framework was an essential structural document for the prospective partners. Moreover, 11 key factors were identified that were paramount to economic development success in corporate-Aboriginal partnerships. In summary, they were; 1) identify key goals and objectives, 2) build effective relations, 3) find agreement on operations, roles and responsibilities, 4) share resources, 5) establish an equitable and measurable management of the partnership, 6) value in the partnership for both parties, 7) clear objectives and expectations, 8) First Nations business acumen, capacity, and readiness, 9) separate politics from business, 10) shared long-term vision that is inclusive of all members and, 11) relationship building and integrity. Two of the key factors are the same, therefore, there were 9 key factors identified from the literature to guide the goals of the partnership framework.

Yet, the economic partnership framework is not a legally binding document. To mitigate this potential limitation, this framework embraces a different approach to economic partnership -

one that is built upon developing working relationships, mutuality, respect and support. It does, however, embrace both partners in the spirit of collaboration.

METHODOLOGY

This project involved gathering empirical qualitative data. In order to achieve the objective of this project, that of: to work collaboratively with both the Lheidli T'enneh First Nation and Initiatives Prince George to develop an economic partnership framework, two main methods were used to collect the necessary data, 1) collect secondary research and 2) establish a steering committee to collaboratively discuss the factors found in the research. This project was a case study. It was concerned with the eight-month period to complete this project and not with tracking change over-time.

Research design

This project was comprised of two phases. The first phase of this project involved collecting information using secondary research. This established the core values and factors that the literature substantiated led to successful partnerships. Based on the findings from the secondary research, the second phase of the project involved a steering committee to collaboratively develop an economic partnership framework. The goals of the framework were based on the key factors identified in the first phase of the research.

Participants

The participants of this study were the members of the steering committee struck by the Lheidli T'enneh and Initiatives PG. This was a working committee tasked with developing and implementing an economic partnership framework between the parties. The author of this proposal was a member of the committee. The author held meetings with members of the committee during the entire project process.

Phase one. Phase one in the research design resulted in a variety of core values and business factors, which were identified as factors leading to a successful partnership. The project set out to identify ten core factors to successful partnerships to guide the partnership framework. Five key factors were found in partnership theory and six (there was a tie between the three factors) key factors were found in First Nation economic development best practices. These key factors were chosen by comparing all the literature and selecting the top five most cited factors between all the literature/authors, as they compared to the three research questions. The questions that guided the literature review were, 1) What are the dimensions and aspects of partnership theory? 2) What are the key indicators of success?, and 3) What are the factors leading to successful First Nation partnerships? These tables can be found in Appendix A. As two of the key factors were repetitive – ‘have a common, clear, goal’, and ‘build effective relations’ were found both in the partnership theory and First Nations best practices - there were an end total of 9 key factors to success.

Phase two. As the author of this project, I was responsible for initiating this proposal and developing the process and template of the partnership framework. I am not connected

to Initiatives PG or Lheidli T'enneh, nor have ever been employed by either partner. I was responsible for formulating a steering committee that was comprised of both representation from the Lheidli T'enneh (2) and Initiatives PG, (2) as well as an independent representative who had experience and working relationships with both partners. Both partners are small organizations. As such the steering committee members were chosen by way of referral from both agencies of members who were personally and professionally interested in this project. The members of the steering committee and their qualifications and experiences can be found in Appendix C, in the appendices of the Economic Development Framework. The steering committee met monthly, its purpose was to participate and actively develop a working relationship as well as, eventually, the economic partnership framework using a collaborative process. As the facilitator of these meetings, the author of this report, would prepare an agenda, secure a meeting venue, and lead the discussion items on the agenda.

The meetings were conducted following the 9 key factors to successful partnerships. For example, in partnership theory, one of the key factors is for both parties to have a clear common goal they are working towards. Therefore, at the first steering committee meeting, time was allotted for the committee members to brainstorm and develop a guiding vision that would guide the process and the eventual partnership framework, between them. This guiding vision was presented at the beginning of the formal partnership framework agreement. Also, at the first meeting, following the key factors for successful partnership found in the literature, all members had to identify their roles, responsibilities and expectations to this process. Finally, as stated in the literature review, understanding important definitions that will be embedded in the partnership framework and govern the

working relationship were important. One three-hour meeting was devoted to defining over twenty key terms and what they meant to each, and among, the partners. This clarification was important when discussing ambiguous terms such as transparency, accountability, respect, and consultation (Dalia Lichfield,1998). These terms are found in the attached Partnership Agreement, Appendix C.

Finally, the last five meetings of the Steering committee were devoted to developing the actual partnership framework. Both entities had to actively participate, as they brainstormed strategies to implement that would support the success of each of the nine key factors identified in the partnership agreement. Each factor required discussion, and agreement on what it meant to the partners – ‘our definition’, identifying strategic actions to ensure they were implemented, and, finally, a performance measure that would evaluate the extent to which that key factor was being achieved.

Limitations

The first limitation of the project was using the steering committee method, whereby the issue was the ability to get all committee members to consistently attend the monthly meetings. To work collaboratively and have each member feel their perspective was included promoted accountability and ‘buy-in’ to; the process, the working relationship, and the partnership framework. It was vital that all members had an opportunity to contribute, even if they were unable to attend a meeting. Therefore, distributing an email to all steering committee members after a meeting to ensure they could comment on the work completed, mitigated this limitation.

The second limitation, due to the scope and timeframe of this project, was not being able to meet with the entire community from Lheidli T'enneh to inform them of the project and get their input, and hence 'buy-in'. Reiterated throughout the literature, with best practices for successful partnerships with First Nation communities, was the importance of engaging the entire community for success. Unfortunately, this was not possible. The Band and Council for the Lheidli T'enneh were involved, and approved the project; however, they consisted of four individuals from a community of three hundred and twenty.

The third limitation of this project was not having the time to test the partnership framework between the two partners by completing an economic development enterprise. It would have offered the partnership framework an opportunity to receive feedback and, therefore, to improve the framework as needed.

The final limitation of this project was the procedure the author underwent to categorize the information solicited from the secondary research. Categorizing the information from the literature regarding the factors that contributed to successful partnerships involved the authors' interpretation of and definition of each category. In this way, the author's interpretation of the categories influenced the key factors upon which the economic development framework was built.

PROPOSED ECONOMIC PARTNERSHIP FRAMEWORK

The text of the partnership framework is divided into the nine key factors – identified as goals that lead to successful partnerships. In each of the nine sections the factors are discussed individually in terms of; what the goal means to the steering committee – “our definition”, the strategic actions that need to be taken to ensure implementation, and performance measures which will evaluate and assess the partnership framework on an ongoing basis. Inserted below, Table one depicts the partnership framework template. Please refer to Appendix C for the complete economic partnership framework between the Lheidli T'enneh First Nation and Initiatives PG.

Table one – Partnership Framework Template

	“Our Definition” <i>What does it mean to the partners</i>	Strategic Actions <i>How do we achieve it</i>	Performance Measures <i>How we ensure the strategies are being followed</i>
Goal 1: Build Effective Relations			
Goal 2: Identify shared goals and objectives			
Goal 3: Identify roles, responsibilities and expectations			
Goal 4: Management of Partnership			
Goal 5: Availability of Resources			
Goal 6: Ensure shared value			
Goal 7: Understanding each partners business sense, capacity and readiness			
Goal 8: Separate politics from business			
Goal 9: Shared long term vision with community members			

Goal 1: Building effective relationships

OUR DEFINITION:

- To develop a relationship between the LTFN and IPG. To build trust, transparency, and mutual confidence amongst the partners.
- Where mutual trust and reciprocity exists it is much easier to negotiate issues, resolve problems and work towards a common goal.
- Building an effective relationship allows partners to have some flexibility in their approach, or the way they allocate resources, because of their trust in their partners' reliability and the integrity of their decision-making processes.

STRATEGIC ACTIONS:

- 1.1 The current steering committee agree to participate in a one-day workshop to develop a detailed work plan for implementation under the partnership framework.
- 1.2 Where deemed appropriate to economic development, IPG will invite LTFN to participate in relevant task forces/committees.
- 1.3 Where deemed appropriate to economic development, LTFN will invite IPG to participate in relevant task forces/committees.
- 1.4 Attend each partners' Annual General Meeting.
- 1.5 In the spirit of developing and enhancing effective relations, both agencies will invite partners to organized social events.
- 1.6 Establish links to each partner's website on their home website, identifying each other as an economic partner.

- 1.7 Upon approval, a representative from LTFN will serve on the Initiative Prince George Board, as a non-voting member.
- 1.8 Upon approval, a representative from Initiative Prince George will serve on the LTFN Limited Partnership Board as a non-voting member.

PERFORMANCE MEASURES:

1. The work-plan from the one-day workshop will be developed and approved by August 2009.
2. The steering committee will meet at minimum three (3) times in 2009.
3. Members from the steering committee will invite and participate in partner's social events and task force/committees, at minimum four (4) times in 2009.
4. Attend each partners Annual General Meetings as an economic partner.
5. Linkage through websites implemented by June 2009.

Goal 2: Shared Goals and Objectives

OUR DEFINITION:

- Clear goals and objectives ensure that a mutual understanding of the vision, purpose, and objectives of the partnership drive the partnership.
- Clear goals and objectives enable LTFN and IPG to understand what the expectations are of the partnership agreement and how to work together to accomplish this.
- These clear goals offer opportunities for mutual agreement and reinforce the purpose of the partnership and help guide the partners through all aspects of the relationship.

STRATEGIC ACTION:

- 2.1 Each partner will identify existing organizational goals and objectives within the parameters of this partnership agreement as the basis of developing mutually compatible goals and objectives under this framework.
- 2.2 Commitment from both partners to attend all meetings, task force involvement and social events.
- 2.3 Each partner will be responsible for acquiring support from their respective governance, and when necessary advocate for the partnership agreement.
- 2.4 The steering committee will meet quarterly or more frequently as required to review and participate in assessing economic opportunities, proposals and requests.
- 2.5 Review the partnership framework annually to ensure it still meets the goals and objectives of each partner.
- 2.6 When economic opportunities are presented, where appropriate, the partners will meet collaboratively with potential customers, conveying a sense of efficiency and organization.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will identify and record the goals and objectives of this partnership.
2. Members of the steering committee will show their commitment to the partnership by attending 90% of the steering committee meetings, task force involvement and social events they are invited to.

3. By the second steering committee meeting, partners will have received support for the identified goals and objectives of the partnership, from their respective governance.
4. At the beginning of each calendar year, the goals and objectives of this partnership framework will be reviewed and assessed, to ensure it still meets the needs of each partner.
5. Appropriate budgets for both partners will identify staff and financial resources required to meet these performance measures.

Goal 3: Shared vision of roles, responsibilities and expectations

OUR DEFINITION:

- Develop a solid framework based on clarity of roles, responsibilities, and expectations. This allows for mutual understanding, accountability and ensures a process of transparency in terms of determining who is responsible for what.
- Establish a clear understanding of definitions of terms that affect the partnership framework to ensure partners are of the same understanding.
- Build open communication, trust, and respect, to ensure all partners are clear on the respective roles and responsibilities of all participants in this framework.

STRATEGIC ACTIONS:

- 3.1 Develop a roles and responsibilities matrix for the representatives sitting on the steering committee. This document will be updated as representatives leave or join the steering committee.

- 3.2 All steering committee members will get approval from their respective governance to ensure the ability to follow through with their identified roles and responsibilities.
- 3.3 Steering committee members will be responsible for updating the partners if their roles and/or responsibilities change during the time of the partnership framework.
- 3.4 The parties will ensure that corporate customers become familiar with the shared roles and responsibilities of the partnership framework

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will complete the roles and responsibilities matrix.
2. Representatives where possible will ensure they have the mandate to make decisions for their respective governance.
3. The roles, responsibilities, mandates and expectations will be reviewed annually.

Goal 4: Management of Partnership

OUR DEFINITION:

- Develop and implement the logistics of how this partnership framework will be managed. This includes an understanding of: power-sharing, accountability, and responsibility.
- Successful empowerment within this partnership will depend primarily on the sharing or delegation of power.
- The collaborative process challenges the partners to be open minded to allow the partners the opportunity to share authority and develop a mutual interest in,

understanding and appreciating of each partner's culture and economic development mandate.

STRATEGIC ACTIONS:

- 4.1 When jointly reviewing economic opportunities or corporate customer requests, the steering committee will identify the management requirements and delegate a lead manager accordingly.
- 4.2 Each partner will be transparent and honest about mutual concerns that have the potential to adversely impact the partnership.
- 4.3 During the one-day workshop an administrative terms of reference will be developed which will address the following: rotating chair or appointed chair, how decision making occurs – consensus or majority, who is responsible for setting the agenda, taking minutes, and disseminating the information.
- 4.4 As a way to monitor and evaluate actions and decisions of the nature of management, there will be allotted time at each regular meeting to assess such actions, discuss and adjust if necessary.
- 4.5 Both partners will ensure their agency has the appropriate insurance liability, to support the under economic partnership framework, if necessary.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will complete the administrative terms of reference.
2. At each of the quarterly meetings, time will be given to review and evaluate decisions and actions of how economic partnership management is progressing.

3. The management of the partnership framework will be revisited regularly.

Goal 5: Availability of Resources

OUR DEFINITION:

- The partners will share resources, as availability allows, that are in the best interest of the partnership.
- Leveraging each partner's resources, such as; monetary, human capital, expertise, specialized skills, and/or organizational culture, the partnership augments the opportunity and possibilities of the goals and objectives of the partnership framework.
- Sharing of resources inherently assumes sharing risk and sharing reward.
- Resources can also include access to each partner's contacts and networks within the economic and cultural landscape.
- Partners will be able to discover each other's abilities, capacity and performance.

STRATEGIC ACTIONS:

- 5.1 At the one-day workshop, each partner will provide current availability of resources.
- 5.2 When an economic development venture has been agreed upon, partners will identify the required resources needed for success. From this list the partners will identify what resources they can, or cannot contribute.
- 5.3 The process of sharing resources will be as equitable as possible, recognizing the different degree of resources and their availability from each partner. The partners will agree on acceptable sharing of resources.

- 5.4 Through this process, the partners may identify the level of support they are able to contribute at any given time. For example, they may be able to support independent submissions, support joint submissions, as well as identify where they would not be able to support each other. This support can be in the way of: letters of support, resources shared and developing further relationships with third parties.
- 5.5 Steering committee members will ensure an efficient approval process for shared resources, with their respective governance.
- 5.6 Invite partners to information sessions, workshops, training, etc. that share knowledge and assist with business and resource capacity.

PERFORMANCE MEASURES:

- 1. The annual report of each partner will be identify what resources were shared, and what the results of this pooling of resources were.
- 2. Partners will be invited to workshops, training, forums, etc. at a minimum of three (3) times a year, by each partner.
- 3. At the one-day workshop members will have a good understanding what each partner resources are, and how they can, or cannot, be used to support this partnership framework.

Goal 6: Ensure shared value

OUR DEFINITION:

- This partnership framework will have a solid sense of shared value that is communicated and supported by a clear understanding and ongoing commitment from the partners. This will delineate false expectations.
- 'Mutuality' is apparent when both partners have something to gain and contribute to the partnership.
- Values important to LTFN: connections, knowledge-base, capacity building, build capacity with IPG in regards to First Nation culture and economics in Northern BC.
- Values important to IPG: understanding of LTFN economic growth goals, certainty of process and process outcome, and identifying opportunities for joint marketing.
- Each partner brings assets and skills that have the potential to create partnership synergy for a long-term business relationship.

STRATEGIC ACTIONS:

- 6.1 Understand and accept each partner's values and reasons for entering into the partnerships and what they are able to contribute.
- 6.2 Invite each partner to participate in opportunities that will facilitate learning and capacity building.
- 6.4 When entering into an economic partnership venture together, clearly state what each would like to gain from the partnership and what each can contribute to the partnership.

- 6.5 Job shadowing and/or mentoring opportunities will be offered to the partners when they arise, or when the partnership requires them in order to support shared values.
- 6.6 Acknowledgment given to the proponents of the partnership when appropriate.
- 6.7 Share each partner's context for economic development activities; discuss each other's corporate priorities in order to develop a strategic work-plan that will guide the partnership.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will identify what each partner hopes to achieve through this relationship.
3. The shared values will be reviewed annually.

Goal 7: Understanding each partners business sense, capacity and readiness

OUR DEFINITION:

- Capacity development requires that growth and education is a mutual process between the two partners.
- Partners must be aware, committed, and patient in human resource development and capacity building between partners.
- Where there is a weakness, in terms of business readiness, the partners need to support each proponent by way of knowledge, training, expertise and/or referral, when able.

STRATEGIC ACTIONS:

- 7.1 The partnership has to be committed to assisting in the area of skill enhancement and management training including job shadowing or mentoring opportunities
- 7.2 Enroll in workshops/ forums/ meetings that will assist the partners in areas identified as areas needed for improvement.
- 7.3 Share information and/or applications to seminars or training opportunities and/or cultural events.
- 7.4 Gap analysis to be completed for HR qualifications when economic opportunities are presented.

PERFORMANCE MEASURES:

1. IPG to invite LTFN to three (3) public workshop/ training seminars within the year.
2. LTFN to invite IPG representatives to three (3) workshop/training seminars within the year.
3. At the one-day implementation workshop the steering committee will identify, where possible, the position of each partner in terms of business sense, capacity, and readiness.

Goal 8: Separate politics from business

OUR DEFINITION:

- Two and three year elections for Chief and Council and local government respectively may result in short term economic development projects taking priority over long term economic strategies for the community.

- Focus on administration staff or development corporations, rather than elected officials to ensure implementation of long term business plans.

STRATEGIC ACTIONS:

- 8.1 Work with the economic development department of each partner when establishing economic partnership opportunities.
- 8.2 The steering committee members will be staff positions of the partner agencies to ensure continuity and consistency.
- 8.3 Ensure economic development ventures are supported by the community-based priorities, as identified in the Comprehensive Community Plan (LTFN) and the Official Community Plan and Social Community Plan (City of Prince George) and IPG 3 year business plan.
- 8.4 Identify governance issues/ concerns when negotiating an economic development partnership – identifying who should be involved, where approval needs to come from, and roles and responsibilities.

PERFORMANCE MEASURES:

1. IPG will give LTFN their business transition plan to assist with developing an impartial arm to economic development from its governing systems.
2. The Steering committee members representing the partnership are staff positions and not elected officials.

Goal 9: Shared long term vision with community members

OUR DEFINITION:

- The community must see the partnership in a positive light; one that will bring economic benefits to the community and increase their standard of living without sacrificing their cultural values.
- The shared long term vision with community members has to be a vision for the future.
- It is imperative for the partners to develop their own long-term vision, with their communities, one that is developed by the majority of members from their community.
- Inform and educate the membership on the potential projects – allow for feedback, input and questions.

STRATEGIC ACTIONS:

- 9.1 LTFN to develop their own long-term comprehensive community plan with members of their community.
- 9.2 When an economic partnership venture is decided, ensure it fits within the partner's community plans.
- 9.3 Obtain community members input through a community meeting and discuss the project with the membership, where appropriate.
- 9.4 Develop a process where the community is kept informed of the project and the status of it, especially if there are employment or training opportunities. This may be achieved through the local community newsletters.

- 9.5 Utilize the partners' website to offer links to economic partnership projects. Offer a blog, or feedback loop to allow community members to voice their concerns or ask questions.

PERFORMANCE MEASURES:

1. LTN to discuss the framework with members before the one-day workshop to obtain input and to finalize the mandate of the members of the steering committee.
2. IPG to discuss the framework with Board and City administration before the one-day workshop to obtain feedback and finalize the mandate of the steering committee members.

Parameters of the partnership framework

The first step in implementing the partnership framework will be a one-day workshop with the steering committee members to: share each partner's context for economic development activities, discuss each other's corporate priorities in order to develop a strategic work-plan that will guide the partnership, develop administrative terms of reference, and identify roles, responsibilities, and expectations of the members. The steering committee will meet quarterly thereafter.

This economic partnership framework is not a legally binding document. It embraces a different approach to economic partnership - one that is built upon developing working relationships, mutuality, respect and support. For that reason it is not a signed, official document. The steering committee concluded that if this partnership framework were to be

signed it would unquestionably politicize the framework, taking away from the relationship building and trust that has occurred through the process. In addition, this partnership framework is a pilot project between the two partners, which is being embraced by both as an opportunity to get to know one another in order to build an economic relationship. If the document were to be signed, it would affect and hinder this process.

Attached to the partnership framework is a performance matrix incorporating all performance measures attributed to each of the 9 goals. Refer to the complete partnership framework found in Appendix C for the performance matrix. The steering committee, as well as the respective governance of the Lheidli T'enneh and Initiatives PG, will be able to use this as an evaluation and assessment tool for this economic partnership framework. It is a tool that will allow the partners to assess the overall success of the frameworks implementation in building a successful partnership.

CONCLUSION

The objective of this project was to develop an economic partnership framework between the Lheidli T'enneh and Initiatives PG, which would engage each other to develop a strong, positive economic working relationship. The objective was accomplished. It was accomplished by; completing a literature review on success factors to partnerships, striking a steering committee, and collaboratively developing the economic partnership framework. This began the journey of building strong, engaged, sustainable working relationships.

The literature review, revealed, first, that an economic framework was an essential structural document for the prospective partners. Moreover, 9 key factors were identified that were paramount to economic development success in corporate-Aboriginal partnerships. In summary, they were; 1) identify key goals and objectives, 2) build effective relations, 3) find agreement on operations, roles and responsibilities, 4) share resources, 5) establish an equitable and measurable management of the partnership, 6) value in the partnership for both parties, 7) First Nations business acumen, capacity, and readiness, 8) separate politics from business, 9) shared long-term vision that is inclusive of all members.

The Lheidli T'enneh and Initiatives PG struck a steering committee tasked with developing a guiding vision for the partnership, identifying each members roles, responsibilities and expectations, defining key terms that would be used within the framework, and finally, accepting the 9 key factors found in literature as the 9 goals they would try to achieve through this partnership framework. The steering committee brainstormed strategic actions and performance measures for each of the 9 accepted goals of the partnership framework. The partners recognize the economic partnership framework is not a legally binding document. To mitigate this potential limitation, this framework embraces a different approach to economic partnership - one that is built upon developing working relationships, mutuality, respect and support. It does, however, embrace both partners in the spirit of collaboration.

Prior to completion of the project, the partners had already embraced the concept of this economic partnership agreement. For example, the first key determinant was to build

effective relationships. For both partners this meant “ to build a relationship between the Lheidli T'enneh and Initiatives PG that will develop a strong willingness to work together: to build trust, transparency, and mutual confidence amongst the partners” (Lheidli T'enneh and Initiatives PG partnership framework, 2009, p.7). As a result, Lheidli T'enneh invited Initiatives PG to an economic development workshop in Kelowna, BC, that would focus on First Nation economic development and partnership. As well, Initiatives PG invited Lheidli T'enneh to the BC Economic Summit as their guests, as well as a Prince George Cougar hockey game.

Further research

This project offers an opportunity for further research in evaluating the effectiveness of the developed economic partnership framework between the Lheidli T'enneh and Initiatives PG. Assessing the degree to which the partners adhered to the strategic actions, identifying what the limitations experienced were in its application, as well as how the partners' broader community accepted the partnership framework. In addition further research can determine if this partnership framework can be used as a template with other First Nation Communities and Municipal governments.

In summary, this project achieved what it set out to accomplish. It worked collaboratively with both the Lheidli T'enneh and Initiatives PG in facilitating a process that engaged both partners, built relationships and offered a framework that will guide them in their economic partnership for years to come. The completed work represents an economic development partnership framework, fulfilling a need as identified by the Lheidli T'enneh First Nation and

Initiatives PG. More generally, it represents a collaborative effort between two prospective economic partners who expressed an interest to build economic partnerships now and in the future. This is considered a living document between the Lheidli T'enneh First Nation and Initiatives PG in achieving their desired goal – which is:

“We will create a collaborative partnership between Lheidli T'enneh First Nation and Initiatives Prince George that will streamline an integrated, respectful approach to build capacity and to share resources and power, in order to grow our economies for the best interest of the communities we serve.”

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APPENDIX A

Partnership Theory – Key Determinants

[illegible]

[illegible]

APPENDIX B

First Nation Economic Development Best Practices Key Determinants

APPENDIX C

Economic Partnership Framework

PARTNERSHIP FRAMEWORK
BETWEEN

LHEIDLI T'ENNEH FIRST NATION

AND

INITIATIVES PRINCE GEORGE



GUIDING VISION

To create a collaborative partnership between the Lheidli T'enneh First Nation and Initiatives Prince George based upon an integrated, respectful approach to build mutual capacity, share resources and power intended to grow our economies in the best interest of the Prince George Region that lies within the traditional territory of the Lheidli T'enneh.

April 2009

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Preamble:

This economic partnership framework has been developed collaboratively between the Lheidli T'enneh First Nation; hereafter referred to as LTFN, and Initiatives Prince George; hereafter referred to as IPG. The purpose of this framework is to develop a cooperative working relationship between the two partners in accordance with the Guiding Vision.

**Steering Committee:**

This economic partnership framework has been developed collaboratively with the LTFN and IPG steering committee members. The members of the steering committee are:

Gloria Catherall
Patricia Wight
Tim McEwan
Katherine Scouten
Ed Chanter
Franca Petrucci

Band Manager - Lheidli T'enneh
Lands Manager - Lheidli T'enneh
President - Initiatives Prince George
VP - Initiatives Prince George
Independent member
Independent member/ Author

Acknowledgement:

- Appreciation is given to the LTFN Chief and Council and LTFN administration.
- Appreciation is given to the City of Prince George and the Board of Directors of IPG.
- Appreciation is given to the University of Northern BC.

Background:

Corporate and Aboriginal partnerships in economic development within Canada are growing. Business ventures within Northern BC recognize successful Aboriginal engagement, capacity building, and partnership as a key priority for economic development and diversification. As well, First Nations recognize the social, political, and economic advantage in partnering with non-Aboriginal business ventures.

This partnership framework was developed based upon the desire of both LTFN and IPG to work together with Franca Petrucci, as partial requirement to complete her Executive MBA at UNBC, initiated this project.

This framework outlines the common areas of agreement by LTFN and IPG to date and may form the basis for comprehensive protocol and service agreements in the mutual best interest of both parties in future.

Successful Partnership Research Review:

The key determinants discussed and used as the basis in this economic partnership framework were derived from a literature review on partnership theory and First Nations economic partnership best practices. Please refer to Appendix A , for a synopsis of where the research came from.

From this research ten (11) key determinants that lead to successful partnership agreements were identified. Five (5) from partnership theory and five (5) from First Nations economic partnership best practices. Two (2) of these were repetitive; therefore, there is a final nine (9) key determinants discussed in the partnership framework. They are as follows:

Format

Five (5) Determinants derived from literature related to success indicators between partnerships

1. Effectiveness of partnering relations.
2. Clarity of Goals and objectives.
3. Clarity of roles, responsibilities and expectations.
4. Nature of Management: accountability, responsibility, and power sharing.
5. Availability of Resources.

Six (6) Determinants from literature on First Nations best practices successful economic partnerships

1. Shared value in the partnership for both parties.
2. Clear objectives and expectations
3. Understanding of each other's business sense, culture and capacity
4. The ability to separate politics from business.
5. Long-term and inclusive vision of all members of the Community.
6. Relationship building and integrity.



Parameters:

This framework embraces a different approach to economic partnership - one that is built upon developing working relationships, mutuality, respect and support. Therefore, this economic partnership framework is not intended to be a legally binding document.

Implementation:

The first step in implementing the partnership framework will be a one-day workshop with the steering committee members to:

- Share each partner's context for economic development activities,
- Discuss each other's corporate priorities in order to develop a strategic work-plan to guide the partnership,
- Develop administrative terms of reference, and identify roles, responsibilities, and expectations of the members.

Text:

The text of the partnership framework is divided into the nine key determinants – identified as goals that lead to successful partnerships. In each of these sections the determinant is discussed individually in terms of; what the determinant means to the steering committee – “Our definition”, strategic actions, and performance measures form the partnership framework agreed to by the LTFN and IPG.

Evaluation:

The performance matrix incorporates all performance measures attributed to each key determinant. The steering committee, as well as the respective governance of the LTFN and IPG, will be able to use this as an evaluation and assessment tool for this economic partnership framework. It is a tool that will allow the partners to assess the overall success of the framework's implementation in building a successful partnership.

For more information on this project, or to read the entire paper, it can be found at the University of Northern BC Library – www.unbc.ca.



BUILD EFFECTIVE PARTNERING RELATIONSHIPS

OUR DEFINITION:

- To develop a relationship between the LTFN and IPG. To build trust, transparency, and mutual confidence amongst the partners.
- Where mutual trust and reciprocity exists it is much easier to negotiate issues, resolve problems and work towards a common goal.
- Building an effective relationship allows partners to have some flexibility in their approach, or the way they allocate resources, because of their trust in their partners' reliability and the integrity of their decision-making processes.

STRATEGIC ACTIONS:

- 1.1 The current steering committee agree to participate in a one-day workshop to develop a detailed work plan for implementation under the partnership framework.
- 1.2 Where deemed appropriate to economic development, IPG will invite LTFN to participate in relevant task forces/committees.
- 1.3 Where deemed appropriate to economic development, LTFN will invite IPG to participate in relevant task forces/committees.
- 1.4 Attend each partner's Annual General Meeting.
- 1.5 In the spirit of developing and enhancing effective relations, both agencies will invite partners to organized social events.
- 1.6 Establish links to each partner's website on their home website, identifying each other as an economic partner.
- 1.7 Upon approval, a representative from LTFN will serve on the Initiative Prince George Board, as a non-voting member.
- 1.8 Upon approval, a representative from Initiative Prince George will serve on the LTFN Limited Partnership Board as a non-voting member.

PERFORMANCE MEASURES:

1. The work-plan from the one-day workshop will be developed and approved by August 2009.
2. The steering committee will meet at minimum three (3) times in 2009.
3. Members from the steering committee will invite and participate in partner's social events and task force/committees, at minimum four (4) times in 2009.
4. Attend each partners Annual General Meetings as an economic partner.
5. Linkage through websites implemented by June 2009.



SHARED GOALS AND OBJECTIVES

OUR DEFINITION:

- Clear goals and objectives ensure that a mutual understanding of the vision, purpose, and objectives of the partnership drive the partnership.
- Clear goals and objectives enable LTFN and IPG to understand what the expectations are of the partnership agreement and how to work together to accomplish this.
- These clear goals offer opportunities for mutual agreement and reinforce the purpose of the partnership and help guide the partners through all aspects of the relationship.

STRATEGIC ACTION:

- 2.1 Each partner will identify existing organizational goals and objectives within the parameters of this partnership agreement as the basis of developing mutually compatible goals and objectives under this framework.
- 2.2 Commitment from both partners to attend all meetings, task force involvement and social events.
- 2.3 Each partner will be responsible for acquiring support from their respective governance, and when necessary advocate for the partnership agreement.
- 2.4 The steering committee will meet quarterly or more frequently as required to review and participate in assessing economic opportunities, proposals and requests.
- 2.5 Review the partnership framework annually to ensure it still meets the goals and objectives of each partner.
- 2.6 When economic opportunities are presented, where appropriate, the partners will meet collaboratively with potential customers, conveying a sense of efficiency and organization.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will identify and record the goals and objectives of this partnership.
2. Members of the steering committee will show their commitment to the partnership by attending 90% of the steering committee meetings, task force involvement and social events they are invited to.
3. By the second steering committee meeting, partners will have received support for the identified goals and objectives of the partnership, from their respective governance.

4. At the beginning of each calendar year, the goals and objectives of this partnership framework will be reviewed and assessed, to ensure it still meets the needs of each partner.
5. Appropriate budgets for both partners will identify staff and financial resources required to meet these performance measures.



SHARED VISION OF ROLES, RESPONSIBILITIES, AND EXPECTATIONS

OUR DEFINITION:

- Develop a solid framework based on clarity of roles, responsibilities, and expectations. This allows for mutual understanding, accountability and ensures a process of transparency in terms of determining who is responsible for what.
- Establish a clear understanding of definitions of terms that affect the partnership framework to ensure partners are of the same understanding.
- Build open communication, trust, and respect, to ensure all partners are clear on the respective roles and responsibilities of all participants in this framework.

STRATEGIC ACTIONS:

- 3.1 Develop a roles and responsibilities matrix for the representatives sitting on the steering committee. This document will be updated as representatives leave or join the steering committee.
- 3.2 All steering committee members will get approval from their respective governance to ensure the ability to follow through with their identified roles and responsibilities.
- 3.3 Steering committee members will be responsible for updating the partners if their roles and/or responsibilities change during the time of the partnership framework.
- 3.4 The parties will ensure that corporate customers become familiar with the shared roles and responsibilities of the partnership framework

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will complete the roles and responsibilities matrix.
2. Representatives where possible will ensure they have the mandate to make decisions for their respective governance.
3. The roles, responsibilities, mandates and expectations will be reviewed annually.



MANAGEMENT OF PARTNERSHIP

OUR DEFINITION:

- Develop and implement the logistics of how this partnership framework will be managed. This includes an understanding of: power-sharing, accountability, and responsibility.
- Successful empowerment within this partnership will depend primarily on the sharing or delegation of power.
- The collaborative process challenges the partners to be open minded to allow the partners the opportunity to share authority and develop a mutual interest in, understanding and appreciating of each partner's culture and economic development mandate.

STRATEGIC ACTIONS:

- 4.1 When jointly reviewing economic opportunities or corporate customer requests, the steering committee will identify the management requirements and delegate a lead manager accordingly.
- 4.2 Each partner will be transparent and honest about mutual concerns that have the potential to adversely impact the partnership.
- 4.3 During the one-day workshop an administrative terms of reference will be developed which will address the following: rotating chair or appointed chair, how decision making occurs – consensus or majority, who is responsible for setting the agenda, taking minutes, and disseminating the information.
- 4.4 As a way to monitor and evaluate actions and decisions of the nature of management, there will be allotted time at each regular meeting to assess such actions, discuss and adjust if necessary.
- 4.5 Both partners will ensure their agency has the appropriate insurance liability, to support the economic partnership framework, if necessary.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will complete the administrative terms of reference.
2. At each of the quarterly meetings, time will be given to review and evaluate decisions and actions of how economic partnership management is progressing.
3. The management of the partnership framework will be revisited regularly.



AVAILABILITY OF RESOURCES

OUR DEFINITION:

- The partners will share resources, as availability allows, that are in the best interest of the partnership.
- Leveraging each partner's resources, such as; monetary, human capital, expertise, specialized skills, and/or organizational culture, the partnership augments the opportunity and possibilities of the goals and objectives of the partnership framework.
- Sharing of resources inherently assumes sharing risk and sharing reward.
- Resources can also include access to each partner's contacts and networks within the economic and cultural landscape.
- Partners will be able to discover each other's abilities, capacity and performance.

STRATEGIC ACTIONS:

- 5.1 At the one-day workshop, each partner will provide current availability of resources.
- 5.2 When an economic development venture has been agreed upon, partners will identify the required resources needed for success. From this list the partners will identify what resources they can, or cannot contribute.
- 5.3 The process of sharing resources will be as equitable as possible, recognizing the different degree of resources and their availability from each partner. The partners will agree on acceptable sharing of resources.
- 5.4 Through this process, the partners may identify the level of support they are able to contribute at any given time. For example, they may be able to support independent submissions, support joint submissions, as well as identify where they would not be able to support each other. This support can be in the way of: letters of support, resources shared and developing further relationships with third parties.
- 5.5 Steering committee members will ensure an efficient approval process for shared resources, with their respective governance.
- 5.6 Invite partners to information sessions, workshops, training, etc. that share knowledge and assist with business and resource capacity.

PERFORMANCE MEASURES:

1. The annual report of each partner will identify what resources were shared, and what the results of this pooling of resources were.
2. Partners will be invited to workshops, training, forums, etc. at a minimum of three (3) times a year, by each partner.

3. At the one-day workshop members will have a good understanding what each partner resources are, and how they can, or cannot, be used to support this partnership framework.

OUR DEFINITION:

- This partnership framework will have a solid sense of shared value that is communicated and supported by a clear understanding and ongoing commitment from the partners. This will delineate false expectations.
- 'Mutuality' is apparent when both partners have something to gain and contribute to the partnership.
- Values important to LTFN: connections, knowledge-base, capacity building, build capacity with IPG in regards to First Nation culture and economics in Northern BC.
- Values important to IPG: understanding of LTFN economic growth goals, certainty of process and process outcome, and identifying opportunities for joint marketing.
- Each partner brings assets and skills that have the potential to create partnership synergy for a long-term business relationship.

STRATEGIC ACTIONS:

- 6.1 Understand and accept each partner's values and reasons for entering into the partnerships and what they are able to contribute.
- 6.2 Invite each partner to participate in opportunities that will facilitate learning and capacity building with respect to their shared value.
- 6.4 When entering into an economic partnership venture together, clearly state what each would like to gain from the partnership and what each can contribute to the partnership.
- 6.5 Job shadowing and/or mentoring opportunities will be offered to the partners when they arise, or when the partnership requires them in order to support shared values.
- 6.6 Acknowledgment given to the proponents of the partnership when appropriate.
- 6.7 Share each partner's context for economic development activities; discuss each other's corporate priorities in order to develop a strategic work-plan that will guide the partnership.

PERFORMANCE MEASURES:

1. At the one-day implementation workshop the steering committee will identify what each partner hopes to achieve through this relationship.
3. The shared values will be reviewed annually.

UNDERSTANDING EACH PARTNER'S BUSINESS SENSE, CAPACITY AND READINESS

OUR DEFINITION:

- Capacity development requires that growth and education is a mutual process between the two partners.
- Partners must be aware, committed, and patient in human resource development and capacity building between partners.
- Where there is a weakness, in terms of business readiness, the partners need to support each proponent by way of knowledge, training, expertise and/or referral, when able.

STRATEGIC ACTIONS:

- 7.1 The partnership has to be committed to assisting in the area of skill enhancement and management training including job shadowing or mentoring opportunities
- 7.2 Enroll in workshops/ forums/ meetings that will assist the partners in areas identified as areas needed for improvement.
- 7.3 Share information and/or applications to seminars or training opportunities and/or cultural events.
- 7.4 Gap analysis to be completed for HR qualifications when economic opportunities are presented.

PERFORMANCE MEASURES:

1. IPG to invite LTFN to three (3) public workshop/ training seminars within the year.
2. LTFN to invite IPG representatives to three (3) workshop/training seminars within the year.
3. At the one-day implementation workshop the steering committee will identify, where possible, the position of each partner in terms of business sense, capacity, and readiness.



SEPARATE POLITICS FROM BUSINESS

OUR DEFINITION:

- Two and three year elections for Chief and Council and local government respectively, may result in short term economic development projects taking priority over long term economic strategies for the community.
- Focus on administration staff or development corporations, rather than elected officials to ensure implementation of long term business plans.

STRATEGIC ACTIONS:

- 8.1 Work with the economic development department of each partner when establishing economic partnership opportunities.
- 8.2 The steering committee members will be staff positions of the partner agencies to ensure continuity and consistency.
- 8.3 Ensure economic development ventures are supported by the community-based priorities, as identified in the Comprehensive Community Plan (LTFN) and the Official Community Plan and Social Community Plan (City of Prince George) and IPG 3 year business plan.
- 8.4 IPG will give LTFN their business transition plan to assist with developing an impartial arm to economic development from its governing systems.

PERFORMANCE MEASURES:

1. Identify governance issues/ concerns when negotiating an economic development partnership – identifying who should be involved, where approval needs to come from, and roles and responsibilities.
2. The Steering Committee members representing the partnership are staff positions and not elected officials.

OUR DEFINITION:

- The community must see the partnership in a positive light; one that will bring economic benefits to the community and increase their standard of living without sacrificing their cultural values.
- The shared long term vision with community members has to be a vision for the future.
- It is imperative for the partners to develop their own long-term vision with their communities - one that is developed by the majority of members from their community.
- Inform and educate the membership on the potential projects – allow for feedback, input and questions.

STRATEGIC ACTIONS:

- 9.1 LTFN to develop their own long-term comprehensive community plan with members of their community.
- 9.2 When an economic partnership venture is decided, ensure it fits within the partner's community plans.
- 9.3 Obtain community members input through a community meeting and discuss the project with the membership, where appropriate.
- 9.4 Develop a process where the community is kept informed of the project and the status of it, especially if there are employment or training opportunities. This may be achieved through the local community newsletters.
- 9.5 Utilize the partners' website to offer links to economic partnership projects. Offer a blog, or feedback loop to allow community members to voice their concerns or ask questions.

PERFORMANCE MEASURES:

1. LTFN to discuss the framework with members before one-day workshop to obtain input and finalize mandate.
2. IPG to discuss framework with Board and City administration before one-day workshop to obtain feedback and finalize mandate.

APPENDIX

Partnership Theory - Key Determinants

First Nation Economic Development Best Practices

	Kernaghan	McQuaid	Allan	Hailey	Brinkerhoff	Huxam et al	Armstrong et al	Parker	Ellram	Whamond	Totals
Effectiveness of partnering	✓	✓		✓	✓	✓	✓	✓	✓	✓	9
Trust/respect/accountability											
Engagement/Participation	✓		✓						✓	✓	4
Clear goals,	✓	✓	✓	✓	✓	✓	✓	✓	✓	✓	10
Compatibility					✓						1
Agreement on operations, roles and responsibilities		✓	✓	✓	✓	✓		✓		✓	7
Communication/Decision making		✓				✓			✓		3
Exit Routes		✓									1
Leadership							✓				1
Nature of Management		✓	✓		✓	✓	✓				5
Resourced	✓	✓	✓	✓		✓		✓			6
Risk Sharing		✓	✓			✓		✓			3
Standardization			✓		✓						2
Sustainability			✓	✓				✓			2
Meet performance expectations					✓			✓			2
Specific project vs. long term						✓					1
Willingness to change culture		✓	✓			✓	✓				4
Top Management support									✓		1
Distinct Value									✓		1
Mutual Dependence	✓										1
Formalized	✓										1

Best Practices Guide

Independent Authors

Making the Grade

	Osoyoos	Silammon First Nations	Kinbasket Developm ent	Coastal First Nations	Hicky/ Nelson	Curry/ Donker	Davie s	Lil'wat Nation	Cowichan	Ucluel et	Haida Nation	Ts'aawuk w	Ross River Den a	Destinations	Osoyoos	Total
Relations/integrity					✓		✓				✓			✓	✓	5
Value for both							✓				✓	✓	✓	✓	✓	7
Clear Objectives							✓	✓		✓	✓	✓		✓		6
Business acumen / capacity/ readiness	✓		✓	✓	✓		✓	✓		✓		✓	✓		✓	10
Role of timing																
Sustainability									✓				✓			1
Separate politics	✓	✓	✓		✓	✓										1
Land management			✓													5
Legal agreement			✓				✓									1
Timelines			✓													1
Work for all				✓												1
No mould																1
Strategic alliance	✓		✓	✓	✓											4
Designated HR	✓		✓													2
Monitor	✓															1
Vision on long term goals	✓	✓	✓	✓	✓											5

APPENDIX B

GLOSSARY OF TERMS DEFINED COLLABORATIVELY BETWEEN LHEIDLI T'ENNEH AND INITIATIVES PRINCE GEORGE

Success

- What has been identified has been completed – even if the outcome is different than expected
- Learned along the way
- Met list of critical success factors
 - Check list
 - In terms of economic development
- Mutually valued and beneficial relationship that is on-going (sustained)
- Measurable objectives
 - Guiding principles
- Attending meetings
- Participating

Follow Through

- When a commitment is made – honor it in a timely manner
- Clarity of next steps in the group
- Tasks need to be owned
- Communicate and explain if follow through did not occur
 - This mitigates conflict
- Accountability
- Clarity of commitment
 - When
 - Who
 - How

Collaboration

- A process
- All providing input
- Meaningful and active participation
- Inclusion
- Mutual benefit
- Achieve more – outcome greater
- Owned by all
- Shared information on relevant matters
- Building a relationship to articulate value structure
- Equality
- Cognizant and aware of each partners values and value systems

Transparency

- Openness

- Honesty
- Safety in dialogue and sharing of ideas
- Disclosure on matters relating to the partnership agreement
- Understanding that not everyone has the information they may be thought to have
- Admitting what you know and what you do not know

Completion

- Follow-through
- Discharging commitment and/or explanation
- Progress towards our goal
- Different phases and tasks get done

Accountability

- Reporting on progress
 - Variety of forms
- Buy-in leads to ownership
 - Who has invested
- All stakeholders need to win the 'goal'
- Who are the champions
- Framework dovetails with governance
- Mitigate situations out of the groups control

Responsibility

- Is to the community we serve
 - LTFN
 - City of Prince George
- To the process – commitment
- Trust the process – participate
 - Even when it gets difficult to resolve issues and move forward
- Responsible to the partners within the group to keep the process going

Liability

- Various degrees
- Continuum – to each other all the way up to who we report to in our respective organizations
- Fiduciary obligation
- Your responsibility – money/time
- Held accountable to actions

Stakeholders

- Our organization
- Our shareholders
- LTN membership
- Citizens of Prince George
- Regional District
- Industry – existing within Prince George, as well as those outside of Prince George
- Other First Nations

Respectful

- Listening
- Describes how you communicate
- Agree to disagree
- Awareness of each partners perspectives and organizational culture
- Mutual capacity building
 - An understanding of where each partner is coming from
- Willingness to learn
- Openness – honesty
- Behavior – how we treat each other
- Kindness / gentleness
- Being direct and honest
- Transparency
- Non-judgmental of partners contribution
- Inclusion – diversity of perspectives
- Works and actions
- How you want to be treated

Integration

- Process of co-operation
 - Descriptive – developed together
- Approach of how it is going to work
- Inclusive of everyone
- Mindful of everyone's input – of what everyone is putting forward
- Is this an outcome?
- Sharing of information
 - Understanding information
- Understanding what each other is doing

Sharing of Resources

- Shared risk
- Information – tangible and intangible
- Report/method
- Specific project will require specific resources – cash/time/in-kind
- Expertise
- Support
- Advocacy component to support partners

Sharing of Power

- Joint decision making
- Understanding where 'power' is
- Understanding the roles and responsibilities of each partner as previous stated
- Accountability
- Shared-risk
- Transparency
- Regulatory component
 - Needs to be clearly stated
- Agreement by all stakeholders
 - What we can share/what we cant
- Issue dependent
 - Political

- Ltd. partnership

Capacity

- In terms of the goal “growing economy” capacity is about economic capacity
- Business acumen
- Fundamental abilities to participate
 - Leads to ‘shared resources’ – skills, abilities, knowledge, expertise
- Enabling
 - Foster type of environment that fosters growth
 - Fosters positive outcomes
- What are our outcomes?
 - Distinguishing capacity
 - Breaking it down from an economic development strategy

Communication

- Mutual exchange
- Respectful
 - Dialogue
 - Openness
- Commitment to timely response
- Identifying a protocol of good communication
 - Committing to it
- Various media of communication
 - To respond to
 - To be aware of

Openness

- To develop a collegial environment to be open and up front
- Willingness to enter into dialogue about hard to discuss issues
- Transparency
- Trust

Commitment

- Follow-through
- Showing up and participating
- Problem solving – stick it out – find a way to make it work
- Assign resources
- Long-term
- Partnership becomes a Living document
 - Build relationships with each other that are sustainable

Participate

- Respond to communications in a timely manner
- Be engaged
- To take part in

Trust

- Honesty
- Follow-through
 - Reliability
- Honoring the values and intentions of the agreement
- Transparency
- Commitment

Implementation

- Strategy
- Hand in hand with commitment
- Tasking two people to sit on each partners board
- Mobilization
- Put into practice
- Building relationships
- Continual monitoring
- Rigor
- An agreement to enact
 - Communication between the two parties
- Define a list of potential economic partnerships
- Strategic
- Stage implementation

APPENDIX C

PERFORMANCE MATRIX BETWEEN THE LHEIDLI T'ENNEH AND INITIATIVES PRINCE GEORGE MAY 2009 – MARCH 2010

	Consolidated Performance Measure	Required date of completion	Date of initiation	Date of completion	Evidence/ Comments
P.1	The LTFN and IPG will have a one-day implementation workshop to start the process of a strategic work-plan. This will include: administrative terms of reference, acceptance of goal, roles, responsibilities, expectations, economic priorities of each partner, and identified values of partnership agreement.	May 2009			1. Terms of reference for steering committee 2. Acceptance of goal and objectives. 3. Identify roles, responsibilities and expectations. 4. Share each partners context for economic development activities. 5. Discuss each partners corporate priorities. 6. Resources available to the partnership 7. Identify values each partner hopes to gain from this partnership. 8. Master work-plan
P.2	Steering Committee to be in effect by April 2009 and will meet at minimum three times in 2009.	April 2009			Annual meetings: January, April, August, and December
P.3	Members from the Steering Committee will invite and participate in social events of their partner, at minimum four times in 2009.	Ongoing	April 2009		
P.4	Attend each partners Annual General Meetings as an economic partner.	Annually			
P.5	Linkage through websites implemented by June 2009.	June 2009			
P.6	Each partner will be invited to sit on, at minimum, one task force/committee of the other partner's initiative.	August 2009	April 2009		
P.7	Members of Steering Committee will show their commitment by attending 90% of meetings, task forces, workshops, and social events they are invited to.	Ongoing	April 2009		
P.8	Decision making powers granted to steering committee members re: roles and responsibilities, from the partners respective governance.	August 2009	April 2009		
P.9	At the beginning of each calendar year, the goals and objective, roles and responsibilities, master work-plan, economic priorities, shared value and resource sharing will be reviewed and assessed, to ensure it still meets the needs of each partner.	January 2010	January 2010		

.10	The annual report of each partner will identify what resources were shared, and what the results of this pooling of resources were.		April 2009		
.12	Initiatives Prince George will give Lheidli T'enneh their transition business plan to assist with developing an impartial arm to economic development from its governing systems.	February 2009			
.13	The Steering Committee members representing the partnership are staff positions and not elected officials.	Ongoing	April 2009		
.14	Lheidli T'enneh to discuss framework with members before the one-day workshop to obtain input.	June 2009	In progress		
.15	Lheidli T'enneh to discuss framework with Board and City administration to obtain input.	August 2009	April 2009		

APPENDIX D

COMMITTEE BIOS AND CONTACT INFORMATION

Gloria Catherall

Gloria has been employed as the General Manager with Lheidli T'enneh Band since March 2008. Gloria works in collaboration with the Chief, Council and program managers to provide a broad range of services to the band members living on and off the reserve. In addition to education, health and social programs the band is growing its economic base with business ventures through the development corporation and increasing involvement in the forest sectors. Gloria is a native woman from Cowessess First Nation she graduated from Royal Roads University with a Bachelor of Commerce degree and Diploma of Business Administration/Marketing & Management from College of New Caledonia she is also a Board of Director on the Nechako Kitamaat Development Fund Society.

Patricia Wight

For the last 3 years, Patricia has been working under the Lheidli T'enneh Lands Department in the capacity of Lands Manager and Lands Manager Trainee. As a signatory to the *Framework Agreement on First Nations Lands Management*, the Lands Department focuses on the continuous implementation of the Lheidli T'enneh First Nation Land Code and is tasked with ensuring that planning activities are grassroots, community driven, that development is consistent with community set priorities and respects Lheidli T'enneh culture and tradition and that management practices continue to preserve the integrity of Lheidli T'enneh lands. Patricia holds a BSc in Geography from UNBC and a certificate in Indigenous Peoples Resource Management from the University of Saskatchewan. She is also a Professionally Certified Lands Manager from the National Aboriginal Lands Managers Association.

Tim McEwan

As President and CEO of Initiatives Prince George, Tim is responsible for facilitating economic development in Prince George and Northern BC. Previously, he served as founding Executive Director of the BC Progress Board. While completing his graduate studies in Public Administration, Tim worked for the BC Ministry of Energy, Mines and Petroleum Resources on a special review of provincial mineral tenure policy in light of escalating land use conflicts and prospective First Nation land claim settlements. He holds a Master of Public Administration and a Bachelor of Arts, both from the University of Victoria.

Katherine Scouten

Kathie has been employed with Initiatives Prince George since 2003 supporting the City of Prince George's economic development agency with strategic planning, board and shareholder communications. In her current role as Vice President, Economic Development, she has been involved with specific projects to increase economic growth especially in the transportation sector, working with the Prince George Airport Authority and more recently in the development of partnerships around inland container

processing from the Port of Prince Rupert. Kathie holds an MBA and BSc (Hons) from the University of Manitoba.

Ed Chanter

Ed brings over three decades of senior urban and regional planning expertise in the private and public sectors to his role as Director of Planning & Development at the Prince George branch of McElhanney Consulting Services. With a focus on land development and First Nations issues, his skills include report writing, presentation and negotiation skills with a strong emphasis on diplomacy and tact, and managing planning and treaty negotiations. Ed is a graduate of the University of Waterloo with a Bachelor of Environmental Studies (BES) Honours, followed up with a Masters of Science (MSc) Urban and Regional Planning from the University of Toronto

Franca Petrucci

Currently completing her MBA at the University of Northern British Columbia, Franca Petrucci brings a diverse background and keen passion to her career in the social sciences. A northerner at heart, she has spent the last two decades working with at-risk youth in the Yukon and now Prince George. Upon Franca's return to Prince George in 1997, she has been actively involved in several community-based programs including two years as Executive Director of the Northern John Howard Society and as founder and manager of Future-Cent; a pre-employment program for local youth. Franca is a sought-after consultant at both the provincial and federal levels in areas such as youth entrepreneurship and employment opportunities in the corrections system.

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