

# **Tsay Keh Dene Band**



## **Community Economic Development Plan 2010-2030**

Tsay Keh Village, BC  
March 26, 2010

## **Note to Band Members**

This document, the Tsay Keh Community Economic Development Plan (CEDP), tries to be short and to the point. A person should be able to read it and get the main points in about 60 minutes.

If done successfully, the CEDP would create employment and income for the Band and most Band Members for the next 5 to 20 years. Doing it should not place too much extra work on most Band departmental managers, though a few extra staff will probably be needed:

- the Band's Employment and Training Manager will need an Assistant starting in the second year of the TKTP, in 2011 (see description of the TKTP inside);
- the Economic Development Manager will likely also need an Assistant starting in the first year of the TKTP, in 2010, especially to assist Band Members who want to start their own businesses;
- a TKTP Program Manager will need to be hired in the Spring, 2010;
- the Band's CFO may need an Assistant in 2010 due to the extra burden of payroll etc. for 20+ new Band employees, and one or more new Band enterprises.

## Preface

This community economic development plan was prepared with the input and direction of Band Members, and Elders who attended six community consultation meetings held for the purpose during the research of this project. A consultation survey for the project was distributed through community members' mailboxes rather than door-to-door, as had been previously planned.

The result, the "Tsay Keh Dene Community Economic Development Plan" (CEDP) reflects the broad consensus of those who attended those meetings, coupled with discussion and guidance provided concurrently by Chief and Council and some Band Departmental Managers, on the best approach to Band economic development. The approach includes the establishment and implementation of a "Tsay Keh Transition Program" as the core vehicle for the Band's human resource development, and, the creation of up to four new Band-owned businesses to be started up during implementation of the plan.

Two of the six meetings were held in Summer, 2009, with the support of the British Columbia New Relationship Trust (NRT). The NRT also provided support to the project for necessary background research and analysis. Following approval of additional funding in mid-December, 2009, by Indian Affairs Canada's Community Economic Opportunities Program (CEOP) four additional community consultation meetings were held in the period January-March, 2010, and the necessary project research and analysis was completed. The plan would not have been realized without the support of these two important funding bodies.

The result is a creative, easy-to-implement, long-term economic development plan which addresses the specific needs of Tsay Keh Dene Band and its Members. It may, however, have useful application in other First Nation settings in BC.

Meeting No.	Date	Location	Topic
1	12-May-09	Tsay Keh	Introduction of Project: Community Projects, Business Ideas, Self-Employment
2	29-Jun-09	Tsay Keh	Elaboration of business ideas; Winnowing and categorization into Band Businesses, Self-Employment and Career Employment
3	4-Jan-10	Tsay Keh	TKTP Transition Program model; Community projects
4	28-Jan-10	Tsay Keh	TKTP Transition Program model; community projects; Winnowing of Band Businesses
5	17-Feb-10	Tsay Keh, Prince George	Weather cancellation in Tsay Keh, Meeting with some Departmental Managers in Prince George
6	11-Mar-10	Tsay Keh	Presentation of Draft Final Plan before acceptance by C&C

# Executive Summary

This document presents a Community Economic Development Plan (CEDP) prepared by Tsay Keh Dene Band, intended to guide the Nation's economic development work for the next 5 to 20 years. It has the goal of creating near full employment and greater wealth for Band Members during the period.

Achieving that goal requires undertaking two complementary activities concurrently, which the CEDP puts forward:

- developing Tsay Keh human resources to become ready for career employment, through a unique, integrated program of work, training and healing that matches Band Members' individual development needs, that will assist Members to make the transition from underemployment to self-reliance (called the Tsay Keh Transition Program, TKTP); and,
- the creation of successful new businesses operating in the community in the next five years in targeted industries, through joint ventures, organic growth, or individuals' self-employment, to provide satisfactory job placements for Band Members who have become ready for them.

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# Community Economic Development Plan 2010-2030



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## 1.0 Background

### 1.1 Historical Context

The Williston reservoir was created in 1967 as the forebay for BC Hydro's W.A.C. Bennett hydro-electric project by the impoundment of the Finlay, Parsnip and Peace rivers in the Rocky Mountain trench of north-central BC. The hydro project forced the relocation of our people who have finally settled at our current location at the northern tip of the reservoir (see Figure One). The flooding inundated much of the fertile low lands in our traditional territory, and marginalized us from economic development around us.

The leadership of our First Nation has taken the decision recently to rebuild our local economy and to work with all available resources and partners to recover our economic self-reliance. We have now a number of large scale economic development opportunities proposed in and around our traditional territory, despite the slump in forestry, which may offer economic benefits to us. These include but are not limited to opportunities in the mining, oil and gas, pipelines, transmission, roads and transport, alternative energy production and lands management industries.

Moreover, we have recently signed a Settlement Agreement with BC Hydro and the Province of BC for compensation for adverse effects caused by the Bennett project. The settlement agreement provides us with investment





capital in our Trust fund and annual amounts to fund development, as well as, opportunities for new business development in conjunction with BC and BC Hydro reservoir-related activities. Chu Cho Enterprises Ltd., a wholly-owned Tsay Keh Dene Band business is already active and successful in turning those types of opportunities into employment and income for our members and the Band. Spin-off small businesses operated by local entrepreneurs or the Band in Tsay Keh village can be expected to result within the period of this plan.

In the past, our Band has taken an ad-hoc approach to economic development rather than a planned approach. Taking an ad-hoc approach has meant that in the past we have responded to opportunities that presented themselves, rather than preparing a community economic development plan that was implemented step-by-step to reach predefined objectives and goals. This document changes that, by shifting from the ad hoc approach to a planned approach. In this planned approach our Band Administrators and members will know what the Band's goals and objectives are, and how they are going to be achieved. Moreover, through the Tsay Keh Transition Program (TKTP; see below for description) the Tsay Keh Dene work force will become more confident, self-reliant and employable, while a profitable and financially stable cluster of integrated Tsay Keh businesses are created and grown to provide employment and incomes into the long-term.

## **1.2 Current Economic Context**

Generally stated, the business and economic development climate in North-Eastern BC (NE BC) seems likely to be stable to slightly positive for the next five years after slowly returning from a very low level following the global recession in late 2008. This view seems counter-intuitive given the severe slump of the US housing market and BC forest industry, and the recent collapse of global equity markets, extremely tight credit availability, excess debt held by consumers in the USA (which represent about 20% of global consumption) and reduced demand for goods and services broadly. But, barring the possibility of a second slump (a "W" shaped recovery), the worse is behind us, and the commodity-rich region of NE BC including Tsay Keh Dene Band's traditional territory seems likely to benefit from the global economic turnaround.

The continued rapid development of four BRIC countries (Brazil, Russia, India and China) which combined represent about 50% of the world's population, should stabilize or strengthen prices for commodities produced in the region into the long-term. There is some consensus that the global economy is about halfway through a 15 to 20 year secular bull market in commodities, that began in about the year 2000 with the decline in the US\$ and rapid economic growth in the BRIC countries.



Copper prices, for example, seem to have stabilized at about US\$3.00/lb, which represents only a modest pull-back from very high prices of about \$4.00/lb in the year 2007. Historically, copper has averaged about US\$1.00/lb to US\$1.50/lb. Prices for zinc, gold, lead and commodities produced in NE BC (GFMS Base Metal Index) are also buoyant, as the charts in Figures Two and Three indicate. Lumber prices have already rebounded too, as cutbacks in mill production imposed by the USA have limited supply. In late February, 2010 the price of softwood lumber for housing construction reached US\$317/tbf. In the depths of the recession about a year earlier, lumber was selling for US\$165/tbf.

Perhaps as importantly, however, recent decisions by the Supreme Court of Canada have confirmed BC First Nations' interests in natural resources located in their traditional territories, especially through unextinguished "Aboriginal Title". The BC government is increasingly willing to share resource revenues and decision-making for new natural resource projects, particularly new mining projects, which should also improve the income earning potential of Band businesses. A least one new mine could require Tsay Keh's participation in some form, that being a lead-zinc deposit at AKIE on our border with Kwadacha Nation.

Combined with a low interest rate environment accompanying the global recession, Tsay Keh Dene economic development prospects seem promising for the next five to twenty years. The focus should be to the degree possible, on meeting the growing demand for commodities through capital intensive regional projects and related infrastructure, which can capitalize on Tsay Keh Members' and managers' existing skills, management capacity and business experience.

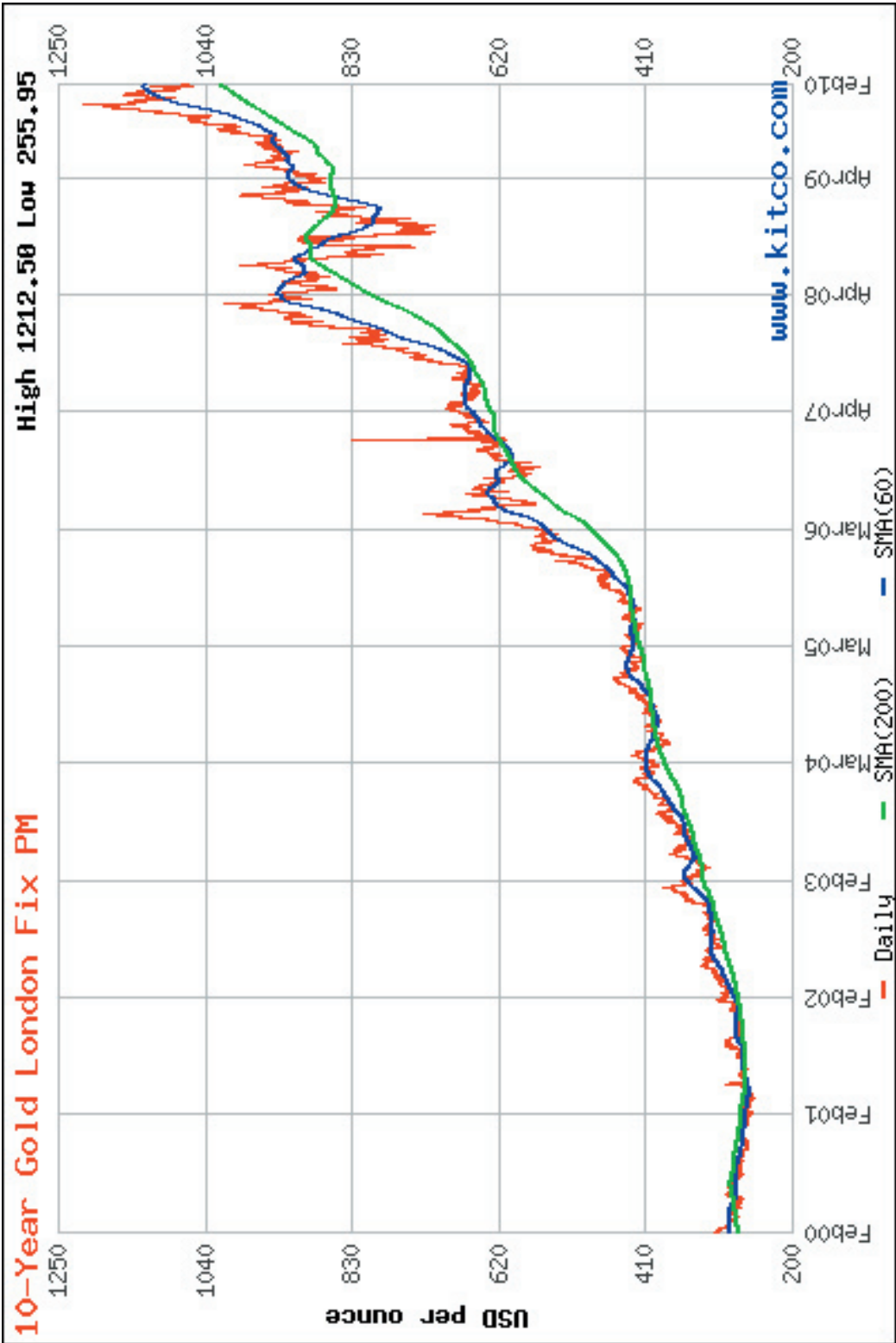
## **2.0 Economic Development Consensus**

### **2.1 Community Vision**

In 2003, a community visioning and consensus-building process was undertaken by the Band in 2003 with the technical support of Adin Research and Planning, Fort Nelson, BC. The consensus document, entitled "A Vision for the Future: The Tsay Keh Dene Community Development Action Plan" described Band Members' views in detail of what the future of the Band should look like, what Members' priorities are, and, when change toward realizing their collective vision should happen. The resulting report, though perhaps misnamed since it does not propose an implementation strategy, has nonetheless been a valuable resource in the preparation of this CEDP.

Figure Two:

\$US Gold Prices: 2000 to 2010, now near an all time high.



### Figure Three:

\$US Base Metals Prices: 2005-2010. Prices for many commodity metals have rebounded strongly since the 2008/09 recession.

**5 Year Zinc** USD / lb



**5 Year Copper** USD / lb



**5 Year GFMS Base Metal Index**



**5 Year Lead** USD / lb



The Tsay Keh CEDP builds on the consensus described in “A Vision for the Future” taking that document to the next step by describing a strategy for implementation, that will achieve Members’ collective vision and their highest priorities for employment, income, as well as new business and training opportunities.

## **2.2 Goals and Objectives**

Broadly described, the goals and objectives of the CEDP are:

- achieving employment and income levels comparable to other northern communities in BC, to the extent possible in career-related employment
- growing wealth in the community overall through successful and profitable Band businesses and self-employment of Band Member-entrepreneurs
- cooperating or partnering with third parties or other First Nations, when appropriate, to achieve Band development goals
- integrating work, training and healing into a single human resource transition program that will prepare Band members for success in career employment in a way that is unique and more effective than systems used by outside employment and training institutions
- increasing Band control of development in its territory, particularly in the mining and tourism sectors, consistent with the Band’s Aboriginal Title to its lands and resources

## **2.3 Strengths and Assets**

The Band’s greatest assets that can be used to promote economic development are:

- the tremendous natural resources in the traditional territory
- the skilled and semi-skilled workers in the community
- capable and committed Band Departmental Managers
- good working relations with BC and BC Hydro, and increasingly with Kwadacha Nation located contiguously

- to the North
- substantial opportunities in primary sector projects and related infrastructure that are proposed for the Band's territory or nearby
- investment capital in our Trust fund, or annually through our recent settlement agreement with BC and BC Hydro
- Aboriginal Title to natural resources in our traditional territory

## **2.4 Challenges**

There are believed to be four main challenges to be addressed before Members' economic development goals and objectives can be realized:

### **2.4.1 Transitioning to Careers**

Band Members need help to make the transition from underemployment and reliance on outside income support, to full employment and self-reliance. This challenge is easily described but harder to do, as evidenced by the mixed results to date by outside institutions in assisting First Nation people to secure and retain career-related employment. The CEDP must include an effective system for assisting Band Members to transition from underemployment and reliance on others, to full employment and self-reliance.

### **2.4.2 Band Management Capacity**

The Band operates offices in Prince George and Tsay Keh village, and is: negotiating a treaty with Canada and BC, implementing the recent Settlement Agreement with BC and BC Hydro, providing regular Band services to Members, and, responding to the growing number of land referrals from outside project proponents.

Current Band administrators are hard working and capable, but are stretched. There is little extra management capacity available in the Band staff or amongst Band Members to implement the CEDP. It is likely that a few additional Band staff members will need to be hired (identified in "Note to Band Members" section, above), and some outside technical and management support engaged in the business



development area, in order to implement the CEDP successfully.

### **2.4.3 Business Expertise**

The Band lacks substantial expertise in the start-up and operation of successful businesses. Chu Cho Enterprise Ltd. is a single, recent exception to this. The CEDP proposes the set-up and successful operation of four new Band-owned businesses, and assisted start-ups of smaller, village-based businesses run by Band Member-entrepreneurs. The Band will need to identify ways to secure the technical and management capacity, capital and capital assets necessary to set up and operate these businesses.

In the case of the four Band-owned businesses, broadly speaking, the Band has two ways of securing the necessary capacity:

- i) slowly developing its own human resources, project management capacity and experience, capital, and capital asset inventory over the next 5 years; or,
- ii) enter into a joint venture with a large third party interest which provides the capital assets and expertise needed.

With respect to the start-up of smaller, village-based businesses, the Band could take a hands-on, direct approach to working with the Member-entrepreneur for the first 6 to 12 months, and provide capital, necessary equipment and inventory. For example, to assist a Band Member-entrepreneur to start up and operate a coffee shop in the village, the Band might need to provide the facility, the coffee shop equipment, start-up inventory, and some professional support for 6 to 12 months (see Section below, Support for Other Private Member businesses in the community). The Member-entrepreneur would provide some equity and their time. Alternatively, the Band might take a more passive approach and only provide conventional support to the Member-entrepreneur (see same Section, below). In these cases, if business management expertise is not available in the community it will have to be arranged elsewhere, in order to ensure success of the start-up businesses.

### **2.4.4 No Reserve yet**

Finally, the Band is not yet located on Reserve lands. It has three properties identified to become Reserve lands, but Indian Affairs' Additions to Reserve (ATR) process has to date moved slowly.

Because of this, the Band is unable to manage its Members' Social Assistance (SA) and Employment Insurance (EI) accounts. This is both

inconvenient and a loss of direct employment for the Band. The Services Canada EI office in Prince George seems distant and confusing to many Band Members who would otherwise qualify for EI benefits, but do not bother to apply.

The Band is also unable to benefit from Indian Affairs' Work Opportunities Program (WOP) and similar program benefits that could be of substantial support to this economic development plan.

Finally, the Band is unable to make some key infrastructure improvements for future growth, such as land use codes, taxation, Band policing services, all of which would facilitate future economic development if they were possible at this time.

### **3.0 Community Economic Development Plan**

"It is difficult to command or persuade optimism. It has to ensue from doing something meaningful....there are three main avenues on which one arrives at meaning in life: 1) creating a work or doing a deed (italics added)....  
Victor Frankl, Clinical Psychologist.

#### **3.1 Overview of Plan**

The Tsay Keh Dene Community Economic Development Plan (CEDP) is based on the belief that there will be little economic development or creation of employment and wealth in the community, without assisting the transition of Tsay Keh Dene Members to:

- become well trained
- have relevant work experience and good work habits; and
- be healthy physically and psychologically.

To be successful in the regional workforce a Band Member needs all three of these. One or two alone are insufficient.

Once ready to make the transition to employment, a Band Member must then have an employment or self-employment placement available in which to begin their employment. Concurrently with the transition assistance noted above, therefore, the Band must: i) create and operate, or, ii)

facilitate the creation and operation, of new employment placements.

These could be with Band-owned businesses, private business owned by Band Members, or, outside employers. In the first situation the Band could set-up and operate four new Band businesses that are successful and profitable in the regional economy, and which hire qualified Band Members who are working on making the transition from underemployment to self-reliance. In the second situation, the Band could provide assistance to Band Member-entrepreneurs, who need support to get started and operate a successful village-based businesses that would hire other Band Members. In the third situation, the Band's employment services managers (Employment and Training, Economic Development, Education, Social Assistance and Employment Insurance administrators) could assist Band Members to secure employment placements with outside companies or organizations.

The first two activities — transition support for Band Members to self-reliance, and, creation and operation of new businesses to provide employment — form the core of the CEDP. The two need to be developed concurrently in the first to third years of the CEDP, and then be brought together once they are up and running (see Figures Four and Five).

### **3.2 Tsay Keh Dene Transition Program**

The transition of Band Members from underemployment to self-reliance could be done through a single, coordinated Tsay Keh Transition Program (TKTP).

There are about 270 adults in the Tsay Keh Dene Band population, of a total population of 417 Band Members (January, 2010). Unemployment of adult Band Members outside of the Band Administration, or the Band-owned Chu Cho Enterprises Ltd., is estimated to be 90% to 95% following the collapse of the forestry section in late 2008 and early 2009. The Band's logging company, Ingenika Logging Ltd. is not operating profitably.

That high level of underemployment speaks to the first two priorities identified in the 2003 document "A Vision for the Future" which are:

- i) to create more jobs in the community
- ii) to promote job training and education.

### **3.2.1 Linear Training-Work Placement Model**

Typically, outside training and employment, or skills and human resources development agencies take a linear approach of skills upgrading and job placement for underemployed persons. The model is roughly represented in Figure Four, as A. Linear Training-Work Placement Model.

In this model of human resource development, underemployed persons are tested for interest and aptitude and that information is entered into a database along with other background information. The person then identifies a job opportunity from a job bank or other source. A training and career plan is then prepared. The underemployed person is provided training to do the job. During the course of the training the person may be paid a stipend or EI benefits. Once the training is complete, the person is hired into the job, succeeds, and is becomes increasingly self-reliant.

The linear model does not work as well for First Nations people. If it did, there would be many more examples of First Nations people securing and succeeding in job placements. One particularly stark example of the lack of success comes from northern Manitoba, where an estimated \$50 million was spent by Canada and Manitoba on aboriginal training and employment services in relation to the construction of Manitoba Hydro's Limestone hydro-electric project in the late 1980s. For that investment only seven aboriginal journeymen resulted.

Usually, the model breaks down for First Nations people somewhere in stages 3. Training, or 4. Work. In some work placement situations, the trainees have sufficient training but no job experience and cannot secure work. In others, taking training is a hardship since trainees are not paid for their time and cannot therefore provide for their families – so they drop out of the training program. Other times, young people being trained have to leave home and adopt unhealthy lifestyles or became lonely and drop out. Finally, First Nations people are sometimes suffering from the effects of events in the last 40-50 years, and require healing before they can succeed in enduring employment placements.

The CEDP has developed and operated a training-work-healing transition program that addresses these substantial deficiencies in the linear model.

### **3.2.2 TKTP Overview**

The model we are planning to use has the working name “Tsay Keh Transition Program (TKTP)”.

It is expected to be more effective in assisting the transition of our

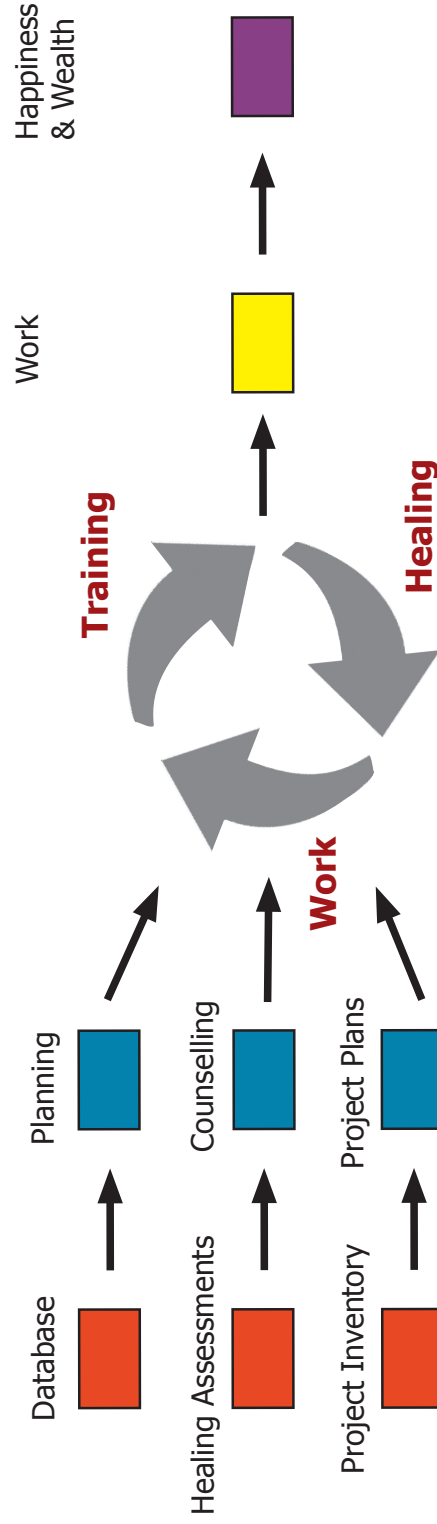
Figure Four:

Linear Training-Work Placement Model, vs. Tsay Keh Transition Program (TKTP)

## A. Linear Training-Work Placement Model



## B. Tsay Keh Transition Program (TKTP)

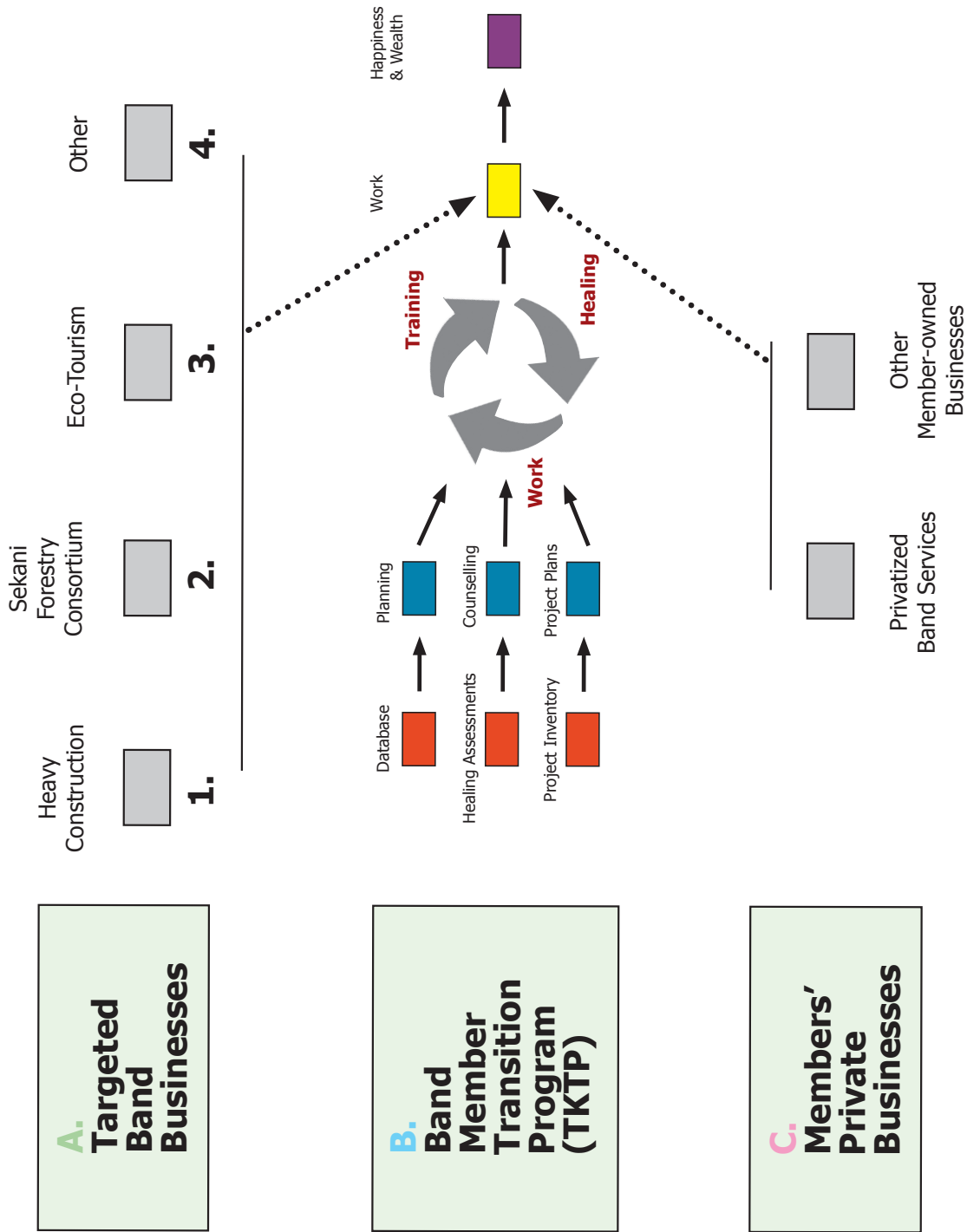


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**Figure Five:**

New Band businesses and new Member-entrepreneur private businesses provide employment placements for Band members participating in the TKTP. The new Band business shown here are just examples; the final selection of four new targeted Band businesses could be made only after completing appropriate feasibility and business case analyses.



underemployed to self-reliance. It divides the flow of the linear placement-model into three streams, in order to deal with each one more effectively (see B. Tsay Keh Transition Program TKTP). The three are then managed in a holistic, integrated way, through a single program of complementary activities.

A Band Member will only succeed in a career placement if they have all three of the following (in no particular order):

- i) are well trained
- ii) have relevant work experience and good work habits; and,
- iii) are healthy physically and psychologically.

### **3.2.2.1 Three Streams**

TKTP participants would be, to start, underemployed adults who are Tsay Keh Dene Band members residing in the village. In future, if the TKTP were expanded, Band Members residing elsewhere could participate in the program, perhaps in their own communities.

#### **Stream One: Training**

Each TKTP participant would start in the TKTP by undergoing a series of employment-related tests such as aptitude and interest tests, prior learning assessments, TOWES testing and self-employment interest testing. The results of these tests would be kept in a secure database for use by TKTP participants in cooperation with professional employment counsellors to develop their individualized training and career plans. Participants' employment and training history, education, EI and SA history, certifications, and training and career plans would also be kept in the secure database overseen by the Band's Employment and Training Manager.

#### **Stream Two: Healing**

Concurrently, each TKTP participant would undergo a confidential counselling needs assessment with a professional therapist and healing counsellor. The counsellor and TKTP participant, perhaps in consultation with a respected Elder, would then prepare a personal healing plan to be used to guide the participant's healing while working with the TKTP. A participant's healing plan would be private at all times, and kept secure in a

database overseen by the participant's healing counsellor or Elder.

### Stream Three: Work

Finally, Band Members (the broader Band membership, not just TKTP managers or participants) would identify and prioritize a list of community projects that need to be done in the village or Tsay Keh's territory. These would also be entered into a database held by the TKTP Program Manager (see Figure Six). These projects would be used to provide TKTP participants with the work experience they require and to develop good work habits, so they can succeed in future career-related work placements.

### **3.2.3 TKTP Daily Rhythm**

On a typical work day, a TKTP worker would go to work at a set start time (perhaps 9:00am) and begin work with their assigned crew under the immediate supervision of their foreman and the direction of the TKTP Program Manager. The worker's crew would work on one or more of the community projects identified by Band Members and kept in the community projects database. The work done would relate as near as possible to the career work they have chosen in their career plan. For example, a worker planning to become a carpenter, could be assigned to a crew building, or repairing, a building in the community. Another planning to become a pilot might work on improving the infrastructure at the village airstrip.

At a set time in the morning, the worker would leave his crew to take training identified in their individualized training and career plans. Ideally, the training would be provided in the community. One example would be for one or more TKTP workers to take driving lessons in the community to earn their driver's licence, since a driving licence is often a prerequisite for work placements. Once the training session was complete, the worker would return to their work crew and continue work until lunch.

At a set time in the afternoon the worker would leave his crew to participate in a counselling session or a traditional healing session, according to his healing plan. The work crew foreman would not need to know any details of a worker's healing sessions, just that the absence from work was identified in the worker's healing plan and was excused. The worker could provide the foreman with a note from his counsellor. Once the counselling or healing session is over, the worker would return to his work crew to complete the work day.

This daily rhythm would continue for an entire pay period, the TKTP participant taking training some days according to his training plan, or healing according to his healing plan. Otherwise he would be working on community projects related to his career plan. The worker would be paid for the entire pay period, as long as he was working, healing or training with

## Figure Six:

Community Projects to be prioritized by the Community and worked on by TKTP work crews.

1. Clean-up creeks where fish spawn
2. Community clean-up and beautification, clean-up the junk, ground maintenance/Landscaping
3. Making more picnic tables, benches and picnic areas, with outhouses, trails near the camp areas ie. trail from village to Hydro Lake and make it wheel chair accessible, waterslide, trails
4. Trail from village to Canyon and AKIE
5. Rebuild the fence around school and animal control
6. Cabins built for Elders on their trapezoids
7. Greenhouses: growing seedlings, others for vegetables
8. Get the sawmill going (consider buying a bigger one)
9. General support for members' needs
10. Decks and fences for Elders around property
11. Landscaping: plant willows to keep dust down, playground improvements
12. Year-round animal hide preparation shack; woodworking shack;
13. Community recreation, arts and crafts building; for beading, gatherings, youth, fundraising, woodworking for snowshoes
14. Build outbuildings: garages, wood storage etc.
15. Build up the lakefront (Williston and Blue Lake), docks, outhouses,
16. Build Arena complex, games, workout spot, halfpipe etc. for youth
17. Ski lodge
18. New infrastructure and facilities at airport, put in lights
19. Fix maintenance shop
20. Expand the store
21. Build a Health Care building
22. Build elders' facility; for teaching the kids too;
23. Build new accommodations
24. Run childrens' programs
25. Rediscovery camp; traditional pursuits esp for youth and Elders; for non-native learning about native ways
26. Healing Center
27. Metal shop for welding,
28. Building balconies, porches, woodsheds, fences for community members/people
29. Cleaning up the sign entrance to the community
30. Re-plant trees, willows
31. Log building committee – Walter Pierre, Daniel Pierre, Jerry Poole excelled at this.
32. Create a book/biography for Williston reservoir
33. Build Recreation Center
34. Build Daycare, Infant Development in separate building

the specific goal of succeeding in a future employment placement.

### **3.2.4 Overcoming Impediments**

As noted above, there is little value in training a person for a career when they are not otherwise positioned to succeed. Band Members can sometimes be blocked from succeeding in career positions by personal matters. Other times, they have good skills acquired through training and are healthy, but lack work experience so cannot secure career employment because of that. Also, many have substantial practical experience, for example in our village, operating heavy machinery in the forest sector, but lack formal accreditation needed for career employment.

Moreover, training programs often pay only a stipend, so those who participate in training cannot provide for their families back home. Taking training in this case is a hardship for the family, that the potential trainee cannot bear. In other cases, Band Members may have to travel to other locations to take their training. Youth can become lonely or get into unhealthy lifestyles while there, causing them to drop out of the training sessions. Having failed a few times at outside training sessions, a person can be worse off than if they had not gone for training at all.

Once a TKTP worker has the requisite training, some work experience from working on community projects, and is sufficiently well to try a career employment placement outside the program, the Band's Employment and Training manager would assist the participant to find suitable employment.

The employment could be with: one of four newly created Band business targeted by the CEDP; with a private business operating in the community by a Member-entrepreneur; or, with an outside organization. If after a period in their placement the worker finds they are not succeeding, they would be welcome to return to the TKTP to continue working on the parts of their human resource development that caused the lack of success – training, work experience and work habits, and/or healing. They could try a career placement again later on when they are better prepared.

In this way, there is no financial, social or family disruption, loss of confidence caused by the loss of employment, or, backsliding into subsistence living on SA. Until the TKTP participant is able to make the transition successfully to outside employment, they would be welcome to continue working, healing and training with the TKTP Program.

No one would fall off the Program and back onto SA. This is a clear example of how the delay in creating Reserve land status for Tsay Keh village is an impediment to the Band as it pursues its economic development goals. The costs of the TKTP will be substantially greater



to the Band as a result of the slowness in creating Reserve lands, because TKTP workers' SA will not be available to the Band through INAC's WOP Program to partially offset wages paid by the Program.

### **3.2.5 Funding the TKTP**

The annual cost of the TKTP depends on the number of workers employed, the length of time they are employed each year, the wage rates for each worker, and, the number and size of community projects undertaken by the Program. It also depends on the costs of training and employment services, and healing services required.

#### **3.2.5.1 Work Stream: Community Projects**

In a hypothetical example, 20 TKTP workers could work on 2 work crews for 26 weeks in the year starting May 1 and ending October 31. One work crew could work on building a new commercial lodging facility for visitors to the village such as contractors. The other could undertake community clean-up and improvements such as fencing, decks, garages, garbage pick-up, repairs to public structures. Twenty-six weeks of full-time work is more than sufficient for the TKTP workers to qualify for EI during the Winter. In future years of the Program, TKTP workers might as few as 13 or 14 weeks of full-time employment to qualify for EI.

Wages for the TKTP would need to be set above that which an underemployed Band Member with a few children would normally receive from SA, EI or others similar sources, but below what they would receive if they were working for a large company outside the village. The wage cost of 20 workers in two work crews working on these community projects is estimated in Figure Seven, at about \$218,000/year. TKTP materials, equipment, training and healing, and management, would be additional expenses.

The database of community projects to be kept by the TKTP Program Manager, would track project costing and timeframes. For the first year or two of the Program, the community project database can be kept in an Excel spreadsheet.

Funding for the work stream of the TKTP could come from annual amounts provided to Tsay Keh through the Settlement Agreement with BC Hydro and BC, as "Community-related" funds or "Reservoir-related" funds depending on the location of the community project being done. Another source of funding for the work experience stream of the TKTP is INAC's Work Opportunities Program (WOP) once Tsay Keh village is located on Reserve lands. TKTP participants would qualify for EI benefits in the off-

## Figure Seven:

Approximate labour cost for TKTP  
with 20 Band Members participating for 26 weeks.  
Materials, equipment, training and healing, and  
management costs would be additional expenses.

		<u>Wages per Week</u>	<u>Benefits</u>	<u>Wages &amp; Benefits</u>	<u>Total Wages &amp; Benefits</u>
<b>Foremen</b>					
No. of them	2				
wages/hr	\$ 15.00				
hours/week	35				
weeks work	26				
Wages		\$1,050.00	\$ 94.50	\$ 1,144.50	\$ 29,757.00
<b>Senior Workers</b>					
No. of them	4				
wages/hr	\$ 12.50				
hours/week	35				
weeks work	26				
Wages		\$1,750.00	\$ 157.50	\$ 1,907.50	\$ 49,595.00
<b>Junior Workers</b>					
No. of them	14				
wages/hr	\$ 10.00				
hours/week	35				
weeks work	26				
Wages		\$4,900.00	\$ 441.00	\$ 5,341.00	\$ 138,866.00
<b>Total Wages</b>					<b><u><u>\$ 218,218.00</u></u></b>

season.

### **3.2.5.2 Training Stream**

With respect to training, every underemployed adult Band Member would undergo employment-related and TOWES testing. The results of the testing would need to be kept in a secure database. The test results would then be used by the TKTP participant with the help of an employment service professional, to produce an individualized training and career plan to guide their career development into the long-term. Their training and career plans could be changed later on if their interests change.

The database would also keep related information such as formal education, certifications, EI and SA information, work experience, interests and aptitudes, interest in self-employment.

Funding for the training stream of the TKTP would need to be arranged for employment-related testing, the database, and the preparation of individualized training and career plans. Funding of this kind has been available in past from Human Resources Development Canada's (now Services Canada) Labour Market Partnerships (LMP) Program.

### **3.2.5.3 Healing Stream**

Every participant in the TKTP would also undergo a counselling session with a professional counsellor, perhaps in cooperation with a Tsay Keh Elder. The counselling session would lead to the preparation of individualized counselling plans for each participant. The counselling plans would be kept strictly private. A database of all participants' healing plans would be kept secure by the healing counsellor or Elder.

Funds would need to be identified for the healing stream of the TKTP. Some counselling funds are available already through regular program funding provide by Medical Services Branch (MSB) of Health Canada. Also, one Tsay Keh Councillor is working to develop an alternative justice system based at Tsay Keh in cooperation with the BC Attorney General and Justice Canada. The alternative justice system would be intended to help healing of Tsay Keh youth in a traditional environment as an alternative to jail. If successful, the traditional healing aspects of this alternative justice system might be used by TKTP participants, as well, for their own healing.

## **3.3 CEDP Implementation and Integration**

### **3.3.1 Implementation of the TKTP**

Implementation of the TKTP could be done in a phased approach, so that the Band is not taking on too much at once. There is a risk that if too much is taken on at once, it will all fail.

#### **First Year (2010-2011)**

In the first year of the Program, just the work experience stream should be started up. Community projects should be identified and prioritized (some of this has been done; see Figure Six). Work crews of about 10 workers total including a foreman and two senior workers, should be set up and assigned work on the community projects. Workers should be assigned to work crews that most closely fit their own training and career plans and goals.

A Program Manager should be hired with the following qualities: able to work with computer spreadsheets and word processing, good judgement and fair in dealing with employee issues, able to make good reports to C&C and the Band Members at community meetings, respected by the workers, committed to helping Tsay Keh Dene Band and its Members to become more self-reliant.

Concurrently with the work projects begun in the first year, all adult Band members in the community would undergo employment-related testing such as TOWES (Test Of Workplace Essential Skills), prior learning assessments, interest and aptitude tests, self-employment interest tests, possibly in conjunction with a joint BC Hydro-TKDB long-term capacity building project being considered at this time. A database overseen by the Employment and Training Manager would hold the resulting data, to yield reports and documents needed to manage each adult's human resource development. Once the tests and database are complete, training and career plans for every Band Member will be prepared with the assistance of professional career planners and employment service experts. The training and career plans will also be kept in the database, for easy use in assisting Band Members with their career development.

There may be a few simple training opportunities that can be woven into the community project work schedule without too much risk to the TKTP in the first year; some examples might be group driver's licence training or group carpentry skills. Otherwise, the first year would be strictly work experience and work habits development on community projects, and employment services testing, and, training and career planning.

## Second Year (2011-2012)

In the second year of the Program, the TKTP workers' training stream could be woven into their work stream. The Employment and Training Manager would review the training and career plans for every TKTP worker and arrange training for them according to their training plans. The training would be held in the community if possible, or in Prince George, if not. Some shuffling of workers and work crews might be necessary so that workers are getting as much career-related experience as possible. Using the example provided above, a worker who has identified being pilot as a career goal, should be assigned to a work crew upgrading the village airstrip, rather than building structures in the village.

For greater clarity, TKTP workers would be paid for a whole day's work, no matter if they were working on a community project or taking career-related training.

## Third Year and beyond (2012-2030)

In Years One and Two, healing plans would be prepared by every TKTP worker in consultation with their counsellor and perhaps an Elder. Starting in the third year, their healing plans would be implemented, by weaving the healing stream into the other two. A TKTP worker could still be working on career-related work with their assigned work crew, would be taking training in the village or Prince George according to their training plans, and, in the third year, would also undergo healing sessions — traditional, otherwise, or both, whatever works best — during the work day.

As above, they would be paid for the full day's work as long as they were working, training or healing.

### **3.3.2 Integration of the TKTP Program with new Businesses created by the Band**

#### i) Employment placements

At a certain point, a TKTP participant will have substantial work experience and good work habits, career-related training, and will be more healthy



inside. At this point they may be ready to try a work placement outside the Program. The participants will move beyond the integrated work-training-healing streams to enter phase “4. Work” of the TKTP model.

As noted above, broadly speaking, there are three employment opportunities that would be available to them: i) with a Band business or private village-based business, ii) with a non-Band organization, or, iii) self-employment.

All else being equal (wages, living standards etc.) the first opportunity may be most attractive to Band Members, since it would mean they would be working with friends and family at work sites near the community or in the region. From the Band’s perspective, Band businesses would be easier to place TKTP workers with compared to non-Band ones, since they would be owned and controlled by the Band. Moreover, a worker’s progress in the placement would be easier to monitor. The creation of four targeted profit-seeking and successful new Band businesses is a cornerstone of the CEDP (see Figure Five).

Some TKTP workers will prefer self-employment. The Band would provide some assistance to those Band members to establish their businesses in the community (see below, Self-Employment).

Finally, some TKTP workers will choose careers that cannot be provided by either a Band business or self-employment. Two examples of this type of career is Dental Assistant or Real Estate Agent. In such cases, the Employment and Training Manager would assist the TKTP to secure employment in their chosen career.

## ii) Return to the Program

It may be that a TKTP worker is unsuccessful in their career placement. In the linear training-work placement model, the unsuccessful employee leaves the employer (or is out of business in the case of self-employment) and returns home with a sense of failure. In many cases, they are worse off than had they not tried to better themselves at all, and pursued career employment. Because there is little employment in the community, they may have turn to EI for income support, and eventually SA. In the linear model, the person starts again at the beginning.

According to the Tsay Keh transition model, if a Band Member is unsuccessful in their career placement, it should be viewed as the result of lack of development in one or more of the three streams. Their lack of success, therefore, would be the result of:

- insufficient or inappropriate training, or, training and career

- plans that require adjustment; insufficient or inappropriate work experience or work habits; or,
- insufficient healing, if personal matters got in the way of their success.

Their lack of success would not be viewed as a deficiency in the person. Rather it would be viewed as the result of insufficient development in one or more of the three streams, or training and career plans that require adjustment. As such, the Band Member would be welcome to return to the Program. Once back in the Program, the Band Member would return to work with an appropriate TKTP work crew, take further training and continue their healing, all while earning their full wage. Once ready to try another career placement they would be supported in doing so until they succeeded.

### **3.3.3 New Band Businesses**

Four new Band businesses would be established and operated on a profit-seeking basis under the umbrella of the CEDP. The four Band businesses will require good work habits and skills from their employees, like any other non-Band employer would. The difference is that Band Members will be working with their family and friends, for a common purpose in improving the wealth of their families and the Band, while participating in and ensuring the appropriate development of the resources of their territory.

Members attending the six community consultation meetings discussed a wide array of possible business ideas. Others were identified by the Chief and Council, some by the Band's Departmental Managers, and some through research by the project team. The business ideas were recorded, sorted and then analyzed and winnowed.

### **3.3.4 Business Ideas**

A total of 31 possible new Band businesses were identified by the community members attending the community consultation sessions. The list of these ideas is found in Figure Eight.

The list was sorted into three groups: those that are perhaps too small for the Band to be interested in but that could be self-employment opportunities for member-entrepreneurs in the village; those that are in truth employment opportunities for an individual rather than business opportunities; and, suitable businesses ideas for the Band to consider.

### **3.3.5 Winnowing Target Businesses**

Those in the latter category, which the Band might be interested in, needed to be analyzed and winnowed to determine the best of the group. It is unlikely that any new businesses will succeed if the Band is spread too thin; better to choose just four to work on.

The analysis and winnowing was done using a simple weighted matrix analysis by which each possible business idea was assessed for two things:

- i) its closeness of fit with existing Band assets (see Figures Eight and Nine) as a proxy for likelihood of success of the new business;
- ii) the size of its potential beneficial contribution to the future wealth and employment of Tsay Keh Band Members.

The results of this matrix analysis of community business ideas is found in Figure Eight.

Another set of possible Band business ideas was identified through meetings with Chief and Council, interviews of some Band departmental managers, and by the project research team. This set of business ideas is found in Figure Nine.

This second set of business ideas was also analyzed and winnowed using the same analytical matrix. The results of the analysis is found in Figure Nine.

The combined business ideas with the highest index from both sets were aggregated (Figure Ten). They are listed in descending order, with those business ideas with the best fit with the Band's existing assets and the greatest possible contribution to future wealth and employment found at the top.

More detailed business case or feasibility analyses need to be made of these to determine which to pursue. The first of the four new businesses, whichever one is selected, will need to be up and running no later than the start of the second year of the TKTP, sometime in late Spring or early Summer, 2011, in order to accept the first wave of TKTP placements.

### **3.3.6 Business Models**

## Figure Eight:

### Possible business ideas suggested at Community consultation meetings on the CEDP.

<b>Business Ideas from Band Members at Community Meetings</b>		Employment	Self-employment	Closeness of Integration (1-5)	Potential Contribution (1-5)	Index
Eco-Tourism: Photography Tours, Tourism Center, Back-						
1	country outfitting			3	5	15
2	Agriculture			3	4	12
3	Mini mall for individual businesses			4	3	12
4	Fire fighting crew; Fire Base			4	3	12
5	Post office			4	3	12
6	Decorative Driftwood; Web sales			5	2	10
7	Bigger Store			5	2	10
8	Portable pellet plant			4	2	8
9	Water bottling plant-water rights			2	4	8
10	Sandbags – Truck out sand, bag it and sell it.			4	1	4
11	Manufacturing river boats			1	4	4
12	Birchbark		Yes			
13	Sawmill-get it up and running; get bigger one		Yes			
14	Tire repair shop/Mechanic shop		Yes			
15	Computer Technician	Yes				
16	Hair and beauty shop		Yes			
17	Animal control domestic/wildlife	Yes				
18	Moose hide making		Yes			
19	Harvesting berries, soap, huckle, cranberries		Yes			
20	Bigger radio station so more than one person could working		Yes			
21	Recording studio and music classes		Yes			
22	Coffee shop		Yes			
23	Clothing store – traditional clothing		Yes			
24	Thrift shop		Yes			
25	Taxi service/Shuttle bus		Yes			
26	Life guards		Yes			
27	Conservation Officer	Yes				
28	Bed & Breakfast	Yes				
29	Food truck; catering		Yes			
30	Horse Ferrier		Yes			
31	Paintball park/business		Yes			

## Figure Nine:

Possible business ideas suggested through meetings with Chief and Council, some Band Departmental Managers, and, developed by the project research team.

	Employment	Self-employment	Closeness of Integration (1-5)	Potential Contribution (1-5)	Index
1 Heavy Construction; Road Building, Site Prep			4	5	20
2 Debris Timber Harvesting and Processing			5	4	20
3 First Nations Forestry Consortium			5	4	20
4 Vegetation Management and Control			4	4	16
5 Environmental Monitoring			3	5	15
6 Scheduled Airline serving PG and North			5	3	15
7 Heritage and Archeological Services			3	4	12
8 Warehousing/Entrepot			3	4	12

### Business Ideas from TK C&C, Departmental Managers, CEDP Project Research Team

## Figure Ten:

### Combined business ideas.

<b>Combined Business Ideas</b>	Closeness of Integration (1-5)	Potential Contribution (1-5)	Index
1 Heavy Construction; Road Building, Site Prep	4	5	20
2 Debris Timber Harvesting and Processing	5	4	20
3 First Nations Forestry Consortium	5	4	20
4 Vegetation Management and Control	4	4	16
5 Eco-Tourism: Photography Tours, Tourism Center, Back- country outfitting	3	5	15
6 Environmental Monitoring	3	5	15
7 Scheduled Airline serving PG and North	5	3	15
8 Heritage and Archeological Services	3	4	12
9 Warehousing/Entrepot	3	4	12
10 Agriculture	3	4	12
11 Mini mall for individual businesses	4	3	12
12 Fire fighting crew; Fire Base	4	3	12
13 Post office	4	3	12
14 Decorative Driftwood; Web sales	5	2	10
15 Bigger Store	5	2	10

The CEDP includes two possible models for starting new Band businesses:

- slowly develop the business and the Band's own human, financial and capital assets, with outside technical support as necessary over the next 5 years, in order to be able establish and operate successfully a 100% Tsay Keh-owned enterprise; or,
- enter into a joint venture relationship with an outside company that can bring the requisite capital, capital equipment and management capacity to the venture for it to start up and operate within just a few months; in this model, Tsay Keh would likely own just 51% of the new business, but would get started quickly in establishing a new CEDP business and creating job placement opportunities for TKTP participants.

Both models should be used under the CEDP. There is no need to set up four businesses in the first year of the program. The joint venture model might be used in 2010 and 2011 to establish and operate one or two new CEDP businesses. The third and fourth businesses might be grown slowly using the first more organic model, and only be expected to become profitable in five or more years from now.

A joint venture heavy construction company might be suitable for the joint venture for several reasons. There are many large primary projects being proposed for Tsay Keh's territory and nearby in the next one to two years. Heavy construction is capital intensive and operates according to tight project schedules. Tsay Keh does not have the capacity or equipment to succeed at contracts with those projects so would miss out on them if it is unprepared. Also, the first wave of TKTP workers will be ready for employment placements in late 2010.

A joint venture company could be established to secure contracts on the proposed projects. Tsay Keh would have some leverage to ensure the joint venture was able to secure such contracts as compensation for impacts to Aboriginal Title in its territory. The joint venture would be an aboriginal company if owned 51% by Tsay Keh, also qualifying it for preferential contracting with many large companies and through the federal government Procurement Strategy for Aboriginal Business (PSAB) if a federal contribution were made to the project. The joint venture partner would bring capital equipment and project management capacity to the venture. Tsay Keh would bring the contract(s) and TKTP workers ready for



career employment placements.

A new Band business in Agriculture was identified at several community meetings. This might be a better opportunity to grow a Tsay Keh business slowly over a long period, to provide TKTP employment placements in five years rather than in 2010 or 2011. The reason for this is that Agriculture is not a priority generally for the private sector in the region around the community. By starting and building slowly Tsay Keh will not be missing out on any opportunities, and it can maintain control of all aspects of the new business.

### **3.3.7 Potential Benefits**

It is important at this point to put the magnitude of potential benefits of new Band businesses in perspective. It may be that four new Band business will not be necessary, that just two or three will do.

Tsay Keh has 417 Members (January, 2010) of which about 200 live in the community at this time. Of the 200, about 80 are children under the age of 16 years. Of the remainder, an estimated 50% might prefer to stay at home during the day for family reasons, or are Elders, so are not in the workforce. This leaves 60 persons in the community workforce. Of these, an average of 20 work for the Band Administration in the village. That leaves roughly 40 adult Band Members in the community workforce who are currently unemployed or underemployed.

This does not include Band members who might wish to return to the village if there were work there for them, but it gives a good idea of the magnitude of the need for new employment. If the CEDP were to facilitate the creation of 35 new full-time jobs for Band members living in the community, the unemployment rate there would be reduced to about 12.5% which is comparable to other locations in British Columbia.

#### **Possible Employment Creation from a Single Successful Band Business**

This section tries to give a sense of the possible employment and income benefits to the community of a successful new Band business that secures, for example, a large construction project in the Band's traditional territory.

For discussion purposes, the project can be roughly described as a large construction project awarded to a construction joint venture between Tsay Keh and an outside contractor, with a gross project value of \$50 million. The potential for such a project exists given Tsay Keh's Aboriginal Title to resources in its traditional territory, and the number of large projects being proposed or considered for the region that might be available to First Nation-owned construction companies with the requisite capacity. Some examples

of such large construction projects currently being discussed include:

- AKIE mine site, access, and infrastructure
- Cirque mine site, access, and infrastructure
- Mt. Milligan mine, site, access, and infrastructure
- Gateway Pipeline
- Endako mine site, access, and infrastructure
- Corina Tomias road

A \$50 million project undertaken over a period of 3 years could provide direct employment to a minimum average of 30 workers per year. The project would also produce secondary and tertiary spin-off economic activity, some of which would continue beyond the life of the project.

It is important to note that many mining projects that could be undertaken in the area have capital costs of \$250 million or more. The possibility of securing a contract for a portion (20%) of the total capital cost of such a project seems evident.

#### Direct labour

The first contribution to Tsay Keh of the new Band business would be direct employment during the construction of the project. Using wages as a proxy for economic activity and assuming an average wage of \$50,000/year during the project, 30 Tsay Keh members working for a new Tsay Keh construction business would generate about \$1,500,000 in new wealth per year. This is equal to about 50% of the annual operating budget for the Band administration in 2009.

#### Secondary benefits

New Band Member-entrepreneur businesses could also be created to serve the project as contractors, rather than wage employees. Assuming average wages in a private business of \$25,000/year, and the creation of 2 new Member-entrepreneur private businesses serving the Band business or the project employing 2 Band members each, total new wealth created by secondary activity could be \$100,000 per year. Secondary businesses that could prosper during the project include:

- accounting/bookkeeping
- catering truck

- security
- bus/taxi/cartage company
- trucking
- car/truck/tire repair
- car/truck wash

### Tertiary benefits

Tertiary economic benefits would result from the activity of new Member-entrepreneur private businesses that provide products and services in the community, but not directly to the Band business or the major project. Some examples of possible new tertiary enterprises are:

- after-hours convenience store/catering truck
- radio/recording studio station
- restaurant/snack bar
- portable sawmill

Assuming average wages in a private business of \$25,000/year, and the creation of 2 new tertiary Member-entrepreneur private businesses employing 2 Band members each, total new wealth created by secondary activity could be \$100,000 per year as well.

Total new wealth created in the community through direct, secondary and tertiary employment creation could have a value of \$1,700,000/year, if the Band were to operate a successful joint venture construction company active in its territory. New employment created directly or by private Member-entrepreneur businesses in the community could be 34 new full-time jobs, reducing the community unemployment rate to about 15%.

The Band would also earn profits from the new business, split perhaps 51/49 in Tsay Keh's favour. Gross profit margins on earthworks construction projects can average 15%; since Tsay Keh's debt servicing and tax obligations are low, an estimate of net profits to Tsay Keh of \$3-\$4 million on a \$50 million construction project also seem realistic. Total wealth into the community, including all wages earned and net profits from the Band business could reach \$8-\$9 million over the three-year life of the project.

### **3.3.8 Self-Employment**

Not all Band Members will identify employment with a Band business or outside organization as a career goal. Some will prefer to be self-employed. The CEDP would offer two means for supporting Band Members in establishing their own businesses in the community.

### Privatization of some Band Services

Some work being done by the Band administration at this time could be contracted out to Band members to operate as private businesses providing services to the Band, rather than as employment with the Band. Perhaps the best candidates for privatization are janitorial services and garbage removal.

A public tendering process could be held, requesting community members to prepare bids on the provision of those services to the Band. The successful bidder could be offered a multi-year contract to provide the services being privatized. The successful operator would have to deliver the public services to an acceptable standard. If they did not, they would lose the contract. The contract would be retendered until a successful Band Member-operator was found.

Just the operation and delivery of the service would be privatized. The new private operator would use and maintain the Band's equipment, machinery or vehicles, but would not own them. The assets involved would continue to be owned by the Band. This would allow the Band to continue to access INAC capital equipment replacement funds as necessary to replace the capital equipment when it breaks down or becomes worn out.

The advantages of privatizing Band services include:

- better quality service
- no additional cost
- tapping into entrepreneurial spirit in the community that has to date had few opportunities to flourish
- less burden on Band administration and managers

### Support for Other Private Member Businesses in the Community

Other entrepreneurs will have ideas for new businesses operating from a base in the community. Some of these are found in Figure Eight in the column "Self-Employment".

How can the Band support them so that they can succeed? The CEDP proposes two ways:

- Conventional Approach  
(Indirect Support)

In a conventional approach to assisting First Nation entrepreneurs, a supporting body such as the federal government's Western Economic Diversification "Community Futures" offices or Aboriginal Business Canada, would provide assistance in the form of: business planning and business plan preparation, document and proposal preparation, accounting and bookkeeping, correspondence, licensing, permitting and regulations, venture capital, equipment acquisition, contract negotiation, marketing, technical support etc. This support would be valuable to some Tsay Keh entrepreneurs.

The CEDP would begin to provide this type of service starting in 2010 from its own Band administration, through the Economic Development department. The Manager of the Economic Development department would be asked to prepare a plan for the type and level of services to Band entrepreneurs the department should provide to Band Members who seek to be self-employed. The plan for the Band's services to entrepreneurs should be ready no later than June 1, 2010.

Offering these services thorough the Band will make them more accessible to Band entrepreneurs, than if they were only available from outside bodies located in Prince George. This easier access is expected to remove some barriers to entrepreneurial activity in the community, increasing the number and success rate of possible new private businesses based there.

- Direct Support

A more creative way of assisting Member-entrepreneurs to start up and operate new businesses in the community could be made available through the CEDP. It is more a intensive level and type of support, but is expected to yield a much higher success rate for Members' new businesses.

The paper burden and barriers to entry for prospective new business owners can be intimidating. Many are discouraged after making a few inquiries even though their basic business idea is sound and motivation high. In these situations, on a case-by-case basis, the Band could

provide direct support to the Member.

In a direct support situation, the Band could take 51% ownership of the new business and start it up, drawing on its greater resources and management capacity to get it going. The prospective new entrepreneur would own 49%; they would be expected to provide some equity to the new business to ensure their commitment to it in exchange for the 49% interest. They would be made the Manager of the business. On behalf of the business and with the full support of the Band behind it as majority co-owner, the entrepreneur would acquire equipment and inventory, secure permits and comply with regulations, market the business's products or services, keep the books, and all other activities necessary to make it a success.

After a period, perhaps 6-12 months, once the business was stable and operating profitably the Band would sell its 51% ownership to the Member-entrepreneur for \$1.00. Alternatively, if the business venture did not produce an operating profit within a set period of time, perhaps 24 months, it would be closed down. The business' equipment and operation would then be put out for tender in the community, to provide another Member-entrepreneur an opportunity to run it.

If the Member-entrepreneur were willing to participate in the TKTP and take training and healing according to the terms of the program, they could be paid by the TKTP to establish the new business. In that way, they would be earning a living while setting up the new business, overcoming a substantial barrier to entry to self-employment.

One business idea surfaced at the community meetings — a coffee shop located in the community — is a good example that can be used to illustrate the case. A coffee shop joint venture “partnership” would be registered with the BC business registration office and given a name. A location in the community, either an empty structure suitable for the purpose, or land with access to power and water would be secured from the Band. A suitable structure would be prepared by the Band, possibly using TKTP workers, for the new business. Equipment and inventory would be acquired using Band funds and charged to the business. Company books would be opened and maintained by the Band's Finance Officer. The Band would ensure compliance with all permitting and regulatory requirements. The business would be run day-to-day by the Member-entrepreneur without involvement of the Band. The entrepreneur would have as a goal to produce an operating profit within 6 to 12 months of opening its doors. In any event, if the Member-entrepreneur cannot earn an operating profit within 24 months, the Band would end the partnership. At that point it would tender the opportunity through the same public process used to privatize Band services (see above) to other interested Band Members seeking to operate a coffee shop in the community.

### **3.4 Benefits of TKTP and this CEDP**

- establish an integrated work-training-healing program (TKTP) to assist underemployed Band Members to make the transition to career employment and self-reliance with one of four targeted new Band businesses or elsewhere;
- create full-time employment for Band Members through the creation of up to four successful Band businesses; local business spin-offs will likely result (secondary and tertiary) providing local entrepreneurs opportunities to flourish;
- privatization of some Band services would ease the burden on Band administrators and improve the quality of service delivery with no extra cost to the Band, while providing opportunities for Band Member-entrepreneurs;
- facilitate healing amongst Band Members to mitigate social upset and unhealthy lifestyles in the community, and to create a sense of unity of purpose through participation in the TKTP;
- create a local workforce through the TKTP to undertake important community projects.

## **4.0 Conclusion**

As seen in the Benefits section, above, this simple program of integrated activities could create near full employment in the community within five years by: correcting the fundamental problem with linear human resource development and placement models through the introduction of the TKTP; and, concurrently creating employment placement opportunities for Band Members that are built on the Band's strengths and based in its traditional territory.

Our unique human resource development situation requires a holistic approach, not a linear one. In the TKTP, the three key aspects of First Nation human resource development — work, training, healing — are



separated so they can progress, but are managed as an integrated whole that reflects the whole person. In this way, Members have a higher likelihood of achieving their career goals and greater self-reliance and new Band businesses will be more likely to succeed, because our Band Members will be prepared to be employed by or manage them.