



Tłıchǫ Community Services Agency
Dǫ Nǎke Lani Nǎts'etso • Strong Like Two People

A Strategic Framework & Business Plans 2005-2009

Updated Edition: 2006-07



The fireweed is a powerful northern symbol of recovery and healing as it is one of the first plants to grow and flower after a fire. The TCSA has used the fireweed as a symbol for the Tłıchǫ Healing Path Wellness Strategy.

c. Behchokǫ, Northwest Territories 2006

1.1 Executive Summary

This Strategic Framework & Business Plans document provides an introduction to the Tlicho Community Services Agency. The Strategic Framework describes the context in which the Agency works...the history, governance structure, programs and critical issues. The Business Plans focus on the work that needs to be done over the four year mandate of our Board.

The purpose of the Agency is to improve the health, wellness and education of the Tlicho communities in the NWT by providing a range of easily accessible, integrated programs and services to all people. The Agency manages the delivery of education, health and social programs and services for the NWT communities of Behchoko (Rae-Edzo), Gameti (Rae Lakes), Wekweti (Snare Lake) and Wha Ti (Lac La Martre).

Our Agency is both new and old. Established on August 4th, 2005, the Agency is a creation of the *Tlicho Agreement*. Section 7.10 of the Tłı̨chǫ Agreement called for an *Intergovernmental Services Agreement* between the Government of Canada, the Government of the NWT and the Tlicho Government to establish this Agency at the same time as the new Tłı̨chǫ government. This ISA agreement ensures that the Agency continues to perform the functions of the organizations from which it emerged, including the former Dogrib Community Services Board (1997-2005), the Dogrib Divisional Board of Education (1989-1997) and the Rae-Edzo School Society (1967-1989).

In preliminary discussions with staff and Board members, thirty-one areas requiring attention were identified. These items have been included in the six “Core Emphases” described in the business plan. It is intended that these Core Emphases will be addressed over the remaining mandate of both the Agency board members and the Tłı̨chǫ Government.

The six Core Emphases include the following:

- The Tłı̨chǫ Plan
- Intergovernmental Relations: The Tłı̨chǫ Government, the GNWT & the Agency
- Program Development including i) Integration of Services; ii) Community Education; iii) Child & Family Services iv) Health & Wellness
- Accountability including i) Information Systems; ii) Planning & Development
- Communications
- Capacity Building

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Section 2: A Strategic Framework

The strategic framework describes the context in which the programs and services of the Tlicho Community Services Agency are delivered. It also provides a longer term perspective that describes the purpose of the organization, where it is going and how it is going to get there. It contains a vision, a mission statement, guiding principles and values, a description of the governance structures of the Agency, the management and partnership structures, a brief description of core programs and services, and an environmental scan with a review of critical issues facing the Agency over the next few years.

Both the strategic framework and the business plans are working documents subject to review and amendment.

2.1 Vision & Mission:

The vision and mission of the Agency emerged from a process of action research conducted in the Tlicho communities in the early years of the Dogrib Divisional Board of Education (1989-1997) (see the document *Strong Like Two People*: DDBE 1991). The outcome of this research resulted in a vision and mission for a Board of Education. However by 1991 this work was modified to include the delivery of health and child and family services, and re-validated by the Dogrib Community Services Board in 1998. In the fall of 2006 the new Tłıchǵ Community Services Agency reviewed the vision and mission and validated it as remaining relevant for the Agency.

The original process brought together elders and young people from each Tłıchǵ community to address educational issues. The meetings were held in Tłıchǵ without translation, but the speakers were recorded. Transcriptions of the meetings were made from the recordings and themes were then extracted from the transcriptions and later taken back to be validated by the participants and by the Board members. These themes were then developed into a preamble from which emerges the mission statement of the Board. The preamble is a description of the shared experiences of the Tlicho people, where they are today and where they hope to go in the future, from which emerges a description of the role and responsibilities of the Agency.

Vision: “Do Nake Lani Nats’etso...Strong Like Two People”

The vision statement of the Agency is “**Strong Like Two People**”. In 1971 a frail Chief Jimmy Bruneau officially opened the Edzo school that was to bear his name. On this occasion he spoke of the importance of a model of bicultural and bilingual education where equal emphasis must be given to educating children in two cultures. Some years later in 1991, a respected Behchokǵ elder, Elizabeth Mackenzie, commented on her

understanding of the words of Chief Jimmy Bruneau, describing his vision as “Strong Like Two People”. Originally, the statement referred to young people, and meant learning from, and being competent in the worlds of two peoples...the traditional world of the Tłı̨chǫ elders and the modern world that surrounds people today.

In 1998 after the Dogrib Divisional Board of Education had expanded its mandate to include the delivery of health and social services, Board members, educators, healthcare professionals, social workers and other Board staff agreed that this vision of “Strong Like Two People” should continue...*as a metaphor for the desire to build an organization, and create programs and services that recognize the strength and importance of two cultures.* Today this desire is reflected in the importance of the first core emphasis, the “Tłı̨chǫ Plan” which is intended to shape all our strategies for program delivery.

Mission Statement

Our Agency’s mission statement is longer than the mission statements of most organizations. This was intentional, as it was believed that it was critically important to highlight the unique nature of both the Agency and the Tłı̨chǫ communities it serves. The statement attempts to synthesize a series of themes that originally were expressed by elders who attended the Roundrock Lake Cultural Project (1989) and the “Strong Like Two People” (1991) community meetings.

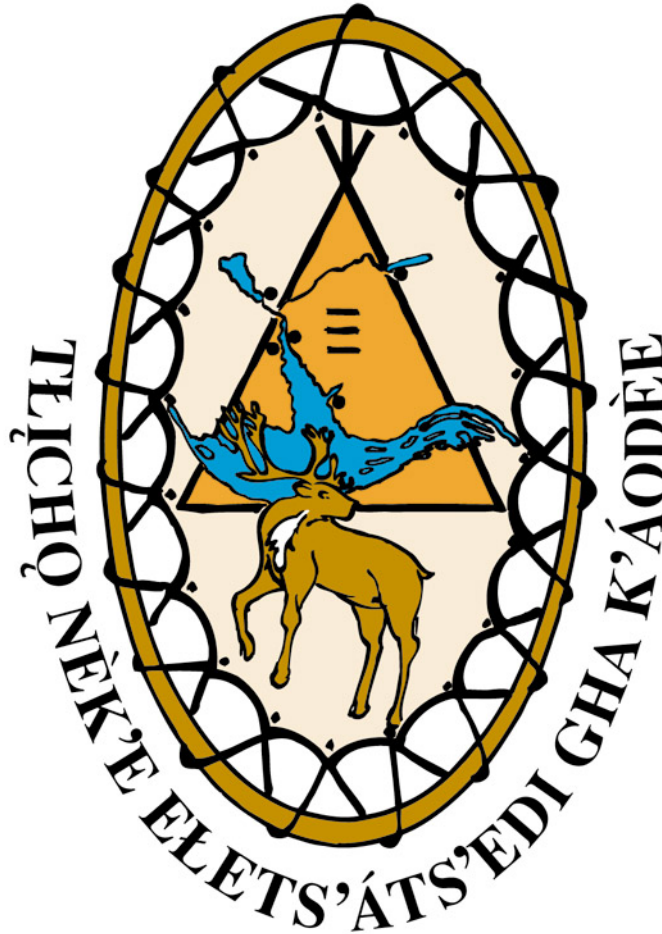
The mission is written in two parts. The first part describes the community and cultural context of the Agency...where the Tłı̨chǫ have come from as a people and where they are today. The second part speaks to the specific role of the Agency in working in Tłı̨chǫ communities.

<p><i>Context</i></p>	<p><i>For thousands of years, Tłı̨chǫ people have lived in harmony with their families, their communities and with the land. Our people took pride in passing on our knowledge, skills and values to each generation and in the excellence of this tradition, our survival as a people was assured. In this century we became dependent on the church and the government and in this loss of control, we find that our families, the community, language and culture are threatened. Our very survival as a people is at stake. Thus...</i></p>
<p><i>Role of the Agency</i></p>	<p><i>We, the members of the Tłı̨chǫ Community Services Agency are committed to the development of a continuum of care that will return control of education, health and social programs and services to the people of our communities, support them in the task of strengthening their families, promote the knowledge and skills they need to survive today and model the values they need to live in harmony with their families, our communities and our land.</i></p>

2.2. Our Logo

In the early days of the Dogrib Divisional Board of Education (1989-1996), the Board members called for the establishment of a competition to design a logo for the new organization. The competition was open to students in the schools in the four communities of Behchokò (Rae-Edzo), Gamètì (Rae Lakes), Wekweetì (Snare Lakes) and Whatì (Lac la Martre). Over one hundred submissions were received by the Board

*Figure 1:
Logo of the
Tłıchǵ
Community
Services
Agency*



members. Unable to make up their minds, they chose three designs: one with a stretched hide and text, one with a tipi including a map of the region showing five Tłıchǵ communities around Great Slave Lake and associated waterways (in 1989, the original board of education included the community of Dettah); and one with a “dancing” caribou. All three designs were merged into one design by INKIT of Yellowknife and the new logo for the Board was established. The text under the stretched hide was the name of the new organization suggested by Mary Adele Rabesca, a Board member from

Whatì...“Tłıchq Nek’e Elets’ats’edi Gha K’aodee” translates roughly as “Leaders in charge of helping each other on Tłıchq lands”.

2.3 Guiding Principles and Values

The guiding principles and values that animate the development and inform the day to day operation of the Tłıchq Community Services Agency are as follows:

- The development of strong, capable, healthy Tłıchq communities;
- Valuing Tlıcho language and culture in all things;
- Enabling people to take responsibility for their own health, education and wellbeing;
- Creating the conditions for people to learn the knowledge, skills and attitudes for success in life;
- Providing quality, integrated programs and services in an effective, efficient and timely manner;
- Delivering responsive programs and services that enable all people to achieve personal wellbeing within healthy families;
- Building programs and services upon the positive strengths of a strong community cultural identity;
- Creating partnerships to enrich an integrated continuum of education, health and social programs and services.

2.4 Governance, Management and Partnership Structures of the TCSA

The current governance and management structure of the Tłıchq Community Services Agency is intended to be an interim step in the development of self government in the Tłıchq communities. The model is expected to evolve over time as the Tłıchq Government makes decisions about drawing down programs and services from the Government of the NWT.

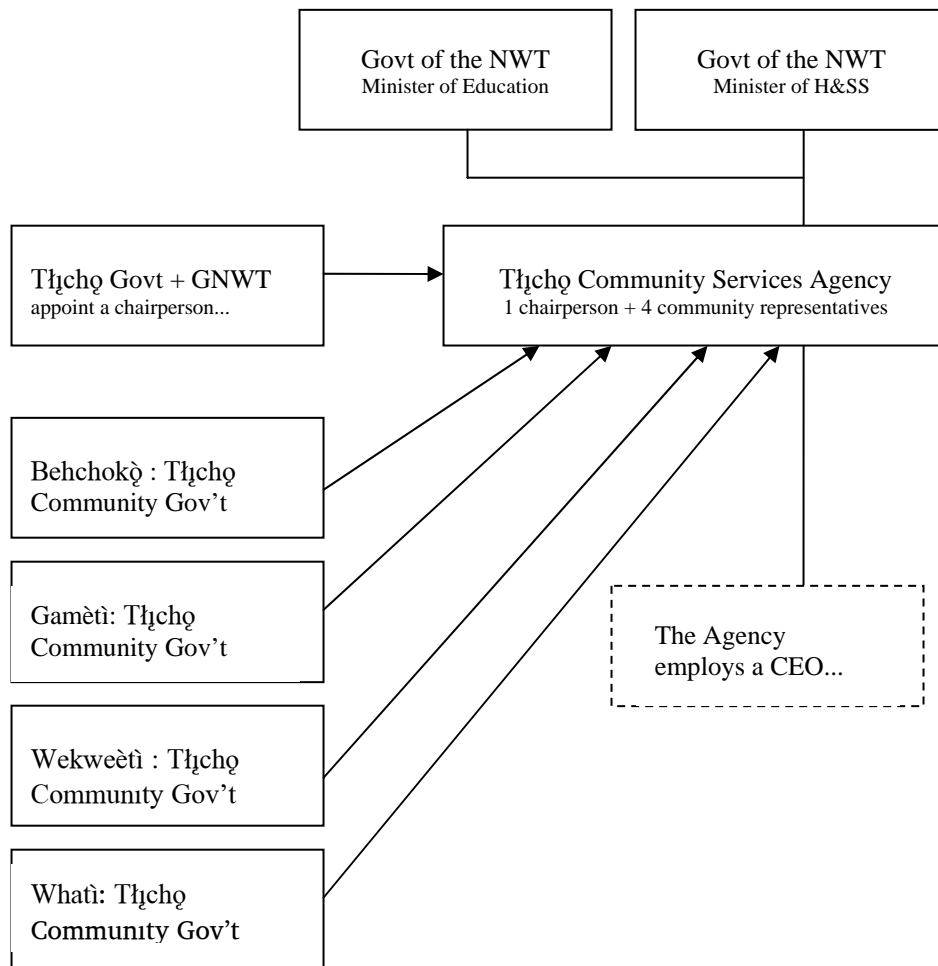
The governance structures of the Agency are established in the *Tłıchq Intergovernmental Services Agreement* and in GNWT legislation, the *Tłıchq Community Services Agency Act* and associated regulations. Consequential amendments to the Education Act, the Hospital Insurance and Health and Social Services Administration Act, the Financial Administration Act and the Public Service Act also serve to shape the Agency.

The Intergovernmental Services Agreement or ISA, is an agreement between the Government of Canada, the Government of the NWT and the Tłıchq Government which calls for the establishment of the Agency on the effective date of the Tłıchq Agreement, August 4th, 2005. The ISA discusses the establishment and financing of the Agency, the roles of the different parties and promotes a specific focus on the importance of the Tłıchq language, culture and way of life in the operation of the Agency. The ISA also sets a mechanism for review, amendment and renewal of the Agreement. A copy of the ISA is available on the web at http://www.tlıcho.com/other_agreements/isa.pdf . The ISA calls for the GNWT to implement legislation to give form to the new Agency.

The GNWT passed the Tłıchq Community Services Agency Act in 2005. This Act establishes the TCSA to perform functions related to the delivery of education, health and social services in Tłıchq communities and on Tłıchq lands. The Act addresses the establishment and organization of the Agency, its powers, duties and functions as well as issues relating to financial matters, inspection, administration and dissolution. A copy of this legislation is available on the web at <http://www.justice.gov.nt.ca/>

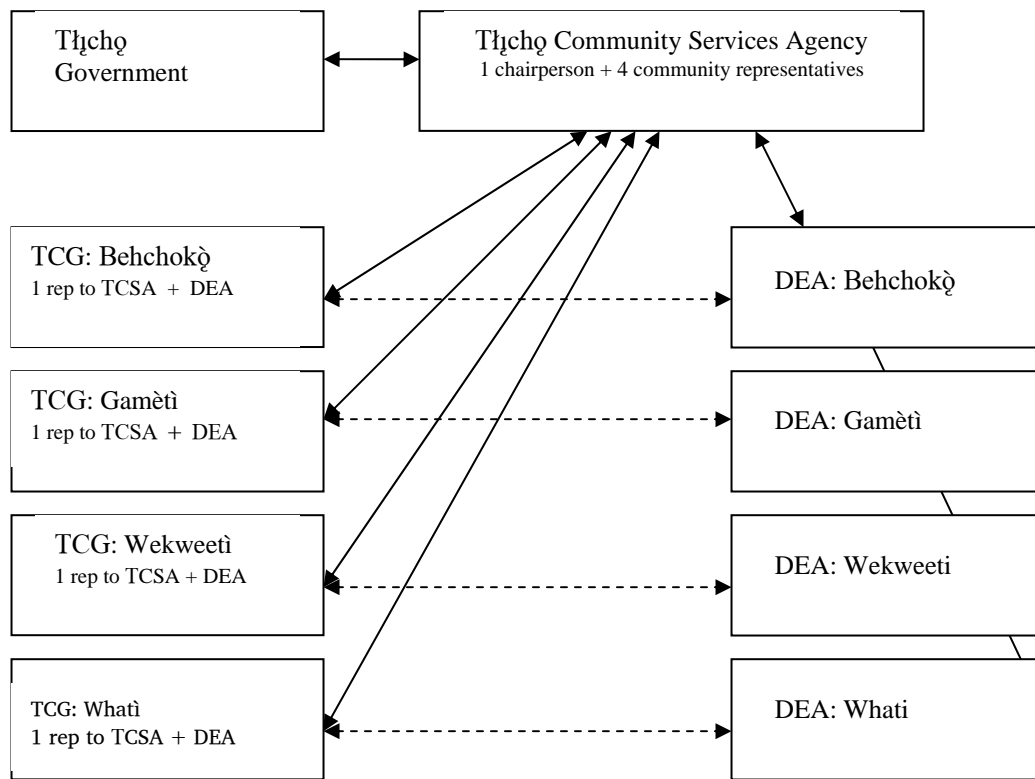
The Agency is governed by a Board made up of four members and a chairperson. The four Tłıchq Community Governments, Behchokò, Gamètì, Wekweètì and Whatì each appoint one member to represent their community on the Agency Board. The Minister of Aboriginal Affairs appoints the chairperson after consultation with the Agency appointees and the Tłıchq Government. The four TCG appointments also sit as full members on the local District Education Authorities (DEA's) formed under the GNWT Education Act.

Figure 2: Governance Structure of the Tłıchq Community Services Agency



As part of the future development of the Agency, it is intended that these DEA's or local education authorities will expand their roles to mirror the program and service mandate of the Agency itself. Through phases, the DEA's will train to take on responsibilities under section 56 of the GNWT Child and Family Services Act regarding "Community Agreements". Eventually it is anticipated that DEA's will also have advisory roles in relation to health and wellness issues in their communities. These local authorities will no longer then be "DEA's" responsible for education in their communities, but will be "Community Services Authorities or CSA's" with responsibilities for child & family services, education and health and wellness.

Figure 3: The TCSA and the local community education authorities (DEA's)



Key: TCG- Tlıcho Community Governments
 (see the GNWT statute: Tłıchǫ Community Government Act (2005))

DEA- District Education Authorities
 (see the GNWT statute: Education Act sections 81-96 (1996))

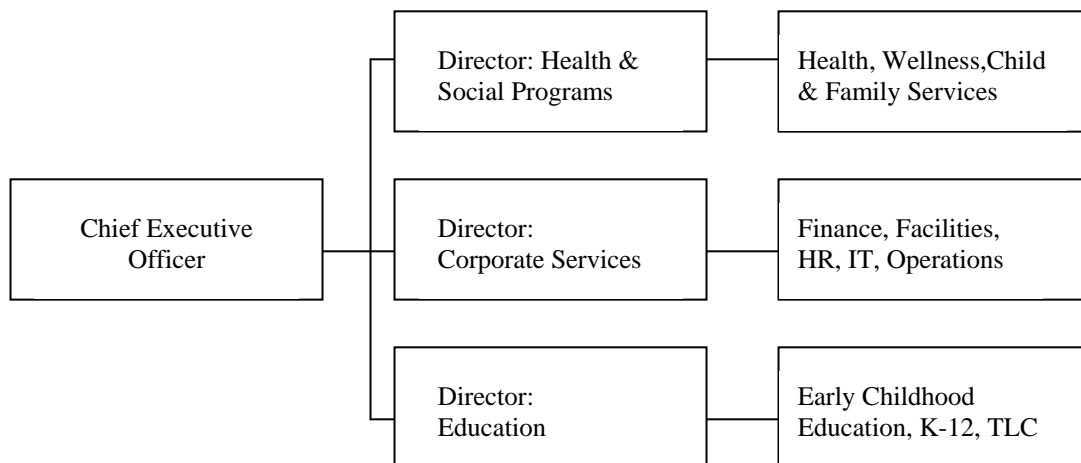
Further development is required to develop the relationships between the local education authorities, the Tłıchǫ Community Governments, the Tłıchǫ Government and the Tłıchǫ Community Services Agency. Current legislation calls for Board members on the Tłıchǫ Community Services Agency to be appointed as representatives of the Tłıchǫ

Community Governments in each community. These representatives then concurrently sit as members of the District Education Authority in their community. Legislation is silent on the exact nature of their roles and responsibilities between these organizations at the local level. Ideally, *as representatives of the local community government and the DEA*, it is expected that these Board members will serve to keep both the community government and the DEA informed of the activities of the TCSA, while ensuring that relevant community issues of both organizations are addressed by the Agency. Similarly, outside of the Intergovernmental Services Agreement or ISA, there is no discussion of the relationships between the TCSA and the Tłı̨chų Government at the regional level. It could also be inferred that both the chairperson and the CEO have roles and responsibilities in regards to the Tłı̨chų Government. At this time there are no formal mechanisms to describe such a role or relationship.

The Agency employs a Chief Executive Officer who is responsible to direct the work of a management team consisting of a Director of Education, a Director of Health and Social Services and a Director of Corporate Services. The CEO fulfills legislated roles under GNWT legislation including that of “Deputy Head” for the public service, and “Superintendent” under the Education Act.

Reporting to the Director of Education are program support staff, the principals of five schools and staff of the early childhood programs in the communities. Reporting to the Director of Health and Social Services are program support staff, nurses in the health centres, social workers, wellness workers, and home and continuing care staff in the Jimmy Erasmus Seniors Home in Rae. Reporting to the Director of Corporate Services are finance, operations and IT staff.

Figure 4: Management Structure of the TCSA



On any given day, over 200 people are working for the Agency in the four Tlicho communities of Behchoko, Gameti, Wekweti and Whati. The Agency has the responsibility to manage the following facilities:

- the Jean Wetrade Gameti K-9 school in Gameti,
- the Rae Lakes Health Centre in Gameti,
- the Elizabeth Mackenzie Elementary School in Rae,
- the Jimmy Erasmus Seniors Home in Rae,
- the Mary Adele Bishop Health Centre in Rae,
- the Tlicho Healing Path Wellness Centre in Rae,
- the Chief Jimmy Bruneau Regional High School in Edzo,
- the Mezi Community School in Whati,
- the Tlicho Healing Path Wellness Centre in Whati,
- the Lac La Martre Health Centre in Whati,
- the Alexis Arrowmaker School in Wekweètì ,
- the Dechi Laoti Health Centre in Wekweeti.

2.5 Core Programs and Services

The Tlicho Community Services Agency has been established to deliver programs and services from both the Government of the NWT and the Tłı̨chǫ Government. At this time the Agency primarily delivers programs and services transferred from the Government of the Northwest Territories.

Program transfers to the Tlicho Community Services Agency include:

- ***Child and Family Services:*** Family support and child protection which includes child welfare, early intervention, foster homes, adoption, investigations, apprehensions and court work.
- ***Education:*** early childhood programming including daycares, preschools and staff training; Inclusive schooling programs and services for school age children which includes assessment, intervention and support; kindergarten to grade 12 programming; homeboarding accommodation for high school students from Wekweeti and Gameti;
- ***Health and Wellness:*** *Primary Health Care*, Community Health and Wellness programs, Home Support and Continuing Care programs, Dental Therapy, Ambulance and Emergency Services, Mental Health and Addiction Services.

The Tłı̨chǫ Government has also funded the Agency for other program initiatives identified as Tłı̨chǫ priorities. These include a post secondary scholarship program, a variety of short term cultural projects, early childhood programs, and some community health and social programs that are a result of federal government initiatives targeted for aboriginal communities.

2.6 Environmental Scan & Critical Issues

The environmental scan describes the current environment and includes the economic, social and political realities facing the Tłı̨chǫ Community Services Agency. Critical issues are the challenges that will likely drive policy decisions and help set priorities during the period 2005-2009.

The ongoing development of the Tłı̨chǫ Government, the continuing redefinition of GNWT programs and services, as well as a rapidly expanding western and northern economy will drive both the challenges and the opportunities facing the Agency in the next few years. Within the Tłı̨chǫ communities, continuing challenges with capacity building and the development of individual and family responsibilities for learning and wellness will be critical. As well, although major advances have been made in secondary school programming in the past decade, the Agency must continue to focus on issues related to student attendance, achievement and effective transitions to the workplace, college and university.

- **Development of the Tłı̨chǫ Government:** on August 4th 2005 the Tłı̨chǫ Government was established. Over the next few years, this new government will have a major impact on the Agency. The Tłı̨chǫ Government views the Tłı̨chǫ Community Services Agency as a transitional organization created to assist with their goals of self government in program areas such as education, child and family services and health. The Agency will have to define its role situated between the Tłı̨chǫ Government and the GNWT. While working to express a uniquely Tłı̨chǫ identity, the Agency must also remain integrated with the territorial systems that will continue to serve our residents and the residents of the Northwest Territories as a whole.
- **Redefinition of GNWT roles and functions:** The GNWT is continuing to make functional changes replacing outdated systems, and these activities have had important impacts on programs and services at the community level. New changes to the delivery of GNWT staff payroll and human resources have created barriers for the mandated development of the Agency towards the effective delivery of community programs and services. The Tłı̨chǫ Community Services Agency will have to work with the GNWT to develop effective alternatives to the centralized functions which harm community program delivery.
- **The “Resource development “boom” in the western and northern economies:** The resource development “boom” including three new mines in our region, more on the way, and a proposed pipeline down the Mackenzie Valley present the Agency with a number of challenges and opportunities. Competition for good staff is a major challenge as many organizations and businesses in the North Slave, as well as the rest of the north and western Canada are struggling to find qualified employees. Creative organizational solutions and expanded programs of

capacity building and training for residents of the Tłıchǫ communities are necessary.

- **Health and Development Issues especially related to children and youth:** Issues with addictions, mental health and wellness, concerns with high levels of preventable illnesses such as sexually transmitted infections, tuberculosis, diabetes and more, create huge demands for services. The national shortage of nurses, the backbone of the healthcare system in the TCSA, will make it difficult to meet these demands using past strategies. It will be necessary to seek new, creative ways to meet these challenges in the next few years.
- **Culture of Achievement and transitions to college, university and to work:** Capacity building in the Tłıchǫ communities is both a challenge and a opportunity to resolve a multitude of issues from staffing to community appropriate program implementation. It will be necessary to foster an ethic and culture of achievement among young people while providing effective transitions to college, university and the world of work for community residents.
- **Tłıchǫ Culture and Language:** With all the rapid changes taking place in the Tłıchǫ communities, there is a concern among many people about the impact on family life, and on the family's ability to preserve their culture and language. There is a particular concern about the influence of all these changes on children and young people. Dramatic losses in Tłıchǫ language ability have been noted in young children entering school for the first time and increased investments of all kinds of resources will have to be made to reverse the trend.

Section 3. Business Plans for 2005-2009

3.1 Introduction

The Business Plans emerge from the strategic framework, and are developed and shaped in response to the critical issues facing the Agency over the next four years. The plans describe the specific results the Agency will accomplish over the course of the Board's mandate. The plans ensure accountability by identifying priority areas, defining goals, outlining desired outcomes, and spelling out ways and means of measuring the outcomes.

During preparations for the planning process, thirty-one areas of attention were identified in preliminary discussions with staff and the Board members of the Agency. All of these areas have been included in six "Core Emphases" described in the business plan. It is intended that these Core Emphases will be addressed over the next four years, which is a timeframe that covers the remaining mandate of both the Agency board members and the Tłıchǫ Government.

3.2 Strategies: A Developmental Approach

As our vision and mission statement indicate, the Tłıchǫ Community Services Agency is an organization in the midst of on-going development. This development is taking place at every level: at the organizational level, at the administrative level, and at the programming level. The development is best understood in terms of five transitions which will help the Agency establish a unique identity. The transitions are:

- ***From a needs/problem based approach to a community development approach.*** While the health challenges facing the Tlıcho people today are individual challenges, they are also community challenges. They must be dealt with on a community level. The transition from the needs/service approach to the community development approach means moving away from an exclusive concern with problems, to an appreciation of local assets. Too exclusive an emphasis with problems leads to an overwhelming sense of despair and paralysis. A community development approach has a different starting point. It begins with the questions, "What are our strengths and abilities—that exist today in our communities and have existed in our culture and traditions of our past? And how can we build upon them to deliver this program or this service?"
- ***From an individual service approach to an integrated approach.*** Many services today tend to focus on specific "presenting problems" treated by professionals trained to deal with specific presenting problems. When a problem "presents" that is outside the particular area of expertise, the professional makes a referral—and often people get caught in the revolving door of referrals. But most people with a problem have "clusters of problems"—an abuse problem, a

family conflict problem, an educational economic problem, etc. The design of our Agency allows, as much as possible, to bring people with different skills together and provide an integrated approach.

- ***From a professional model to a wellness model of health*** When people moved off the land into settlements, they became increasingly dependent upon professionals—the nurses and doctors, teachers, social workers—for their education, health and wellness. And while there is a clear need for the assistance of professionals, many of the serious problems people are experiencing—addictions, diabetes, cancers related to smoking and diet, sexually transmitted infections, tuberculosis—are problems of lifestyle. They are preventable. And so the challenge is to help people understand that wellness is not something you receive from the nurse or doctor but something you give to yourself through the lifestyle choices you make.
- ***From hiring outside professionals to developing capacity within our own staff.*** We will always have a mix of local staff and staff hired from “the outside” with special expertise that we lack in our communities. But in the past we have often become too dependent upon “outsiders.” People come, stay for a relatively short period of time and leave, taking their expertise with them. Experience has taught us that sustainability of our programs and services depends, more than anything else, upon our ability to train and develop our own staff—people born and raised in our communities who understand the Tlicho culture and can speak the Tlicho language.
- ***From a “GNWT Agency” to a Tlicho Agency.*** In most respects our agency today is a GNWT agency, established under GNWT legislation and reporting to the GNWT. Over the next ten years the Agency will transform itself into a “Tlicho Agency”. We will have our own unique identity—but we will be part of an integrated system of territorial services. For the foreseeable future we will be immersed in developing our own systems, policies, procedures and structures that are compatible with GNWT systems. Though we are the first aboriginal self-government in the north, other self governments will follow along behind us. Over the next decade, our Tlicho government and agency will become part of an NWT federation of constitutionally established governments, all with their own unique identity, institutions, missions and mandates.

3.3 Core Emphases: Present Situation, Goals, Actions/Outputs, Measures

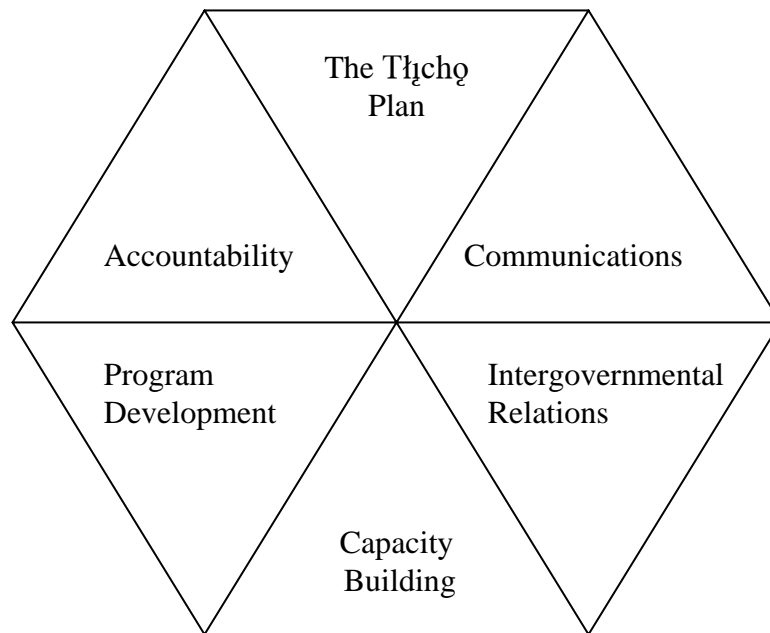
During 2005-2009 the Agency will focus on six Core Emphases:

- The Tłı̨chǫ Plan
- Intergovernmental Relations: the TCSA, the Tłı̨chǫ Government and the GNWT
- Program Development including i) Integration of Services; ii) Community Education; iii) Child & Family Services iv) Health & Wellness
- Accountability including i) Information Systems; ii) Planning & Development
- Communications

- Capacity Building

The plans in the following section provide more detail about the background, our goals, actions or outputs, and measures.

Figure 5: Six Core Emphases of the TCSA Business Plans 2005-2009



1. CORE EMPHASIS:
The Tłıchǫ Plan

BACKGROUND: The Intergovernmental Services Agreement calls for the principles and values of the Tlıcho way of life to be used as a framework for the development of the Agency, and the delivery of its programs and services. Section 6 of the ISA requires the development of a “Tłıchǫ Plan”. A Tlıcho “Cosmology” Project in part funded by the Walter and Duncan Gordon Foundation of Toronto will provide the foundation for the development of the Tłıchǫ Plan.

The Tłıchǫ Cosmology Project seeks to “map” the shared experiences of the Tłıchǫ people, initiate discussions about what it means and seeks to apply this knowledge to modern organizations such as the Tłıchǫ Government and the Tłıchǫ Community Services Agency. The Tłıchǫ Community Services Agency’s first attempt will focus on issues related to child and family services programming.

The project will focus on three initiatives: mapping, meaning and applications:

- *Mapping:* The documentation of the cosmology as a conceptual framework to hold the stories, and the collection, indexing, duplication, distribution and classification of the recorded tapes of Tłıchǫ elders as authorities for the cosmology;
- *Meaning:* The individual parts of the cosmology remain as isolated stories unless we can understand what the stories mean for who Tłıchǫ people are, why they believe what they do, what they value and think is important. Once these values are understood, they may be applied to a modern context of governance, organizational and program design, service delivery and policy development;
- *Applications:* The TCSA will use the meanings generated by the cosmology work to develop community standards (as per section 56 through 59 of the NWT Child and Family Services Act, 1998) to determine the level of care necessary to meet a child’s needs and to help determine whether or not a child needs protection. A second phase will be to train our DEA’s to function as Child and Family Service Committees in each Tlıcho Community.

GOAL(s): Through an examination of the Tlıcho Cosmology, discover the traditional values and principles of the Tlıcho Culture and to apply them modern systems of governance and service delivery, particularly child and family services.

<i>ACTIONS/OUTPUTS</i>	<i>MEASURES</i>
<p>In the course of this Business Plan we will:</p> <ul style="list-style-type: none"> • To continue the collection, preservation, digitization and classification of elders experiences and stories for the cosmology; 	<ul style="list-style-type: none"> • All TCSA audio resources digitized, preserved and available for use on a server; • Classification of heritage stories in a

<ul style="list-style-type: none">• To develop a work plan for the development of community standards based on the Cosmology;• To develop community standards through focus workshops and discussions with local elders and local authorities.• To train DEA's to fulfill the functions of Child and Family Services Committees under the Act.	<p>developed cosmology framework;</p> <ul style="list-style-type: none">• Community standards work plan is developed and implemented;• Focus workshops with elders, Ṭchq staff have been held and summary documents produced;• Training has been completed; DEA's fulfilling functions of CFS Committees in conjunction with their education responsibilities
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2. CORE EMPHASIS:

Intergovernmental Relations: the Tłıchǫ Government, the GNWT & the transitional nature of the Agency

BACKGROUND: The Tłıchǫ Community Services Agency was established on August 4th, 2005 along with the creation of the Tlıcho Government. The TCSA must now rationalize relationships with both the Tlıcho Government and the GNWT to ensure an effective transition from being a wholly GNWT agency to a time when the Tłıchǫ Government will choose to draw down the programs and services of the Agency.

The first step is to establish formal, recognized reporting relationships. The Chair and Executive Director should be available to meet as required to report on activities at Tłıchǫ Gatherings, the Assembly and meetings of the Tlıcho Executive. The TCSA senior management team should meet on a regular basis with the Tłıchǫ Government senior management team for mutual briefings. Among other things these meetings should explore and plan for the eventual drawing down of services from the GNWT.

A second initiative is to formalize and stabilize working relationships between the TCSA and the relevant GNWT departments through a Memorandum of Understanding (MOU). The MOU will provide a framework indicating how services will be provided in a cooperative, mutually supportive manner.

A third initiative is to work with the Tłıchǫ Government and the GNWT in the development of Core Principles and Objectives (CPO's) for GNWT programs that are currently delivered by the Agency. The CPO's will assist in setting the framework for the eventual transfer of GNWT programs and services to the Tłıchǫ Government.

GOAL(s): To establish and maintain formal working relationships with the Tlıcho Government and the GNWT that address the transitional nature of the Agency.

ACTIONS/OUTPUTS

In the course of this Business Plan we will:

- Formalize the working relationship with the TG through a protocol agreement;
- Formalize the working relationship with the GNWT through an MOU.
- Assist TG/GNWT wherever possible with the development of CPO's related to Agency programs & services.

MEASURES

- A protocol agreement with the TG will be in place and operational.
- An MOU with the GNWT will be in place and operational.
- Provision of assistance on an as and when requested basis.

3. CORE EMPHASIS

Program Development including the Integration of Services, Child & Family Services, Education & Health & Wellness

BACKGROUND: Program Development is an on-going process within the Agency. While most of the core programs are in place, there are still “gaps in services.” These must be closed either by expanding existing services or creating new programs and services. During the life of this Business Plan, we will focus on improvements in the areas of elders services, early childhood services, language and culture, and the creation of a community caregivers network to support mental health and addictions services

The *integration of services* should be a defining characteristic of the TCSA service model, as it was of the Agency’s predecessor, the Dogrib Community Services Board. Though some integration has been achieved, much work is still to be done.

While there are many ways of supporting integration—shared strategies and projects across functions, shared training, shared information systems, common policies, referral procedures, etc.—one of the most effective way of enhancing integration is by having people from different disciplines work together. Thus the focus in this business plan will be the development of cross-disciplinary teams working on specific projects such as the Tłıchǵ Healing Path Wellness Strategy, the STI/HIV strategy and the review of Child and Family Services programs and services across the organization.

We are experiencing a growing number of serious public health concerns including diabetes, alcoholism, tuberculosis, cancers resulting from smoking, sexually transmitted infections and other problems related to lifestyle choices. We must strengthen our ability to deal with these problems through a much greater emphasis on public education. Funding has been received from the GNWT to create a public health unit consisting of 2 nurses, an administration person and a CHR. This will require a reorganization of the Health Centre and will increase our ability to provide community education programs.

At the same time we are providing programs related to lifestyle changes out of the Wellness Centre as part of the Tłıchǵ Healing Path Wellness Strategy: tobacco cessation, wellness fairs, peer support, parenting groups, men’s’ groups, etc. We need to explore ways of sharing resources, facilitating joint planning and integrating approaches. The result should be a comprehensive, integrated, community education strategy

GOAL(s):

To increase the level of integration of services through the development of interdisciplinary teams working on specific projects;

To continue to refine and develop programs and services to fill in gaps;

...continued

To improve and strengthen our ability to provide community education programs related to healthy lifestyle choices in an integrated manner.

<i>ACTIONS/OUTPUTS</i>	<i>MEASURES</i>
<p>In the course of this Business Plan we will:</p> <ul style="list-style-type: none"> • Creation of an Early Childhood and Parenting Strategy. This will be developed by an inter-disciplinary team with representatives from education (early childhood programs) and health and social services (pre-natal and family support programs). • Creation of a Speech and Language Strategy for the region. • Develop an Elders Day Program and increase support for disabled in Behchokò; • Organize existing Tłıchq language and culture materials & resources and develop a 3 year plan for production; • Develop a strategy for addressing the 2-year moratorium on those over 22 yrs of age...note related to: a review of early childhood programs. Explore linkages to other early childhood programs and strategies including those of the GNWT and its full day kindergarten programs. • Develop a wider range of program choices at the secondary school level to promote inclusion of all needs of students; • Develop a regional network of local community caregivers to support the delivery of mental health and 	<ul style="list-style-type: none"> • The Early Childhood and Parenting Strategy will have been produced with specific recommendations and a work plan • The Speech and Language Strategy will be produced and implemented. • The elders' day program in Behchoko will be operational; Social worker hired and services increased to disabled population. • The plan will be in place and implemented. • Strategy developed with recommendations for policy re: adults and secondary school, partnerships with the Aurora College, and program design. • Early childhood program review completed • Design, implement and review Alternative Program Project and distance education, wellness options. • Network of caregivers established.

<i>ACTIONS/OUTPUTS</i>	<i>MEASURES</i>
<p>addictions services;</p> <ul style="list-style-type: none">• Develop and implement a community based strategy to inform people about STI's/HIV and assist in changing dangerous behaviours;• Creation of an interdisciplinary Health and Safety Committee to review health and safety issues in the agency on an on-going basis.	<ul style="list-style-type: none">• Strategy planned, implemented; Reduction of STI's in region.• The Health and Safety Committee will be set up and functioning with a TOR, mandate, work plan and set of operational procedures (meetings, minutes, etc.)

4. CORE EMPHASIS:

Accountability including Management Information Systems & Planning & Evaluation

BACKGROUND:

The TCSA is accountable to a number of groups and partners: to our public, to our board, to the Government of the NWT, to the Tlicho Government, and to various third party funding bodies.

We need to improve accountability by clarifying roles, responsibilities and mandates; establishing or improving existing reporting systems, establishing performance benchmarks and standards, consistently evaluating programs and services and developing policies.

On the systems level, most of the management information systems we use are designed to meet the centralized needs of the GNWT. Frequently, our managers do not have the information they need to meet program and organizational requirements. We must clearly define our requirements and either adapt the GNWT systems to better meet our needs, or help develop our own TCSA systems.

While there are planning and development activities going on in every program area, there are some new initiatives. These “new” initiatives are in the areas of pandemic and emergency planning, occupational health and safety, benchmarks for a Tłıchǫ Community Services Agency management information system, renovations and additions to both the Mary Adele Bishop Health Centre in Behchokǫ and the Jean Wetrade Gamètì School in Gamètì, and a review of all child & family services programming in the Agency.

GOAL(s):

To improve accountability throughout the organization.

To improve our information system capabilities across the whole organization.

To undertake and complete a number of new planning and development initiatives in designated areas.

ACTIONS/OUTPUTS:

In the course of this business plan we will:

- Initiate an accreditation process through the Canadian Council on Health Services to evaluate services and help us establish performance standards; hire a ISDM Coordinator to oversee the accreditation process;

MEASURES:

- Accreditation process initiated and measures developed and implemented for the H&SS system; ISDM Coordinator hired and overseeing project.

<i>ACTIONS/OUTPUTS:</i>	<i>MEASURES:</i>
<ul style="list-style-type: none"> • Develop consistent measures for the school system to show progress including the Departmental standardized testing for 3, 6, 9, and 12; • Review current school review system and adopt Agency wide processes (in line with Accreditation process taking place on H&SS side of organization). • Conduct a review of the scholarship program and strengthen the efficiency and financial support to students; • Conduct a review of the Trades and Technology program to consider future funding and development; • Reorganize Finance and Admin services to a Corporate Services model to improve effectiveness and efficiency; • Review DCSB policy framework and revise for the Tłıchǵ Community Services Agency. • Modify the health and social services management information systems to better meet our needs • Initial planning & development of our own unique Tlıcho MIS • Establishment of the Tlıcho Plan (Section 6 of the ISA) to ensure that the all development reflects the Tlıcho culture and way of life. • Develop a comprehensive Pandemic Plan with an overall emergency planning readiness process for the TCSA. The plan will outline the role of TCSA staff and linkages with the local TCG, MACA and the GNWT. • Renovations to the MAB Health Centre and the reorganization of services 	<ul style="list-style-type: none"> • Measures developed for the school systems and being implemented with processes to improve student learning & performance; • Review of review process completed with recommendations on future directions. • Scholarship program has been reviewed and strengthened; • Review of Tlıcho Trades and Technology Program completed & decision regarding future development; • Finance & Admin reorganization to Corporate Services model will have been completed; • Policy framework and required policies will be in place. • Software modifications completed and in place with appropriate staff training and backup completed. • Consensus on Tłıchǵ MIS, measures and reporting. • Tłıchǵ Plan in place and implementation begun with phase 1 dealing with Child & Family Services.(see .1Tłıchǵ Plan) • Pandemic Plan in place, staff trained. • Renovations/Addition complete within budget and on schedule.

<i>ACTIONS/OUTPUTS:</i>	<i>MEASURES:</i>
<ul style="list-style-type: none">• Design and Develop a Business Planning Process that identifies priorities and also includes senior management work plans and monitoring processes• Develop a plan for Gameti grade extensions; Review options for Wekweeti high school.• Review the School Library Resource Program and implement policy linking the program to the World Wide Web through the Tlcho portal.	<ul style="list-style-type: none">• Business Planning Process implemented.• Grade Extension planning in place for Gamètì and Wekweetì.• School Library policy and implementation in place.

5. CORE EMPHASIS:
Communications

BACKGROUND: The broad range and interdisciplinary nature of programs services we provide require an on-going need to improve communications. Improvements are required in two areas:

1. Internal communications among staff and board members
2. External Communications—communications with the public

To ensure there is a strong foundation for effective communication, the Agency must improve our computer and technical service capabilities by ensuring that all staff have the right hardware and software, know how to use them, and have adequate back up help.

GOAL(s):

To develop a common, integrated, effective ICT (information communication technology) structure across the Tłıchq Community Services Agency;

To improve communications across the organization and with the general public.

ACTIONS/OUTPUTS:

In the course of this Business Plan we will:

- Standardization of computer infrastructure;
- Provide effective, timely support for IT problems;
- Identify and develop staff training to increase effectiveness with desktop applications;
- Review ways and means of improving internal communications among staff: e.g. cross unit planning conferences, improved management and staff meetings, etc.
- Design, set up and maintain an intranet for communication among staff;
- Design, set up and maintain a website for public communications
- Set up a mechanism and procedures for regular board communication with the public;
- Set up a mechanism and procedures for regular board communication with the Tłıchq Government;
- Develop an annual report.

MEASURES

- IT Plan in place and implemented;
- Help Desk in place and improving service.
- Staff Training identified and available on a regular basis to all staff;
- Review completed and implemented;
- The Intranet will be operational;
- The Website will be operational;
- Plan for Agency communication with the public completed and operational;
- Plan for Agency communication with the TG completed and operational;
- An annual report for each year of the Business Plan.

6. CORE EMPHASIS:
Capacity Building

BACKGROUND: Years of experience have shown again and again that the only way to build and maintain strong, sustainable organizations, and build capacity in northern communities is to develop local people. Though professional staff from the outside are required now and will likely be required well into the future, reliance on outside expertise by definition creates serious problems in the development of northern communities. Professional staff frequently leave taking their expertise with them.

Capacity building on a continual basis through formal training, coaching and mentoring—is critical for the Agency. During this business plan, we will focus on

- development of a Community Teacher Education Program to ensure a supply of aboriginal teachers in our school system;
- training for aboriginal staff in culture and language (Tlichō Yati and Naawo programming) for Tlichō Yati and Naawo support roles;
- training of wellness workers with the Keyano College Aboriginal Wellness Worker Program

GOAL: To continue to build staff capacity through the provision of opportunities for on-going education, training and mentorship.

ACTIONS/OUTPUTS:

In the course of this Business Plan, we will:

- Establish and deliver a Community Teacher Education Program (CTEP) in Behchokò;
- Establishment and delivery of a training program for aboriginal language instructors;
- Training of Wellness Workers in partnership with the GNWT and Keyano College;
- Identify and develop training plans for key capacity building positions;

MEASURES:

- CTEP Program will have been established and candidates will be in training
- CEP training program will be up and running.
- Wellness workers will have completed their Training Program.
- Identification of key positions by policy, training plans complete & implementation underway.

3.4 Financial Summary by fiscal year (2005-2006)

GNWT Revenue

Admin and School Services	" 813,899 "
Territorial Schools	" 8,867,734 "
Inclusive Schooling	" 1,871,838 "
AB. Lang. and Cultural Program	" 1,001,422 "
Infrastructure - Utilities	" 430,225 "
Infrastructure - Personal	" 191,344 "
H&SS Administration	" 714,000 "
Authorities Capital	" 14,000 "
Health Centers	" 4,401,000 "
Physician Services	" 193,167 "
Medical Travel	" 347,000 "
Social Services	" 1,713,000 "
Protective Services	" 11,000 "
Foster Care	" 590,000 "
Residential Care Elderly	" 1,094,000 "
Family Violence	" 31,000 "
Community Wellness	" 34,000 "
Home Care	" 432,000 "
Health Promotion	" 66,000 "
Total	" 22,816,629 "

Tłchq Government Revenue and other Third Party Funding

Scholarship Programs	500,000
Cosmology & Governance	45,000

3.5 Human Resources Summary by fiscal year (2005-2006)

The Tłıchq Community Services Agency employs over 200 staff in indeterminate and casual positions in the four Tłıchq communities of Behchokò, Gamètì, Wekweetì and Whatì. Recognizing the current transitional, bilateral nature of the organization, the Tłıchq Community Services Agency has two public service groups: one group performs functions mandated and funded by the Government of the NWT and one performs functions mandated and funded by the Tłıchq Government. The CEO position is a contract position serving at the pleasure of the Board.

As of January 2006, 66 percent of staff are considered affirmative action. The following chart indicates the number and nature of the positions and their location. For more information, see also the document, Organization Charts of the TCSA.

Administration & Management

1 PY	CEO position	Regional HeadQters/ Behchokò
1 PY	Director of Corporate Services	Regional HeadQters/ Behchokò
1 PY	Director of Health & Social Services	Regional HeadQters/ Behchokò
1 PY	Director of Education	Regional HeadQters/ Behchokò
1 PY	Board Coordinator	Regional HeadQters/ Behchokò

Child & Family Services

*Note all social work positions although based in Behchokò provide regional program services to Gamètì, Wekweetì and Whatì as well.

1 PY	Manager	Regional HeadQters/ Behchokò
1 PY	Team Leader	Regional HeadQters/ Behchokò
3 PY	Community Social Services Workers	Regional HeadQters/ Behchokò

Continuing Care & Homecare Services

1 PY	Manager of Continuing Care & Homecare Services	Regional HeadQters/ Behchokò
1 PY	Medical Social Worker	Regional HeadQters/ Behchokò
2 PY	Regional Nurse positions	Regional HeadQters/ Behchokò
1 PY	Nurse Manager; 9 Resident Care Aides, 1 Cook; 1 Activity Coordinator	JESH/ Behchokò,
1 PY	Family Support Coordinator, 1 PY Family Support Worker	
Behchokò	2 PY Homecare Workers	
Gamètì	1 PY Homecare Worker	
Wekweetì	.5 PY Homecare Worker	
Whatì	1 PY Homecare Worker	

Corporate Services

1 PY	Finance Manager	Regional HeadQters/ Behchokò
2 PY	Finance Officer	Regional HeadQters/ Behchokò
2 PY	Accounts Payable Clerks	Regional HeadQters/ Behchokò
2 PY	Projects Officers	Regional HeadQters/ Behchokò
1 PY	WAN Specialist	Regional HeadQters/ Behchokò
2 PY	Help Desk IT Technicians	Regional HeadQters/ Behchokò

Education (Early Childhood)

1 PY Coordinator	Regional HeadQters/ Behchokò
1 PY Asst. Coordinator	Regional HeadQters/ Behchokò
Behchokò	13 PY Early Childhood Workers (4 at CJBS; 4 at Tìchq Day Care; 4 at EMES)
Gamèti	4 PY Early Childhood Workers (currently under TG)
Wekweeti	2 PY Early Childhood Workers
Whati	4 PY Early Childhood Workers (currently under TG)

Education (Kindergarten to Grade 12)

1 PY Coordinator, Curriculum & Program	Regional HeadQters/ Behchokò
1 PY Coordinator, Inclusive Schooling	Regional HeadQters/ Behchokò
1 PY Regional Youth Counselor	Regional HeadQters/ Behchokò
1 PY Coordinator, Tìchq Culture & Language Programs	Teaching & Learning Centre/ Behchokò
1 PY Language Specialist/Interpreter Translator	Teaching & Learning Centre/ Behchokò
2 PY Language Technicians	Teaching & Learning Centre/ Behchokò
Behchokò	CJBS 1 principal, 29 teachers and 16 support staff / EMES 1 principal, 14 teachers, 9 support staff
Gamèti	1 principal/teacher, 3 teachers and 4 support staff
Wekweeti	1 principal/teacher, 2 teachers and 1.5 support staff
Whati	1 principal, 11 teachers and 6.5 support staff

Health Programs

*Note nurse positions based in Behchokò provide program services to Wekweeti as well.

1 PY Nurse Manager	Regional HeadQters/ Behchokò
3 PY Dental Therapists	Regional HeadQters/ Behchokò
Behchokò*	1 PY Nurse-In-Charge, 2 PY Nurse Practitioner, 7 PY Community Health Nurses; 2 PY Community Health Representatives; 10 PY support staff; 5 Emergency Services staff, 2 Public Health nurses.
Gamèti	1 PY Nurse-In-Charge; 1 PY Community Health Nurse; 1 PY Community Health Representative , 2 PY support staff
Wekweeti	1 PY Lay Dispenser (part-time)
Whati	1 PY Nurse-In-Charge; 1 PY Community Health Nurse; 1 PY Community Health Representative, 2 PY support staff

Wellness Programs

*Note designated positions in both Behchokò and Whati provide regional staff services to Gamèti and Wekweeti as well.

Behchokò	1 Wellness Worker, 1 Healthy Lifestyles Coordinator, 1 Regional Mental Health Specialist*, 1 PY Counselor/Play Therapist, 1 PY Addictions Counselor*
Gamèti	1 PY Wellness Worker
Wekweeti	1 PY Wellness Worker
Whati	1 PY Wellness Worker, 1 Social Worker/Counselor*, 1 Counselor *

Section 4: Appendices

4.1 Integrated Services Strategies

Integrated services strategies are business plans that bring together human, financial and other resources from across the Tłchq Community Services Agency including H&SS and Education. The Agency currently has major strategies in three areas:

- i) Tłchq Healing Path**
- ii) Sexual Health (STI/HIV Aids Prevention) Plan**
- iii) TG Transfer/ Reorganization of Child & Family Services**

4.2 IT Plan

The development of an Information Technology plan for the Tłchq Community Services Agency has been contracted to Cold Mountain Computing of Yellowknife.

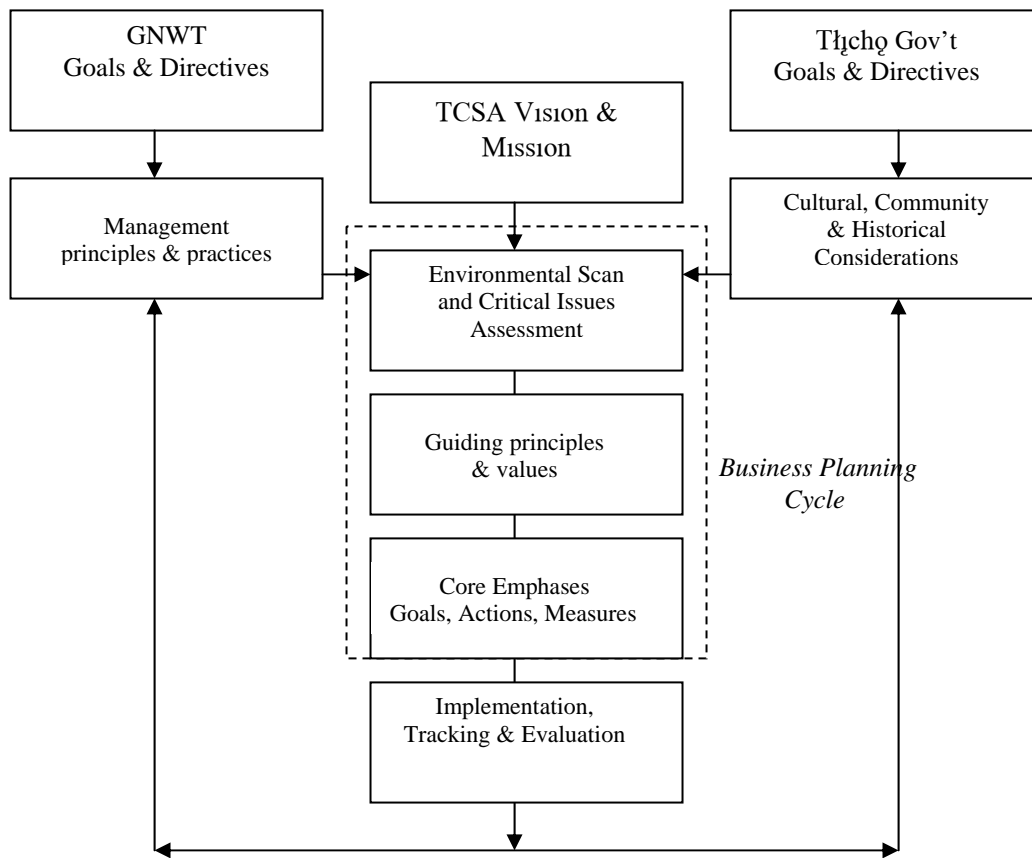
4.3 Description of the Planning Process

The development of a strategic framework and business plans is one of the “foundation processes” within the Tłchq Community Services Agency. As with policy and program development, program evaluation and supervision, it helps to build a strong foundation for the effective delivery of programs and services. There are several objectives to the planning process:

- Regular business planning cycles ensure that community priorities at the local level are integrated with that of the Agency, the TG and of the GNWT ;
- Regular business planning helps the Agency develop clear goals and measurable outcomes providing a basis for evaluation and accountability.;
- Business Plans assist in providing continuity in programming and service delivery despite changes in staff;

Planning must be an ongoing process within the Agency and be an expression of a cooperative effort between the TCSA, and other stakeholders including the GNWT, the Tłchq Government and affected community members. The following figure illustrates the stages of the planning model.

Figure 6: TCSA Planning Process



4.4 Workplan Templates

Program and project managers are accountable for particular projects or initiatives outlined in the business plan. They will be responsible for the development of work plans and report results on a quarterly basis using the following format.

Figure 7: Template for Workplan Description

Tłıchq Community Services Agency

Workplan Description

Workplan Title:		Assigned To:	Business Plan Reference:
Overview include goals & objectives			
Workplan Milestones			
	Milestone/Deliverable	Due Date	Responsibility
1.			
2.			
3.			
4.			
5.			
6.			
7.			
8.			

Figure 8: Template for Workplan Status Report

Tłıchq Community Services Agency

Workplan Status Report

Items Accomplished during Previous Reporting Period		<i>Indicate Quarter</i> 1 2 3 4			
Description		Status			
1.					
2.					
3.					
4.					
5.					
Items Planned over Next Reporting Period		<i>Indicate Quarter</i> 1 2 3 4			
Description		Assigned To			
1.					
2.					
3.					
4.					
5.					
Issues					
Description					
1.					
2.					
3.					

Status

G-Green
Project is going well & on schedule

Y-Yellow
Project is going to miss major milestones/ deliverables

R-Red
Project is off-track & requires intervention