BC FIRST NATIONS DATA GOVERNANCE INITIATIVE YEAR END REPORT 2015-16 FISCAL YEAR

Vision: Governments (First Nations, Federal and Provincial) have timely access to quality data and information to plan, manage and account for investments and outcomes in First Nations well-being.

Projects:

- **Provincial FN Data Governance Champion**
- **FN Demonstration Site Regional Champions (5)**
- **Community Planning and Reporting Standards Guide**
- **First Nations Data Governance and Research Ethics Recommendations**
- **Income Assistance Reporting Reform: Community Readiness Report and Template**
- **Community Reporting Template and Data Sources Guide: Recommended Minimum Data Elements**
- **BC First Nations Data Governance and Information Management Model**

Communications:

Thank you to all of the individuals from the federal and provincial governments for taking the time to participate in the bi-weekly telephone updates; your input was most valuable and it was great hearing what the various units have been engaged in. A special thank you to Diana Prosser for taking the minutes of the calls and keeping us all organized. A website, bcfndgi.com is the foundation for communication; it houses archival and current resources associated with the Initiative and provides links to other data related projects.

Thank you as well to the BCFNDGI Regional Champions: without you the projects could not have moved so smoothly. Sandra Harris, Elaine Alec and Naomi Gabriel, Roger Nopper and Pamela Wilson, Matthew Louie, Sara Silver and Karen Bailey-Romanko. Each of these people brought a different perspective to the projects, but all equally important. Their insight into the reality of community life is critical when developing approaches to managing change; even change for the better is change to be managed! I hope to continue working with this group as we further transition from program contribution management, to community development investment management and outcome reporting.

And finally, thank you to the consulting team for being such great people to work with and for carrying out the projects with more enthusiasm and professionalism than I've ever seen. You are truly champions!

A visual artist has provided a wonderful illustration of the 'big picture' of the Data Governance Initiative; putting the projects into perspective, in relation to an overall transformation agenda that has been emerging nationally. A copy of this illustration and a set of 3 posters along with corresponding information sheets are being submitted as part of the final projects. The illustration includes relationships of First Nations to

each other, First Nations and federal/provincial/territorial organizations, as well as to the federal and provincial governments. Quebec Region participated in the development of the graphics, and the BC FNDGI Champion, Gwen Phillips, has been invited to participate in the Health and Social Commission's gathering in July.

Diana Prosser is arranging for the Demonstration Project results to be presented in person, when Gwen is in Ottawa the week of June 6th. Additionally, the results will be uploaded to the bcfndgi.com site, when final approval is granted. The FNIGC Board will also receive a presentation on the results, in particular, the project related to the establishment of a BC Regional FNIGC. This Concept Paper brings together multiple interests across many levels and aligns with the federal commitments to Indigenous people.

The FN Champion has been working closely with the FN Health Authority Policy, Planning and Transformation branch in advancing our common agenda. The Regional forums were a key example of this collaboration and they were a great success. A series of videos and reports will soon be available. The Data Governance Regional and Provincial Champions held bi-weekly conference calls with the FNHA team to maintain effective communication and many thanks to the FNHA for their on-going support.

The FN Health Authority has been acting as the Regional Organization for the FNIGC survey administration, but they are no longer able to do so as they have been asked to do surveys that have gone far beyond the health sector. FNHA is collaborating with the BCFNDGI team on the development of a BC FNIGC to assume the function of Regional Organization to FNIGC. It is anticipated that the BC First Nations Data Governance Initiative will transition to a more formal structure, under this Regional Organization and in the interim, the FN Provincial Data Governance Champion will continue to build the partnerships necessary to build and implement an Indigenous Collaboration and Engagement Framework through which to align First Nations Provincial Organizations (service and political) and finalize a new Indigenous Investment Management Framework. Through these processes, Open Data can be defined while systems transformation occurs.

Data Governance Champions
The province of BC is vast in geography and diverse in Indigenous languages and cultures, and so in order to provide more meaningful engagement with First Nations, a regional approach was established through the implementation of the Tripartite FN Health Plan's Governance Structure. The BC FN Data Governance Initiative has identified a FN Champion in each of the 5 provincial engagement regions to provide leadership within their respective areas, in managing change.

The Provincial FN Champion had an awesome team to support the projects. The 5 Regional Data Governance Champions helped to provide the navigation into their own community for purposes of profiling, advising on planning and reporting standards, establishment of a community-driven, nation-based solution to data systems deployment and linkage to a BC FNIGC, identifying the minimum data elements for reporting and reviewing a community reporting template, and of course assisting with the link to the community IA department staff to identify the most appropriate solution that could be shared with other FN, in preparation for linking to the INAC portal, as an interim step to having a full management system in place. The Regional Champions also assisted with the hosting of the Regional Data Governance forums that were

collaboratively sponsored by the BCFNDGI and FNHA, each taking the opportunity to speak to their processes of planning and implementing data governance within their community. The different roles played by the various Champions is worth noting;

- In Cowichan, the Champion played a key role in working with the Mustimuhw Solutions group and the tribal offices; Cowichan is one of the largest First Nations in BC and has implemented a variety of solutions to support their management.
- In Penticton, the Champion played a key role in linking community-driven, nation-based planning to the critical functions of data governance and information management. The Champion has a strong planning background, and it has become clear that if each Nation (not community, but Nation) had a Champion that was responsible for solely responsible for planning and reporting, and working with management to help work through the change management processes required to transition to a more effective business model (a governance transition coordinator), that many of the issues that face individual FN communities and collectives of communities working together again, as Nations, would be eliminated. Penticton is also a very large First Nation community and has implemented a variety of data solutions, and having done so, is experiencing significant gains in management capacity and compliance. Penticton takes pride in showcasing their accountability to their citizens and to their funders. When well equipped, management improves, citizens trust government, environments change, circumstances change, behaviours change… wellbeing can be achieved.
- Heiltsuk Nation is a remote community, but also quite large in population. Their isolation brings along with it many challenges, but if supported effectively, this remoteness can also provide many opportunities in their nation rebuilding. During the course of the year, the initial Data Governance Champion left the community and so was replaced. The Heiltsuk Health Centre operates independently of the community government and has implemented information management systems and data governance in the Health sector, but has a lot of work to do in building community government infrastructure. The Nation has strong leadership however challenges in securing a senior manager are experienced frequently, as with many of the remote FN communities. Again, if management was supported with management systems, their jobs become less about managing resources and more about managing development. Accounting for money is easy, with accounting systems; accounting for progress is almost impossible, without management systems to support service delivery.
- Gitxsan Government Commission has been working as a group of 4 communities to build capacity in planning, managing and reporting, as they move through a nation rebuilding and community planning process. As individual communities, each has had challenges with different aspects of reporting and the Commission is excited about the possibility of having standardized information management systems available to them to help build management capacity. The Champion has done a remarkable job in assisting with project reviews and is an example of what can be achieved collectively, with a bit of secure funding for governance work. The work of the GGC Champion was showcased at the Northern Data Governance session. The GGC stalled in transitioning to an information management system as they lacked some of the technical support and could not access it for the system that was brought to them through the Active Measures program previously.
- Ktunaxa Nation Champion worked with 4 communities who had also been part of the Active Measures Initiative a few years back and who also experienced a not so good result in their attempt to implement the Unification system, also because of no technical support to the system in installation and user skill development. The communities are small and there is the desire to have the Nation Council be the host to any system being installed, with access by the communities and community data partitioned so that it is not accessible by

anyone but authorized users. The Nation would benefit greatly from a dedicated data manager; their governance house is in order, they just need a few key functions in their corporate services sector and data and information management has long been identified as a critical, but unfunded position.

- Seabird Island is an interesting business case; they community is fairly large and quite well organized and so has been asked to deliver a variety of services to citizens from other communities. They have a fairly large IA client base and have developed their own solution for managing the reporting and for managing things that only the community would have interest in, but that are critical in building citizen responsibility for taking care of social housing properties and building community pride in their environments. The community has implemented information management systems in a number of program areas, but the IA staff are hesitant to migrate to a system, from the process that they have established for themselves; they know that the local solution works and don't have the time to invest in migrating all of their data, etc. Again, a dedicated management support in this area as the Champion provided this year would considerably help this capable community, become even more capable and continue to assist others in building their own capacity to manage effectively. It is proposed that in the current fiscal year, the BCFNDGI work with Seabird Island to bring the capacity to them to implement the IA module of the administrative data system that they have licenced, with support of a Champion, and to document the transition as a repeatable case study. Further, the proposal would also document the transition in a community that uses an unstructured approach to managing their IA program, to an Excel based solution that supports management, and assembles the data necessary to achieve reporting through the portal form. This Excel solution is included in the deliverables for the IA project this year.

DEMONSTRATION PROJECT	PROJECT FINAL REPORT NARRATIVE – individual reports will be submitted separately
Income Assistance Reporting Reform Project	Murray McNeil, the database designer, had begun the work with the communities based on the initial IA DCI that had been provided, and the work plan was developed based on this report, however a short while into the project, a much reduced DCI was introduced as the instrument for the BCFNDGI project to use and there was a clear sense of excitement from the sites about the possibility of a reduced, more meaningful data set for reporting externally. However, the project was required to go back to addressing the original, massive DCI which caused undue stress on all involved.
	INAC policy had previously stated that technology - electronic solutions, would be provided to communities along with the DCI – not just a form, but the system to manage the data to then fill in the form. This did not happen and the policy changed, but the result of having no standardized solution to managing resources and tracking outcomes is chaos and the IA project has concluded that even though it may be organized chaos, the reporting not just for IA, but for most programs, at the community level is that.
	Success can be easily found in the communities that have: • accessed the funding for people and technology;

- engaged in planning and local governance;
- defined accountability in local terms;
- managed change effectively (directed by their citizens and themselves as governors);
- consistently reported on progress, to their people and partners; and
- engaged in a variety of external partnerships, but on their own terms.

However, not many communities are able to do this without assistance and the present business case and program-oriented contributions do not help build governance capacity or promote compliance. Communities have reported that they are frustrated with externally defined reporting and forms that don't meet community business needs and that keep changing. IA workers suggested that previous forms and procedures made more sense to them and that the most recent reporting structure imposed upon them, didn't follow any logic that they could follow.

Across the 12 demonstration sites, 1 community is using the Xyntax system to manage their IA program, 8 had attempted to implement Unification under the Active Measures program with little success (no support), and the others are all using locally developed approaches to managing the data collected through various forms and intake/management procedures. Standardization of solutions, based on the size of caseload and current connectivity/capacity of the community, can be implemented to assist those that have virtually no capacity at all, to develop solutions to their management problems. A community-driven, nation-based approach to administering IA better fits the reality of BC First Nations in that a majority of the communities are fairly small, but associated with a larger linguistic or cultural group with whom they have historic and contemporary ties.

After reviewing the workflows of the communities, it is clear that there are too many approaches to provide solutions to each of the 12 sites, so efforts are being made to transition all 'unique' approaches, to a common approach as an interim step to acquiring a system solution.

Some of the Demonstration sites are not requiring much support, as they have found funds to purchase information management systems to support their work (some have difficulty sustaining the funds/systems); the majority are struggling, even with a small case load, to maintain reporting, especially when the report itself, has very little meaning to the community staff. Oftentimes staff will be responsible for managing 2 or 3 program caseloads, as a small community with minimal service recipients may mean only a part-time worker. Having an integrated or system, or at minimum, a system that has common standards for form and functionality would allow this kind of lateral transfer of skills across programs. The linking of data from one program area to another is required for good community planning and investment tracking.

Community Planning and Reporting Standards	Bronwen Geddes and Collette Anderson have worked with Beringa Planning Group and the Demonstration Site communities, First Nations Health Authority and BC Region INAC, in putting together the final Planning and Reporting standards for First Nations Communities. The team did an awesome job of engaging with the communities and have drafted a document that provides a baseline for all governments; First Nations, Federal and Provincial, to coordinate their engagement and investments in First Nations Comprehensive Community Planning and Nation Rebuilding Planning. The recommendations are structured under what has evolved to be the 7-C's of Indigenous Planning. The team developed an analogy to describe the relationship of planning and reporting to governance and management: Planning is the front cover of the book, Reporting is the back cover. Management is all the pages in between, by chapter. The binding is governance; holds it all together and gives it structure. If these functions are well connected and well resourced, then it is easy to tell the story and you get a good read. If not, the pages fall all over and you have to try and reassemble them, paper-clip them together and keep them from tearing while trying to understand what the story really is! The First Nations Health Authority has established a planning and evaluation framework which is aligned with Community Development interests as well, and the Standards documents developed under this project are consistent with this good work.
Community Ethics and Research Project	The final reports from the regional engagement sessions will be available in June, once reviewed by appropriate authorities. A set of videos that documented all key presentations throughout the 2 days, will also be available. Data Governance was the common theme that brought Ethics, Indicator Development and Identity Management into a common conversation. The sessions were extremely well attended and the evaluations spoke highly of the work. Harmony Johnson and Gwen Phillips will co-present the reports from the Regional Data Governance Forums and the Data Governance Initiative, to the Health Council and FNHA Board in July and make the results available through the regional caucuses later this summer/fall. Harmony has agreed to also co-present with Gwen to INAC HQ if requested. As Nations became more aware of the role of Ethics in developing regulations for interactions between not just community and researchers, but also in community development and service design, etc., the connection between data

	and governance was better understood. It was clear that governance is a key interest of leadership and requests for Gwen to assist communities in their governance transition were received from many communities across the regions. At this time, planning is underway to try and bring communities and leadership together using webinars and videos to share strategies through which to receive policy direction in a number of areas; Research, Ethics and Identity Management (noted FNTC partnership potential). The Authority will assist First Nations governments in sorting out and preparing to respond to, the Ownership Control Access and Possession guidelines that have been evolving for many years. This process will help with the establishment of a BC Ethics Review Board to assist with the approval of research projects, surveys, etc. and guide the work of the FNHA in their research, analysis and knowledge transfer department's transformation, enabling First Nations to present our own report on Indigenous children and youth, Growing Up in BC.
BC FNDGI and AFN Alignment Project	Sue Hanley completed the report on the development of a BC Regional FNIGC. The final document builds on the concept of having Nation-based data sovereignty acknowledged and structures established to build upon the legitimate governance entities; Community-driven, Nation-based. The concept builds upon the existing regional engagement processes and structures that are in place under the First Nations Health Council, which is the First Nations governance arm of the tripartite health agreement. The proposal considers having Nation-based representation (not Indian Bands, but Nations, such as the Secwepemc, Ktunaxa, Tsimshian; the culturally affiliated groups that existed prior to colonization) as part of the Nation rebuilding activities. The Assembly of First Nations is the only political organization that provides each elected Chief a vote in determining the regional representative to this national body and so it is proposed that the regional FNIGC structure align with this body. Incrementally, this political organization can transition to a governance forum, through which to develop and implement national standards for Indigenous governance. Gwen met with Denise Williams from the First Nations Technology Council who recently received provincial funding to expand their Internet Portal or Knowledge Exchange Network, about re-establishing a working arrangement. Gwen was the Chair of the FNTC Information Management/Technology Committee of the Council in its early years of development. Denise and Gwen agreed to work together on a project to develop and upload a template for Nations to consider using in undertaking a Nation based census and also to have Gwen host a series of Governance Webinars, focusing on the use of technology and data in planning, managing and reporting, as noted in the ethics project report. A series of posters have been developed to illustrate how data governance and Indigenous governance in general, are related. The posters move from Nation to Nation relationships being established under a transformed AFN, through

	Nation Rebuilding and the Investment and Management Framework that can replace the current program architecture. These posters illustrate the connections and implementation points of the various directives and mandates being issued across government. At the recent Child and Family forum in BC, Gwen presented on a panel with Grand Chief Ed John and Warner Adam. Gwen presented on governance and also facilitated a break out session. The comments from the plenary support the concepts presented in the data governance projects. Following the presentation, Gwen distributed the posters to the provincial Ministers of Aboriginal Relations, Justice and Child and Family Services and also to the Liberal Caucus chair, Dr. W. Littlechild (UN), Mary Ellen-Turpel Lafonde and Cindy Blackstock, as well as to the leadership and the political organization leads. Gwen also distributed posters to Allyson Rowe and Paula Isaak, and explained them and how they support the many interests that the Department and the government(s) are currently being asked to address. Sue Hanley provided the Lieutenant Governor for BC with a copy of the posters, following a conversation they shared recently regarding Indigenous governance. The Regional Chief was also presented with a copy of the posters and will be making time on the BC AFN and National AFN agendas for presentations on this relationship reform. He was excited to note that it aligns with the mandate that he has as Regional Chief. Gwen will meet with Kim Scott at the AFN in June to further their discussions on the BCFNDGI and AFN realignment and the transformative model.
National Reporting Template Project	Dr. Christopher Horsethief is lead consultant on this project and has developed a community based reporting template. It identifies the minimum data required for accountability and also includes multiple sources of data, for First Nation communities to use to report back to their communities if desired. This draft template is a tool that can be used by First Nations across Canada as a cost effective means of publishing an annual report back to the community and can also be adapted to meet their own needs. The report provided by Christopher includes a sample of what a populated report might look like, as well as the blank template.