



B.C. First Nations Community Economic Development Forum

January 17 & 18, 2007 - Richmond, B.C.

“Restoring a Working Culture”

forum report - overview and recommendations

BC First Nations Community Economic Development Forum

Restoring a Working Culture

a forum to

- Stimulate discussions and gain insight into the issues related to economic development within First Nations communities
- Explore and identify how First Nations leaders can play a key role in economic development
- Inspire political support required to make economic development a priority
- Create networking opportunities that will benefit participants in the future



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BC First Nations Community Economic Development Forum

“Restoring a Working Culture”: Executive Summary

First Nation communities throughout British Columbia are “restoring a working culture”. Their businesses are strengthening regional economies, providing employment and attracting new markets improving the region for all residents, Aboriginal and non-Aboriginal. While there are First Nations like the Osoyoos, Ktunaxa, Kitamaat, Hupacasath, Tzeachten, and Fort Nelson, who shared their development experiences with forum delegates, too many B.C. First Nations struggle with concepts of economic development. How does a First Nation begin? What governance structures need to be established? Who makes a good business partner? Where are the opportunities? ... And the list of questions grows.

While knowledge of what community economic development (CED) is to First Nations exist, barriers to practicing it within communities seems to lie in understanding the benefits, how CED can be incorporated into community development plans, and mostly leadership accepting responsibility for ensuring it is a priority and part of a long-term vision. A big challenge is knowing what future the First Nations want to create. One participant said, “Lots of nations have visions for the future; fewer of us can say exactly what those visions are. If we don’t know where we’re trying to go, it’s tough to get there.”



Cultural performance at Campbell River
(photo courtesy of Jodee Dick)

The forum offered all elected leaders of B.C. First Nations and tribal associations an event to discover ways to chart their own course, and as several participants echoed at the conclusion of the event, “permission to include community economic development within a community vision”.

In attendance were representatives from 135 B.C. First Nations and 13 Tribal Councils. The Economic Development Regional Program Management Advisory Committee (RPMAC) to Indian and Northern Affairs Canada (INAC) B.C. Region and the First Nations Leadership Council (FNLC) partnered to host the event. “We feel community economic development is being overlooked in our First Nation communities,” said Forum Co-Chair Chief Clarence Louie, “It should be a priority since it provides the means and stimulation to address the social ills in our communities and offers the promise of improving the quality of life for our people.”

Forum Co-Chair Chief Judith Sayer added, "We intended to provide information to First Nation leaders of why and how community economic development should be a priority."

The forum was structured to stimulate discussion and offer insight into issues impeding First Nations leadership from taking charge of their community's future through economic development. Discussion sessions offered solutions to:

- **Setting Directions** - preparing a strategic vision and decision making;
- **Constitution/Governance "Making First Nations Work"** - conversations on First Nations constitution and governance; and
- **Making First Nations Economies Work** - establishing the role of economic enterprises.

The following is a culmination of the advice, experiences and ideas presented by forum delegates. The solutions / recommendations they offered to the issues and challenges raised relate to:

1. **Community** - community education on politics and business, involvement in governance, establishment of Band economic development corporations, engaging youth;
2. **Governance** - set-up of rules, organize business and political structures, establish code of ethics, prepare governance transition;
3. **Operations** - improve accountability, establish a First Nations Economic Development Council / Institution, create industry networks, set-up task forces;
4. **Partnering** - connect with other First Nations, build capacity;
5. **Research** - review other financial institution systems, explore venture capital funds, investigate lending circles;

6. **Tool / Information Resource** - provide information on First Nations best practices, prepare a resource tool of by-laws and policies, show how governance structures could work;
7. **Training** - provide training / workshops from First Nations on their best practices, offer business and council training, train on handling disputes and financial planning;
8. **Outreach / Accountability** - host regional economic development forums tailored to the area and a bi-annual provincial leadership forum; and
9. **Government Relations** - pursue a provincially established New Relationship Fund on the Economy.

Executing these recommendations requires a collective approach of First Nation leaders and communities, provincial organizations like the RPMAC, FNLC and provincial and federal governments.

Following the forum, the Leadership Council met July 25, 2007 with stakeholder organizations to discuss a B.C. First Nations Economic Development Strategy Framework. Rolling out from this discussion, the RPMAC will host regional discussion sessions in fall/winter 2007. The findings of these discussions and the framework will be presented in a B.C. First Nations leadership forum in early 2008.

renovating B.C. First Nation communities... the plan

Stephen Cornell Presentation and Breakout Session Highlights

In British Columbia, there are many examples of how First Nations are 'restoring a working culture' in their communities. From these economic initiatives, they are generating financial resources and capacity to improve the quality of life for their citizens. As a result, and abolishing the health, poverty and education challenges that plague too many Aboriginal people.

Current First Nations education facts show that change must take place for better health - all evidence points to community economic development being necessary to build a nation.

- People with low levels of education suffer poorer health and well-being
- High school graduates have 13 percent better general health
- Most income assistance (85 percent) is spent on people who have not completed high school

Source: www.phac-aspc.gc.ca/ph-sp/phdd/overview_implications/10_education.html

Three breakout discussion themes on - 1) Governance, 2) Economies, and 3) Strategic direction – revealed issues and challenges that impeded community growth. These discussion groups then provided the content to the recommendations on First Nations community economic development contained in this report. Execution



Stephen Cornell

of these recommendations is the responsibility of First Nations, RPMAC, FNLC, and federal and provincial governments. They need to take action to ensure that community economic development is recognized as being an important element to improving the quality of life in First Nation communities, and a priority.

Stephen Cornell reminded participants of this. "Economic development, it ain't just the EDO's (economic development officer) job anymore," said Cornell.

building a nation

Cornell's research in American Indian community economic development revealed that if you want to build a nation, there has to be the realization that economic development starts with leadership accepting responsibility to ensuring it is a priority. It begins with political change overcoming political challenges.

Community economic development has to be as important to the First Nations and the governments that support or have responsibility to these communities as other programs are - i.e., social, health, physical infrastructure, education and more.

When the goal is nation building, it requires a capable sustainable principled government that reflects the following qualities:

Good Government Qualities

- Stability;
- Makes timely and informed decisions;
- Eliminates inappropriate political interference in business and program operations;
- Fair and non-political in resolving disputes;
- A bureaucracy that can get things done;
- Committed from the top leadership;
- Investor in institution building;
- For small nations, share institutions; and
- Possesses a willingness to hire based on merit, not votes.

An effective First Nation government puts economic development on every agenda, providing sufficient time to understand initiatives, set priorities and make decisions. The Nation Building Approach features:

- Decision-making power / Self-rule
- Capable governing institutions
- Cultural match
- Strategic thinking
- Leadership

The following pages are the key issues, challenges and direction B.C.'s First Nations leadership shared at the Forum in the discussion groups. It is also the advice, recommendations and commitment by business and government to supporting First Nations community economic development.



the nation building approach process



1. Claim jurisdiction (decision-making power)
2. Build capable institutions
3. Identify strategic priorities /concerns
4. Craft development priorities
5. Choose projects
6. Implement them

Stephen Cornell's nation building process

discussion: setting directions

preparing a strategic vision and decision making

The session on “Setting Directions” pursued answers to the question “What are the essential ingredients to decision making?” The answer, “Practice, practice, practice...” which is more easily done when these elements are present:

1. A strong and clear vision of the future;
2. Well thought out defined priorities and a thorough understanding of the concerns to be addressed; and
3. Recognition of your community’s current situation – you need to take a hard nosed look.

Forum leadership participants said that making decisions and establishing a vision for the future requires recognizing and facing the concerns within our communities, setting priorities and sticking to them. Leadership has a responsibility to address these five areas of concern in their strategic decision making.

There was five key areas of concerns identified in the “Setting Directions” discussion sessions. The challenges within each category are provided.

concerns

1. social issues

- Motivating our youth to go beyond grade 12
- The ability to heal our own people
- Crime, vandalism, social issues
- Standard of education in our schools
- Social issues to be taken seriously, to be respected

2. economic

- Raising capital
- Funding
- Bonding
- Lack of qualified human resources
- Carpet baggers (Profiteers)
- Management of technology

3. cultural

- Clash between traditional social structure and Band structure
- Loss of our languages

4. environmental

- Lack of natural resources
- Consultation with land referrals
- Lack of infrastructure (waste water, roads, bridges, telecommunication)
- Access to traditional territory
- Controlling access to traditional territory
- Loss of traditional land base due to provincial government selling of the land rather than returning traditional territory to First Nations
- Protection of natural resources
- Poor water treatment plan

5. political

- Nepotism
- Indian Land registry
- First Nations governments to be taken seriously, to be respected
- Lack of planning
- In crisis management mode
- Federal / provincial lack of timely and meaningful consultation
- Excluded from the process

priorities

In the opinion of the participants, relationship building, clear communication and transparency in political and economic endeavours is essential to improving the conditions in communities. Tackling the five areas of concern identified - social, economic, cultural, environmental, and political - requires setting priorities. Encompassing these points is the “Seventh generation principle”... accountability for actions and decisions that will affect our people 175 years into the future.

Decisions and actions must strive to regain control over our own lives, to make our own decisions based on our principles and priorities, creating and respecting our own rules, owning and managing our own land, based on our own First Nations’ cultural values and principles. Many of the priorities are linked to how a First Nation exercises governance, such as creating and respecting a community constitution. Participants felt the priorities in the five development areas are:

1. social/member

- Housing
- Youth
- Education
- Motivation
- Health
- Safety and security
- Empowering the people
- Human resource development
- Breaking dependence on social assistance
- Higher standard of living

2. economic / business / finance

- Non-governmental partners/ funding sources/ investments
- Partnerships/ relationship building
- Economic certainty
- Business opportunities

- Businesses that have taken Indian policy
- Entrepreneur relations
- Financial responsibility
- Trust
- Inclusion in decision making (particularly resource development)
- Holistic approach to development
- New non-traditional business/ venture partnerships
- Availability of legal advice
- Technical capacity
- Sustainable development
- Energy independence
- Establishing an economic development corporation
- Time management

3. cultural

- Connecting traditional culture with business
- Protection of heritage sites
- Language
- Spirituality
- Protecting sacred spaces
- Sharing/ passing on of teachings and protocols
- Transforming identity
- Traditional values
- Cultural revitalization

4. environment / natural resources / land

- Best use of land base
- Protection of the environment
- Restoration of the environment
- Bill 49, land management code
- Value-added
- Planning
- Always consider the seventh generation (175 years)
- Land use planning (preparing and planning for expansion)
- Healthy environment
- Protection of our land and natural resources for our children

5. political

- Recognition of title and rights
- Partnerships/ Relationship building
- Self-reliance
- Unity
- Jurisdiction over land and resources
- Trust
- Empowering the people
- Inclusion in decision making (particularly resource development)
- Shared decision making
- Communication
- Consistent governance
- Availability of legal advice
- Political will
- Due diligence (silence is consent)
- Respecting community’s ability’s and limitations (i.e., rural-remote)
- In consultation, federal / provincial government respecting a community’s vision
- Constitution (creating, having, respecting)
- Transparency

Yet to achieve the priorities in these areas requires leadership to exercise governance, to promote self-determination, and to implement decisions. Leadership must take a “hard nosed reality check”. They must focus on removing barriers, clearing the way, or better yet, not accepting these as barriers. Often First Nations find themselves in a crisis management mode (whether caused by internal or external forces), strain on current resources, and tackling nepotism. These conditions do not have to exist.

There are many ways to respond to these issues. They require First Nations share information, work together, partner, take action, focus within, plan and build capacity. Yet to do this, First Nations must stay focused on their long-term community vision, keep on track and monitor progress of their activities in order to “Set Direction”.

discussion: constitution / governance

conversations on First Nations constitutions and governance

The second discussion session focused on “Constitution / Governance”. Governance with inclusion of community economic development is not an easy task for First Nations to execute as commented in a discussion session. “We’re still pretty deep in conversation about the problems we have. We’re not as good at talking about solutions.”

The feeling is community economic development is a luxury. It is an activity at the expense of the community’s well-being, and would minimize the very real social challenges and cultural needs within. Perhaps this idea is fueled by fear or by lack of knowledge of how to move forward, or by doubt of the role, rights and responsibility of First Nations leadership in relation to INAC?

The perception that many First Nations have expressed about INAC is that it has a dominating relationship with First Nations – dictating what First Nations can and can not do... as a controlling parent does. INAC’s approval is required for nearly any action. The question that each First Nation should ask itself is, “Is this relationship imposed or by choice?” Some First Nations still look to INAC to solve problems, while others are initiating their own “box” of solutions exploring new approaches to community economic development. Many First Nations report INAC sets the rules

they operate under. These are not the First Nations rules.” Therefore, they are not appropriate.

When someone other than the First Nation determines how their community will be governed, the rules are not respected promoting dependent community governance structures that are not behaving as governments.

external influences, internal challenges

“When it’s INAC’s rules, we treat them as rules to be broken—or we figure out how to get around them. But if they were our rules, we would be more likely to respect them, and then other people would respect them, too.”

Since INAC establishes the rules, authorizes initiatives and provides funds, accountability by First Nations is to INAC rather than their community. Often Chief and Council are more accountable to INAC than they are to their community. “We decide what to do based on INAC’s requirements, not on what our people believe and want. We have to change that,” one leader said.

The contrary also exists. First Nations internal communities can also be the source of conflict. The rules may be established, but there is more to governance than setting rules. A participant said, “In our community, the rules are pretty good. The problem is the internal politics and the lack of enforcement of those rules on everyone.”

Internal politics and the inability to enforce rules fairly on everyone, fueled by loyalty challenges obstruct community economic development. Leaders who choose to ignore the rules and avoid accountability or loyalty cultivate their own problems. Matters are further complicated when community members do not understand those rules or processes. Both need to be addressed.

First Nations and their community members must understand the role and responsibilities each has within their nation. Further, they should understand how to work together and practice it. Accountability needs to be a regular activity with leadership enforcing regulations fairly and consistently.

“We face a challenging transition in our community from family loyalty to community loyalty, or even loyalty to the tribe or nation.”

return to self-governance

The status quo can not continue. First Nations want change. The INAC model is no longer acceptable. There must be a revolution to return to self-governance. This is the vision of First Nations.

Throughout British Columbia, there are First Nations taking charge of their future. They are trying new things. One participant commented "... and on the whole, they seem more satisfied with where they are."

Yet to achieve governance, capacity must exist. It takes time and money, both of which First Nations don't have. The facts are:

- First Nations populations are rising at a rate 1.5 times greater than Canada's mainstream population;
- at least 40 percent of Aboriginal people are under the age of 25 years;
- education rates are appallingly low - only one-third of Aboriginal people complete high school;
- the life expectancy of Aboriginal people is 68.9 years for males, 76.6 years for females, respectively roughly by 8.1 years and 5.5 years less than other Canadians;
- Aboriginal people are leaving their communities – an estimated 70 percent of Aboriginal people in Canada now reside in urban centres.

If the current situation is permitted to continue, then unemployment, drug and alcohol abuse, social program dependency, low education rates, and poor health will grow... thus the promise of a bright future will not exist for our youth.

Session participants felt the tasks and responses required to reverse this trend entails understanding of the current situation and capacity, setting up appropriate structures and governance systems, creating partnerships, planning for the long-term, establishing guiding principles, and utilizing technology. These are listed in the table below.

task	response needed
Assessment	<ul style="list-style-type: none"> ○ Identify community capacity ○ Identify limiting factors of INAC policy with respect to reserve land and find solutions, share that information ○ Research
Capacity	<ul style="list-style-type: none"> ○ Bring in specialists, cultivate our own specialists (capacity training) ○ Utilize our Elders, tap into their knowledge ○ Establish development corporations
Communication	<ul style="list-style-type: none"> ○ Information sharing ○ Community buy-in / involvement and due diligence - holding Band council accountable ○ Engage in dialogue at multiple levels- the discussion needs to filter down through all levels (government and community)
Governance	<ul style="list-style-type: none"> ○ By-laws, codes and policies, membership rules - for consistency, including administrative ○ Custom elections - ensure continuity of leadership ○ Change Indian Act
Operations	<ul style="list-style-type: none"> ○ Manage information
Partnerships	<ul style="list-style-type: none"> ○ Completing trans-boundary agreements ○ Create economic development agreements with local governments
Planning	<ul style="list-style-type: none"> ○ Long-term business planning ○ Comprehensive community planning: social, cultural, economic
Principles	<ul style="list-style-type: none"> ○ Individuals practice values and virtues ○ Ensure that our children know where they are from ○ Transparency ○ Get out of the INAC governance box ○ Band council respecting committee and table decisions - not overruling them ○ Understanding that it is not a straight journey from points A to B ○ Infrastructure to be transparent
Tool	<ul style="list-style-type: none"> ○ Community profile to identify the specialists and resources we already have in existence/ available to us (such as community member profiles) ○ Utilize technology

discussion: making First Nations economies work

establishing the role of economic enterprises

Identifying opportunities for your First Nation community and then a formula to execute and turn these ideas into sustainable businesses is an unknown landscape. The session on “Making First Nations economies work” focused on the barriers to community economic development.

Fortunately several First Nations have successfully explored the landscape and mapped their own course. These First Nations have discovered a route to community economic development sustainability. Those that have not yet charted their own course say they want to hear and learn from the others. “We need to know more about the cases where things are working, where someone overcame problems. We need to learn from what they did.”

While there are common challenges to making First Nations’ economies work – i.e., ability to use reserve lands and on-reserve resources for security, capacity, access to capital, knowledge, lack of knowledge or examples of Aboriginal business success, ability to offer bonding – remote or isolated, and smaller populated communities have other issues. These are:

- **Geographic** – community and regional infrastructure, market access, transportation and distribution
- **Population** – low funded economic development programs (where funding is formula based), human resource capacity, access to training, skilled labour



Matt Vickers facilitates a session

An “instruction manual” to community economic development should be written that tells First Nation community development experiences. These “how to” stories are then the map to accelerate development in other communities. This manual would contain information on:

- best practices – what works well
- failures and challenges encountered – what was done... “talk about the failures”
- experience of what worked and what did not
- how to deal with the blend of business / politics
- principles
- community development visioning – how to imagine new ways
- tackling collateral issues, on-reserve resources and reserve land for security

First Nations would like to be invited to communities that have developed their economies. Participants commented, “We’d like to go to places where economic development is occurring to talk and learn from them.”

recommendations

restoring a working culture... everyone's role

The dream for First Nation communities is of an educated, employed, healthy community, recognizing that these characteristics are inter-related. Education is a tool that solidifies the foundation leading to a stronger and more stable labour force and community with good health. What is required to do this?

Achieving this vision requires a change of mind set by INAC dependent First Nations to that of "business-minded Indians". This shift must be accompanied with changes in community, governance, operating systems and structures, partnerships, research, resources, training, accountability and governance.

Effective First Nations community economic development in British Columbia starts at the grass roots. Essential is successful First Nation community development that involves its members in designing a plan for their community, engaging them to put the plan into action, and having their participation in conducting regular updates. For any comprehensive 10 year community development plan to be successful, it must be designed by the people it will affect and have a Community Charter that provides direction and a mandate for leadership.

A community strategy should include land use planning that reflects the views and values of the community. While this is a First Nation activity, regular events (provincial and regional) where First Nations can hear how others have developed their communities and governance structures, and the challenges they've faced is also recommended.



People at the Forum

Certainly the actions necessary to launch effective First Nations community economic development are the responsibility of many beginning with the First Nation's leadership and its citizens. Other tasks require a collective force of regional and provincial mandates; these are agencies like the RPMAC and the First Nations Leadership Council, as well as provincial and federal governments.

The tables on the following pages list activities recommended by forum participants on how to prepare and engage First Nations in community economic development. The list contains solutions that address issues / topics identified in the discussion groups, the timing of the task, and who should be involved in the task's execution.

"This is the sort of meeting we should have more often, where we can talk together about the issues we're facing and learn solutions from each other."

Solutions / Recommendations	Type	Timing	ISSUE / TOPIC								RESPONSIBILITY				
			Governance	Financing	Institutional barriers	Capacity	Industry knowledge	Communications	Partnerships	Organizational	First Nation	Citizens	Government	RPMAC / FNLC	
1.1 COMMUNITY EDUCATION - Educate the community about roles and responsibilities in politics and business.	Community	S				✓						R	I		
1.2 COMMUNITY INVOLVEMENT IN BAND GOVERNANCE - Solving governance problems requires the involvement of the whole community, who also needs to be more engaged in accepting responsibility for governance.	Community	O	✓									R	R		
1.3 DEVELOPMENT CORPORATIONS - Establish business development corporations in First Nations to help separate business from politics so business can occur.	Community	S-M				✓				✓		R			
1.4 YOUTH - Find ways of engaging youth in economic development and fostering their leadership and involvement.	Community	O				✓						R	I		D
2.1 BAND GOVERNMENT RULES - Consider setting requirements for Chiefs such as requiring candidates for Chief being Councilors first, and perhaps considering demonstrated experience and education in leadership or governance. Leadership needs to be experienced and ready to lead.	Governance	S	✓			✓						R			
2.2 BUSINESS AND POLITICAL STRUCTURES - Build the separation of politics from business into constitutions and by-laws, or build in the mechanisms to deal with problems - set this as a priority. Commit to and enforce these institutions/rules.	Governance	S	✓									R			

TABLE GUIDE TIMING: I=Immediate S=Short-term M=Mid-term L=Long-term O=Ongoing

RESPONSIBILITY: R=Responsibility I=Involvement/Support of Activity D=Direction/Advisory

Solutions / Recommendations	Type	Timing	ISSUE / TOPIC								RESPONSIBILITY			
			Governance	Financing	Institutional barriers	Capacity	Industry knowledge	Communications	Partnerships	Organizational	First Nation	Citizens	Government	RPMAC / FNLC
2.3 CODE OF ETHICS - Prepare a code of ethics for councilors and have candidates / councilors accept these.	Governance	S	✓								R			
2.4 GOVERNANCE TRANSITION - Transform Band governance structures - seek ways to do it, involve the community, and understand the roles. Provide a "how to" manual (RPMAC).	Governance	M	✓								R	I		
3.1 ACCOUNTABILITY - Improve accountability and transparency of First Nations' governments to their citizens.	Operations	I	✓							✓	R	I		
3.2 FIRST NATIONS ECONOMIC AND BUSINESS COUNCIL - Establish a First Nations Economic and Business Council mandated and supported by First Nations.	Operations	I					✓			✓				R
3.3 INDUSTRY NETWORKS - Create First Nations networking groups by industry sector to share knowledge and provide support; and lobby collectively on common issues.	Operations	M				✓	✓			✓	I			R
3.4 TASK FORCE - Set up task forces consisting of First Nations and INAC. The purpose is to identify ways to remove the disparities that disadvantage First Nations economically from non-Aboriginal communities. Give them the mandate to develop recommendations on: - ways to secure loans that don't involve land as collateral; - INAC barriers to community economic development; and - industry opportunities.	Operations	S-M		✓	✓		✓				R		R	R

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3.5 FIRST NATIONS ECONOMIC DEVELOPMENT INSTITUTION - set up an institution with a holistic and integrated approach of agencies.	Operations	I	✓			✓				✓	✓	✓		✓
4.1 FIRST NATION PARTNERING - Small First Nations should look for ways to work together - pool resources, explore joint business ownership. A First Nations Economic Development Task Force can foster or support this happening... but is not necessary.	Partnering	O				✓	✓			✓		R		I
4.2 CAPACITY BUILDING - Outside governments need to invest in institutional capacity building - they can help by providing support for best practices, manuals, sharing, developing new tools.	Partnering	O	✓										R	I
5.1 FINANCIAL INSTITUTIONS RESEARCH - Review other types of community finance institutions, including the USA'S Community Development Finance Institutions (CDFIs) and Individual Development Accounts (IDAs).	Research	M-L		✓	✓									R
5.2 VENTURE CAPITAL FUND - Explore development of a venture capital fund that is financed by wealthier First Nations. The fund would be used to invest in business opportunities and partner with the First Nations who lack resources (i.e., finances, natural resources and opportunities).	Research	M-L		✓	✓								R	R
5.3 LENDING CIRCLES - Investigate the benefits of lending circles and peer lending – benefits and disadvantages. Determine if these have application to First Nations, and the lessons learned from them.	Research/ Financing	M-L		✓	✓									R

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6.1 BEST PRACTICES - Prepare an information tool on how First Nations have incorporated or balanced hereditary systems with Band or modern systems.	Tool / Info Resource	M	✓			✓				✓	I	I		R
6.2 BEST PRACTICES - Share information on the success stories, and how to address challenges. - prepare guides - distribute best practices stories - problems encountered - provide information a website - coordinate forums and regional workshops with guest speakers TOPICS: business operations, financing, partnerships, balancing business and politics, incorporating culture, problems to expect and unexpected.	Tool / Info Resource	O	✓			✓		✓			I			R
6.3 BY-LAWS AND POLICIES - Prepare a resource tool of by-laws, policies and rules for Band governments that demonstrate traditional rules passed on to First Nations by their Elders.	Tool / Info Resource	M	✓			✓					I		I	R
6.4 ESTABLISH GOVERNING STRUCTURES - First Nations should behave like governments and establish the governing structures they want and stick to them, rather than waiting for a treaty process to tell them they can.	Tool / Info Resource	I	✓								R	I		
7.1 BEST PRACTICES - Make leading First Nations in community economic development accessible to other First Nations - through site visits to these communities, and presentations.	Training	M				✓					R/I			

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7.2 BUSINESS TRAINING - We also need education for councilors about what it takes to make a business successful. Even if they're not directly involved in running the biz, they need to know what it takes.	Training	M				✓					R			D
7.3 COUNCIL TRAINING - Offer training on governance to Chief and Councilors on roles and responsibilities, different governance models, and ways to incorporate traditional and cultural practices in First Nations decision making and governments.	Training	M				✓					R			I
7.4 DISPUTE RESOLUTION CAPACITY - Train on handing disputes; reduces dependency on outside providers.	Training	M	✓			✓					R			I
7.5 FINANCING PLANNING - Provide resource materials and training to First Nations on revenue planning, investments and financing. First Nations want to know how to use the revenues generated, distribution to members, investing, and how to decide on use of funds along with who must be involved in decisions.	Training, Resource tools	M	✓	✓		✓					I			R
8.1 REGIONAL AND PROVINCIAL ECONOMIC DEVELOPMENT FORUMS - Host regional economic development forums tailored to the needs of the area; host the provincial Chiefs and Council Forum bi-annually.	Outreach, Accountability	O	✓			✓	✓	✓	✓	✓				R
9.1 NEW RELATIONSHIP FUND ON THE ECONOMY - have B.C. set up this fund.	Government Relations	I	✓	✓	✓	✓				✓	✓	R	R	R

TABLE GUIDE **TIMING:** I=Immediate S=Short-term M=Mid-term L=Long-term O=Ongoing

RESPONSIBILITY: R=Responsibility I=Involvement/Support of Activity D=Direction/Advisory

it takes leadership

The Honorable Gordon Campbell, Premier of British Columbia

When things are not working, “We have to do things different,” the Honorable Gordon Campbell, Premier of British Columbia told the First Nations leadership at the opening of the BC First Nations Community Economic Development Forum.

Campbell said, “You build the future on the basis of a strong economy, self-reliance, entrepreneurship and hard work.” Adding, “There’s nothing simple about creating a job, nothing simple about building a successful company, nothing simple about dealing with the challenges that lie in front of us.”

There is a 30 percent gap between First Nations’ and non-First Nations’ graduation rates... things have not been working. To build a strong economy for First Nations (and for British Columbia), the proper tools are needed. Education is one of those tools... it is fundamental. The answer Campbell says is, “... be willing to work together, talk with one another.” In July 2006, British Columbia and the First Nations Education Steering Committee (FNESC) partnered on the Transformative Change Accord to close the First Nations education gap. The Accord puts into place “a process for the recognition of First Nations’ jurisdiction over First Nations’ education” while assuring culturally relevant programs.

Campbell acknowledged the world has changed dramatically for all of us. “The problem we have is,” he said, “that government doesn’t move that fast, but the world moves very quickly.”



The Honorable Gordon Campbell

Yet the opportunities that lie ahead are limitless. “A lot of people are moving out of the work force,” Campbell says. “There is nothing that a First Nations child can not do if they set their mind to it – and we have to understand that and be aware of it. If we take that away from those children, we’re failing them.”

Leadership has to ask, “How can we be successful? What is our ultimate goal?”

Campbell believes, “Our ultimate goal is to make sure people live healthy whole lives.”

It takes leadership to do this. Campbell says, “If we are truly going to be successful, we have to truly lead. Leadership is about doing something different. The way you become a leader is doing something someone has not done before, otherwise you’d be the follower. You’d be following in the right direction, but you are sure not leading.”

Reciting the advice of national Assembly of First Nations Chief Phil Fontaine, Campbell remarked, “We have to set a ten year plan for ourselves, say we are going to make progress each and every year and in ten years we are closing those gaps. We are not going to accept that we can’t. We will understand that we can. We have to do things different.”

Campbell recommended the following ways to build successful economies.

- Celebrate and learn from the successes of First Nation communities in B.C. and across the country.
- Take Chief Clarence Louie's advice of "getting people addicted to work, to jobs, to opportunity" by making ways for them to "do the next thing that will make their lives more filling."
- Work together [B.C. Government and First Nations] to build the ten year plan.
- Look at economic development as a way to set your own vision and goals, decide what you think you can accomplish, and bring in partners to help accomplish it.

What is Campbell's commitment to building strong First Nations' economies? He said, "We will do our best to respond. We will do our best to reinforce. We will do our best to encourage. I'd like to provide some of the fuel. I'd like to be able to provide the support."

a question from the floor

QUESTION: When can we expect from your government a new relationship fund on the economy? When can we expect to become real partners in this economy that we have in British Columbia by your government announcing a new relationship very similar to what you did with capacity building where you are actually putting real money on the line? One hundred million is a good start but what we need is a new relationship with the economy. -- Chief Sophie Pierre

ANSWER: I think we are. [We're doing this] in joint venture agreements, partnership agreements, revenue sharing agreements. These are all part of building a new relationship with the economy. We haven't highlighted off a separate amount for the new relationship with the economy, but we are doing it in oil and gas, forestry and in other areas as well. They're all a part of building a new relationship with the economy. If you're saying it would be better for an allocation for a new relationship in the economy then that is something we can certainly examine as we look to the future, but we have tried to do it in a number of areas. The new relationship money we set aside for capacity building – we said to the Leadership Council, you take those dollars and you decide. – Gordon Campbell

"Let's get real. The federal government is not going to fund half of our dreams." – Chief Doug Kelly

advice from a billionaire

lessons learned by Jimmy Pattison

"It's rare that a billionaire speaks to Indians," said Chief Clarence Louie.

He started with a \$40,000 loan that took him three weeks to convince the bank he needed the full amount, not the half that they offered. It was the business plan that finally convinced them and it was a good thing because in the first month he lost \$14,000 which was 35 percent of the money he put up. That was over 45 years ago, and today Jimmy Pattison is one of Canada's few billionaires who has started and purchased many companies.

Success doesn't come easy. Pattison says, "I can't recall reading a mistake in the business papers that I haven't done. Of the 54 companies started, many of these failed." Of the 234 companies Pattison purchased, 60 were sold and 33 liquidated.

Yet over the decades and hundreds of businesses later, Pattison learned that any successful business is based on honesty and integrity. "Your reputation is your foundation," he says. It shows when you are fair to your employees, treat people properly [customers and suppliers], and if you make a mistake, correct it right away. "It's the only way over time to build a solid business."



Jimmy Pattison

To Pattison three key fundamentals to success are:

1. **COMPETITIVE ADVANTAGE** – Every business must have a sustainable competitive advantage that positions the business at start-up and keeps it there. It might be location, transportation or service, or like Wal-mart it is low-prices and Toyota car quality. The customer must understand and want that advantage – your job is to deliver what you promise or you will eventually fail. Pattison says, "The customer is always the boss." If the customer isn't satisfied, the business fails and Pattison loses his job.
2. **PROPER CAPITALIZATION** – Lots of businesses fail, no matter what the size, because they are under capitalized. A sound professional business plan dictates what is required.
3. **GOOD MANAGEMENT** – Have people that know something about the business you're going into – you need people to teach others to build capacity. They must be people who work hard, have goals and objectives, be accountable, know how to make money, and if they can't deliver, you have to change management. When you know you are wrong with the people side FIX IT, do not leave the wrong person in the job or it will drag the whole team down.

"There is no elevator to success. You have to take the stairs one step at a time.." – Jimmy Pattison

from government to business success

making the transition: Glen Clark

"I've been with the Jim Pattison Group for six years. My point is this, if I can make the transition from government to business, then you can," said former British Columbia Premier Glen Clark, now Executive Vice-President of the Jim Pattison Group.

In business there is no politics. Clark says, "I'm proof of that." Business is color blind and politics will make business blind if it is allowed to. "Remove the politics. That is the success."

In First Nations where there is tremendous pressure to create jobs in economic development, the division of business from governance has to be as legally final as divorce. "You must set up corporate structures," says Clark. Within these, there has to be "accountability and communication. The corporate structures have to stand alone and be clear clean and business like... it is extremely hard to be successful without a separate structure."

So how can First Nations make the best success story in business work for them? There are two ways to accomplish this – the hard slow way that has greater risk, or a quicker way that builds capacity. Clark suggested, "Aboriginal groups starting from the ground up, that's the hard way. Partnerships are the quickest way for success in Aboriginal business, at least initially. With successful private enterprise to learn from, you'll ultimately grow faster."



Glen Clark signs paddle for forum delegate

Access to capital is not the problem to establishing a successful First Nation's business. When conditions are right, capital will come. Certainly one size does not fit all. For some First Nations the conditions are easily present – the Squamish and Osoyoos First Nations have tremendous opportunities – while remote villages have to be more ingenious with their options. For the Jim Pattison Group the conditions they look for are:

1. **STRONG LEADERSHIP THAT IS HONEST AND HAS INTEGRITY** – First Nations leadership must have the courage of conviction and be clear in their business dealings, meaning what you say and doing what you say.
2. **CORPORATE STRUCTURE DIVORCED FROM POLITICS** – enabling business to be conducted in a business way that is accountable, communicative, and divorced from the governance structures.
3. **SOLID BUSINESS PLAN WITH ACCEPTABLE RATES OF RETURN** – prepared professionally with solid research and planning offering a fairly quick payback to the private sector partner.
4. **PROFESSIONAL AND ACCOUNTABLE MANAGEMENT** – sometimes it means going outside the Aboriginal community until the capacity is built within to eventually allow the business to be fully Aboriginal managed and owned.

competing in business

advice from Pattison and Clark

QUESTION: How can First Nations business compete?

ANSWER: In an increasingly globalized world it is more difficult to compete starting from scratch – to be successful in business means in some way coming to terms with the global market and finding the marketing edge.

You have to understand that China's edge is labour cost. One furniture manufacturing company in China has two customers – Wal-mart and Costco. They pay their plant workers \$0.46 per hour. Their five million square foot plant in Vietnam pays \$0.16 per hour. Clark advised, "As China's economies get wealthier, they will demand our products and services – you must define carefully how to compete with them."

Partnerships can provide infrastructure and systems that a First Nations may not have. The Jim Pattison Group provides the distribution system for Nisga'a fish products. Nisga'a requested a specialized label for their product entering the European market – the Pattison Group supplies the distribution system (access to market), freezing, packaging, and shipping... elements costly and difficult for Nisga'a to establish on their own.



Jimmy Pattison meets forum participants

QUESTION: How do you combat the mindset in business that First Nations are opposed to development that we have unrealistic political claims and the list goes on? How do we get our story out – get them to listen and start real partnerships with us? -- Chief Sophie Pierre of St. Mary's First Nations

ANSWER: "Start with us, the Jim Pattison Group, the third largest private company in Canada," offered Clark. "Success leads to success making it easy to attract more success. If the Jim Pattison Group can work with First Nations, then it will show that others can too."

"Another reason is that we're local people and we care about the province," said Jimmy Pattison. "A business deal is looked at on a business basis. We're interested in the success of the First Nations people in this province. We want you to succeed. We want to help you if we can – it is that simple."

"I always wanted to work hard, I hate holidays, I thrive on business." – Jimmy Pattison

Leading the way

Excerpts of First Nations leaders final forum comments

The following pages contain closing comments and advice of B.C.'s First Nations leaders. Their comments provide the mandate and guide the way to promoting healthy, effective community economic development for British Columbia's First Nations.

Chief Clarence Louie, Osoyoos First Nation / Forum Co-Chair

We need to bring back our First Nations working culture. Working is the tradition of our people, not the 100 years of social welfare dependence that exists today. Premier Campbell said, "Let's get our people addicted to jobs."

We must give our people messages as constant reminders of work ethics that our Elders have, our Elders worked for a living, so should you.

Teach kids about using money.

Prepare people for work.

Leadership has to be more than identifying problems, it is also identifying solutions.

The money is not about living a luxurious lifestyle; it is about cultural socio-economic development. You build the future on the basis of an economy. Because Osoyoos has economic development, we step up to the plate and give money to the socio-cultural events providing a foundation to nation building.



Chief Clarence Louie

You build the future on the basis of an economy. You do this by forming First Nations economic development corporations. Support a First Nations author. Support First Nation hotels when we have meetings, choose an Aboriginal facility. Pay our cultural knowledge keepers a professor's wage, they are our professors. Bring business manners to council tables, housing and school boards... B.C. Bands must get down to business. As Stephen Cornell said, economic development belongs at the leadership level, not just in the office of the economic developer.

"The most important work is to come. Keep the initiative going forward – economic development is obviously a top priority for B.C. First Nations. The leaders challenge now is to take input from this forum and put it into a plan to follow through, getting input and buy-in... the work must step-up."
– Miles Richardson, Forum Moderator

Chief Stewart Phillip, First Nations Leadership Council

When we look to the future, we must reflect to the past. Look back to the Nisga'a Land Committee, the Native Brotherhood, First Nations Summit, B.C. Assembly of First Nations, and more... and all the leaders that committed the greater part of their adult life to the movement to ensure that our people restored our families, community and nations to the level where we walk with great dignity throughout our lands.

Give your gratitude to economic and business leaders that have been on the cutting edge of business development for the land for 15-20 years – like the Ktunaxa, Osoyoos, Musqueam, Kamloops, Musqueam, Tsleil-waututh. They inspire the rest of us.

There needs to be a fundamental change and shift in the provincial government and business community. The B.C. Transformative Change Accord will elevate the prominence of economic development. And the First Nations Leadership Council is best equipped to represent First Nations' interests and put them on the table. Politics must be separated from economic development and social. Now at long last we understand there needs to be a more holistic and integrated approach to both creating communities and those nations that our people have strived within for so many generations.

There are great opportunities ahead to take advantage of. This forum is just a start. A First Nations Economic Development Institution is needed.



Chief Stewart Phillip

“Now at long last we understand there needs to be a more holistic and integrated approach both to creating communities and those nations that our people have strived for so many generations to establish.” – Chief Stewart Phillip

Grand Chief Ed John, First Nations Leadership Council

The First Nations Leadership Council believes we need to organize efforts into six clusters for the 203 communities we have.

1. **Language and culture** – who we are, where we come from
2. **Lands, territories and resources** – including reserves and rights within these areas
3. **Social services** – health, education, children and families
4. **Infrastructure** – homes, services, internet technology, roads
5. **First Nation crown relations** – building and reconciliation of crown relations – treaty negotiation and other types of agreements negotiated with governments
6. **Economic and business development**

We must request that corporations include recognition of First Nations in their business plans about dealing with First Nation communities. Banks now look at corporate relationships with dealing with Aboriginal rights as part of risk assessments.

We need to lift each other up and support each other. We can't build a sustainable future for our people by standing on the backs of other people. They're (business and other governments) getting rich off the backs of our people. We need to get them off our backs so we can use those resources. There is no reason why we should be poor in our country. Everyone else is using our resources to be rich,



Grand Chief Ed John

why shouldn't we? We were integral to the development of this country, and were forgotten, now is the time for us to return.

We need to build around statements to develop a strategic plan for First Nations. Setup a First Nations Economic and Business Council. It needs to have a plan in place with the support of all First Nations' communities and to support these communities. Identify those people who can carry the ball and run with it.

We need to engage ourselves, and the federal and provincial government – for government to be successful, they need to work with us.

"Setup a First Nations Economic and Business Council."
– Chief Ed John

bold new approach

Best Practice: Kitamaat Village

The traditional approach to consultation on development was not working for Haisla, so they decided to design one that fulfilled the needs of their 1500 members. The Haisla people reside at the Kitamaat Village, one of many sites the people occupied throughout their territory. There are 700 people living there.

The perspective that guided the Haisla in building their relationship with business was shared by Chief Steve Wilson in his presentation. He said, "There is a great need for a bold new approach that engages the First Nations in a way that Canada and B.C. entered into nation building with the railways and Alcan! NOTHING LESS WILL WORK! A new path should create certainty for all. The concept of a share and say in our territories can be adapted to meet Aboriginal Rights and Title (ART) and business interests in a new model based on old ideals! Canada and B.C. did it many times - why not now include First Nations!"

Haisla's primary focus was ensuring environmental concerns were addressed; these were raised before economic development opportunities were discussed. They saw community economic development as the catalyst for improving social conditions and fulfilling environmental, cultural, lands and resource matters.

Aboriginal rights and title as the channel for broaching relationships with developers became both an asset and a motivation to Haisla in its discussions. This new approach led to the negotiation of many partnerships of which one will generate



Haisla Community School



The C'imo'ca Childcare Centre

\$520 million over the first 20 year and 75 new jobs in the energy field. These partnerships take Aboriginal Rights and Titles into consideration and recognize the need for capacity development.

"The word "Kitamaat" comes from the Tsimshian people, who originate from the Prince Rupert and Metlakatla areas, also on British Columbia's North Coast. "Kitamaat" means People of the Snow in Tsimshian. The Haisla Name for Kitamaat Village is Tsee-Motsa which means Snag beach. Most Haisla continue to carry on the tradition of hunting, berry picking, gathering, and fishing."

setting up corporate structures

Best Practice: Fort Nelson First Nation

North eastern British Columbia is the heart of the province's oil and gas industry. For the Fort Nelson First Nation it is the traditional lands of their people. It is the place where their ancestors cared and lived off the lands for thousands of years. It is the place where they are rebuilding their economy through business in many industries.

The Band owns two ventures that supplies services to the oil and gas industry. Eh-Cho Dene Enterprises employs 25 and up to 50 people in peak operations providing oil patch construction and hauling, preparing drilling sites, and building roads. The second and most successful is a 50-50 ownership joint partnership with Ensign Drilling of an \$8 million drilling rig making the Fort Nelson First Nation the first First Nation to own a drilling rig in B.C. The Band provides "backing" and has secured employment for its members through a FILO "first-in-last-out" hiring policy. Ensign brings the expertise in industry and professional management.

This business savvy extends to the diversified business portfolio Fort Nelson has developed over the years. It owns several local properties through a residential holdings company, a gravel pit, and the Fort Liard Hot Springs Lodge. Recognizing that partnerships bring success faster, Fort Nelson and other Treaty 8 First Nation's Development Corporations are scrutinizing other ventures... there are more "flavours" coming.

Fort Nelson started operating its businesses through caretaker boards consisting of Chief and Council. As time passed and the ventures expanded, it became

increasingly difficult to continue to oversee business operations this way, and to manage membership on so many boards. Band Council and staff found their time and resources divided, meaning it became difficult to be effective on anything – band governance or business. Efficiency also became an issue. Every business venture had its own accountant and lawyers, as well as board.

Initially when the number of business ventures was few, the original board structure worked well. Everything changes with expansion... that change needs to be controlled.

There was a need to separate business from politics to ensure their effectiveness, while protecting the Band and its citizens from liability.

Step one. Fort Nelson has hired an Enterprise Coordinator who is responsible for providing logistical support and communication to the businesses and the link to Chief and Council, and the respective business board of directors.

Step two is the consolidation of the business enterprises, moving all businesses under one master conglomerate. There will be one board of directors, one Chief Executive Officer, one accountant, and one lawyer, thereby improving efficiency and effectiveness, retaining revenue for business, creating a liability firewall, and improving overall operations for the Band and the businesses. The First Nation is the shareholder returning accountability to the Band citizens.

An important element in this structure is the board of directors. The board will consist of five members of which one will be appointed by Chief and Council (not necessarily from the Council), two from the community who bring community values and perspectives to operations, and two outside experts that offer business knowledge.

This structure allows businesses to operate as businesses, and Band Council to pursue the matters of a nation.

managing economic development for wealth

Best Practice: Tzeachten First Nation and Gulf Pacific Group

At the Tzeachten First Nation in the Fraser Valley, Chief Joe Hall's community began its relationship in the mid 90s with Gulf Pacific Group of North Vancouver. Together they built Vedder Crossing Plaza (VCP) shopping centre on Tzeachten land in Chilliwack.

VCP is a "strip mall" having over 20 businesses – like Save-on-Foods, Royal Bank, Tim Horton's and Video Giant – of which many employ First Nations people. The construction cost was an estimated \$6 million which was covered by a construction loan that at construction completion was converted to a long-term loan.

The partnership gave Tzeachten the option at the end of the construction phase to take 100 percent ownership of the plaza. Tzeachten recognized Gulf Pacific's credentials as a professional property manager, developer and real estate syndicate was solid with many decades of experience and practical experience working with First Nations since the 1960s. Gulf was retained to manage the plaza.

Accountability and involvement of the community was paramount to ensure the venture's long-term success and the well-being of the community. At the



Bruce Russell and Chief Joe Hall

beginning a community needs assessment was conducted to understand the community wants in terms of amenities. The assessment process provided a vehicle for the community to get involved at the beginning, and to continue through bi-monthly meetings keeping the community connected.

According to Hall, this process has meant, "We have enjoyed tremendous support by targeting what the community wants. This has in turn developed a confidence amongst our people."

Part of that confidence is gained by what you do next. Halls says, "Manage your proceeds wisely. Make sure there is a balance of reinvestment, savings and expenditures on beneficial membership programs. Avoid creating a sense of dependency." Profits from the VCP are used for community, and are not distributed to members.

These profits have been instrumental in the construction of the Band's \$1.7 million community hall/office. Tzeachten has also built a sports centre that houses two independent soccer pitches and two independent softball fields with VCP profits.

Hall understands that First Nation developments should have a relationship with the region. He says, "You establish a good working relationship with your neighbours. Clearly your economic health and welfare will depend in some degree on how healthy the surrounding economy is doing. Cooperative participation will ensure proper planning to take into count your long range goals/objectives when it comes to infrastructure."

attracting investment

Best Practice: Hupacasath First Nation

Try putting three people together in a room who each have their own distinct and separate perspectives from the other, and try to reach the goal of finding common ground... then see what the outcome is. Well, you may think you have nothing in common, that is until you start talking.

In 2001, Chief Judith Sayer of the Hupacasath First Nation spoke at the Port Alberni municipal meeting. She wanted them to understand Hupacasath's perspective on development of a gas run electrical generating system. "These two companies come in, they use our land, our water, our air, and we face the risks. None of us share in the profits, none of us see any benefits, we only face all the risks to the environment because we live here."

When faced with the environmental impacts of a proposed electrical development, Hupacasath knew they needed to be intimately involved in the planning, decisions and development – to minimize the negative effects, and ensure the First Nations shared in the benefits. Hupacasath opposed the gas generator, but also offered an alternative solution. Studies revealed the most feasible and environmentally clean option was a small run-of-the-river hydro-project. It was projected to reduce greenhouse gasses by 31 kilotonnes a year, equal to taking 6,000 cars off the road a year!

When Sigma Engineering conducted the feasibility study on the hydro project for Hupacasath they already had constructed five run-of-the-river projects. Sayer said,



UPNIT Power
Photos courtesy of Hupacasath First Nation

"They brought expertise to the project which helped us make hard decisions during construction, financing and operations which we did not have."

Since Hupacasath had no experience to attract partners, they had to actively pursue them. With solid research and studies in hand, Hupacasath set out their partnership strategy. "On this particular project, we decided who we wanted as partners and courted them with information and opportunity. We brought in our bankers, our technical people, answered all the questions and provided a sound business case," commented Sayer.

One partner came easily. Sigma's investment arm Synex International Subsidiaries wanted in because they knew how viable the project was since they did the engineering. At other investor-partner meetings, Hupacasath presented the Rate Of Return as well as the anticipated construction challenges. It was important to the First Nation to find partners whose values were the same and they knew they could work with over a long-term. Sayer said, "In one case the men did not want to talk to me directly or even look at me, and I ruled them out very quickly!"

In October 2006, Hupacasath launched China Creek Micro-Hydro Project through UPNIT Power, meaning "a calm place" in Nuu-chah-nulth language. The micro-hydro

dam is 72.5 percent Hupacasath owned with minority partners from Ucluelet First Nation, Synex International Subsidiaries and the City of Port Alberni. Hupacasath gave the city a five percent share of the company in recognition of the water flow data they provided, as well as coming to an agreement with Hupacasath on ensuring the City's water supply was assured. This enabled the water license approval which was essential to the business going ahead.

UPNIT was successful because it was based on mutual trust, cooperation, understanding of each other's needs, and commitment to achieve a common goal. Hupacasath's experience on this project set the stage for their second project.

It's different this time. Instead of actively looking for partners and investors, Sayer said, "We have many offers for equity investors as well as financial institutions that want to fund us. We have the experience now. We have proven ourselves and have a success under our belt. It is a whole new world!"



UPNIT Power
Photos courtesy of Hupacasath
First Nation

organizing for community economic development

Best Practice: Ktunaxa Nation Council

The Ktunaxa Nation in the southeast of British Columbia entered into a landmark partnership with two other First Nations – the Mnjikaning and Samson Cree First Nations. Together they own the St. Eugene Mission Resort through a limited partnership.

The resort has an 18-hole championship golf course, 127-room resort hotel, and casino. The casino alone employs 250 people of which 25 percent are First Nations.

This development is only one part of the Ktunaxa's desire to improve the quality of life for its people today and long into the future, by building a nation one person at a time.

The model the Ktunaxa created has four pillars – traditional knowledge and language, social sector, lands and resources, and economic investment. Each pillar is inter-related with the other. Yet, the success of each is dependent on the governance says Chief Sophie Pierre, tribal spokesperson.

The slogan "150 in 15" has become the target for taking back what was taken away by government over 150 years, with a target of 15 years to renew, revive and reinvigorate through processes like the treaty, self-governance, new relationships and partnerships.



St. Eugene Mission Resort Club House

Applying the philosophy of "Just do it", the Ktunaxa recognize the "Indian Act has its barriers," but realizes it has to be inventive and innovative with the legislation. The Ktunaxa have, like other First Nations, the task of addressing the attitudes and stigma of mainstream society that is on going. Pierre says, "There is a need for a shift in the mind set of the general population to occur."

One area is in taxation. The Indian Act provides First Nations an advantage that provided the Ktunaxa with the ability to access seed funding and pursue strategic partnerships using taxation control as an incentive and a tool for increasing its value and equity to ventures.

The principles and guidance that govern the Ktunaxa in their community and business initiatives are:

- First Nations are Open for Business - create an economic/business opportunity profile and market with consistency and professionalism, support First Nation individual and community driven initiatives, rather than always going to the mainstream.
- Do not mix business and politics.

- First Nation Interests - Membership and not chief and councils, have to determine what is in the best interest of the community.
- Get involved and connect with other stakeholders, your community, and neighbouring communities – become members of local business associations – leadership is good, but also involve the people... enable the community to attend.
- It is important to establish various types of relationships with all levels of government including regional districts – for example, sign protocols as the Ktunaxa did with its regional district.
- Keep the community informed on initiatives, and get their involvement in the development and decisions. Involve the youth – the Ktunaxa hired youth in each member Band to collect, collate, and disseminate in their communities information on the St. Eugene development. The result was 100 percent of the member Bands approving with the lowest Band support being 60 percent.
- Establish an information base of the community and nation's assets, ability to do business, including posting reports, plans and studies on your website.
- Create an Investment Code – this provides a comfortable level of risk to potential investors.
- Understand that Treaty is a process but not the only way – there are other ways to building a nation.
- Build a Fiscal Framework through land codes and proper registration to set up the necessary infrastructure required like water, power, and other utilities to foster community economic development and improved quality of life.
- Speak with "one message, one voice" to eliminate confusion for investors and division of responsibility.
- Balance decision-making needs and involve lawyers to establish the framework for success like bankable land leases (such as head leases and sub-lease systems).
- Structure for financial success - that gives a good return on investment within a time frame that allows review of the partnership.
- Offer debt security – businesses need to give more collateral for banks to be comfortable.
- Be prepared to offer an economic benefit analysis – know the economic

benefits produced by your venture – for example, for every new job there are four jobs that are created in the regional economy which means revenues generated through taxation; and how quickly with the governments recover their investment in your project

Prepare proposals so they are "investment based" rather than presented as a grant or contribution... be more business focus.

"As a Nation, we are trying to achieve strong, healthy citizens and communities, speaking our languages and celebrating who we are and our history in our ancestral homelands, working together managing our lands and resources, as a self-sufficient, self-governing Nation."

appendix a: strategic decisions manual

a little strategy manual of ideas for making good strategic decisions with respect to Aboriginal economic development -- compiled by Chris Corrigan and Jodee Dick

how we did this

At the B.C. Aboriginal Community Economic Development conference January 17-18, 2006 in Richmond, B.C., one breakout session facilitated by Jodee Dick and Chris Corrigan tasked themselves with harvesting best practices, principles and strategies on Setting Directions: Strategic Vision and Decision Making. This strategy manual reflects the collective wisdom of some 50 people working in conversation, telling stories and learning from one another.

We are sharing this manual with conference delegates and others and providing a forum for further discussion of these ideas at <http://harvestmoonassociates.com/home/forum/1>.

We took the challenge, as laid out by Stephen Cornell, to look at strategic decision making using the follow three key elements:

- A solid long term vision
- A solid method for priority setting
- A clear decision making process

We asked group members to reflect on experiences they had had where they saw innovation in these three areas, and the following is a selection of some of the most effective advice. We invite you to use this advice as inspiration and to generate your own ideas.

creating long term vision

- Take the time to involve the community in long term visioning and priority setting and make sure everyone is clear where the community is going
- Choose joint venture partners carefully and ensure they buy in to your community vision.
- Involve the youth meaningfully in creating the vision and invite them to be investors in it's long-term implementation. After all, it is their future.
- Create a community space that can house the vision and be a place where community members can gather to discuss it, improve it and learn about it.
- The vision should be alive once it is developed. Host annual visioning sessions to update the community and ensure the vision is still current.
- Use Elders, traditional governance bodies and cultural guardians to ensure that the vision has cultural integrity.

information gathering, learning and priority setting

- Visit other First Nations to learn what has worked and what has failed elsewhere, gather information on their approach and what they would do differently.
- Host ongoing priority setting sessions with the community to ensure that everyone knows what key economic development goals are being pursued.

- Ensure that economic development priorities are in line with community culture.
- Network with other First Nations to create standardized decision making processes that bring consistency to the field.

decision making

- Set rules, guidelines and clear plans to ensure that the decision making process is transparent. Have the community involved in creating these policies and plans.
- Bring the right people on to Boards of Directors for economic development corporations and businesses. Choose carefully and choose those who bring value to the position.
- Develop positive relationships that support decisions and community progress, such as with neighbouring governments and business partners. Working well together ensures that good decisions will last.
- Don't wait for long drawn out processes like treaty making to be completed before moving forward. Create your own jurisdictional conditions and enact decisions with those frameworks.
- Involve the community in decision making as much as possible.
- Create policy and governance tools like consultation and accommodation policies to lay clear ground rules for partners and decisions.
- Once a decision is made, stick to it and follow through on commitments.
- Involve young people actively in decision making to break apathy and make them meaningful partners in their own future.
- Decisions need a reality check. Be blunt in evaluating them before you commit.

appendix b: forum program

PRE-OPENING RECEPTION – January 16

5:30 - 7:00 Pre-opening reception

DAY 1 – January 17

Focus: *Nation Building and Governance*

7:45 - 5:00 Exhibit of BC First Nation Best Practices and Sponsors
Sponsor area and projects – related to economic development

7:45 REGISTRATION OPENS

8:30 Opening Prayer – **Musqueam Elder**
Moderator – **Miles Richardson**
Welcome to Territory –
Musqueam First Nation – **Chief Ernie Campbell**
Opening Remarks –
RPMAC – **Chief Judith Sayers**
First Nations Leadership Council – **Chief Stewart Phillip**
INAC representative – **Thomas Howe, Acting Associate Regional
Director General**

9:15 “Beyond Band Office Jobs: From Spending Money to Making Money” – **Chief
Clarence Louie, Osoyoos First Nation**

9:45 **The Honourable Gordon Campbell**, Premier, Province of British Columbia

10:15 Plenary – Nation Building Model Presentation – **Stephen Cornell, University of
Arizona**

11:15 Overview of breakout discussions – **Stephen Cornell**

12:00 Lunch – PPT slide presentation playing (no speakers / networking time)

1:15 Facilitated breakout sessions (six groups)

1 & 2 - Constitution/Governance “Making First Nations’ Governments Work”
– the role of governance in economic development – organizing Indigenous
governance institutions to deliver “the goods” with community ownership



3 & 4 - Making First Nation Economies Work – economic enterprises

5 & 6 - Setting Directions: Strategic Vision and Decision Making – roles and
responsibilities; Intergovernmental relations, giving or transferring control,
productive, mutually beneficial constructive tools/resources

Facilitators: *Mike Bonshor, Chris Corrigan, Robert Duncan, Chief Leanne Joe, Matt Vickers,
Racelle Kooy*

2:30 REFRESHMENT BREAK

2:45 Breakout sessions (repeated)

4:00 Breakout sessions end

DAY 1 – January 17 – Gala Dinner

5:00 RECEPTION (no-host)

6:00 DINNER

Master of Ceremony – **Duncan McCue (Anishinaube, Ojibwa), CBC National
News, news reporter**

Keynote Speaker – **Jimmy Pattison and Glen Clark** (former Premier B.C.), The Jim
Pattison Group

Comedian – **Skeena Reece**

Entertainment - **Bitterly Divine** – music and dance

DAY 2 – January 18

Focus: *Best Practices: Attracting investments, Corporate structuring, Showcasing success*

7:45 - 3:30 Exhibit of BC First Nation Best Practices and Sponsors

8:30 Opening Remarks

Wrap-up / Summary of previous day's sessions – **Stephen Cornell and facilitators**

9:50 Moderator introduces breakout topics

10:00 REFRESHMENT BREAK

10:30 Breakout Sessions (concurrent) – perspectives from different partners

1. **Attracting Investment – Hupacasath Story** – with perspectives from different partners – **Chief Judith Sayer, Port Alberni Mayor Ken McRae, and Synex Energy Greg Sunnel**

2. **Organizing for Community Economic Development - Ktunaxa Nation Council** – structuring your community... a link leading people to where have you come from – **Chief Sophie Pierre**

3. **Managing Wealth** – when do you, designing where the money goes – **Chief Joe Hall, President, Gulf Pacific Group Bruce Russell** (Gulf Pacific Group is a company with over 50 years experience as a professional property manager, developer and real estate syndicate. Gulf has worked with First Nations since the 1960s.)

4. **Northern BC Best Practices** – examples of economic development from Northern BC and how they did it

○ **Chief Steve Wilson, Haisla** – has many major partnerships underway. One will generate \$520 million over the first 20 year and 75 new jobs in the energy field. These partnerships take Aboriginal Rights and Titles into consideration and recognize the need for capacity development.

○ **Chief Liz Logan, Fort Nelson First Nation** – learn what economic development can do for your First Nation, how to set up structures, and what

changes to expect to business development structures and governance are needed to make it work

12:00 **LUNCH** – PPT slide presentation playing – no speakers / networking time

1:15 Breakout discussions (repeated from morning – see above)

2:30 **REFRESHMENTS** available

3:00 Future Direction

RPMAC – next steps, summary of sessions, regional workshops – **Chief Judith Sayer, Tim Low**

FNLC – direction, future initiatives – **Chief Ed John, Chief Stewart Phillip**

3:15 Wrap-up Speaker – **Chief Clarence Louie**

3:25 Closing Prayer

3:30 **FORUM CLOSE** – PowerPoint of BC Success Stories

appendix c: attendance list

First Nations

Adams Lake First Nation
Ahousaht First Nation
Akisq'nuk First Nation
Alexandria First Nation
Alexis Creek First Nation
Blueberry River First Nation
Bonaparte First Nation
Boothroyd First Nation
Boston Bar First Nation
Bridge River First Nation
Campbell River First Nation
Canoe Creek First Nation
Cape Mudge First Nation
Carcross/Tagish First Nation
Champagne & Aishihik First Nations
Chawathil First Nation
Cheam First Nation
Chemainus Nation
Cheslatta Carrier Nation
Coldwater First Nation
Cowichan Tribes
Danaxdaxw First Nation
Ditidaht First Nation
Doig River First Nation

Douglas First Nation
Ehattesaht First Nation
Fort Nelson First Nation
Gingolx Village Government
Gitanmaax First Nation
Gitanyow First Nation Council
Gitsegukla First Nation Council
Gitwangak First Nation Council
Gitxaala First Nation
Glen Vowell First Nation
Gwasala-Nakwaxda'xw Nation
Halalt First Nation
Halfway River First Nation
Hartley Bay Village Council
Heiltsuk Nation
Hesquiaht First Nation
High Bar First Nation
Homalco First Nation
Hupacasath First Nation
Kamloops First Nation
Kanaka Bar First Nation
Kispiox First Nation Council
Kitamaat Village Council
Kitasoo First Nation

Kitselas First Nation
Kitsumkalum First Nation Council
Klahoose First Nation
Kwadacha First Nation
Kwakiutl First Nation Council
Kwantlen First Nation
Kwiakah First Nation
Kwicksutaineuk/Ah-Kwaw-Ah-Mish Nation
Kyuquot/Checklesat Nation
Lake Babine Nation
Lax-Kw'alaams First Nation
Leq'a: mel First Nation
Lheidli T'enneh First Nation
Lhoosk'uz Dene Nation
Little Shuswap First Nation
Lower Kootenay First Nation
Lower Nicola First Nation
Lytton First Nation
Malahat First Nation
Mamalilikulla-Qwe'Qwa'Sot'Em First Nation
Matsqui First Nation
McLeod Lake First Nation
Metlakatla First Nation
Moricetown First Nation
Musqueam First Nation
Nadleh Whut'en First Nation
Nakazdli First Nation
Namgis (Alert Bay) First Nation
Nanoose First Nation
Nee-Tahi-Buhn First Nation
New Aiyansh Village Government
New Westminister (Qayayt First Nation)
Nisga'a Village of Laxgalt'sap
N'Quatqua Nation
Nuxalk Nation
Okanagan First Nation
Old Massett Village Council
Osoyoos Indian Band
Oweekeno/Wuikinuxv Nation
Penelakut Tribe
Penticton First Nation
Prophet River First Nation
Quatsino Nation
Red Bluff First Nation

Samahquam Nation
Saulteau First Nation
Scowlitz First Nation
Shxwhay Village
Shxw'ow'hamel First Nation
Simpco First Nation
Siska First Nation
Skawahlook First Nation
Skowkale Nation
Skuppah First Nation
Sliammon First Nation
Soda Creek First Nation (Xats'ull Nation)
Songhees First Nation
Soowahlie First Nation
Spuzzum Nation
Squamish Nation
Squiala First Nation
St. Mary's First Nation
Stellat'en Nation
Stone First Nation
Sumas Nation
T'it'q'et First Nation
Tla-o-qui-aht First Nation
Tl'azt'en Nation
Tobacco Plains First Nation
Toosey First Nation
Tsawataineuk First Nation
Tsawout Nation
Tsleil-waututh First Nation
Tzeachten First Nation
Uchucklesaht Tribe
Ucluelet First Nation
Ulkatcho Nation
Union Bar First Nation
Upper Nicola First Nation
West Moberly First Nation
Westbank First Nation
Wet'suwet'en First Nation
Whispering Pines - Clinton First Nation
Williams Lake First Nation
Xaxlip First Nation
Xeni Gwetin Nation
Yakwekwioose First Nation

Tribal Councils

Gitksan Local Services Society
Kaska Dena Council
Ktunaxa Nation Council
Kwakiutl District Council
Lillooet Tribal Council
Lower St'at'imx Tribal Council
Naut'sa Mawt Tribal Council
Nicola Tribal Association
Nisga'a Nation
Nlako'pamux Nation Tribal Council
Oweekeno-Kitasoo-Nuxalk Tribal Council
Shuswap Nation Tribal Council
Sto:lo Tribal Council

Sponsors, Speakers, Entertainers, Coordinators and Special Guests

Aboriginal Tourism Association of BC
Ahtsilk Consulting**
Bartons Insurance
BC Assembly of First Nations*
BC Ministry of Aboriginal Affairs
BC Ministry of Economic Development
BC Transmission Corporation
Bitterly Divine
Cariboo Chilcotin Aboriginal Training
Education Centre**
CBC (Duncan McCue, Dinner Moderator)
Encana
First Nations Summit*
Gulf Pacific Group
Haisla Nation
Hazco
INAC - Regional Program Management
Advisory Committee, various branches
Jim Pattison Group
Ktunaxa Nation Council
Meyers Norris Penny
Miles Richardson
Native Economic Development Advisory
Board
New Relationships Trust Fund
N'K mip / Osoyoos Development Corp
O'Neil Marketing & Consulting
Plutonic
Port Alberni, City of
Province of British Columbia
Royal Bank
Shxwhá:y Village Council
Synex Energy
Tzeachten First Nation
UBC Chinook Aboriginal Business Education
Program
Union of BC Indian Chiefs*
University of Arizona
Vancity
Visions First Nations Financial
Youth Initiatives and Aboriginal Affairs
BC/Yukon

**First Nations Leadership Council*

***Special guest*

Business Reception Guests

Business Council of BC (BCBC)
BC Ferries
BC Hydro - Aboriginal Relations and
Negotiations
Concert Properties Ltd. - President
Concord Pacific Group Inc.
Deloitte & Touche LLP - Tax
EnCana Corporation - Vice President
Aboriginal Relations
Simon Fraser University
Spectra Energy
Stohtert Group of Companies
Strategic Aboriginal Consulting Inc.
Telus - Government Relations, Legal Services
Terasen Gas - Director, Community
Aboriginal and Government Relations
Vancouver International Airport Authority
Washington Marine Group
Weyerhaeuser

**Reception guests were BCBC board and Aboriginal
committee members*

the last questions

Throughout the forum, questions were brought up on community governance, culture, values, social development, business practices and organization. Though answers and ideas flowed, not all matters could be answered. The reason may be the topic was complex or that the answer could only come from within the First Nation itself, or others or in a different type of forum. Below is a summary of the “unanswered questions”.

- Do we need Band offices – we didn’t create them? Why do we do elections this way? – We need to examine the status quo and determine if there are other ways to do it.
- If we could design a government from scratch, what would we do?
- How do we incorporate cultural values and principles into community economic development, including business operations, board governance and community leadership?

forum hosts

INAC Regional Program Management Advisory Committee (RPMAC)

- 1 Vancouver Island – Chief Judith Sayers
- 2 Mainland/Southwest – Jeff Mercer
- 3 Thompson-Okanagan – Chief Clarence Louie
- 4 Kootenay – Helder Ponte
- 5 Cariboo – vacant
- 6 North Coast – Terry Morgan
- 7 Nechako – Chief Jerry Asp
- 8 Northeast – Mike McGee
- Member at large – Jodee Dick
- Member at large – Cameron Beck
- INAC – Tim Low
- INAC – Bill Guerin

**Members at time of Forum*

First Nations Leadership Council

- B.C. Assembly of First Nations
- First Nations Summit
- Union of B.C. Indian Chiefs

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Regional Program
Management Advisory
Committee



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