BUILDING SUSTAINABLE COMMUNITIES:

GOOD PRACTICES AND TOOLS FOR COMMUNITY ECONOMIC DEVELOPMENT

By John Graham and Michael Bassett

The Institute On Governance (IOG) is a Canadian, non-profit think tank founded in 1990 to promote responsive and responsible governance both in Canada and abroad. We define governance as the process whereby power is exercised, decisions are made, citizens or stakeholders are given voice, and account is rendered on important issues.

We explore what good governance means in different contexts. We undertake policy-relevant research, and publish the results in policy briefs and research papers.

We help public organizations of all kinds, including governments, public agencies and corporations, the voluntary sector, and communities to improve their governance.

We bring people together in a variety of settings, events and professional development activities to promote learning and dialogue on governance issues.

The IOG's current interests include work related to Aboriginal governance; technology and governance; board governance; values, ethics and risk; building policy capacity; democratic reform and citizen engagement; voluntary sector governance; health and governance; accountability and performance measurement; and environmental governance.

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Table of Contents

Introduction

One of the principal conclusions of the 2003 evaluation of the Community Economic Development Program[1] is that some (but not all) economic development officers (EDOs) working on behalf of First Nation and Inuit communities need advice and information to carry out their responsibilities.

To help deal with this gap, Indian and Northern Affairs Canada (INAC) engaged the Institute On Governance to develop a document that will assist EDOs in achieving sustainable economic development for communities. A workshop, held in Ottawa in the fall of 2005, was the principal means to develop this document. The workshop brought together experienced practitioners from First Nation, Inuit and federal government organizations. Workshop participants (see List of Participants) sought to identify tools, resources and good practices to support community EDOs in working with the community.

The outcomes of the workshop, combined with the "economic development tools" identified in the workshop and follow-up work to locate additional "tools", are the basis of this report. It is structured to support a "click through" approach by linking whenever possible good practices with examples or tools. Furthermore, each of the document's eight parts are stand-alone pieces. Readers do not need to read the full document or even the full stand-alone Part to benefit from it.

Part One is entitled "Common Challenges - Community Economic Planning and Capacity Development" and identifies key organizing and planning considerations applicable to any community interested in achieving sustainable economic development.

Parts Two to Eight focus on the principal approaches a community might adopt for achieving sound economic development. These are:
- Employment of Community Members.
- Business Development.
- Land and Resources Outside Community Control.
- Community Land and Resources.
- Promoting Investment.
- Promoting Tourism.
- Research and Advocacy.

The target audience for this report is economic development officers working on behalf of First Nation and Inuit communities. This includes officers working within these communities. It may also include officers working on behalf of First Nation and Inuit communities in organizations such as tribal councils, or regional economic development corporations that have been mandated by communities to carry out work on their behalf.

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[1] Departmental Audit and Evaluations Branch Indian and Northern Affairs, "Evaluation of the Community Economic Development Program – September 2003." http://www.ainc-inac.gc.ca/pr/pub/ae/ev/01-08/index_e.html

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Part I: Common Challenges – Community Economic Planning and Capacity Development

In this opening Part, we examine seven areas of good practices that should be incorporated in activities relating to economic development in Aboriginal communities: planning, negotiating and managing professionals.

At the end of each of these sections we list Internet resources that contain further information and tools.

A) Planning for Economic Development

Community Objectives

Experts have identified typical community objectives related to economic development. These objectives include:

1. Increased employment.
2. Increased education, work experience, technology transfer and training, as prerequisites for increased employment.
3. Increased business development, including business start-ups and expansions and additional contracts for community businesses.
4. Increased community government revenues.
5. Improved community infrastructure and other services for the benefit of community members.
6. Increased community member incomes from business and employment.
7. Protecting traditional occupations and the incomes and lifestyles of those that pursue these occupations.
8. The development of positive role models for youth
9. Protecting the capacity of the environment to sustain economic activity, such as trapping, hunting, and utilization of land for economic purposes.
10. Protecting the health and safety of community members.
11. Maintaining the social cohesion of the community, including limiting income disparities within the community, controlling the influx of "outsiders" into the community and avoiding issues that may lead to significant conflict within the community.
12. Ensuring the fair benefit from economic activities based on community resources (e.g. the allocation of community-controlled land and resources, the awarding of business contracts or training or education opportunities).
13. Fair and respectful relations with governments and industry.
14. Avoiding the deflating impact of failures.
15. Ensuring economic development is sustainable.

Economic development often requires communities to make difficult choices between conflicting community objectives. For example, a major mine development near a community may create opportunities for community employment and training, improved road access and cheaper power supplies, and community business development, but may also have a negative impact on community health and may disrupt or eliminate traditional occupations.

Why Plan?

Most experts agree that planning is essential for sustained economic development. Typical benefits include:

1. Effective processes for finding the appropriate balance between potentially conflicting community objectives. Planning can provide answers to some hard questions like B What does the community really want? How will the benefits of economic development be shared among community members? How can the interests of those who may be hurt by economic development be protected?
2. The building of commitment among key players in the community so that they will help out at the plan implementation stage.
3. The anticipation of potential problems and ways to deal with them.
4. Understanding better the connections between economic development and other activities in the community such as infrastructure considerations, the environment, social programs etc.
5. Addressing implementation details such as – How should the community organize itself for economic development? What is the role of political leaders versus technical staff? What kinds of policies are needed to realize the community's objectives?
6. The ability for the community to move quickly when an opportunity that fits the plan presents itself.

Where to begin to plan?

Planning can occur at different levels:

1. Comprehensive community plans cover all community activities - economic development, education, income assistance, infrastructure, housing, land administration and management, etc.
2. Community economic development plans consider all aspects of economic development, and typically select areas of priority and provide more detailed plans for priority aspects.
3. Community economic development sub-plans focus on a specific aspect of community economic development (e.g. on-reserve forestry and mining) but do not address other aspects (e.g. business development) and provide a detailed plan for the specific aspect.
4. Economic development project plans are detailed plans to implement specific projects to be undertaken (e.g. the construction of economic infrastructure).
5. Economic development business plans are detailed plans to develop a particular business.

Experts agree that there is no one level of planning that will suit every community. EDOs need to understand the context in the community and see what level of economic development

planning best fits the need. It may be part of a comprehensive community planning exercise or something much smaller in scale.

The advantage of comprehensive community planning is that it allows for the integration of all community activities - economic development, capital infrastructure, land use, education, etc. - in support of community objectives. For additional information on the potential benefits of comprehensive community planning, see [Sharing the Story: Comprehensive Community Planning: Experiences of First Nations, Inuit and Northern Communities](#).

Comprehensive community planning may not be appropriate in all circumstances. In smaller communities and organization, people know what is going on and by working effectively together, they can integrate their activities without the requirement of a comprehensive plan. In addition, comprehensive community plans take time to develop and communities may need a plan to deal with an opportunity that cannot wait for the completion of a comprehensive community plan. Furthermore, comprehensive community planning requires the corporation and active involvement of the entire community. Some components of the community may not be interested in or otherwise willing to participate in comprehensive community planning at a particular point in time.

There may be informal or unwritten plans that exist in the community. Experts agree that these plans should be documented.

Planning Processes

There is no point in planning if the plans are not utilized. Therefore, the planning process may be as important as the plan itself. Good practices include the following:

1. Find a champion – EDOs need the support of key political leaders if the plan is to have any meaning. Remember that planning often means having the community make some hard choices.
2. Involve the community members, elders, officials and political leadership early in the process and use a range of means to do so, including:
   a) Holding of meetings by family groupings or by hamlets.
   b) Use of the community newspaper or other community media.
   c) The identification early on of those community members keenly interested in the initiative and using their enthusiasm and energy to attract other members as the process develops.
   d) Involving all of the staff of the First Nation.
   e) Establishment of committees to deal with particular issues.
   f) Using the community's existing committee structure.
   g) Convening community meetings, perhaps to include a feast or celebration.
   h) Engaging students through the school system.
   i) Using questionnaires.
   j) Using discussion documents that outline options.
3. Get the role of the EDO in planning well defined. What is the role? Facilitator? Co-ordinator? Researcher? Writer? What is the reporting relationship of the EDO?

4. Establish a planning team, especially if the plan will affect other organizational units within the community's government structure.
5. Hire professional resources, when appropriate, and manage them effectively. See Managing Professionals.
6. Use the internet and other resources to identify and get additional information on good practices and techniques that may be of use. See for example First Nations Effective Practices: Getting Things Done in Aboriginal Communities, Businesses and Organizations and Community Economic Development Tools and Techniques.

Planning Steps

A community's plan will reflect its own unique characteristics and circumstances. That said, most economic development plans should incorporate the following elements:

1. <u>Understanding potential economic opportunities originating outside the community</u>. Look to events outside the community, because external events are likely to have a significant impact on the community's economic development. In looking outward, it is important to have a broad and comprehensive framework that will allow the identification of all economic opportunities within the scope of the plan. For example, where a community is developing a community economic development plan, the plan might look for external opportunities related to the INAC's framework for its economic development programs. This framework attempts to cover all relevant activities, and includes I) employment of community members ii) business development iii) opportunities related to lands and resources not controlled by the community iv) community land and resource development v) promoting investment, vi) promoting tourism, and vii) research and advocacy. Other frameworks may also work.

2. <u>Knowing the community's strengths and weaknesses</u>. It is important to look at factors internal to the community. Communities often have strengths that go unrecognized without a conscious effort to identify them. Community strengths can include products and services that may be of interest to those outside the community, internally generated revenues, access to government funding, significant community government expenditures in areas such as infrastructure development, income assistance and housing that can be levered to support business development, partnerships and positive relations with individuals and organizations that may be able to assist, legal or potential legal rights, location factors, experience and education within the community. It is also important to understand weaknesses. By identifying weaknesses, communities can incorporate measures to address them in their plans.

3. <u>Envisaging potential activities that can be undertaken</u>. Plans are in the end about actions that will be taken. Some actions are likely to be more productive or more affordable than others. For a list of typical activities, see INAC's Economic Activity and Performance Guide.

4. <u>Understanding the community's objectives</u>. Some potential objectives have been identified above (See Community Objectives). The community's objectives may already have been incorporated into vision statements (where does the community want to be in 10 years?); its values (how does the environment fit into the equation, for example); and its overall directions (what opportunities does the community want to pursue and to

avoid?). Understanding community objectives entails understanding potential conflicts among objectives.

5. <u>Analysing the options, making decisions, articulating the plan</u>, The analysis of the options involves the technical comparison of options against community objectives, as well as often making difficult trade-offs among objectives to get to the best set of activities. Putting key information into a table that summarizes the effects of each option in terms of objectives can facilitate decision-making. See Community Objectives/Options Table below. In this regard, getting a decision requires effective planning processes. Articulating the plan includes the implementation details necessary to implement the planning decisions. These details include:

A) A list of activities to be pursued. The list should include not only the basic activities to implement the selected option(s) and activity(s), but also:
   a) measures to minimize the negative impacts.
   b) communications activities so that community members understand the broad directions of the plan, how benefits will be determined and their role in future decision-making, how successes will be documented and shared with the community, and how community members will be kept informed.
   c) measures to manage the plan over time, including periodic reviews and assessments of progress by community officials and political leaders.

B) The division of the general activities in a set of doable component chunks of work, with associated timetables.

C) The assignment of staff and other responsibilities for these chunks.

D) Budget estimates.

E) Financing plans for the budgets.

F) The establishment of milestones and other measures to track progress in carrying out the activities.

G) Performance measures to see whether carrying out the work is achieving the intended objectives. Typical measures might include number of individuals trained, number employed, business start-ups, growth in sales and so on. Experts caution on the need to carefully select a number of indicators so that a single indicator does not lead to perverse behaviour See the INAC's Economic Activity and Performance Guide for potential indicators associated with particular activities.

Community Objectives/Options Table

Community Objective	Options				
	Option 1	Option 2	Option 3	Option 4	Option 5
Increased Employment					
Increased prerequisites for employment					
Increased business development					
Increased community government revenues					
Improved community infrastructure					

Assessing the Plan

The community plan is completed, but is it a good one. The Institute On Governance suggests that there are five principles for evaluating the soundness of any major undertaking in an Aboriginal context. These principles are:

> I. Legitimacy and Voice.
> II. Accountability.
> III. Performance.
> IV. Fairness.
> V. Direction.

EDOs can help prompt consideration of these issues with the plan by posing these questions:

Legitimacy and Voice.
- How will the community be involved in the conception and approval of the plan?
- How will the community be involved in an ongoing manner?
- Is there a cultural fit between the economic development organization and the community? E.g. is it a reflection of the community's values?

Accountability.
- How with the economic development organization be structured and why?
- How will accountability be achieved to the community?
- To what extent will its operations be transparent?

Performance.
- Will the organization have sufficient independence from politics to ensure economic viability?
- Is management of sufficiently high quality to ensure viability?
- Is there a connection to industry groups or associations to ensure ongoing learning and influence?
- Are there ways to track the performance of the plan through the development of indicators or formal evaluations?

Fairness.
- How will disputes be resolved?
- How will the interests of individuals in the community be balanced?
- How will the interests of other stakeholders (neighbours, local governments etc.) be accommodated?
- Is there a legal regime in place to ensure that the "rules of the game" are clear?

Direction.
- Does the organization have a long-term vision and direction?
- Is this vision compatible with the community's vision?

B) Managing Professionals

It would be rare indeed if a community had at its disposal all of the professional expertise needed to undertake the complex set of tasks associated with economic development. Examples of the type of professional experts that communities often require include lawyers, architects, engineers, project managers, business planners, and natural resource experts like professional foresters.

This type of expertise may be critical to communities. However, hiring and managing professionals can be challenging. Here are some recommended steps:

   1) Identify good experts. Good practices for identifying and hiring professional experts include the following:
  a) Use Aboriginal experts, all other factors being equal. Check the website for the Procurement Strategy for Aboriginal Business to identify possible candidates; further, there are many links to other websites run by professional organizations.
  b) Use existing networks such as CANDO (www.EDO.ca) and neighbouring communities to seek references.
  c) In evaluating potential experts, ask for samples of previous work; conduct a face to face interview where possible; and above all check references.
  d) Look for individuals who demonstrate a genuine interest in the community and desire a longer-term relationship with it.
  e) Remember that university or college professors, whose overheads are covered normally by their institutions, usually cost much less than full time consultants. That said, the full time consultant may be able to deliver the work more quickly and efficiently.

   2) Establish effective contracts. Good practices include:
  a) Respect the community's contracting policy, if one exists; this may call for competitive bids in certain circumstances.
  b) If possible, start with a small assignment as a test run, with the understanding that good work will lead to larger assignments.
  c) Develop clear terms of reference in the contract with specific, concrete deliverables spelled out.
  d) In assignments calling for a written report, ensure that the contract calls for the expert to review a proposed table of contents with the EDO prior to writing the report. This will tend to minimize "surprises" about the report's contents.
  e) Have the contract describe the methodology to be employed with specific milestones spelled out and estimated days to do each stage of the assignment.
  f) Ensure that the costs of the assignment meet industry standards. Competitive bids may help here but in addition, it is wise to check per diem rates and the time estimates for each task.
  g) Clarify in the contract the time allotments of senior versus junior experts. Often the senior person who "sells" the work ends up doing very little of the assignment, which is left to more junior individuals.
  h) Define a maximum cost to the assignment.

i) If there are extensions or additions to the work, make sure these are in writing and that a new cost is firmly established.

3) Monitor the contract implementation, including:
    a) Plan to spend time to monitor the implementation of the contract.
    b) Note milestones in your planning calendar.
    c) Check to see whether milestones set out in the contract are met.
    d) Take measures agreed in the contract to address milestones that are not met.

4) Check the following internet resources from INAC for further information:
    a) [Contracting for Professional Services by First Nations and Aboriginal Communities](#).
    b) [Contracting for Non-Professional Services by First Nations and Aboriginal Communities.](#)

C) Good Negotiating Practices

An important component of an EDO's job usually involves negotiations. Negotiations can arise in a variety of contexts: within the community in terms of the nature of a project or plan; with the hiring and managing of experts; with funding agencies and banks; or when developing a "deal" with an outside party, to give several examples.

There is a growing body of literature and a number of professional development courses about how to negotiate effectively. A common theme is that negotiations should be interest-based. That is, the parties to the negotiations should identify what their interests are (as opposed to moving quickly to bottom line positions) and then work together to reach an agreement that reconciles both sets of interests. Advantages to this interest-based approach to negotiations include higher satisfaction levels among the parties; better, more enduring solutions; and the preservation or enhancement of relationships.

Some good practices revolve around the following steps:

1. Organizing for negotiations. Getting ready for negotiations is the first step. Some preparatory practices include the following:
    a) Take stock of the community's experience and skills in negotiations. There are courses available at community colleges or alternatively experts who could travel to the community to help upgrade community skill sets. An ideal scenario is to have both parties in the negotiations taking the same course to develop a common philosophy, language and approach to the negotiations. (There are several training programs for negotiators offered by private firms or through formal academic institutions).
    b) Decide whether the community requires some outside experts to bolster its negotiating team and how to engage them. See [Contracting for Professional Services by First Nations and Aboriginal Communities](#).
    c) Clarify roles and responsibilities. If the negotiations are significant enough to require a team, decide on its make-up and the roles of each member. Further, the ultimate decision-maker must be clearly designated.
    d) Ensure that the mandate of the negotiating team is clear. What can be the subject of negotiations? What is "off limits"?

2. Develop a negotiating strategy. Once the basic organization is in place, it is time to concentrate on how the community and its EDOs will approach the negotiations. Some useful advice includes the following:

    a) Ensure that the necessary "homework" is done prior to commencing negotiations. A community's interests will need to be bolstered with the necessary background facts. For example, if increased employment in a new plant outside the community is the objective, then it is essential to have an inventory of members currently unemployed with their skill and experience levels listed and likely training needs known. Further, it may be important to have documented previous attempts to achieve higher employment levels among community members so that any mistakes will not be repeated.

    b) Try to anticipate the interests of the other party. What is it looking for out of the negotiations? How do the community's interests coincide with its own.

    c) Determine what would be the best solution if a negotiated agreement is not possible. Is this solution something that the community can live with?

    d) On the basis of the above analysis, determine how the community's interests can best be pursued in these negotiations.

    e) Develop a communications strategy so that the community is aware of the negotiations and how it will stay abreast of new developments.

3. Determine the contents of a negotiated agreement. Despite the fact that every agreement will have its own unique features, there are some items that should be part of any agreement. Good practices here include:

    a) Ensure that the agreement contains a section on dispute resolution, outlining the type of dispute with the appropriate dispute resolution vehicle (See for example Dispute Resolution Mechanisms: Examples from Other Jurisdictions by the Institute On Governance).

    b) Build into the agreement the consequences on non-compliance by either party.

    c) For agreements where market volatility may play an important role, develop ways for handling this volatility B among other things this may mean defining benefits according to a sliding scale or having to re-negotiate certain clauses of the agreement.

    d) Put into the agreement some means of measuring progress such as the utilization of performance indicators; further, ensure that there is some common approach to evaluating the agreement at certain key points.

    e) Build into the agreement what happens on or just before the expiry date.

4. Monitor the agreement. Once the agreement is in place, it is important to establish some means to monitor the agreement. This will mean assigning specific responsibilities and setting aside a modest budget.

D) Managing the Environment

Understanding federal environmental laws and regulations will allow communities to address any actions required of them in implementing their community economic development plans at an early stage. This will minimize risks of delays, unnecessary costs and possible cancellation of projects that have not met federal environmental laws.

Environmental Assessment

Environmental assessment involves understanding the environmental implications of decisions when decisions are being. With this understanding, it becomes possible to reduce or minimize negative environmental effects, often at relatively little cost.

The federal government has incorporated environmental assessment into its operations primarily through the Canadian Environmental Assessment Act (CEAA). The Act sets out procedures and processes that federal departments and agencies must follow when making decisions that may impact on the environment. The Act affects First Nation and Inuit communities, because they will frequently need to follow the procedures and processes that federal departments and agencies have established when they deal with the federal government. Examples where First Nation and Inuit communities may be affected include projects involving federal funding, or where the granting of a lease, licence or permit is required, or in relation to some land claim agreement. For information on the Canadian Environmental Assessment Act, check the website of the Canadian Environmental Assessment Agency (CEAA) and its Overview of the Canadian Environmental Assessment Act.

Whether or not required by federal or provincial law, experts generally agree on the value of doing such assessments. The environmental screen table below may assist communities in carrying out initial stages in their own assessment processes.

Environmental Aspect	Characterization of environmental effect of project[1]	Description of Environmental Concern, including Cumulative Impacts	Proposed Mitigation Measures to Address Environmental Concern
Groundwater			
Surface water			
Air quality			
Noise			
Land or soil			
Flora			
Fauna			
Habitat			
Special places (cultural, traditional, historical, scientific)			
Health and safety			
Aesthetics			

1. Select from the following list: Not applicable, Unknown, Insignificant, and Significant

For basic information on the environmental effects of typical economic development projects, see INAC's *Guide to Environmental Issues in Economic Development Projects*.

Environmental Protection

Examples of federal environmental protection laws include the following:

1. Fisheries Act, especially sections regarding fish habitat (See Complying with the Fisheries Act habitat sections from the Department of Fisheries and Oceans);
2. Canadian Environmental Protection Act.
3. Species at Risk Act (See these guides on complying with the Act);
4. Migratory Birds Convention Act;
5. Indian Act and its regulations, particularly the Indian Reserve Waste Management Regulations, the Indian Timber Regulations, and the Indian Timber Harvesting Regulations.
6. Indian Oil and Gas Act and its regulations. The book Permission to Develop may also be of interest.

For information on environmental issues from an Aboriginal perspective, contact the Indigenous Co-operative for the Environment (ICE), which works to advance the vision of building healthy and sustainable Aboriginal communities and ecosystems by providing information, technical assistance, and traditional knowledge on environmental issues.

E) Organizational and Human Resource Development

In considering organizational structures for economic development, experts strongly recommend that community governments be insulated from legal liability. A variety of mechanisms exist to do this.

To obtain a greater understanding of the organizations environments for EDOs, see the results of a survey by the Council for the Advancement of Native Development Officers (CANDO) (Characteristics of Economic Development Officers).

For training programs and courses relevant to Aboriginal economic officers, consider the following: CANDO Certification Process (English only) which includes information on the Certification process established by CANDO, including a description of the two levels of certification (technician and professional); home page of the Aboriginal Financial Officers Association of Canada - Resources, Toolkits, Best Practices and Reference Documents (English Only), which includes a list of tools dealing with risk management, project management, business planning and proposal writing; and home page Economic Development Association of Canada, which includes information about publications that can be ordered and professional development opportunities.

F) Geographical Information Systems

Geographic Information Systems (GIS) are computer-based systems for capturing, analysing and displaying geographic information. Geographic information may include: national, provincial,

park, and other property boundaries; rivers, lakes and other bodies of water; land elevations; soil types; geological structures; forest cover and other vegetation; location of buildings, roads and other infrastructure; wildlife habitat; and land use. GIS can be a powerful planning tool for the development and utilization of community controlled land, and for accessing opportunities from land and resources beyond community control.

Basic information on GIS is accessible through the INAC GeoPortal, which allows users to quickly view maps on-line with a First Nation context; the GeoBase, home page for an initiative of Canadian governments for the provision of, and access to, a common, up-to-date and maintained base of quality geospatial data for all of Canada at no cost and with unrestricted use; and the Aboriginal Mapping Network, home page for Aboriginal GIS users and uses.

Reports outlining GIS applications include: Chief Kerry's Moose (English Only), a guide book to occupancy and land use mapping, research design and data collection, prepared as a joint initiative between the Union of BC Indian Chiefs and EcoTrust Canada; A New Trail (English Only), a reference guide from the Aboriginal Mapping Network for Aboriginal communities on securing funds for cultural research and land use and occupancy studies; and Mapping for Communities: First Nations, GIS and the Big Picture (English Only), proceedings of a conference of the Aboriginal Mapping Network in November 2003 on GIS mapping in First Nation communities.

For publicly accessible aerial photographs, try Google Map.

G) Community Websites

Community websites can be an effective mechanism for communicating key messages to target audiences, particularly audiences residing outside the community. For some audiences, the website may be the first contact with the community. It is important to ensure that the site is attractive and easy to navigate. In developing a website or upgrading one, EDOs can research what other First Nation and Inuit communities have done. Website development can be an activity of interest to community youth. As First Nation governments have electors located off-reserve, websites can be a tool to explain what these governments are doing with regard to economic development.

To be of use, potential users must be able to find the site amongst millions of names. It may be useful to use the community name in the website name.

Potential content in the site could include:

1) General information, including:
   a) Community location, including a description of the location plus a map showing the location of the community within Canada and a more detailed map showing the location of the community within the local area, including highway access routes, etc.
   b) Community map, showing the location of key facilities.
   c) Community history.
   d) Contact information for community leaders and local government officials.
   e) A description of the community government, including services and programs.

f) Community economic development plans, or summaries of these plans.
g) Community by-laws.

2) Information related to the employment of community members, such as:
   a) Contact information for the responsible official in the community. This would be of particular interest to potential employers.
   b) Information on the community labour force from the Census (See 2001 Census Aboriginal Population Profiles and 2001 Aboriginal Peoples Survey) or community skills inventory.
   c) Community policies, practices and potential support programs regarding working with potential employers to get community members into jobs.
   d) Employment partnership agreements that have been negotiated with major employers in the neighbourhood, if any.
   e) "Positions wanted" advertisements for members of the community looking for work.
   f) Innovative initiatives and success stories.

3) Information related to community business development such as:
   a) Contact information for the responsible official(s) in the community. Where there is an EDO working for the community government and a community development corporation, it is useful to clarify responsibilities.
   b) The name, description, key officials, subsidiary companies, products and services of the community-owned development corporation, and other basic information of interest to those who are doing business with the corporation or may want to.
   c) Information on potential joint ventures, partnerships and other opportunities with the community or the community-owned development corporation or the community.
   d) Profiles of community businesses, particularly products and services and contact information.
   e) Policies and practices of the community and community-owned development corporation in dealing with unsolicited business proposals.
   f) Innovative initiatives and success stories.

4) Information related to accessing opportunities from land and resources beyond community control such as:
   a) Contact information for the responsible official(s) in the community.
   b) Descriptions or summaries or actual impact benefit or other agreements negotiated with provinces/territories or industry.
   c) Descriptions of or actual advocacy documents related to resource access.
   d) Innovative initiatives and success stories.

5) Information related to development of community land and resources such as:
   a) Contact information for the responsible official in the community.
   b) Community land use plans.
   c) Community forest management plans.
   d) Potential third party or partnership opportunities for the development of sand and gravel and other minerals.
   e) Serviced or unserviced lots or sites available for leasing.

f) Summaries of, or actual, taxation, land use and other bylaws.
g) Innovative initiatives and success stories.

6) Information to promote investment in the community such as:
    a) Location, size and description of serviced or unserviced lots or sites available for leasing or sale, including a description of the services available or could be made available.
    b) Potential third party or partnership opportunities for the development of sand and gravel and other minerals.
    c) Summaries of, or actual, taxation, land use and other bylaws and user fees for local government services.
    d) Description of transportation, market access, supply access, labour force, wage rate, lifestyle and other factors that would make relocation to the community attractive to potential investors or their corporate managers.
    e) Community responses to typical investor inquiries regarding relocation to the community.
    f) Investor brochures if available.
    g) Innovative initiatives and success stories.

7) Information to promote tourism such as:
    a) Contact information for the responsible official(s).
    b) Descriptions of services, price, location and contacts for community businesses providing accommodation, meeting rooms, restaurant, catering, attractions, recreation facilities and other services relevant to travellers.
    c) Similar information in relation to services provided by community governments.
    d) Information promoting community meetings and conferences, including meeting and conference facilities, plus ancillary services from community businesses and the community government.
    e) Information promoting community events, including date, description and location of community events, plus ancillary services from community businesses and the community government.
    f) Information promoting community attractions to leisure and recreational travellers, plus ancillary services from community businesses and the community government.
    g) Brochures and other promotional materials.
    h) Innovative initiatives and success stories.

8) Information on advocacy initiatives such as:
    a) Contact information for the responsible official(s) in the community.
    b) Summaries of, or actual, advocacy documents.
    c) Innovative initiatives and success stories.

Part II: Employment of Community Members

A potentially fruitful area for EDOs to explore is initiatives to support the employment of community members where others organizations are looking for employees to fill existing positions or positions about to be created, and the challenge is to get community members into them. In many cases it will be easier to get a qualified individual into a nearby job than to create a new one.

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community employment programs.

A) Understanding potential economic opportunities originating outside the community

Potential employment opportunities can arise because:
1. People are always moving in and out of jobs. However, an ageing work force in some industries may create significant openings for new employees within a short period. Economists and demographers have frequently expressed concern that Canada's baby boom generation will soon retire. This will not only create vacancies in a number of industries, but also create the demand for new services to address the needs of a growing population in retirement.
2. A major new development has been announcement or is being considered near the community. The development could be a forestry plant, a mine, a transmission line, or construction of major infrastructure.
3. Industry seeks to manage costs and is increasingly recognizing that it costs more to hire non-Aboriginal potential employees to move to remote job sites, or to stay at remote sites in the long term, than it costs to hire Aboriginal employees who live nearby and will likely remain in their jobs for some time.
4. Industries are required to consider Aboriginal employees in their hiring practices through industrial benefit agreements.
5. Industries are required to hire new employees with particular skills in response to changes in public policy or new technologies.
6. A new business starts or expands and requires employees.
7. Governments are seeking Aboriginal employees either to address policy or legal commitments.
8. Governments are seeking Aboriginal employees to provide essential services to Aboriginal communities.
9. Changing industry conditions through technological change create opportunities for new businesses or differently trained work forces for existing businesses.

Experts stressed the importance of predicting the future job market rather than concentrating solely on the current job market. This makes sense given the lag times often required to train individuals to meet job requirements.

Above all else, it is important, according to the experts, for EDOs to be realistic in the assessments of the demand for workers anticipated, particularly in small communities. If EDOs are unrealistic, they risk losing the interest of the community in employment initiatives.

B) Knowing the community's strengths and weaknesses

The following questions may assist in assessing the community's strengths and weaknesses in terms of getting community members into available jobs:

1. How many community members are currently looking for work?
2. What kind of work are they looking for, or prepared to undertake?
3. What are their education, skills, and work experiences?
4. Do they have job search skills?
5. Have employers, particularly major employers, expressed an interest in, or do they have policies supporting, Aboriginal recruitment?
6. What is the perception of community members as employees by potential employers?
7. Have community members found employment outside the community? Are they in a position to assist other community members?
8. Does the community have access to training opportunities for its members?

C) Envisaging potential activities that can be undertaken

An EDO can play a central role in supporting the community's employment and economic development activities. Some actions could include:

1. Researching potential employment opportunities. Techniques can include contacting the major employers in the area, networking with potential employers through associations such as chambers of commerce or professional associations and local meetings and conferences, maintaining contact with provincial and federal officials in a position to know about major activities in the area; monitoring local and regional newspapers such as want-ads, business announcements and business articles; and monitoring business activity in the area.
2. Working with potential employers to increase the demand for community members as employees, including:
   a) Developing a skills inventory of the community. Potential employers may want to know which community members are looking for employment, and what are their skills, education and experience. There is useful (albeit dated) information on the community in Statistics Canada's 2001 Census Aboriginal Population Profiles and 2001 Aboriginal Peoples Survey. To assess skills of community members, consider as a starting point a skills checklist such as INAC - Aboriginal Inventory Skills Checklist Form.
   b) Working with potential employers in the area, particularly major employers. Several tools are available for communities who wish to work with major employers. Aboriginal Workforce Participation Initiative: Employer Toolkit is a how-to guide, targeted at existing and potential employers of Aboriginal Canadians, on how to prepare the work place, recruit, train, and retain Aboriginal employees. A community can use this tool when a potential employer is seeking or interested in hiring

Aboriginal employees and is looking for effective practices. In working with major employers, a typical result is an employment partnership agreement. To assist communities, see A Practical Guide to Implementing Aboriginal Employment Partnerships, a how-to guide, targeted at agreement signatories, for implementing an employment partnership agreement between employers and Aboriginal communities. Apprenticeships can provide community members with valuable skills and experience. To get a better understanding of apprenticeships, communities and potential employers may wish to consider Aboriginal Participation in Apprenticeships: Making It Work, a lengthy report on Aboriginal apprenticeships, including a description of the apprenticeship system, Aboriginal experience in apprenticeships, barriers, successful case studies, successful and unsuccessful practices, and recommendations from the Canadian Labour Force Development Board. The Making It Work Booklet is a more practical guide for making apprenticeships work, including best practices, training plans, and sample checklists from the Aboriginal Human Resource Development Council of Canada.

3. Working with community members to increase their employability, including:
   a) Advising community members on career paths, training and employment options. See Labour Market Information Service for information about jobs, skills and availability of workers from Human Resources and Skills Development Canada.
   b) Advising community members on job search. See Job Search Toolkit for Aboriginal Youth, a how-to guide for young people searching for employment. Use this tool for ideas about how to counsel young people looking for employment on job search practices or distribute it to young people looking for work. Check Aboriginal Employment Home Page, an interactive site that attempts to match employers with Aboriginal job seekers, operated by the Government of Canada, or The Inclusion Network, which performs a similar function. EDO can enlist existing Aboriginal institutions for skills and training upgrading. See a comprehensive list compiled by Aboriginal Connections. To access funding for training, EDOs should be aware of the Aboriginal Human Resource Development Agreement (AHRDA) holders servicing the community, what they will fund and the conditions attached. See AHRDA Holders.
   c) Supporting initiatives intended to provide work experience to community members. First Nation communities usually have the ability to utilize income assistance for training and employment opportunities.
   d) Exploring informal non-training mechanisms to fill employability gaps. These mechanism can include twinning with a nearby municipality to provide on-the-job training; mentoring programs which attempt to associate those looking for work with experienced and knowledge individuals that will help them find it; and "circuit rider" programs which involve the rotation of trainers and other resources through a number of communities on a regular basis.

D) Understanding the community's objectives

In seeking to identify employment opportunities for the community, EDOs will need to engage and understand the community's economic development goals. Objectives that appear to be common to many communities have been identified under Community Objectives. Objectives

typical of employment activities include increased employment; increased education, work experience, technology transfer and training; and increased community member incomes from employment. Employment activities can undermine social cohesion by creating income disparities within the community. In addition, the allocation of training and employment opportunities to individuals through practices that are perceived to be unfair can also undermine social cohesion. Unsuccessful initiatives can be deflating for the individuals concerned.

E) Analysing the options, making decisions, and articulating the plan

In analysing the options that best address the community's economic development objectives, it is often useful to consider the experiences of other communities. Examples of successful initiatives can be found in the AHRDS annual reports, which contains a list of 25 AHRDS success stories, and Community Futures Best Practices, which contains a number of client success stories from Community Futures Development Organizations.

In selecting options, communities will often have to make difficult choices. Consider for example if an employment opportunity calls for members to relocate outside the community for significant amounts of time. Would this be acceptable? Another complication that the community may need to grapple with is how it will deal with increasing income disparities among members who are employed and those who are not. Further there may be community concerns about the process for choosing who in the community gets access to new training and employment opportunities.

Once key decisions have been made, these decisions should be incorporated into a working plan. Experts recommend a number of elements to be incorporated into the final plan.
1. Ensure that the community is well prepared when they meet with prospective employers. Do the required homework to enhance credibility and have the documents and analysis to substantiate the community's position.
2. Ensure that the selection process for training opportunities or job interviews are based on merit as opposed to other factors (community politics) e.g. have the industry do the hiring based on resumes provided by Aboriginal organizations, or ensure there is a facilitator to act as a conduit between employers and employees.
3. Document successes and get agreement to share them.
4. Don't put all the community's eggs in one basket. Avoid single industry economies.
5. Don't commit to community members or potential employers what the EDO cannot deliver.
6. Avoid the cookie cutter approach. Do not blindly apply programs that may have worked else. Remember that every community is unique.
7. Don't put undue pressure on community members. If they fail once, they may be reluctant to try again.
8. Avoid partners with conflicting or incompatible objectives.

Communication can be an important aspect of plan implementation. See Community Websites.

Part III: Business Development

Business developments occurs where there are existing or potential markets or opportunities to provide goods and services, and entrepreneurs with the ability to develop organizations to produce goods and services to meet the market demand. Business development can occur anywhere. Developing and sustaining businesses – whether owned by the community or by individual entrepreneurs – is another important path to building sustainable communities.

Research indicates that communities that simply direct their EDO to find and develop businesses are invariably disappointed. In contrast, communities that develop a comprehensive, long-term approach, one based on the need to put in place an environment in which people want to invest, are usually more successful. Consequently, as in other areas of economic development, it pays to plan. Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community business programs.

A) Understanding potential economic opportunities originating outside the community

To make strategic decisions regarding business development, it is important to develop an understanding of potential economic opportunities originating outside the community.

These opportunities could originate with:

1. Major employers in the area.
2. Major new developments in the area.
3. Changes in rules or regulations or policies or practices of governments that give rise to opportunities.
4. The demand for products and services that could be produced in the community from local, regional or other markets.
5. The development of tourism development or regional economic development strategies which could include community involvement.

Where there is no obvious starting point in the search for opportunities, it is often useful to begin with a comprehensive framework for looking for opportunities. A comprehensive framework might be based on market area – that is, local, regional, province-wide, national, or international. An alternative framework might be based on industry sector e.g. retail, forestry, mining etc. Identifying potential opportunities would entail looking at each of the components within the framework, and making decisions on potential opportunities.

B) Knowing the community's strengths and weaknesses

Responding to the following questions may assist in assessing the community's strengths and weaknesses in business development:

1. Are there products and services used by community members that could be produced within the community but are produced elsewhere? Study after study of Aboriginal economic development have noted a central dilemma facing many communities: the fact that very little of a community's resources circulates within the community itself. This problem of leakage to surrounding communities and regions can be partially addressed by focussing on business development opportunities.
2. Does the community government purchase goods and services from outsiders when community members could supply the services? What about the community-owned businesses?
3. Are there businesses within the community, either community-owned or owned by community members that could expand?
4. Can the community's capital program be used to develop viable construction industries that leverage work under the community's capital program as an economic base from which to pursue business opportunities in other areas?
5. Can other community programs provide a base for viable businesses? For example, catering for a seniors' home might provide the starting point for catering to other businesses or starting a restaurant.
6. Are there successful private entrepreneurs in the community that know how to start and run businesses and that could be elements in the community business development plan?
7. Are there community members, including youth and women, that have expressed an interest, or competency, in business development? Do they have education and work experience that might enable them to start a business?
8. Are there recognized barriers to business development that originate within the community that could be addressed? For example, do community members expect community entrepreneurs to extend credit to community members on non-business grounds?
9. Does the community have relationships with other organizations that could lead to business partnerships or other arrangements?
10. Has the community government taken pro-active steps to encourage business development? For example, has it developed a land use plan, or developed zoning, that support business development?
11. Are there programs and services available to the community that could support business development?
12. Are there pools of capital from claims settlements; community-owned businesses profits; revenue from leases, licence and permits that could be used to develop businesses?
13. Does the community or its members have products and services that would be of interest to outsiders?
14. Is the community strategically located to give it advantages based on its location (e.g. proximity to timber harvesting areas)?

C) Envisaging potential activities that can be undertaken

Potential activities that could be undertaken include:

1) The identification of opportunities on a preliminary basis to be pursued by community entrepreneurs. Several techniques, in combination, can help in the identification of opportunities. These techniques include:
   a) Talking with knowledge business leaders in the area through associations such as the Chamber of Commerce.
   b) Maintaining close contact with government officials, particularly officials with industry expertise or those that might be involved in approval processes for major projects.
   c) Monitoring local and regional newspapers and other media from the perspective how the reported developments can present a community opportunity.
   d) Research through the internet and other mechanisms.
   e) Hiring professionals, particularly with industry expertise.

2) Encouraging entrepreneurship within the community, including amongst youth and women. In many communities, entrepreneurship among women is low, despite the fact that women tend to have higher education levels than men and some have considerable work experience. See Journey to Success: Aboriginal Women's Business Planning Guide - a how-to guide for Aboriginal women wishing to start a business.

3) Investigating business information and advisory services to community entrepreneurs, including:
   A) General business information. Resources include:
      - Aboriginal Resource guide - a guide to Internet links covering training and skill set development, business plans, sources of funds, business environment, running a business.
      - Aboriginal Business Service Network - a website that incorporates a wide range of information on government services, programs and regulations, including business planning and business start-up.
      - Canada Business Service Centres - a website with information on business start-up, tax, financing, regulations, human resources, exporting, importing, innovation for businesses in Canada, from the Canada Business Service Centres.
      - First Business.ca - a business services and information portal for Aboriginal entrepreneurs. This site contains links to several Aboriginal business services. It also contains information on workshops on developing an idea, on reserve taxes, financing, planning, marketing, launching a business, growing a business, Aboriginal joint ventures and leasing reserve land.
   B) Development of business plans, feasibility and other technical studies (including environmental assessments). There are many organizations offering assistance in terms of business planning, including:
      - Business Plans - (English only) - a website specializing in business plans, including articles and sample business plans.

- Steps to Capital Growth - Introductory page from Industry Canada leading into a series of pages dealing with the steps to capital growth, including a self-study guide, an investor readiness test, and a fast track to capital growth.
- Business Development Bank of Canada - Home page of the Business Development Bank of Canada. The site includes a number of brief how-to guides and other tools for dealing with business plans, starting a business, acquisitions, exporting and other relevant topics.
- Royal Bank of Canada Business Centre - Introductory page to the business centre component of the website of the Royal Bank of Canada. The site includes a number of brief how-to guides and other tools for dealing with starting and expanding a business, Aboriginal banking and other relevant issues.
- Forestry Business Planning Guide - A how-to guide for the development of business plans related to forestry.

C) Setting up the business. See Setting up a Business on Reserve from the Continuing Legal Education Society of British Columbia.

D) The identification of funding sources. In addition to the mainstream banks and other lending institutions there are over 30 Aboriginal Capital Corporations across the country. See Aboriginal Financial Institutions Directory, which provides names and addresses of Aboriginal Financial Institutes, prepared by the National Aboriginal Capital Corporation Association (NACCA). In dealing with funding sources, it will be important to understand the unique issues related to on-reserve financing. See Understanding the Regulatory Environment for On-Reserve Lending from the Canadian Bankers Association.

E) The identification of marketing assistance. Community businesses with the products and services of interest to the federal government should be referred to A Guide to Federal Government Procurement - A Primer for Federal Government Procurement (2003), a how-to guide targeted at businesses within an interest in selling to the federal government and to the Aboriginal Business Directory, a directory of Aboriginal businesses in Canada.

4) Provision of seed capital to community entrepreneurs. Programs such as micro lending circles have been effective in providing small amounts of capital to potential entrepreneurs who would otherwise not be able to afford a start up. For example, micro lending circles provide funding to a group, which in turn decides who will receive a cash injection and which establish and enforce repayment provisions. Micro-lending circles rely on peer pressure to get repayment of unsecured loans and to ensure the effective management of small businesses. Over time, all or most members of the group get an opportunity to access cash to start a business. For more information, see:

- Micro Lending Circles - program guidelines for investments in micro-lending circles, prepared by the Community Futures Development Corporation of Central Interior First Nations. The guidelines include responsibilities and criteria of the lending circles, administrative responsibilities in the provision of funding to the circles, terms, covenants, security, reporting, and disclosure.
- Canadian Rural Information Centre: MicroCredit Pathfinder - a pathfinder from the Canadian Rural Information Centre for articles, books and papers on Canadian micro-credit experiences and potential sources of microcredit.

5) Entrepreneurial training initiatives. Typical training programs are offered by many community colleges and focus on helping the potential entrepreneur to develop a business plan of his or her choosing, and frequently include the presentation the final product to financial institutions. Even if the business plan proves unfeasible or cannot be implemented, the skills and the confidence to develop another plan remain with the trainee.
6) Non-training initiatives to upgrade entrepreneur skills and experience, such as mentoring services where an novice entrepreneur is linked with a successful one for advice, coaching and other types of assistance.
7) Support for the development of community owned businesses, including:
   - Identification and prioritisation of opportunities on a preliminary basis and community-consensus building.
   - Organizational development for community-owned enterprises, including the structuring of the corporation or its subsidiaries.
   - Initiatives to upgrade skills and experience of members of the board of directors of community-owned corporations in the management of corporations.
   - Initiatives to upgrade skills and experiences of community members on their rights and responsibilities regarding the community-owned development corporations

D) Understanding the community's objectives

Objectives that appear to be common to many communities have been identified under Community Objectives. Business development can generally be expected to increase employment, create business start-ups and expansions and additional contracts for community businesses, increase community member business and employment incomes, and create positive role models for youth. It may lead to increased community government revenues. At the same time, it can lead to environmental contamination that adversely affects the health of community members. It may disrupt social cohesion by creating income disparities within the community. Business opportunities based on community assets and resources may be allocated to certain individuals unfairly, or may be perceived to be allocated unfairly. Each community needs to take into account the positive and negative aspects of business development in their community business development program.

E) Analysing the options, making decisions, and articulating the plan

Business development can support a number of community objectives: increased employment; greater community access to goods and services; increased local control over the economy; the establishment of entrepreneurial role models for community youth. Business development can also work against some community objectives. It can lead to differences in wealth and opportunity. Decisions related to business development can divide communities on questions such as who should receive the benefits.

If the community chooses to pursue business development, the key business planning issue is whether to focus community budgets and other resources to develop and operate community-owned businesses, or to encourage business start-ups and expansions from community members, or some combination of the two. The appropriate strategy depends on a number of factors:

1. The scale of the business opportunities. Individual entrepreneurs often are more effective in developing small-scale businesses, because they have direct incentives to make the business effective.
2. The management demands of the opportunities. If the opportunities require sophisticated management and these skills are limited within the community, professional managers will be required, and they may work more effectively in community-owned businesses.
3. The capital demands of the opportunities. Community-owned businesses may have better access to larger pools of capital than community members.
4. The utilization of community resources. Where business development requires the utilization of resources held by the community (e.g. community land or natural resources, a business opportunity negotiated by the community or based on community rights, community culture), community ownership of the business may be more effective in ensuring a fair distribution of the benefits from development.

Once basic planning directions are set, a number of details must be addressed in the articulation of the plan:

1) Understanding the environmental implications of business development plan will be important. See Managing the Environment.
2) Where community-owned corporations are a component of the plan: Managing effectively the interface between politics and the running of community enterprises is critical.   Best long-term results tend to come when the corporation is accountable to the political body and community at large, but when it is run in a strictly business like fashion with an objective of long term, sustainable profitability to ensure survival. In this regard, to manage the interface between politics and business success, there are several key issues:
   a) The utilization of profits, if any. It will be tempting to apply business profits to community social needs, but draining the business of capital can lead to bankruptcy. It is also tempting to apply business profits to expansions into other areas, perhaps at the expense of core businesses. Clear policies and understandings to address these concerns can help avoid future problems. If profitability is not the community's goal, then the enterprise may need ongoing subsidies. See Business and Politics in Aboriginal Communities, a policy brief that explores this issue.
   b) Operational decisions. Business managers can expect pressures to make decisions that are not based on business criteria. The accumulation of decisions not based on business criteria can lead to bankruptcy or business failure. It is important that all parties understand that business managers have a clear mandate to operate businesses on business principles, subject to direction from the board of directors.
   c) The composition of the board of directors. Community governments may want control over a community-owned corporation. Where the corporate board of directors consists of elected officials, the board may not have adequate business expertise to give effective direction to the business. In addition, elections can lead to changes in the composition of the board that may ultimately destabilize the business. Good practices include corporate policies to select board members based on business expertise (whether or not an elected

official), to appoint board members for fixed periods, and to ensure a turnover of board members over time.

d) The role of the EDO where there is a community-owned corporation needs to be defined.

e) Good financial reporting and book keeping are essential for community-owned businesses. Long term sustainability is at stake as well as ensuring sound accountability to the community.

f) There is a need for solid procedures for dealing with promoters of particular business ideas. Communities can expect promoters to approach political leaders with a "can't miss" idea. Effective procedures for dealing within this situation can include:

- Requirement for a well-crafted business plan before considering any business venture.
- Due diligence procedures (in the form of a checklist) on a range of issues including the environment and any legal issues.
- Avoiding early commitments to any one idea for a new business venture so that no steps in the due diligence process are ignored.

3) Where the EDO is expected to provide business services to community entrepreneurs, there is a need to ensure the EDO can perform key functions B for example, the analysis of, and support for, business plan development.

4) Develop a communications strategy to advance plan objectives, and keep the community informed of current initiatives and especially of successes.   See Community Websites.

Part IV: Land and Resources outside Community Control

The lands that neighbour First Nation and Inuit communities often contain important opportunities. They can contain timber, mineral, hydroelectric sites, water, fisheries, wildlife, recreational and agricultural resources. In addition, these neighbouring lands can be strategically located and can generate real estate opportunities. Participating in these economic opportunities from these lands is a realistic goal for many communities.

As in other areas, it pays for EDOs to plan so as to maximize community benefits from land and resources near communities. Such planning in this context might take two forms – the first might be directed at a specific development being proposed like a new mine or forest management licence application. The second form of planning may be needed for a longer-term approach, where no immediate development is imminent.

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in securing economic benefits from lands and resources beyond community control.

A) Understanding potential economic opportunities originating outside the community

Opportunities originating outside the community can include:

1) Renewable resource initiatives, where the opportunities can be sustainable in the long-term. Examples include:
    *   Forestry, including timber harvesting, silviculture, and forest management.
    *   Wildlife, including habitat and wildlife management.
    *   Fisheries, including fishing, habitat and fisheries management, regulatory enforcement, and hatcheries.
    *   Aquaculture.
    *   Wild Rice harvesting.
    *   Processing facilities related to renewable resources, including construction and operation.
    *   Tourism, including the operation and management of cultural, historic or recreational sites and businesses.
2) Mining, oil, gas and other non-renewable resource developments, including the construction and operation of a mines, mills and processing facilities. These projects typically involve a construction phase, and then an operational life of ten to thirty years. They typically offer long-term employment and training, the potential for contracts to community businesses as suppliers both in the construction and operational stages, infrastructure benefits such as shared access road or power supply, and opportunities for community government revenues. They can also cause damage to the environment and disrupt traditional occupations.
3) Major construction projects such as roads, pipelines, transmission lines, and telecommunication lines. These projects typically create short-term opportunities in the construction phase, and perhaps limited benefits of a long-term nature. Capturing

benefits typically requires quick mobilization, particularly related to construction opportunities.

While planning is generally beneficial, the nature of the planning will depend on the type and nature of the opportunity. For example, to understand opportunities related to non-renewable resource development and construction projects will typically involve answering these questions:
1) What is the nature of the proposal?
2) Who is involved?
3) What is the developer looking for?
4) What will be the likely impacts on other resources within the affected area; in particular how will the proposed development affect traditional use and occupancy by community members?
5) What other communities B both Aboriginal and non-Aboriginal - are affected or involved and how are they planning to react?
6) What is the current legal and regulatory regime that governs such developments?
7) Are there other similar developments in which Aboriginal communities have been involved that might serve as valuable precedents?
8) What will be the likely revenues generated from the development and the tax and royalty benefits that will flow to various levels of government?

Understanding opportunities related to renewable resources will typically involve answering questions such as:
1) What is the quality and quantity of the resource?
2) What is a sustainable harvesting level, given current management practices?
3) What are the current management practices? What is the potential to increase harvesting levels with different or enhanced management?
4) What are the threats to the resource? How are they being managed?
5) How does the harvesting and management of the resource affect the harvesting and management of related resources? For example, how does forestry harvesting and management affect wildlife, tourism, fisheries, and other resource?
6) What is the current legal and regulatory regime that manages the resource?
7) Who is currently harvesting the resource and in what quantity? What do they pay for the right to harvest? Is the amount reasonable?
8) What are the opportunities for harvesting, forest management, and participation in decision-making processes related to the resource?

B) Knowing the community's strengths and weaknesses

Responding to these questions can help develop a sense of the community's strengths and weaknesses:
1) Are community members interested in working in the project in the long term? Do they have appropriate work experience or skills? If not, are they willing to be trained?
2) Does the community have businesses capable of providing services to the project?
3) Does the community have infrastructure (roads, power lines, etc.) that might be of value to the project?

4) Does the community's location give it particular advantages in relation to the employment of community members in the project, or supplying goods and services to the project?
5) Does the community have potential to address other economic needs of the project?
6) Does the community have experience dealing with similar developments? If not, are there ways the community can develop its expertise and capacity in this area?
7) Are there government programs and services available to the community to help it address the project or activity? Does the community have its own resources to address the project or activity?
8) Does the community have existing or potential partnerships and alliances that might assist it in dealing with the project or activity?
9) Does the community have legal rights with regard to the land and resources under consideration, through treaties, claim agreements, Aboriginal title?
10) What is the legal and regulatory environment of the project or activity? Does the community have rights in relation to the development through federal, or provincial/territorial law?

C) Envisaging potential activities that can be undertaken

The activities in which EDOs can become involved include:
1) Developing arrangements with industry and/or federal-provincial/territorial resource managers to access these land and resource opportunities, including:
   - Identification of economic opportunities related to neighbouring lands, including preliminary resource inventories.
   - Pre-negotiation planning, including the community consensus building in relation to negotiating strategies.
   - The development of negotiating partnerships with other communities in relation to shared opportunities.
   - Negotiations to access or benefit from land and resource development.
   - Implementation and management of negotiated agreements.
2) Participation in land-use planning and environmental impact assessment processes for off-reserve lands that will determine how the development or activity will proceed and the community's role within it.

The early identification of economic opportunities related to neighbouring lands enhances the potential for successful participation in the opportunities. The identification of opportunities can include:
1) Monitoring of mineral, oil and gas exploration activity in the area, particularly the staking of mineral claims and the level of investment in staked claims. There are significant economic opportunities related to mineral exploration. In addition, mine development will only occur where there is mineral exploration; successful mineral exploration is one potential indicator of a new mine.
2) Monitoring the utilization of timber and other natural resources in the area. Unutilized, or under-utilized, resources could provide the potential harvesting businesses.
3) Developing relationships with natural resource managers not only to understand resource management opportunities, but also to get early indications of potential developments.

Geographical Information Systems can be a planning tool.

In negotiating arrangements with industry or governments to deal with major projects such as mines, there are a number of tools that can provide ideas and insights into potential activities. These tools include:

1) Building a Future: An Overview of Resource Development: Major Projects - a how-to guide for communities in dealing with major resource projects near communities.
2) Building a Future: Summary of Socio-Economic Agreements - This contains examples of typical components of community agreements with major project developers and may be of use when developing a negotiating strategy with a major project developer and seeking ideas about potential clauses in agreements.
3) Inuit Impact Benefit Agreement Example - Tahera Corporation - This is an example of an agreement (described as an "Impact Benefit Agreement" that was developed for the Tahera Jericho Diamond Project north end of Contwoyto Lake in West Kitikmeot, Nunavut Territory (NT).
4) Out of Respect: The Tahltan, Mining, and the Seven Questions to Sustainability - Report of the Tahltan Mining Symposium, April 4-6, 2003 - This is a report of the Tahltan Mining Symposium, which brought together Tahltan, industry and government representatives for a review of the relationship between the Tahltan people and territory, and mining/ mineral activities - past, present and future. The intended output was a strategy to guide the Tahltan-mining interface in the years to come. This report may be of use in assessing whether the "Seven Questions to Sustainability (7Qs)" assessment template would be appropriate. It also details the Tahltan's experiences with mining.

In negotiating access to renewable resource opportunities, there are also several tools that can assist in developing a fuller understanding of potential activities. These include:

1) Co-Managing Natural Resources with First Nations and Negotiating Resource Agreements: A Guide for Aboriginal Governments. Co-management involves participation, with others, in the management of resources. Co-management goes beyond resource harvesting, or contractual work in relation to enhancing a resource, to address management issues such as setting harvesting levels, developing resource enhancement plans, determining who harvests. The two documents are how-to guides on reaching co-managing agreements with provinces/territories or industry and on making agreements work.
2) Aboriginal-Forest Sector Partnerships: Lessons For Future Collaboration. There have been a number of partnerships developed between Aboriginal communities and the forest sector. This guide, prepared by the National Aboriginal Forestry Association and the Institute on Governance, looks at past partnerships to provide ideas about future partnerships.
3) Aboriginal Communities and the Canadian Forest Industry: An Inventory of Best Practices. Forestry companies have developed a number of practices for working with Aboriginal communities. This is a brief inventory of best practices, and may provide ideas for negotiating items when dealing with forestry companies. The inventory was

based on a more detailed study - Exploring the Relationship Between Aboriginal Peoples and the Canadian Forest Industry: Some Industry Perspectives. The practices identified for the forest industry may have some applicability in relation to other industries such as mining.

4) Sustainable Forest Management Network: Publications: Sustainable Aboriginal Communities. This is a listing of publications related to sustainable Aboriginal Communities from the Sustainable Forest Management Network - an incorporated, non-profit Canadian research Network of Centres of Excellence, based at the University of Alberta, in Edmonton. Research covers subjects such as co-management, integrated resource management, development alternatives in boreal forest areas, non-timber forest products, First Nation forestry partnerships.

In some instances, it may be possible for communities to secure access to land and resource opportunities without negotiations. For example, communities can make presentations or submit briefs to environmental assessment panels, or use public consultation process to provide input on how developments should proceed. What Lies Beneath: Responding for Forest Development Plans - A Guidebook for First Nations is a guide book prepared by EcoTrust Canada for First Nations on responding to forest development plans of the government of British Columbia. The ideas and concepts may have some relevance in other situations.

The National Aboriginal Forestry Association (NAFA) was established with the overall goal to promote and support increased Aboriginal involvement in forest management and related commercial opportunities. In the working toward this goal, NAFA is committed to holistic or multiple-use forestry, which implies the rebuilding and the sustainable development of the forest resource to serve a multitude of community needs. These needs include the protection of wildlife and traditional food stuff habitat, protection of fur bearers, protection of clean and adequate supplies of water, establishment of forested areas for recreation and tourism attractions, traditional cultural and spiritual use, as well as the production of fibre for timber, pulp and paper and other wood by-products. Key to the concept of holistic forestry is the idea of community based strategies for transforming this resource ethic into reality. See NAFA Tools for more information on these subjects.

In negotiating arrangements with industry, see Canadian Council for Aboriginal Business: Progressive Aboriginal Relations (PAR) Program, which sets a way for businesses to earn the right to use an identifying hallmark indicating that they are committed to increasing Aboriginal employment, assisting business development, building individual capacity, and enhancing community relations. The PAR Program sets out a framework for establishing performance benchmarks in organizations that want to develop mutually beneficial relations - or enhance relationships they already have - with Aboriginal individuals, businesses and communities.

Understanding the community's objectives

Objectives which appear to be common to many communities have been identified under Community Objectives. Key objectives related to activities to access opportunities from lands and resource beyond community control include increased employment; increased education, work experience, technology transfer and training, as prerequisites for increased employment;

increased business development, including business start-ups and expansions and additional contracts for community businesses; increased community government revenues; improved community infrastructure and other services for the benefit of community members; increased community member incomes from business and employment.

At the time, projects on these lands and resources may undermine traditional occupations such as trapping and fishing and the incomes and lifestyles of those that pursue these occupations; damage the environment; jeopardize community health; undermine social cohesion within the community by creating income disparities; lead to ill-will with governments or industry; or create economic development that is not sustainable.

D) Analysing the options, making decisions and articulating the plan

In analysing the options, there may be benefits to quick decisions. Opportunities may disappear or go to others when decisions are not timely.

It is important to assess risks. Mining projects will eventually end when the minerals run out. Roads, pipelines, transmission lines and similar projects offer jobs at the construction phrase, but few opportunities in the operational stage. Renewable resources offer the potential for sustainable development, but sustainable development does not always occur.

In articulating the plan, it may be useful to consider several implementation issues:

1) A community communications strategy can advance plan implementation. It can also keep the community informed of the status of initiatives. See Community Websites.
2) In developing agreements to access opportunities from major projects:
   - Consult legal experts about any agreement to be signed and ensure that any new structures or organizations being put in place protect the chief and Council from possible liabilities.
   - Ensure that careful thought goes into the structuring of any royalty sharing agreements with governments.
   - Avoid community expenditure on non-sustaining infrastructure, the community's becoming dependent on an income stream that will not last, community disputes over the use of the funding stream and possible risks of misspending or even fraud.
3) For renewable resource opportunities:
   - Make sure that the planning is sufficiently long term (a 12 month time horizon may not be sufficient).
   - Encourage integrated resource management planning.
4) How to prepare for negotiations (see the Good Negotiating Practices section of this report)

Part V: Community Land and Resources

Many communities have control over land and resources. Most First Nations have reserves. Aboriginal communities with land claim agreements have often secured at least some measure of control over land and resources through their claim agreements. Getting economic value from these lands and resources can be an important component in the economic advancement of these communities.

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community land and resource management programs.

A) Understanding potential economic opportunities originating outside the community

When it comes to the development of community land and resources, it is important to understand who might be interested in using the community land, their intended uses, and the other options these users may have to acquire land. It is also important to understand who may want community resources, the extent of their interest, and alternative supplies of these resources.

To answer these questions, it is useful to:

1) Look at land uses in neighbouring communities or other communities in similar circumstances.
2) Study real estate trends generally and activities either in neighbouring or similar areas.
3) Examine the demand and supply for natural resources products.
4) Analyse the industries that deal in these natural resource products.

Often, the best approach is to gather relevant, readily accessible data and information through participation in local business associations, conversations with knowledge individuals such as government officials and industry analysts, reviews of business sections in newspapers and business journals, reviews of corporate annual reports, internet research, and the like. If more detail is required, consider an industry study. See Managing Professionals.

B) Knowing the community's strengths and weaknesses

A clear understanding of the community's strengths and weaknesses regarding its land and resources is essential. Answering the following questions may help develop this understanding:

1) Does the community have a land use plan that systematically identifies best uses for community land? If not, does it plan to develop one, and when?
2) Are there factors which make particular parcels of land particularly valuable for particular uses (e.g. retail or industrial location, transportation or utility corridor, recreation potential, soil quality for agricultural land, forest cover, watershed management, mineral deposits)?

3) Are there factors limiting the uses to which these particular parcels of land can be used e.g. existing uses such as housing or community infrastructure, environmental contamination, potential underlying mineral deposits, in a flood plain, unstable soils, poor drainage, proximity to residential areas, proximity to historic, cultural or spiritual sites, proximity to water ways and potential disruption of fish habitat, species at risk (Species Act Risk Act)?
4) Are investments required to make the land useable (e.g. access roads, drainage, water and sewer systems, environmental decontamination)? To what extent is the community in a position to secure these investments (e.g. own resources, utilization of local taxes to secure a municipal bond, utilization of under-utilized community heavy equipment, government programs, investment partners)?
5) What is the regulatory or legal regime related to the use of land, including leasing, permitting or sale?
6) Is there a forest management plan, or plans to undertake one?
7) Is the quantity and quality of the timber resource known? What is the annual allowable sustainable cut?
8) Can investments in planting and silviculture significantly enhance the value of the timber resource? Is the community in a position to make these investments through its own resources or government programs (e.g. the utilization of income assistance to pay salaries for forest management workers, carbon storage incentive programs)?
9) What is the potential for non-timber forest products such as traditional medicines? What about the potential for agro-forestry (e.g. mushrooms, berries, wild rice)?
10) Are there uses of forest land that may not be compatible with timber harvesting (e.g. tourist campsite)? Are there ways of manage these incompatibilities?
11) What is potential of the land for sand and gravel development, other mineral development, and oil and gas? For communities with reserves, has the community reviewed mineral inventories carried out by INAC (See Mineral Potential of Indian Reserve Lands - Canada) or oil and gas information from Indian Oil and Gas Canada.
12) To what extent has the potential been explored through exploration activities to confirm the existence of minerals, oil or gas, or determine the quantity?
13) Is the community in a position to advance mineral exploration activities through investments, partnership arrangements or government programs?
14) What is the regulatory regime for the disposition of these minerals? Who "owns" the minerals? Who "controls" their disposition? What are the terms of disposition (e.g. royalty sharing)?
15) Are there opportunities to use the development of community land and resources as a lever to access other opportunities. For example, can community forest management activities be used to training community members and development community businesses to work in forest management activities outside the community? See the First Nation Forestry Program Annual Report for examples of forestry projects.

Aboriginal organizations that may be able to assist in answering these questions include:

1) National Aboriginal Lands Managers Association (NALMA).
2) National Aboriginal Forestry Association (NAFA).
3) Canadian Aboriginal Minerals Association (CAMA).
4) Indian Taxation Advisory Board (ITAB).

5) [First Nation Tax Commission (FNTC).](#)

C) Envisaging potential activities that can be undertaken

The list of functions that an EDO might assume is wide-ranging and complex and includes the assessment of the economic potential of community-controlled land and resources, including:

1) The assessment of the economic and other potential of community-controlled land and resources, including resource inventories, land and resource valuations, and opportunity identification.
2) The development of land and resource usage plans to capture community economic benefits, including community consensus building in relation to the plans.
3) The implementation of land and resource usage plans to capture community economic benefits, including development and upgrading of economic infrastructure (including non-commercial tourism assets such as interpretative centres and museums), silviculture, site and service development, and zoning by-laws).
4) Promoting the disposition of community land and resources to potential acquirers.
5) The establishment, including initial implementation, of regulatory, taxation and other regimes necessary to capture community economic benefits.
6) The utilization of municipal financing mechanisms necessary to capture community economic benefits.

Tools are available to assist in a number of areas:

Forestry:
- [Building a Future: An Overview of Resource Development: The Management of Forests on Reserve](#) - a how-to guide for the management of a reserve forest.
- [Determining Scale of Forest Management Planning for First Nations Forests](#) - a how-to guide from the First Nation Forestry Program and NRCan on determining the scope of a forest management plan. The scope of forest management plans needs to be tailored to the circumstances. Forest management planning carried out on provincial-territorial crown land may not be appropriate for First Nation forests. This guide helps determine the appropriate scope of a plan.

Minerals, Oil and Gas:
- [Mineral Potential of Indian Reserve Lands - Canada](#) - a summary of the national results of a mineral inventory of reserve lands carried out by INAC in the early 1990s. Regional summaries are also available on the website, and community specific summaries can be obtained from INAC. Similar information may also be available from Indian Oil and Gas Canada.
- [Building a Future: An Overview of Resource Development: Sand and Gravel](#) - a how-guide on the development of on-reserve sand and gravel.
- [Building a Future: An Overview of Resource Development: Metallic Minerals](#) - a how-to guide on the development of metallic mineral deposits on reserves.

Economic Infrastructure
- [Construction Contracting Guidelines for First Nations and Aboriginal Communities](#) - a how-to guide for construction contracting
- [Capacity Building Handbook for Public Works](#) - a handbook developed by the Institute on Governance for Aboriginal communities in dealing with public works.
- [Building Capacity for Sound Public Works in First Nation Communities - A Planning Handbook](#)
- [Sharing the Story - Good Public Works Management in First Nation Communities](#) - cases studies from Public Works and Government Services Canada on the management of public works in a number of First Nation communities.
- [Building Bridges: Towards a First Nation Development Charge Program](#) - a research report on development cost charge programs in which development costs for infrastructure are apportioned between community governments and land user, particularly developers. The report addresses the case for a development cost charge program, issues, and next steps.
- [Municipal - Aboriginal Partnerships in Land Management: Establishing Municipal - Aboriginal Relationships](#) - a how-to guide developed by the Federation of Canadian Municipalities and covering issues such as defining Aboriginal and municipal interests, initial contact, maintaining relationships, developing partnerships, challenges in working together, dispute resolution, and elements of community accords and protocol agreements.

Taxation and Municipal Financing:
- [Frequently Asked Questions about Real Property Taxation](#) - responses to frequently asked questions related to real property taxation, from the Indian Taxation Advisory Board.
- [Frequently Asked Questions about Taxation](#) - responses to frequently asked questions related to taxation, from the First Nation Taxation Commission.
- [The First Nation Financing Authority](#) - an organization set to raise capital by issuing bonds on behalf of its member First Nation governments. The proceeds of the bond issues can be used by First Nations to build community infrastructure such as sewer, roads and water. The investment grade bonds will be backed by the property taxation revenues of the First Nation governments and the collective credit of the borrowing pool. It will be optional whether or not First Nation governments choose to apply to finance their community infrastructure through the Authority.
- [Indian Real Property Taxation](#) – A paper from the Continuing Legal Education Society of British Columbia targeted to lawyers on Indian real property taxation.

Leases and other Interests in reserves

- [Acquiring Interests in Reserve Land](#) and [Understanding the Development Process: Structuring the Lease for Marketing and Financial Concerns](#) - two papers from the Continuing Legal Education Society of British Columbia.

D) Understanding the community's objectives

Developing community land and resources can lead to increased employment, increased business development, increased community government revenues, increased community member incomes. At the same time, these developments may lead to conflicts among community objectives. For example:

1) The allocation of sufficient community land to a community member to support a viable farm may be perceived as giving this member an unfair advantage of others, while not using the land for farming or making it available to external farmers yields significantly less community benefits.
2) The establishment of viable timber operations on community land may necessitate strict limits on community members' own needs to cut firewood.
3) Sustainable timber harvesting operations necessitates that community members forego timber harvesting now for the sake of the future.
4) Particular land uses may affect some community members adversely (e.g. the location of a factory near housing).
5) The utilization of community land for developments that are likely to lead to job opportunities for those community members with appropriate skills and experience may widen income differences between community members benefiting from the project and other members.
6) Mineral developments and timber harvesting can damage the environment or adversely affect the health of community members, and disrupt traditional occupations such as trapping and fishing.
7) In First Nation communities, the courts have ruled that off reserve members have interests in collective assets like reserve lands and resources and therefore their concerns must be solicited and taken into account. The interests of those living off-reserve may differ from those living on.

E) Analysing the options, making decisions, and articulating the plan

Land use issues are usually contentious in communities so that special care is needed to consult community members and to deal with differences in opinion about how to proceed.

For this reason, effective planning processes are a must. See Planning Processes. Having a committed champion with standing in the community appears to be a must for moving forward on any significant initiative in this area.

The planning process may include a succession of proposals, rejections and revisions before an acceptable plan is established.

In finalizing the plan, experts have offered these additional suggestions:

1) Be comprehensive in seeking all sources of financing including Aboriginal financial and mainstream institutions.

2) In implementing the plan, break it into manageable chunks and ensure that responsibilities of the key players are well defined.
3) Ensure that good communication exists between the lands and economic development officials in the community government.
4) Recognize that land leases and other land arrangements often take much longer to effect than other transactions.
5) Ensure that monitoring regimes are in place to enhance compliance to terms and conditions with land and resource leases, licence and permits.
6) Ensure that good administrative systems are in place to manage land use transactions and resulting documents.
7) Include a communications strategy to advance the plan, and keep community members informed of initiatives and successes. Communication can be an important aspect of plan implementation. See Community Websites.

Part VI: Promoting Investment

When an existing business chooses to locate its operations within a country, a region, or a community, it typically brings financing, business know-how, markets, and other assets to the country, region, or community. For this reason, promoting investment is a key economic development activity at the national level, within provincial and territorial governments, and at the community level. Most major cities, for example, have economic development departments with a mandate to promote business location within the community.

Examples of First Nation communities that have been successful in these types of activity include:
1) Kamloops Indian Band.
2) Muskeg Lake
3) Sarnia First Nation
4) Moose Deer Point First Nation (NIIGON Industries)

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community investment promotion programs.

A) Understanding potential economic opportunities originating outside the community - Knowing the community's strengths and weaknesses

Understanding opportunities related to investment promotion needs an integrated look at external opportunities and internal community resources. Answering these questions may assist in developing an understanding of opportunities:

1) What are the location attributes that would make community land of interest to potential investors? Good access to markets? Good access to sources of supply? Good transportation links between markets and supplies? Local demand for goods and services?
2) Is the community willing in principle to make community land available to potential investors? Have community members discussed this issue and agreed to pursue this approach? Is this agreement reflected in community documents such as a development plan or community government policy?
3) Is the community in a position to lease the land? For reserve communities, has the land been designated for leasing? If not, when will it be designated and available for leasing?
4) Is the community in a position to discuss the general terms and conditions of a lease or other land access agreement?
5) Is the land accessible? Does it have sewer, water, electricity and natural gas? If not, what additional services are needed? Is the community planning to provide the additional services? If so, when? How will infrastructure costs be financed? See Building Bridges: Towards a First Nation Development Charge Program - a research report on development

cost charge programs in which development costs for infrastructure are apportioned between community governments and land user, particularly developers. See The First Nation Financing Authority.

6) Is there a community land use plan? What aspects of the land use plan make a particular parcel attractive to potential investors? What aspects of the land use plan make it unattractive to potential investors?

7) Are community bylaws in place that would please potential investors? Are there community bylaws that might discourage potential investors?

8) Does the land potentially available for investment include buildings or other structures?

9) Can the community provide the skilled and experienced workers that a potential investor might need? If not, what is the plan to develop the skilled and experienced workers?

10) Can the community respond to investor inquiries about business financing in the community? For reserve communities, see Understanding the Regulatory Environment for On-Reserve Lending from the Canadian Bankers Association.

11) Does the community have a local tax regime in place? If not, does it plan to create one? For more information related to reserve land, see Frequently Asked Questions about Real Property Taxation, which provides responses to frequently asked questions related to real property taxation from the Indian Taxation Advisory Board and Frequently Asked Questions about Taxation from the First Nation Taxation Commission.

12) For reserve communities, is the community prepared to utilize tax advantages such as having community members work at less than market rates on the realization that after tax income is higher industry norms? Is it prepared to use sales tax and goods and services tax exemptions of community members to purchase of equipment which community members would lease the investor?

13) How does the community plan to address environmental concerns? For reserve communities, does the community have a plan for dealing with the regulatory gap between reserve land and neighbouring provincial land?

14) What about lifestyle incentives that would make it attractive for corporate managers to relocate in the community? Access to wilderness and recreational areas? Clean air and water? Good health facilities? Are there lifestyle disincentives? How can they be mitigated?

15) What investor inquiries has the community received to date? What was asked?

16) Is the community familiar with general concerns of investors (See for example Expanding Commercial Activity on Reserve Land), and taken steps to respond to these concerns?

B) Envisaging potential activities that can be undertaken

Potential activities to promote investment include:

1) Prepare in advance to deal with potential investors through activities such as:
   - Ensuring community support for investment.
   - Designation of reserve land for leasing.
   - Getting local tax regimes in place if necessary
   - Establishing a land use plan if necessary
   - Establishing local bylaws if necessary.
2) Identify potential clients through:

- Research and direct contact with specific companies.
- Participation in trade shows.
- Development of advertisements and responding to them.
- Development of a website and responses to inquiries.
- Distribution of promotional materials such a brochures and videos, and responses to inquiries.

3) Research the identified "clients" to ascertain their interests, needs, and circumstances.
4) Prepare customized information packages and other responses tailored to the needs of priority clients.
5) Contact potential clients by either travelling to their offices or inviting clients to the community.
6) Follow good negotiating practices with investors to secure decisions to locate in the community and to develop the terms and conditions of leases or other arrangements. (See Good Negotiating Practices).

A key in implementing activities that will lead to investment is a fully qualified EDO. The Economic Developers Association of Canada (EDAC) is Canada's national organization of Economic Developers. The Association's mission is to enhance the professional competence of EDOs and ensure placement of qualified people in the field of Economic Development; to advance Economic Development as a distinct, recognized, and self-governing profession; and to contribute to Canada's economic well-being.

For investment on-reserve, most investors will be interested in Understanding the Regulatory Environment for On-Reserve Lending - a document from the Canadian Bankers Association providing responses to frequently asked questions about on-reserve lending. They may also be interested in Acquiring Interests in Reserve Land and Understanding the Development Process: Structuring the Lease for Marketing and Financial Concerns, two papers from the Continuing Legal Education Society of British Columbia.

C) Understanding the community's objectives

The potential benefits when an external business decides to locate in the community include employment, training, work experience and increased incomes for community member; community government revenue; opportunities for community businesses as suppliers; and infrastructure development.

At the same time, there may be negative consequences. For example, the new business may have a negative impact on social cohesion within the community by creating income disparities among community members, or increasing the influx of outsiders into the community. The new business may be negotiating with several communities, and may seek arrangements that lower the community economic benefits. To illustrate, it may seek no or low local taxes, less than market price for the acquisition of land, minimal environmental controls, or the provision of essential infrastructure by the community. Agreeing to these terms not only erodes the potential benefit from the business, but also may lead to a relationship where the community perceives it has been treated unfairly. In addition, a business comes to the community offering the best deal

today may also leave the community when a better deal comes along, with the result that the development is not sustainable.

D) Analysing the options, making decisions and articulating the plan

Communities need to decide whether they want to focus initiatives on investment promotion. This requires a perspective on the extent to which the community can expect to be successful, a good understanding of the external environment and the community's strengths and weaknesses as a place to invest, and a community decision whether it wants to be involved in investment promotion. While the benefits of investment promotion can be significant, so can the costs. For this reason, it is important to have effective planning processes based on community involvement. See Planning Processes.

If the community decides it wants to be involved in investment promotion, the community then may also want to make decisions on the nature of its involvement. What types of business does the community want in its community? What types of business owners does the community want to have as long-term economic development partners? What is the community prepared to either offer or give up to get businesses to relocate?

Workshop experts had some final words of advice for EDO relating to attracting investors to the community.

1) Be aware of the potential impacts of this type of economic development activity on culture, the environment and the social fabric of the community.
2) Realize that these types of initiatives will mean some control by "outsiders" of a community resource.
3) Plan for possible unintended consequences - for example, the value of the investment could decrease should the "outside" company goes bankrupt.
4) Realize that "things lead to other things" - the community and the EDO will learn from initial activities and will have the experience to attract others. The planning processes and community engagement processes are as important for subsequent investments activities as they are for the first one.
5) Be prepared for cyclical ups and downs in some industries (e.g. forest industry) with positive and negative consequences.
6) Use the internet as an important part of an investment promotion strategy. See Community Websites.

Part VII: Promoting Tourism

People travel primarily for five reasons:

1) Visits to friends and relatives. When people travel to visit friends or relatives, or when people travel on business purposes, their decision to travel is not usually affected by promotional activities. While it is important for community accommodation businesses to make potential visitors aware of their establishments, local governments in Canada typically are not actively involved in promotion.
2) Business purposes. Sales people travel to visit customers. Government officials travel to conduct government business. Health service providers travel to deliver health services. Educators travel to oversee school management. Travel decisions are not usually affected by promotional activities, although it is important for local community accommodation business to familiarize travellers with their operations. Local governments in Canada are usually not active in this area.
3) Conferences and meetings. Businesses, governments and other organizations frequently convene significant gatherings of people for a meeting or conference. Where meeting and conference centres exist in a community, it is important for the operators of the establishments to promote their facilities to prospective conference organizers. Local governments may support these operators, because decisions by meeting and conference organizers can bring a significant number of visitors to the community. These visitors will support a range of business establishments, including hotels, caterers, restaurants, and attractions.
4) Events. Where conferences and meetings are often convened by "others", communities frequently decide to create an event intended to attract people to the community. These people can be expected to spend money on accommodation, meals, entertainment, and the event. Organizing the event, and promoting participation in it, are frequent functions of local governments in Canada.
5) Leisure and recreation. People travel for leisure and recreation. Their decisions can be significantly influenced by promotional activities. For this reason, local governments in Canada are actively involved. Their involvement can occur at several different levels.
   * When travellers are passing near a community, the focus of local governments will be to get the travellers to stop and visit.
   * Often, travellers are going to a destination region, and once in a region, will visit a number of communities, attractions, etc. as part of their visit. In this situation, the initial interest of local governments is to get the travellers to come to the regional destination, and once there, to visit the community and its attractions.
   * In some cases, travellers are going to a destination community. In this situation, the interest of the local government is in getting travellers to come to the destination community, and once there, to maximize the travellers' expenditures and tourism experience so they will return or recommend the community to others.
   * In still other cases, travellers are going to a destination facility such as a fishing or wilderness camp. The benefits of the travel accrue primarily to the facility, and the interest of the local government may depend on its interest in the facility. For example, is it an owner? Does it get revenue from it?

Local governments and development organizations in First Nation and Inuit communities should take the foregoing into consideration when carrying out their tourism promotion activities.

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community tourism promotion programs.

A) Understanding potential economic opportunities originating outside the community

The foregoing framework provides a framework for understanding potential tourism opportunities originating outside First Nation and Inuit communities.

While many communities can anticipate a significant number of visits of friends and relatives, the visitors are likely to stay with community members and may not spend significant amounts in the community.

First Nation and Inuit communities can anticipate some level of business travel into the community. Future needs are likely to be in line with past needs. If these needs are not met, there may be opportunities to develop accommodation and other facilities.

There may be opportunities for some First Nation and Inuit communities to host conferences and meetings. Aboriginal conferences and meetings occur on a regular basis.

Leisure and recreational tourism can offer opportunities for some First Nation and Inuit communities. In this regard, it is important to note the significant interest in Aboriginal tourism in some overseas markets.

B) Knowing the community's strengths and weaknesses

The following questions may assist communities in assessing their strengths and weaknesses.

1) To what extent has the community agreed to welcome visitors?
2) Does the community have the facilities to address the needs of friends and relatives who visit the community? Does it have the facilities to address the needs of travellers on business? Does it have the facilities to address the needs of conferences and meetings in the community? Is there at least one entrepreneur in the community who is willing to explore the feasibility of developing the facilities?
3) Does the community have an understanding of internal attributes that may be of interest to potential tourists? Does the community have cultural or historic sites that it is willing to share with tourists? Has the community explored ways of presenting and explaining these sites? Does it have traditional industries and occupations that could be presented to tourists, and is it willing to present these industries and occupations? Does it produce goods such as crafts that might be of interest to tourists? Is the community prepared to

explain and share its cultural, spiritual and ecological values with travellers? Has it explored ways of doing so? Is the community prepared to explain and share its views on the history of the community, treaties and current events with tourists? Does it have performing artists who are prepared to carry out tourist performances?

4) To what extent does the community have accommodation, meal, health, communications and other services to address the basic needs of leisure travellers?

5) Does the community currently hold either regular or occasional events to attract visitors to the community? If not, are there ideas for events that could be held? Are there community members willing to consider the feasibility of, and to ultimately organize, an event? Are they prepared to do so every year, or on some other regular basis?

6) Are leisure and recreational travellers currently passing near the community? If some are stopping in the community, what might the community offer to get them to stay longer and spend more? If travellers are not currently stopping in the community, what might the community offer to these travellers? How could the community promote its tourism products and services to travellers passing nearby?

7) To what extent are leisure and recreational travellers visiting the region? Once in the region, are they visiting the community? What might the community offer to these travellers, in the context of their visit to the region?

8) As a community tourism destination, how long would travellers stay in the community and what might the community offer to ensure the travellers have a rich experience during their stay?

9) Does the community have a destination facility? If not, does it have assets (e.g. either community ownership in or access to a spectacular resort site, golf course property, fishing lodge sites, or adventure tourism sites; casino opportunities; investable funds; access to government programs, etc.) that could be used to create a facility?

10) To what extent are community members trained and experienced for occupations in tourism?

C) Envisaging potential activities that can be undertaken

Potential activities include:

1) Development of a tourism plan. See for example Building a Future: An Overview of Resource Development: Tourism - A how-to guide for the development of a community tourism plan. See also Sustainable Model for Arctic Regional Tourism - the website for a multinational projects combining the resources of partners from Finland, Sweden, Norway and Canada to assist the Arctic tourism sector to adopt and innovate economically, environmentally and culturally sustainable tourism practices, and Sustainable Tourism Resources, a website which contains international resources on sustainable tourism such as international declarations, tools, documents, and links to magazines and journals.

2) Encourage the development of tourism businesses through community entrepreneurs, a community development corporation or other means. See Business Development. Regarding gaming and casinos, consult the provincial regulatory bodies concerning possible opportunities and the legal framework in play, investigate the considerable

community impacts that gaming can have on a community, and consult with the Saskatchewan Indian Gaming Authority or the US National Indian Gaming Association.

3) Develop community economic (tourism) infrastructure, including the development of cultural and historical sites.

4) Promote tourism through the development and implementation of promotional strategies, including promotional materials (pamphlets, brochures, videos) and their dissemination, direct mailings to consumers (e.g. past visitors) through managed mailing lists, road signage, advertisements, websites, presentations, direct contacts with key members of the travel industry (e-mails, telephone conversations, visits to contacts, visits by key contacts to the community).

5) Work with others to promote tourism in the region through local chambers of commerce and tourism boards. As an example of Aboriginal communities working together, see Atiik Askii: Land Of The Caribou. Also check out the website of the Northern Ontario Tourism Association, as an example of a regional Aboriginal organization that supports its members through advice and assistance about which tourism opportunities, the management of tourist facilities and programs; tourism marketing assistance. Also work with provincial or territory governments to encourage travellers to visit the province or territory. See for example the Aboriginal Tourism Association of BC, Aboriginal Tourism British Columbia, American Indian Alaska Native Tourism Association, ICTP - International Council of Tourism Partners - TourismPartners.Org, Yukon First Nations Tourism Association, Sustainable Model for Arctic Regional Tourism.

6) Address training and human resource development requirements of the tourism plan. See Canadian Tourism Human Resource Council for a listing of resources for more than 50 national occupational standards as well as on-line and paper-based training tools.

For information on successful tourism practices, see Best Practices in Aboriginal Tourism, which summarizes best practices from a conference of Aboriginal Tourism Canada. Also, consult key documents from Aboriginal Tourism Canada, including Aboriginal Cultural Tourism: Checklist for Success, Business Planning Guide: Checklist for Success, and Aboriginal Arts and Crafts: A Sector Analysis.

D) Understanding the community's objectives

For a list of typical objectives, see Community Objectives. Benefits of tourism development include increased employment, training, work experience and incomes for community members, business development, and increased community government revenues. Tourism can showcase traditional occupations such as crafts and trapping, and in doing so, protect the incomes and lifestyles of those that pursue these occupations.

At the same time, tourism can disrupt social cohesion of the community by increasing income differences within the community and substantially increasing the number of outsiders in the community.

E) Analysing the options, making decisions, and articulating the plan

Community decision-making processes need to take into consideration external opportunities, community strengths and weaknesses, potential activities and community objectives. Given potential conflicts among objectives, effective planning processes are essential. See Planning Processes.

Experts have suggested that a tourism website can be an important element in promoting tourism. For more information, see Community Websites.

Part VIII: Research and Advocacy

Not infrequently, First Nation and Inuit communities have opportunities to assert advocacy positions. If adopted, these positions can lead to significant economic opportunities for the communities. First Nation and Inuit communities have achieved some successes with their advocacy strategies. These successes include:

1) The creation of gaming opportunities for Aboriginal organizations, and sharing in the proceeds from gaming, and
2) Securing benefits from the mountain pine beetle program for First Nations.

Sound planning based on recognized Planning Steps and effective Planning Processes are keys to success in community research and advocacy programs.

A) Understanding potential economic opportunities originating outside the community

First Nation and Inuit communities may experience a variety of circumstances where advocacy initiatives are essential to achieve community objectives. For example:

1) First Nation and Inuit communities often face legislative, regulatory, policy or administrative barriers to economic development. These barriers can originate with municipal, provincial or federal levels, or industry. When addressing barriers, answering the following questions can help develop an understanding of the economic opportunity. Do the community and the other party share the principal goal of improving overall community well-being? Was the creation of the barrier to community economic development the result of an informed decision, or an oversight? What is the history of this issue? Are there any legal precedents relevant to this issue? What have other jurisdictions done about this problem? Who else is running into this problem? Are they potential allies? Who else might be impacted by this change both positively and negatively? Can they be convinced to support the approach of the community? What is the political context surrounding this issue? What are the public statements officials have made that the community can use to support its position?
2) Federal and provincial governments are required to consult with Aboriginal Canadians when planning legislative or regulatory initiatives that may infringe upon Aboriginal or Treaty rights. In addition to rights-based obligations, they may have in place legislation, regulations and policies requiring that they consult with Aboriginal communities when certain decisions are made, because it is a good practice to do so. In considering research and advocacy initiatives in this context, it is essential to know what is being proposed, why it is being proposed, when it will be done, what is the process for consultation, and how will the consultation figure in the final decision?
3) Some communities have negotiated agreements with federal or provincial governments that give the communities the opportunity to review and comment on development proposals in neighbouring areas. These proposals usually come from industry. In these

situations, it is important to know what industry is proposing, when it will be done, what leverage does the community have in influencing the proposal or otherwise affecting the outcome.

4) Federal and provincial governments often provide stakeholders an opportunity to comment on proposals. This is particularly true in relation to land use decisions near stakeholders, and in relation to major development initiatives and environmental assessment processes. In these situation, communities need to consider what is being proposed, and how the proposal affects community interests.

B) Knowing the community's strengths and weaknesses

The following questions may help the community assess its strengths and weaknesses in undertaking an advocacy initiative:

1) Do community members recognize the problem to be addressed, and are they united in the addressing it?
2) Does the community have allies, friends, partners or other groups that may be able to assist in dealing with the problem?
3) What financial resources does the community have to take on an advocacy initiative?
4) Does the community have experiences with advocacy strategies? If so, what has been learned from these experiences? If not, what steps are the community attempting to develop its advocacy expertise?

C) Envisaging potential activities that can be undertaken

Communities often make significant contributions to policy development. With a well-developed economic development strategy, the EDOs and the community also have the added benefit of first hand knowledge, the ability to raise awareness, and the moral authority to justify the requests for change.

A common outline for a successful advocacy plan is:

1) Develop the position of the community.
2) Find allies
3) Decide who the community needs to persuade
4) Decide who the community needs to involve
5) Identify opportunities for change
6) Develop messages and a story-line
7) Choose the community's approach
8) Identify costs and milestones
9) Implement and evaluate
10) Celebrate Success

Although this list makes advocacy seem like a straightforward activity, in reality it seldom is. Players change, costs will need to be kept in mind throughout, the community may have to

evaluate the impact of its messages and may need to change them, or tailor them more effectively.

To develop the position of the community, there are several steps: recognize the problem; define the problem; get the facts; do the analysis; assess the options, and, create a statement of what the community wants.

In getting the facts and doing the analysis, it is important to get as much information as possible, and to make sure that it is accurate. Use as broad a net as possible and make sure that the community gets all the key facts and keeps them up-to-date. The reliability of this information is a crucial element in gaining the trust of decision-makers, the media and in getting the advocacy plan correct. Even the strongest argument can be undone by errors in data and facts. In addition, it is often useful to have historical and contextual information regarding the problem.

Federal and provincial governments have access to information laws that allow citizens to access government information. For access to federal government information, see Access to Information Request Form and Information.

In gathering the information on the issue it may become clear that the "perceived" problem is not the "real" problem at all. Will addressing this particular problem change the barrier to economic development to the community? Good problem definition is a critical element in getting the right results.

The facts are only one element of the research needed to develop the community's position. Another key element is in doing the broader analysis. This analysis can be contextual program or policy analysis (What's the history and context of the problem?), quantitative analysis (What quantitative information is available about the problem, and how should it be interpreted?), stakeholder analysis (Who are the stakeholders? Which ones would support change and which ones would not, and why?) or a political contextual analysis (What positions have governments, officials, corporate heads or industry leaders taken on the issue, and why?)

With the facts understood and the analysis complete, the community should be getting a sense of how big the problem is, how urgent it is, and what the consequences are of not dealing with it. From this it should be possible to develop a statement of what the community wants and be able to clearly explain how and why these changes are achievable.

Alongside the development of the community's preferred choice, it is often useful to develop options. Which of these options are critical? Which would be good to have, but not critical? Is there an agreed to fallback position?

Options are important for the community, but they are also important for government decision-makers. Government officials will be asked to provide options of ways to address the problem and so it is useful for the community to be able to provide officials with well-crafted options. Can elements of the proposal be implemented later? Can there be a pilot project? Is there an opportunity for cost sharing?

Workshop participants stressed that the need for research should be emphasised in Aboriginal communities. For example, it was noted that there is not enough research on forestry happening in communities. An advocacy strategy can help the community develop research habits that are applicable in a wide variety of areas.

With its positions and options clearly defined, it will now be possible for the community to find allies. These allies could include other communities or organizations, decision-makers, government advisors, any prominent or quotable allies, and possibly the media. Coalitions can make a significant contribution as they can help to share the workload and help engage a broader group of decision-makers, the public and advisors. Will it be possible to form a coalition around the problem? Around the community's position?

It is important to note that the media can be a double-edged sword. Media can help raise the profile of the issue, develop momentum, and gain understanding of the community's positions. But it is not possible to control the media and the community may lose control of the discussion of the issue. Furthermore, using the media may alienate public officials, or even could close down dialogue with advisors and government officials. EDOs and communities should be aware of the positive and negative impacts of trying to use the media.

It is important to decide who the community needs to persuade. Who are the decision-makers relating to the community's issue? Is it a local mayor? A community board? A provincial government department? A federal government department? From knowing who the decision-makers are, EDOs and the community must then determine who influences these decision-makers. Who is the lead staff in this area? Who do the decision-makers listen to? Are there other staff or other people to consider? (If your strategy is aimed at the federal government, see How Government Works: An Interactive Guide to the Federal Government and IOG Policy Brief No. 1: Cabinet Decision-Making in Canada: Lessons and Practices.

Who may disagree or derail the advocacy strategy? Who may be opposed? Are there processes that the decision-makers will need to engage in (for example financial committees)? Who else may be impacted by the proposals? If the community cannot persuade critics, it will at least need to understand their views and be ready to explain why the community's approach is the better one.

At this point, the community needs to decide who the community needs to involve. EDOs should be engaging and drawing upon community members throughout the development and

implementation of an advocacy strategy. The involvement of community members is a critical element in ensuring support and understanding of strategy. This is also an opportunity to engage in skill-building activities. Who is good at compiling information? Who writes well? Who can talk with decision-makers? Who can speak for the community? Who can think strategically around messaging and positioning? Is there someone who can act as a credible spokesperson?

It is important to agree on a sole spokesperson for engaging with the media and decision-makers to ensure a consistent message is communicated. This individual must understand the community and be trusted to speak for it.

In working with the community to develop its advocacy strategy, EDOs will need to identify opportunities for change.   All levels of government are confronted with a large number of issues. The community's advocacy strategy will need to clearly state why the change is needed and why it is needed now.

There may also be opportunities to link the initiative to events such as crises, regulatory hearings, decision points to grant licences, parliamentary hearings, or the publishing of audit reports. What is on the horizon and when do decisions need to be made? Can the community link its proposals to broader change initiatives that the government has launched?

To develop messages and a story-line, the community should agree on and write out common messages for its advocacy strategy. What is its goal? Why do it want this now? Why is this important?

Developing common messages can help to ensure that the advocacy strategy is understood by the community and among decision-makers. Writing these messages down can also help to understand when goals of the strategy are reached.

To choose the community's approach, EDOs and communities can employ a wide variety of tools to help implement an advocacy strategy. These can include policy documents, convening policy events (like conferences, roundtables and workshops), communications materials (like press releases and background documents) and personal contacts such as through meetings and correspondence.   In the course of a long advocacy campaign the community may use all these and other tools. One or two of these tools should be prioritized at the outset of the advocacy strategy and these decisions should be regularly reviewed to determine whether new or updated tools are needed.

The community should identify costs and milestones. While some elements of the advocacy strategy may be cost free, there will likely be elements where the community may need to assume some costs. It is good to consider costs throughout the development of an advocacy plan. What is the range of potential costs associated with elements of the strategy? Will there be a need for travel? Are there phone, internet or postage costs to consider? Will outside consultants need to be hired? Are there elements of the strategy that can be provided for free? Are there allies that may have tools and resources to contribute to this initiative? Consider additional funding sources (See for example the Voluntary Sector Initiative Code on Funding Practices).

It may also be beneficial to develop milestones for the advocacy campaign that help to identify successes on the way to the main goal. What are some interim and short-term milestones for the community's advocacy initiative?

Now that the community has gathered its information, developed its position, identified its goals and thoroughly planned its advocacy strategy it is time to move forward and begin to implement and evaluate the plan. In implementing the plan, it may be necessary to revisit elements of the plan from time to time. Being flexible about elements of the advocacy strategy is important. Ensure that any changes to the strategy are well understood. Will these changes to the strategy help to promote the community's economic development goals? Community involvement and proper planning is particularly important if there is discussion surrounding changing the expectations for the advocacy strategy.

Regular evaluation of the advocacy strategy also helps to identify strengths and weaknesses. Are the right resources dedicated to the strategy? Is the community satisfied with approach taken by the advocacy strategy? Have there been any unintended consequences?   Are there any unseen change opportunities?

EDOs can play a key role in the advocacy plan by helping to ensure that the development and implementation of the advocacy strategy is well documented. What worked? What did not? How did the community address particular challenges? This information can not only help the community with the next time it chooses to develop an advocacy strategy, but it can also help other EDOs and communities with the challenges that they are facing.

With hard work, dedication and some luck the community will eventually be able to celebrate success. Depending on the change required, it may be a long process. Provided that the community has properly planned, the benefits will be worth the time and effort.

For additional information on advocacy, see the homepage of the Advocacy Institute - a site which provides basic guidance and tools for advocacy campaigns, including building the team, crafting the campaign, empowering the coalition, speaking to inspire, and "fanning the flame".

For specific information on advocacy initiatives in response to provincial forest management plans in British Columbia specifically, see What Lies Beneath: Responding for Forest Development Plans - A Guidebook for First Nations, prepared by Ecotrust Canada for First Nations on responding to forest development plans of the government of British Columbia.

Understanding the community's objectives

For a list of typical objectives, see Community Objectives. In many cases, advocacy initiatives can be expected to remove barriers to economic development and lead to community benefits such as increased employment; education, work experience, technology transfer, training, business development, community government revenues, community member incomes; and the protection of traditional occupations and the incomes and lifestyles of those that pursue these occupations, and the environment.

On the other hand, addressing barriers to economic development through advocacy initiatives may undermine social cohesion of the community. For example, there may be strongly held views within the community about whether the "barrier" is a problem, or the extent to which it is a problem, or on tactics to address the problem. Advocacy initiatives are not always successful. They frequently require the expenditure of community funds that could have been spent on other activities.

D) Analysing the options, making decisions, and articulating the plan

Because of the potentially conflicting community objectives related to advocacy initiatives, it is important to follow good decision making and planning processes. See Planning Processes.

Communication can be an important aspect of plan implementation. See Community Websites.