

ECONOMIC DEVELOPMENT TOOLKIT

FOR INDIGENOUS COMMUNITIES



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INTRODUCTION

Economic development offers First Nations an avenue to meet the needs of community members, ensuring they have access to adequate food and shelter, healthcare, education, and social programming. Beyond these basic needs, economic development also provides a mechanism to create wealth for future generations by building equity and assets, and by growing enterprises and employment opportunities.

In 2015, more than 1,800 businesses were listed in the Aboriginal Business Directory. While the directory does not capture all Aboriginal-owned/run businesses in Canada it does demonstrate the volume and variety of Aboriginal businesses. Examples of Aboriginal-owned businesses include the Aboriginal Peoples Television Network (APTN), the first and only national Aboriginal broadcaster in the world. More than 75 per cent of APTN employees identify as Aboriginal peoples. Nk'Mip Cellars is the first Aboriginal owned and operated winery in North America. It operates out of Osoyoos in the Okanagan Valley of British Columbia. First

Nations Bank of Canada (FNBC) is a majority (80 per cent) Aboriginal-owned and -controlled financial institution focused on providing financial services to the Aboriginal marketplace in Canada. Branches and community banking centres for FNBC exist across Canada. Manitoba Mukluks is an Aboriginal-owned company that sells its footwear worldwide. Twenty per cent of its products are produced at an Aboriginal-owned production facility in Winnipeg. The Kitikmeot Inuit Association — which is 100 per cent Inuit-owned — partners with Advanced Medical Solutions to operate Medic North Nunavut Inc. The corporation provides

This toolkit has been developed to support **Aboriginal communities and nations** in participating in this extraordinary growth and to provide communities, at all stages of the economic development journey, with resources to support their planning, growth and overall development.



medical personnel, equipment, supplies and emergency vehicles to remote sites.

It is clear that Aboriginal communities, Nations and individuals are bringing their world view, values, culture and knowledge to create strong communities and economic independence. It is also important to recognize that successful economic development, in a holistic sense, should align the values of the community and the vision of leadership.

This toolkit has been developed to support Aboriginal communities and nations in participating in this extraordinary growth and to provide communities, at all stages of the economic development journey, with resources to support their planning, growth and overall development.

This toolkit will follow the 'Economic Development Road Map' (see next section). This map guides the reader through the 4 stages of Economic Development, from creating a community plan and deepening overall engagement through to launching a new business. The toolkit offers advice, frameworks and guidelines to support a community or Nation on its economic development journey. The associated

document (Tips, Tools and Techniques) offers more, and more detailed, frameworks and tools, and is organized in the same format as this main document.

A reader can work through this toolkit end to end, following the steps and using the tools. A reader can also dive right into the section that best fits where they are on the Economic Development path. Essentially, this toolkit is yours to use

“ It is clear that Aboriginal communities, Nations and individuals are bringing their world view, values, culture and knowledge to create strong communities and economic independence.”

however it best supports your current needs. The hope is, that as each community moves along their economic development journey, the toolkit remains an essential and relevant support to their work.

THE ECONOMIC DEVELOPMENT ROAD MAP

Economic development offers First Nations an avenue to meet the needs of community members, ensuring they have access to adequate food and shelter, healthcare, education, and social programming. Beyond these basic needs, economic development also provides a mechanism to create wealth for future generations by building equity and assets, and by growing enterprises and employment opportunities.

First, in Part 1, this toolkit outlines the methods and processes that can be used in the development of an Economic Development Strategy. This critical step can enhance alignment with community values and priorities. In Part 2, the toolkit looks at the options for the structures that support economic development, this is a key decision and has many dimensions, and needs to be in place to fully deliver to the community on the Economic Plan. Part 3 walks the reader through the development of an Economic Plan, including the role of the Chief and Council and the Community and opportunities and sources for funding. Part 4 turns to the other more supporting parts of the Economic Development process: support for local Entrepreneurs; support for community capacity development and employment; and support for overall growth. Finally the toolkit looks at areas and techniques for holistically measuring the impact of the Economic Development Plan on the community.

Indigenous Economic Development is more often than not community-based economic development. This means that business opportunities are not motivated solely by profit, and should incorporate the realities of the people in the community where the development is taking place. In a community based context, business opportunities are more characterized by local or community ownership rather than private or industrial ownership. More than likely, as the business is community-owned, local people get hired, and the profits are used to benefit the community, not a private individual. Business will be about community control and community benefit. The adjacent diagram is a good reflection of this description¹.

¹CANDO, "Orientation to the Occupation of Aboriginal Economic Development Officer" (date accessed, 14 March 2018), online: CANDO <http://www.edo.ca/downloads/orientation-to-the-occupation-of-edo.pdf>

The Four Stages of Economic Development and Their Interrelationships



CED = Community Economic Development



The economic development in any community or nation is a process – a complicated and difficult one – that can be either supported or frustrated. It cannot be delivered pre-fabricated from Ottawa or from provincial or territorial capitals. The principal participants, those on whom success depends, are the individuals of First Nations. The role of Indigenous and non-Indigenous governments should be to support the process, help create the conditions under which economic development can thrive, and remove the obstacles that stand in the way. This involves enabling individuals

“To be successful, the trajectory of economic growth should align the values of the community with the vision of leadership as well as the knowledge and skills of those tasked with planning, developing and coordinating economic activities.”

to contribute to the development of their communities and nations and participate in the wider Canadian economy.

Education and training are an important part of a strategy. For economic development to succeed, the community must be strengthened through self-government, institutions must be put in place to support employment and business

development, and opportunities must be created through, for example, expansion of the land and resource base.

As a point of reference, the *Indian Act* came into force in 1876 and is the basis for the existing regulatory regime on First Nations' lands and it governs almost every aspect of economic activity on those lands. Not surprisingly, the *Indian Act* is not an appropriate vehicle for governance in the modern era² and, in many cases, acts as an impediment to doing business in today's highly globalized, post-industrial economy.

In many instances, First Nations communities have taken the approach to build the infrastructure and resources that support entrepreneurship and enable the ensuing economic development benefits as opposed to the community owning and operating businesses.

To be successful, the trajectory of economic growth should align the values of the community with the vision of leadership as well as the knowledge and skills of those tasked with planning, developing and coordinating, economic activities. While balancing multiple and sometimes competing interests and navigating frequent election cycles have created an environment where economic development for First Nations leadership is challenging, it is increasingly being done successfully by numerous Indigenous Communities across Canada.

²Jody Wilson-Raybould & Tim Raybould, *BCAFN Governance Toolkit: Part 1 – The Governance Report*, 2ed (Vancouver: BCAFN, 2015), p. 5 <<http://bcafn.ca/wp-content/uploads/2016/06/Governance-Toolkit.pdf>>

PART 1

THE ECONOMIC DEVELOPMENT STRATEGY

Community Based Economic Development



The Essential Foundation – A Comprehensive Community Plan

To develop and grow their economies, Chiefs and Councils are often tasked with balancing what might make financial and commercial or economic sense with social and cultural values held by the community. While there is no one way for Chiefs and Councils to determine the best course of action for their communities, the development of a Community Plan and an associated and consistent Economic Development Strategy can greatly reduce the likelihood of cultural clashes arising over proposed or existing business developments. This is because the Community Plan is a guiding document to the Economic Development Plan, and both are created with community consultation.

Comprehensive community planning is a holistic process that enables a community to build a roadmap to sustainability, self-sufficiency and improved governance capacity³. It provides a framework for the integrated management of land, natural resources and the environment, while incorporating and addressing the social, economic, and governance elements of a community and its values⁴. In developing a Community Plan,

³Indigenous Services Canada, "CCP Handbook – Comprehensive Community Planning for First Nations in British Columbia Third Edition" (2016), online: Indigenous Services Canada <<https://www.aadnc-aandc.gc.ca/eng/1377629855838/1377632394645#comp>>

⁴Government of Canada, "Comprehensive Community Planning (CCP)" (29 September 2017), online: Government of Canada <<http://www.horizons.gc.ca/en/content/comprehensive-community-planning-ccp>>

the community leads the planning process and determines a vision for the community that Chiefs and Councils are then expected to work towards. Community Plans are implemented using a series of other programs that can include Health and Wellness, Education, Community Infrastructure as well as Economic Development. In essence, the Community Plan allows community members and Council to agree on the priorities and expectations for economic development and to build plans that are based on identified community desires and values.

Economic development, based on a solid Community Plan, offers First Nations and their leadership bodies an avenue to help to meet the needs of community members, ensuring they have access to adequate food and shelter, healthcare, education, and social programming. Beyond providing basic needs, economic development also provides a mechanism to create wealth for future generations by building equity and assets and by growing enterprises, capacity and community based employment opportunities.

Necessary Support Structure – Community Engagement

First Nations community-based economic development is everything a community does to:

- increase participation in the economy;
- build long-term community capacity;
- achieve related economic, social and environmental goals;
- prepare to support the development of business in the community; and
- enable community members to provide for themselves and their families.

In creating the Economic Development

Strategy, it is important to communicate and work with the community involving them in the strategic process so that they have a better understanding of the challenges and the opportunities presented by economic development. Many communities have been struggling for so long that once an economic development strategy is put in place, members may have too-high expectations, and when those expectations are not met – or at least are not met within the expected timelines – some members may become cynical and unsupportive. Communication with membership is critical to a successful implementation and operation of a successful economic development strategy. For

“ For the most part, First Nations communities are not anti-development, they just want to proceed with involvement and consent.”

the most part, First Nations communities are not anti-development; they just want to proceed with involvement and consent. The Plan should have a clear and realistic idea of what can be achieved.

In managing expectations, it is important to help increase community members' understanding of economic development. They will, of course, also want to see how they will benefit. As there is an unfortunate history of development occurring with the local community realizing little benefit, it is important that real and locally viable employment and contracting opportunities arise from any development. It is also important that environmental impacts be mitigated. Economic development cannot occur in a vacuum. And economic development has to continue to move forward. "All talk, no action" is one of the fastest ways to lose community support.

When managing expectations, three objectives are central to the economic development efforts of Indigenous communities:⁵



If the community understands and is an active participant in the economic development process, and experiences the benefits for themselves, not only will there be ongoing support for the Economic Development Manager's and/or Economic Development Corporation (AEDC)'s work, but also members of the community who can and will help when challenges and barriers to development arise, will be more willing to step forward and provide support.

Setting the Foundation – Community Assets and Priorities

A foundational activity to support an Economic Development Strategy is the development of a community asset (physical, cultural, environmental) survey to identify and detail the numerous assets that could be available to the community for use and development. Physical assets include anything that could be considered for use in commerce and

community development from natural resources to developed resources. Some examples include:



⁵Saskatchewan First Nations Economic Development Forum Working Committee, "Building Self-Sufficiency... Together: Establishing a Saskatchewan First Nations Economic Development Network" (March 2012), online: Johnson Shoyama Graduate School of Public Policy <https://www.schoolofpublicpolicy.sk.ca/documents/research/archived-publications/icngd-publications/icngd-reports/Report%20_S%20FN%20Econ%20Dev%20Forum_Jul%202012.pdf>.

Beyond developing this database, it will be essential to keep it up-to-date, and then the community can use it to guide future or potential developments or opportunities. It can also help to determine community needs and gaps, how assets are to be managed from concept (what is it that the community needs that is not there already) to disposal (what asset is no longer of value).

Some of these physical assets can be considered core assets. Core assets are those that are essential to the health of the community (e.g., a

water treatment system). The larger a community, the larger the number of core assets one would expect to find. Well-planned and well-maintained assets are key to maintaining a healthy and robust community.

Having a complete picture of all the assets available for development within a given community can provide valuable information on future financial forecasting and whether certain business decisions can be made.



The important take-away message is that on an annual basis, assets should be reviewed, updated and managed to get the best return on what they offer and also to identify gaps where they may exist.

Key Components of a Community Asset Survey






1. Asset Information
Know what the community has, where it's located, its condition and its replacement costs. Start with the critical assets.
2. Future Demand
Understand what could happen, when it may happen and how it can be managed.
3. Levels of Service
Determine where the community is going and what it needs. Identify any surplus or underperforming assets.
4. Option Analysis and Life-Cycle Costing
Assess the options and know their costs.
5. Option Selection
Make decisions based on good information and financial sustainability.
6. Asset-Management Practices and Systems
Use planning tools.
7. Improvement Plan
Show commitment for the future.

Creating an Economic Development Strategy

The economic development strategy for each community will vary depending on the number of factors that are unique to each community. This will include geography, community values, capacity, employment, infrastructure, and business opportunities. These factors will be the foundation upon which the Economic Development Strategy with identified priorities, will be crafted, using input from community members.

While often the focus, job creation and business development are not the sole aims for

many Indigenous leaders when setting priorities for economic development in their communities. A holistic approach includes looking at the broader set of factors such as the entire community structure, systems, and institutions.⁶ This means priority areas may include addressing systems or bodies that support economic development. Though no two communities identify the same economic development priorities, there are some commonalities. Following are examples of some potential priority areas to consider:

	Infrastructure & Construction	→ Recreation facilities → Health facilities	→ Roads → Housing
	Lands & Resources	→ Land-use planning → Environmental assessment	→ Resource planning
	Job Creation	→ Impact Benefits Agreement → Training programs → Business development in tourism, aquaculture, forestry, etc.	→ Supporting entrepreneurship
	Social Programming	→ Education	→ Daycare
	Governance & Administration	→ Organizational plan → Human resources	→ Leadership and management

⁶Brian Calliou, "Wise Practices in Indigenous Community Economic Development" (2012), online: The Canadian CED Network <https://ccednet-rcdec.ca/sites/ccednet-rcdec.ca/files/wise_practices_in_indigenous_community_economic_development.pdf>

The Opportunity Assessment questions below can provide a reasonable and quick overview of each economic opportunity, and why it might be worthwhile to pursue.⁷

1. What are the various factors that support or undermine development and planning activities in your community/region?
2. Exactly what problem will this solve? / "Why /for whom are we doing this?" (value proposition)
3. For whom do we solve that problem? (target market/persona)
4. **What are the general aspirations from the community/region with respect to development and planning?**
5. What types of development strategies do you currently have for your community?
6. **When do you involve the community in planning?**
7. How big is the opportunity? (market size)
8. What alternatives are out there? (competitive landscape)
9. Why are we best suited to pursue this? (our differentiator)
10. Why now? (market window)
11. How will we get this product to market? (go-to-market strategy)
12. For what period of time are you planning?
13. How will we measure success/make money from this product? / "What outcome are we hoping for?" (metrics/revenue strategy)
14. What factors are critical to success? (solution requirements)
15. Given the above, what is the recommendation? (go or no-go)

⁷Steven Thomas, "Opportunity Assessment – 10 Questions to Evaluate Proposed Features and Projects" (22 August 2012), online: It's A Delivery Thing <<http://itsadeliverything.com/opportunity-assessment-10-questions-to-evaluate-proposed-features-and-projects>>



Comprehensive/Holistic Community Planning



What is an Economic Strategy?

1. The Economic Strategy determines what you intend to accomplish.
2. The Economic Strategy also determines how you will direct the community and its resources towards accomplishing their goals over the coming months and years.

An Economic Strategy Includes:

- The mission, goals, or visions your community will pursue
- Who you will serve • The community's role
- The kinds of programming, services, or products you will offer
- The resources needed to succeed – people, money, expertise, relationships, facilities, timelines and tools
- How you can best combine these resources, programming, and relationships to accomplish your community or organization's mission.

Learning from Successful Examples

Being able to visualize success is often seen as a precursor to creating success internally. For First Nations, looking at how other First Nations have achieved success can assist them in creating their own positive outcomes. One good way to learn how to be successful in economic development is to look to those who have great results.

Membertou First Nation

The Mi'kmaq community of Membertou First Nation, located in Nova Scotia, has developed a successful, diverse economy within the community. Membertou has embraced business development in recent years with the building of a highway interchange located near the community, followed by the development of a convention centre, gaming centre, gas bar, business centre, a hotel and other investments within the community.

The Membertou Sports and Wellness Centre, which features a YMCA and two NHL-sized rinks that opened in 2016, are among a number of developments in the First Nation. Membertou has a number of lucrative partnerships with private industry in sectors like: Engineering, Mining, Energy, Construction, GIS, IT, Business Management, Consulting Services, Insurance, Commercial Fisheries and Real Estate. With so many different sectors now operating within the community, there have been proactive education and training programs for members to take advantage of the employment opportunities now taking place within the community.

These advancements have allowed Membertou to experience growth in a number of measurable ways. They have an operating budget of over \$100 Million and employing over 500 people. Membertou is also the first Indigenous community in the world to receive ISO: 9001-2008 certification.⁸

Chippewas of Rama First Nation

Chippewas of Rama First Nation, located in Ontario's lake country just north of Lake Simcoe, has been an economic driver in the area for more than two decades. While the strength of the economic development in the First Nation has often been linked to the development of the Casino Rama Complex in 1996. Rama First Nation has diversified their investment opportunities, including entering into partnerships with other First Nations. One notable example is the partnership with Samson Cree Nation and Ktunaxa Nation. These three communities transformed a former residential school on the St. Mary's Indian Reserve in Cranbrook, BC into the St. Eugene Resort, with a golf course and casino. Holding a diverse investment portfolio is just one example of how Rama First Nation has become a leader in First Nations economic development. The Chippewas of Rama First Nation have established an investment committee with strong terms of reference to maintain a sound investment portfolio and help separate politics and business. This is in addition to a dedicated effort made by the First Nation to ensure that there is an engagement with community for the general principles of accountability and transparency.⁹

⁸ "About Us – Community Profile," Membertou First Nation, online <<http://www.membertou.ca/about-us>>.

⁹ JP Gladu, "Celebrating the power of Aboriginal Economic Development Corporations to change lives" (12 May 2014), online: Financial Post <<http://business.financialpost.com/entrepreneur/celebrating-the-power-of-aboriginal-economic-development-corporations-to-change-lives>>.

Moose Cree First Nation

The Moose Band Development Corporation was able to leverage their 30+ years of experience breaking into the clean energy industry marrying the principles of environmental sustainability with the creation of economic opportunities for its members. In 2010, they signed an agreement (known as the Amisk-oo-skow Comprehensive Agreement) with Ontario Power Generation to redevelop power generation stations located within their homelands. The agreement allowed the Moose Cree First Nation to take a 25% equity stake in the project. As of January 2014, the First Nation has earned significant revenue on the power generated through the turbines.

The Peguis First Nation

The Peguis Development Corporation (PDC) was created in 1984 in response to the need for delivering an economic development program in their community. Since its inception, the PDC has been able to employ community members in building projects with community benefits. This includes the building of the Peguis community hall, mall, seniors home, daycare centre, school and single and family apartment complexes. These important community projects assist in increasing the social outcomes for a community, thus contributing to better economic outcomes down the road.

Westbank First Nation

Westbank First Nation, located in the Okanagan Valley of BC, has a strong economic development focus that has been thrust in the national stage over the last few decades. In 2003, Westbank ratified the WFN Self-Government Agreement, the WFN Constitution, and the WFN Land Code, and on May 6, 2004, Bill-C11, the Westbank First Nation Self-Government Act, received Royal Assent in Ottawa and became law. The self-government agreement, along with the realignment of internal

governance structures, allowed the community to provide the foundation for governance stability, economic growth on reserve and build a strong reputation for good governance from citizens, external businesses and other governments. Like other communities noted in this section, there is not one single economic driver or project that has made Westbank as successful as it is today; rather it has been the creation of the internal structures of good governance that has led Westbank to become a prominent developer of commercial and residential real estate, public works, and infrastructure.¹⁰ The success of these developments has led to substantial revenues for both the community and the adjacent city of Kelowna.¹¹ The First Nation has also benefitted from negotiating shared-water-infrastructure agreements with adjacent municipalities to assist in providing water to those communities.

Osoyoos Indian Band

Osoyoos Indian Band, located in southeastern British Columbia, approximately four kilometres north of the Canada-United States border. The Osoyoos Indian Band has developed a number of world-renowned businesses including Nk'mip vineyards, cellars and a golf resort. Situated in one of Canada's few arid climates, the Osoyoos region is known for enjoying sun year-round with minimal precipitation. Taking advantage of the natural landscape with the development of vineyards and resorts has made the Osoyoos Indian Band a premier destination for people within Canada to embrace the sun year-round.

¹⁰ Westbank First Nation, "History," < <https://www.wfn.ca/our-community/community-profile/history.htm> >.

¹¹ Fiscal Realities Economists, "Improving the Economic Success of Urban Additions to Reserves: Stage 1: Identifying Success Factors in Urban First Nations" (October 2014), online: National Aboriginal Economic Development Board <<http://www.naadb-cndea.com/reports/IMPROVING-THE-ECONOMIC-SUCCESS-OF-URBAN-ADDITIONS-TO-RESERVES.pdf>>.

Osoyoos recently ventured into a completely new area of economic development: corrections. October 21, 2016, marked the opening of the Okanagan Correctional Centre, a state-of-the-art provincial correctional facility. The development and operation of this facility has created a positive impact on the local economy by adding a significant number of jobs. Over 1000 direct and indirect jobs were estimated to have been created during development, and about 240 full-time corrections positions are to be filled when the facility became operational.¹² The Osoyoos Indian Band is small and so a large number of these new jobs are available to non-First Nations people in nearby communities. This is a good example of how other communities can share in the benefits of First Nations economic development. Another benefit of this is the opportunity to incorporate cultural teachings and ceremony for the disproportionate number of Indigenous peoples who are currently in BC Corrections.¹³

Tsawwassen First Nation

Tsawwassen First Nation, located on the southwest coast of BC, is the first Nation to have completed a modern treaty under the BC Treaty Process. Tsawwassen entered the treaty process in 1993 and their members successfully ratified the final agreement in 2007. April 3, 2009 marked the implementation of the final agreement and made Tsawwassen a fully self-governing First Nation. The final agreement resulted in converting all lands to treaty settlement lands, including any previously designated reserve lands, and in a cash settlement for program funding and to establish their self-government structures. For Tsawwassen First Nation, self-determination has been key when it comes to building economic development on Tsawwassen Lands. Tsawwassen has undertaken a number of economic development projects since

finalizing their treaty. The most notable example is the Tsawwassen Mills Mall project, which opened in 2016. This project was overwhelmingly supported by their community, with 97% voting in favour of the project. In addition to the shopping mall, Tsawwassen is continuing to develop Tsawwassen Lands. The Tsawwassen Mills Mall project comprised two-thirds of the land they were

“ For Tsawwassen First Nation, self-determination has been key when it comes to building economic development on Tsawwassen Lands.”

hoping to develop commercially, the other third will be developed by the Tsawwassen First Nation Property Development Group; the space is to be a combination of outdoor retail space and mixed-use near neighborhood centres.¹⁴ Additionally, through the Tsawwassen First Nation Development Corporation, they are currently moving forward on developing lands for residential subdivisions.¹⁵

¹² Plenary, "Okanagan Correction Centre – Oliver, British Columbia, Canada," (date accessed, 2 February 2018), online: Plenary <<https://plenarygroup.com/projects/north-america/okanagan-correctional-centre>>.

¹³ Plenary, "Okanagan Correction Centre – Oliver, British Columbia, Canada," (date accessed, 2 February 2018), online: Plenary <<https://plenarygroup.com/projects/north-america/okanagan-correctional-centre>>.

¹⁴ Tsawwassen First Nation Economic Development Corporation, "Commercial Development," <<http://tfnedc.com/commercial-development/>>.

¹⁵ Tsawwassen First Nation Economic Development Corporation, "Residential Development," <<http://tfnedc.com/residential-development/>>.

PART 2

THE ECONOMIC DEVELOPMENT STRUCTURE

Two Paths: A Choice to be Made

Economic development professionals (EDP) in indigenous communities in Canada are many and varied. Basically, EDPs are specialists in economic development. As economic development becomes a priority, the community or Nation will need to ask itself is whether or not the function should be a part of the Band/Nation Administration structure, and thereby more closely linked to the

political aspects of the Nation, or be a part of a standalone independent structure.

In smaller communities the reality of capacity and financial resources will more likely lead to Economic Development roles being a part of the overall administration structure of the community, however there are advantages to the independent structure if it is possible.

Is an AEDC Right for Your Community¹⁶?

QUESTIONS	YES/NO
Is it important to separate your business from the day to day operations of the First Nation?	<input type="checkbox"/>
Do you want to make sure that the First Nation cannot lose money if the business suffers losses?	<input type="checkbox"/>
Do you want your business to be able to raise the money it needs through banks and other financial institutions?	<input type="checkbox"/>
Do you want to be able to sell the corporation if it turns out it is something your First Nation does not want to continue doing or to make money?	<input type="checkbox"/>
Is it important to you that the business continue without interruptions if Chief and Council change or the CEO or other key staff leave the corporation?	<input type="checkbox"/>
Is the goal a self-supporting and profitable business entity?	<input type="checkbox"/>

If you answer yes to at least two of these questions, a corporation should be seriously considered.

¹⁶Economic Development Toolkit for First Nations Economic Development Officers, Chiefs and Councils and Community Members – Basic Information and Guide: Prepared for the Industry Council for Aboriginal Business by Kekinsuqs, Dr. Judith Sayers, with funding from INAC.

The Economic Development Officer

The economic development profession is a relatively new field. It combines professional disciplines including geography, business administration, public finance, political economics and urban planning and can be described as a mixture of research, analysis, planning, organizing and salesmanship. The individuals or practitioners who work in this field are called economic development officers, specialists, professionals or simply economic developers. The roles that are played by an economic development professional depend on the communities they work in, the organizations they work for (usually Band or Nation Administration) and the work that needs to be done.

Many First Nations communities now have an Economic Development Officer. An Economic Development Officer (EDO, also known as an Economic Development Manager) works directly for the First Nation where there is no First Nation's Economic Development Corporation.

Essentially, an Economic Development Officer is mandated to improve the economic situation of the community, to find ways to create jobs, to assist with the establishment of businesses, and to help create the environment in which the local economy and the community will flourish. Some EDOs focus on job-creation projects and helping local people with their business ideas, while others will negotiate deals to establish or diversify the community's economic base and increase all manner of economic opportunities.¹⁷

The Role of the Economic Development Officer

The Economic Development Officer will be tasked with activating and operating economic development projects in the community. An Economic Development Officer who works directly

for a First Nation, will often be responsible for the duties set out below.

1. Carries out the direction of the Chief and Council (or other person as set out by the Chief and Council) with respect to Economic Development.
2. Implements the Indigenous community's Economic Development Plan/Strategy.
3. Works closely with the membership to update economic development plans and ensures the interests of the members are reflected in those plans.
4. Works closely with First Nation businesses to assist where possible.
5. Researches and develops ideas for businesses for the First Nation/members.
6. Prepares or assists with business and feasibility plans.
7. Develops relationships with Chief and Council, members, surrounding businesses and local governments, and other possible business partners.
8. Prepares proposals for seed money for businesses.
9. Hires, under direction of Chief and Council, technical support for developing proposals or preparing feasibility studies.
10. Negotiates Memoranda of Understanding with potential business partners/industry/local governments to help advance businesses.
11. Reports to Chief and Council on progress of potential projects.

¹⁷ CANDO, "Orientation to the Occupation of Aboriginal Economic Development Officer" (date accessed, 14 March 2018), online: CANDO <<http://www.edo.ca/downloads/orientation-to-the-occupation-of-edo.pdf>>.

12. Scopes out business/economic opportunities with businesses that are either intending to work or are already working in the territory.
13. Provides advice and guidance to the Chief and Council and members about economic development.
14. Finds ways to build capacity with members to take on jobs in First Nations business, trains board members for companies and societies, encourages post-secondary training for management in business.
15. Working with Education and Social Development Departments, inventories the skill and education level of members in the First Nation to know what skills are available for corporations and what skills need to be developed.
16. Keeps current on developments in economic development, as well as pots of money for developing businesses and training courses for members.

Economic Development Corporation

Results from the Canadian Council for Aboriginal Business 2015 research report on Aboriginal Economic Development Corporations, Community and Commerce, showed AEDCs in every sector of Canada's economy.

Thirty-eight per cent of AEDCs rate themselves as 'very successful, half have been in business for six years or more, more than a third for more than twenty years. Aboriginal economic development corporations are seen as serious economic players, transforming traditional business models, pursuing partnerships and opportunities, and showing the business sector how to operate on a community basis delivering socially responsible outcomes.

There are already many examples of successful AEDCs from which a community can draw when setting up their own corporation. The priorities and values of an AEDC will reflect its community and may include:

- By being community-owned, it is also community-led and community-managed.
- It provides opportunities for community members to be employed and participate in the success of the venture.
- It does not focus just on profits, but considers the broader goals of culture, environment and community.
- With broader social outlooks, a community-owned enterprise may focus on training, education and capacity-building as a significant stepping stone to long-term success.
- Listening to community members and the insight or ideas they may offer the business.
- Considers cultural identity as a tool for entrepreneurial activity.
- Establishes the longevity and stability that is attractive to outside management.
- Is accountable to the community as a whole.

The reasons for establishing an AEDC are up to the individual First Nation, but the most common considerations are:

1. reducing liability exposure
2. maximizing profits (by minimizing taxes and avoiding own-source revenue claw backs by Canada);
3. separating political considerations from business decisions;
4. allowing outside expertise/advisors when circumstance warrant; and
5. effectively compartmentalizing businesses and allocating resources.¹⁸

The Role of the Economic Development Corporation

The AEDC will act be an independent body that is charged with creating a strong and viable local economy that supports the community's priorities, through its economic strategy and plans.

1. Planning, developing, coordinating and implementing economic development strategies policies, strategies, and initiatives in alignment with community priorities and values and that improve the community, socioeconomic, and business environments
2. Managing and delivering Economic Development Projects
3. Operating Businesses within the AEDC
4. Evaluate, prioritize and support opportunities
5. Prepare proposals for seed money for businesses.
6. Develop proposals and prepare feasibility studies.
7. Risk assessment and mitigation
8. Negotiate IBA, Memoranda of Understanding and Joint Venture

Agreements with potential business partners/industry/local governments to help advance businesses.

9. Working with Education and Social Development Departments, inventories the skill and education level of members in the First Nation to know what skills are available for corporations and what skills need to be developed.
10. Build capacity with members to take on jobs in First Nations business, trains board members for companies and societies, encourages post-secondary training for management in business
11. Business Planning and Mentoring Services for Entrepreneurs
12. Create a Microloan Fund for Entrepreneurs
13. Supporting employment from within the community.
14. Effectively separating politics from economic priorities.
15. Drawing business investment interest into the community by networking, engaging local industry and actively seeking partners.

Structure of Corporations and limited partnerships

When setting up of the legal entity for the AEDC, the First Nation should always seek legal advice in the areas of: how the AEDC will be managed, objectives of the community, "off-limits" businesses, number of independent directors, etc. It is important to remember that the AEDC is for the community and the vision for the path forward should come from the community.

¹⁸Jim Bennett, "Indigenous Economic Development Corporations – The ABCs" (27 June 2016), online: Indigenous Corporate Training <<https://www.ictinc.ca/blog/indigenous-economic-development-corporations-the-abcs>>.

The most successful structure for limiting liability exposure and maximizing profits is a **limited partnership** registered under the *Partnership Act*. As the title suggests, the Act governs the relationship between partners doing business together. The *Partnership Act* is in effect when the contract between the partners, known as the partnership agreement, establishes a partnership. One thing to consider is having the capacity to ensure the transition to an AEDC with the assistance of economic development professional who can assist First Nation leadership in the separation of politics and business.

First Nations should consider the assistance of other business professionals to ensure regulation compliance in achieving the intended liability and tax consequences. This includes the legal services for the incorporating of the AEDC, setting up the partnership and establishing the bare trust.¹⁹ Accounting services will allow for the proper records to be maintained by the different corporate entities and ensure that monies flow properly between these entities to be accounting and tax compliant.

AEDC and Community Leadership

Given the various sizes of First Nations communities and the varying level of economic development experience, there is diversity in how the functions of business and politics unfold within the community and in carrying out economic development. In any scenario, business and politics have to be careful how they work together, as inherently they have different agendas.

Most experts note the importance of separating business and politics when pursuing economic development. This does not mean that Chief and Council are not involved in economic development. Chief and Council play an important role in working with the membership and community to identify the goals and aspirations

for economic development. These goals and aspirations form the focal point of the business plan, which is then developed by the person (EDO) or entity (AEDC) that is operationalizing the economic development opportunities in the community.

The leadership will still have overall responsibility for the economic development of their community but they work with the CEO of the AEDC and they know when to “pass the ‘baton’ to allow the CEO and business team to negotiate business resulting from leadership exerting their strategic political influence.”²⁰ It is not an “us and them” situation, but rather it is a “we” situation, with each entity taking responsibility for their role and knowing when to step back to let the other do their job.

The separation of politics and business ensures that day-to-day business decisions are made by people with business expertise to achieve sound business objectives and are not influenced by political considerations or focused on political priorities. Through a delineated economic development corporation structure, the operating AEDC limited partnerships are left to pursue the business opportunities they have been mandated with, in the manner the operating board thinks best. Ultimate ownership and control remains with the First Nation as the sole shareholder, its rights as the shareholder are limited to appointing and removing board members but cannot the board what to do on a day-to-day basis.

The delineation between politics and business does not mean there is zero role for leadership to play in the economic development of a First

¹⁹R. Brent Lehmann, “Structuring First Nations Economic Development” (4 September 2014), online: Ratcliff and Company <<http://www.ratcliff.com/sites/default/files/publications/Structuring%20First%20Nation%20Economic%20Development%202014-09-04%20%2800949977%29.pdf>>.

²⁰Nuu-chah-nulth Economic Development Corporation, “Assertion of First Nations / Aboriginal Rights, Business and Politics Working Together” (2017), online: Nuu-chah-nulth Economic Development Corporation <<https://www.nedc.info/wp-content/uploads/2017/10/Politics-Business-Working-Together-Brian-Payer.pdf>>.

Nation on its lands or within its traditional territory. Leadership can have a complementary role that supplements the operations of the AEDC.

Leadership operating as the government of the First Nation can enact the processes required for carrying out development on lands and traditional territory of the First Nation, including development of land-use plans, subsequent zoning laws, conducting consultation and accommodating traditional territory rights and ensuring they are adhered to by all including its business enterprises.

A First Nation can use its rights and authority as a strategic leverage and competitive advantage for its business activities. The ability to exercise such leverage requires efficient internal communication and coordination between the First Nation and its business enterprises. Development of an economic development committee will assist in developing the internal communication and coordination to take place. Without this communication, cross purposes may emerge where the First Nation and business enterprises operate with different purposes in mind as might be seen where business profit objectives might differ from the First Nations' environmental stewardship role that may be required for a natural resource such as fisheries.

This is not to say that leadership does not have a role in economic development, but their role is more in creating an environment that supports economic development by:

- Establishing strong institutional structures whereby everyone follows one set of rules, policies and procedures.
- Creating a separate entity, most likely an economic development corporation, that is run by experienced board members, not the leadership. And both the leadership and the business arm understand and know their roles and responsibilities.

AEDC Roles and Responsibilities

For Indigenous economic development to be successful, the roles and responsibilities of key participants must be clearly written out and adhered to. This assists in ensuring participants in First Nations economic development are adhering to principles of transparency and accountability set out in roles and responsibilities, along with any other subsequent policies and procedures.

These principles start with the First Nation community itself, through a Community Plan and as the sole shareholder, determining the vision, mission and values of, and setting the strategic direction for economic development.

Board of Directors

The proper role for the Board of Directors is implementing the community's vision and mission for its economic development in accordance with the Community Plan and its approved values. It will also oversee senior business management, make major operational decisions, approve policy and procedures for the businesses, and report on the business operations by the Chief and Council.

The composition of a Board of Directors is important in the overall governance structure of the First Nation's economic development:

- ➔ It is important that it represents the diversity of all members of the community and the community interests.
- ➔ A balance must be struck between the need for a variety of perspectives and expertise on the board with the need for efficiency and cost savings.
- ➔ An uneven number of directors is helpful in order to minimize tie votes a board of five or seven individuals may be appropriate to provide broad enough range of perspectives.

Who Can Be A Director?

To be a director, an individual must be at least 19 years of age, be capable of managing his or her own affairs, not be an un-discharged bankrupt, and not have been convicted of an offence in connection with the promotion, formation or management of a corporation or involving fraud. In addition to the above-mentioned requirements, a director must also be ethical, act honestly and in good faith of the corporation, and avoid or declare conflicts of interest in his or her decision-making (sometimes referred to as fiduciary duties).

In addition to the legal requirements, an individual appointed or elected to a board of directors must have the availability and be able to commit the time to be actively involved. Attendance at board meetings is imperative in order to effectively carry out a director's responsibilities and meet their legal obligations. A board member will need to take the time in advance of board meetings to review information and become informed on the decisions to be made. Preparing adequately for each meeting is essential for efficiency in board processes, ensuring board meetings are not overly long and decisions can be made in a timely manner.

Having an aptitude for business is also essential. Many of the issues directors are asked to make decisions on are about the development and running of businesses that will benefit the community.

The skills and experience a First Nation may want to consider when selecting potential board members for a corporation created to carry out economic development for the community include:

- previous experience as a director;
- ability to comprehend financial and non-financial performance reports;
- ability to comprehend strategic plans, concept studies, business plans and risk management strategies;

- knowledge of board processes;
- knowledge of government processes;
- ability to recruit and select a chief executive officer and hold him or her to defined accountabilities;
- knowledge of, and experience in, one or more of the following areas: business generally, investment, legal, financial, management, human resources, marketing, or the specific business field within which the business operates;
- fiduciary experience or understanding;
- strong communication and interpersonal skills; and
- experience with or a good understanding of the First Nation and the specific needs of the First Nation's community.

Advantages of an Economic Development Corporation

Limited Partnerships

An AEDC can form wholly (or partially) owned Limited Partnerships or Limited-Liability Partnerships and act as the parent company that owns them. By putting all business activity under "one roof" there is the realization of cost savings on administrative and other costs, talent attraction, capacity building and, ultimately, Nation building. "It allows Indigenous groups to enter the corporate world in a legally and financially sound manner while maximizing the constitutionally existing rights and assets held by each Indigenous community and individual."²¹

²¹Jim Bennett, "Indigenous Economic Development Corporations – The ABCs" (27 June 2016), online: Indigenous Corporate Training <<https://www.ictinc.ca/blog/indigenous-economic-development-corporations-the-abc>>.

Liability Protection

Use of a separate incorporated legal entity allows for the First Nation to be shareholder of a corporation, but the liability remains with the separate legal entity of the corporation. This ensures that any liability stemming from business operations will not flow back to the First Nation.

Tax Efficiency

Taxation of corporations is another thing First Nations will need to consider in their development of a corporation. Based on the structuring, different avenues of the *Income Tax Act* and/or *Indian Act* will apply. The most common form is the provision in Section 89 of the *Indian Act*, which provides that: *"the real and personal property of an Indian or a band situated on a reserve is not subject to charge, pledge, mortgage, attachment, levy, seizure, distress or execution in favour or at the instance of any person other than an Indian or a band. In essence, it results in reserves being a safe haven for an Indian or a band seeking to shield qualifying real or personal property from creditors."*²²

In most cases, an Indian Band is tax exempt as a "public body performing the function of government" under Section 149(1) (c) of the *Income Tax Act*. The underlying public policy behind Section 149(1)(c) is that Canadian Constitutional law stipulates that one government does not tax another government.

Avoidance of Own-Source

Revenue Claw Backs²³

First Nations are increasingly becoming concerned with consequences stemming from OSR. Creation of OSR for First Nations, regardless of their financial agreement with Canada through numbered treaty, modern treaty, or other, have been subject to claw backs by the federal government.

In the context of modern treaty First Nations, Fiscal Financing agreements have had terms where there are funding contributions from Canada that are subject to reduction in an amount equal to a percentage of its OSR. The modern treaty OSR reduction is typically phased out over a 20-year period after the Treaty effective date. Dividends from corporations and distributions from a partnership can be considered two of these defined sources of revenue. However, they are only subject to OSR if they are paid to the First Nation. To avoid OSR claw back, many modern treaty First Nations decide not to receive profits from their business operations.

This can, however, create difficulties if the First Nation requires profits to further invest in new business opportunities. For Indian Bands, OSR issues

“Taxation of corporations is another thing First Nations will need to consider in their development of a corporation.”

have been present for First Nations communities who engage in funding negotiations with Canada. Utilizing corporate structures that meet the Nation's needs may assist in avoiding these OSR concerns for Indian Bands, along with First Nations operating under numbered or modern treaties.

²²David Macaulay, Denise Bright, Mike Callihoo and Luke Morrisson, "Indian Property – Lien and Seizure Restrictions" (28 January 2010), online: Bennett Jones <<https://www.bennettjones.com/en/Publications-Section/Updates/Indian-Property---Lien-and-Seizure-Restrictions>>.

²³R. Brent Lehmann, "Structuring First Nations Economic Development" (4 September 2014), online: Ratcliff and Company <<http://www.ratcliff.com/sites/default/files/publications/Structuring%20First%20Nation%20Economic%20Development%202014-09-04%20%2800949977%29.pdf>>.

PART 3

THE ECONOMIC DEVELOPMENT PROJECT

Economic Development Project Plan

The Economic Development Project Plan is the result of all of the work that has come before it, Community Plans, Priorities and Values, Community Asset Inventories, Corporate or Administrative structures, etc. Economic development is not something that can be limited to one individual or one section of a First Nations administration office. Successful economic development requires assistance from those in leadership, administration, business professionals and entrepreneurs, along with clients and customers. Without assistance from every group, optimal economic development growth cannot occur. For

Aboriginal Economic Development Corporations (AEDC), communications among all of these parties is particularly important, beginning with the connection between the corporation and leadership. While the AEDC operates independently of leadership, separating business and politics, there needs to be an open line of communication to discuss and decide upon strategic plans and economic development initiatives. To be effective, the EDO/AEDC must understand the drivers and priorities of the various people who will be needed to deliver the economic plan. It is difficult to work cooperatively on shared interests if you do not know where the other person is coming from and what their priorities are.

What Makes a Good Opportunity?

You will want to seek opportunities that:

- involve the community and the people;
- are consistent with community strategies, plans and values
- have short- and long-term returns;
- can work with diversity and differences;
- encourage partnerships and collaborations; and
- have good returns on investments.

Also, when considering potential opportunities, keep in mind that:

- every community has potential and opportunities;
- isolation does not have to be a huge barrier to economic options and opportunities;
- there is much to be gained from the past while preparing for the future;
- previous experience is important and should be acknowledged; and
- economic stability depends on more than the Aboriginal Economic Development Manager and elected leaders – everyone has a role to play.

Traditional Knowledge

The importance of blending modern ways and strategies with traditional knowledge and approaches is central to the success of any project. Statistics and impact assessments are necessary tools, but equally valid are the stories and knowledge possessed by your Elders and people connected to the land.

When assessing a business opportunity, you should likely consider the following questions:

1. What strategies or methods might you use to ensure a balance is achieved between modern and traditional ways?
2. In what ways can traditional knowledge contribute to this development project? Give one or two examples.
3. How could you ensure that those people who have wisdom in these areas are included in this and future development projects?
4. How do you acknowledge or balance these two approaches in the development of this business opportunity?

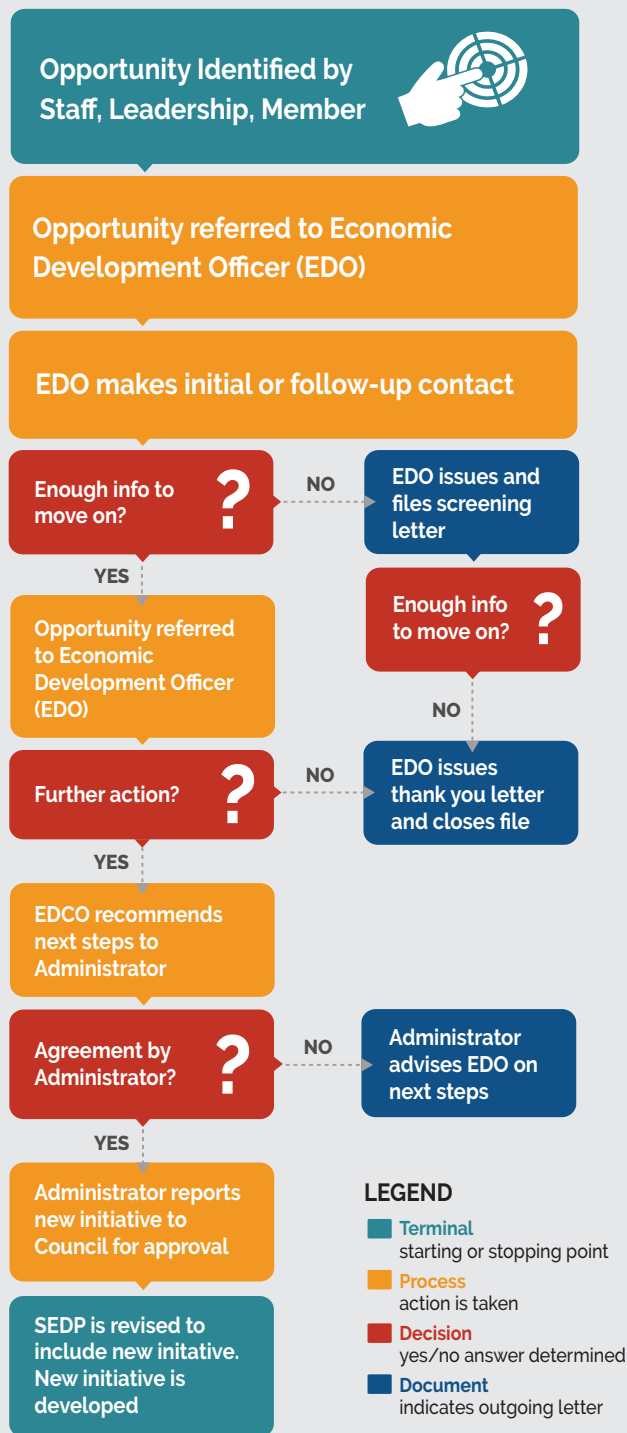
Opportunity Scoping

Regardless of the specific nature of the opportunity, it will be necessary to prepare a written document describing it, highlighting its potential, summarizing its status, and seeking support to proceed. The following template can be used for this purpose, and that can serve as a guide for articulating the business opportunity in a clear and concise way.

The amount of detail required will, of course, depend on the situation. A document can be quite short and yet still very effective – the key is to include the right information. For all sections, remember to incorporate the relevant traditional knowledge. Tips Tools and Techniques contains a template²⁴ that can be used to carry out the scoping of an opportunity.

²⁴Derived from a template provided by <http://coaches.wendykennedy.com>.

Project Decision Chart



Structure of a Plan

The table below outlines a high level Economic Development Project Plan, this is an example of a project tracking document. Each of the line items would be a standalone section developed to meet

the purpose of each task. With an Executive Summary and a Conclusion or Next Steps section the line items would make up the body of the Economic Development Plan.

	ACTION	RESPONSIBILITY	PROCESS & ACTIONS	TIME FRAME	STATUS	NOTES
Basic stats and information	What needs to be done to complete the task area e.g.: gather key community info and stats that will provide context	Name the key individuals involved in the work	Briefly describe how you will undertake this action	Provide dates/times for drafts and completion	Current status e.g.: draft one completed Board review underway	Any additional comments or areas that need to be considered
Asset inventory	As above	As above	As above	As above	As above	As above
Community profile or summary of community values and priorities	As above	As above	As above	As above	As above	As above
Key players	As above	As above	As above	As above	As above	As above
Engagement plan	As above	As above	As above	As above	As above	As above
Strategic assessment (i.e., SWOT or similar)	As above	As above	As above	As above	As above	As above
Vision for project	As above	As above	As above	As above	As above	As above
Project overview and outcomes	As above	As above	As above	As above	As above	As above
Project goals	As above	As above	As above	As above	As above	As above
Actions to accomplish goals and objectives	As above	As above	As above	As above	As above	As above
Implementation workplan	As above	As above	As above	As above	As above	As above
Monitoring plan	As above	As above	As above	As above	As above	As above
Performance measurement framework	As above	As above	As above	As above	As above	As above

EXAMPLE OF TABLE OF CONTENTS

Executive Summary	1-2 pages
Basic stats and information	1-2 pages
Asset inventory	High level overview, detail in Appendix
Community profile or summary of community values and priorities	3-5 pages
Key players	2-3 pages, list and high level description of all those who will be involved for a successful project
Engagement plan	3-5 pages
Strategic assessment	3-5 pages, SWOT or similar
Vision for project	1 page
Project overview and outcomes	1 page
Project Goals	1 page, maximum of 5
Actions to accomplish goals and objectives	1 page per goal above
Implementation workplan	1 page per goal above
Monitoring plan	1-2 pages, list of key measure that indicate progress towards and/or attainment of goals
Performance measurement framework	1-3 pages, dashboard and evaluation processes and measures
Appendices	
Asset Inventory	

Role of Entrepreneurs

If AEDCs operate as an arms-length entity of the First Nation, they must exist in a system that still allows for community entrepreneurs to not only exist but to also flourish. To do that, they must understand the needs of the entrepreneurs and how they can be of assistance in helping to realize their success. Therefore, promoting communications amongst all entities promotes overall community economic development growth. This overarching approach to economic development, looking at more than just jobs

and profit, considers the overall health of the community aside from simply financial benefits of economic development. The proliferation of entrepreneurs drives many net positive benefits for a community and leadership, and the AEDC should consider this in their overall economic development growth plan, as well as the importance of ongoing liaison to existing and potential new small businesses.

Some of the potential benefits driven by entrepreneurs and small business include:²⁵

- investing in products and services people need;
- providing employment opportunities;
- expansion into regional and global markets, which results in improvements in infrastructure and a more robust local economy;
- efficiencies because of new technologies, which are the result of innovative thinking, education, and collaborative working;
- addressing environmental challenges such as the impact of forestry or fisheries;
- impacting socio-economic objectives through innovation that seeks to create efficiencies and conserve resources; and
- innovations due to competition.

Leadership and administration that assist with providing the governance and overall investment climates that allow for economic development to occur. The economic development corporations assist in the day-to-day business operations that are driven without political interference but are held to strict lines of accountability and transparency to the First Nation.

Economic development in Indigenous communities is not limited to the Chief and Council and an AEDC. Integrating entrepreneurs into the First Nations economic development ecosystem only further strengthens potential growth within the community while also developing business capacity within. In an Indigenous context, there is such an easy connection to be made with community entrepreneurs that there should be an open line of communication – with a ready ear for listening to the needs of current and prospective entrepreneurs to help create a climate that can support their future success. An example of local leadership taking an active role can be found in the National League of Cities' toolkit for supporting entrepreneurs and small business.²⁶

Role of Community

Economic Development cannot operate in a silo. In order to effectively carry out the mandate, connections within them will be essential. Economic Development and communities must work together. When they do the relationship between social, cultural, economic and environmental matters becomes easier to manage. This relationship is understood to be the basis of sustainability and the foundation of community economic development.²⁷

Community Economic Development is a way for the people in an Aboriginal community to take control of their future. This means that planning needs to involve as many people, groups and organizations as possible. When people are involved and their ideas are heard, they are more likely to get involved in working towards a positive future. The role of the economic development officer/ organization often revolves around coordinating and facilitating community projects with a variety of people, community organizations and groups. Keep in mind:

- ➔ Community projects and initiatives have a much greater chance of success if there is willingness to work together.
- ➔ The most successful will involve many groups, including people from business, local government, education, health, etc., in planning and decision-making.

²⁵Ed Sappin, "7 Ways Entrepreneurs Drive Development" (20 October 2016), online: Entrepreneur.com <<https://www.entrepreneur.com/article/283616>>.

²⁶Brett Common, J. Katie McConnell & Christina McFarland, "Supporting Entrepreneurs and Small Business: A Tool Kit for Local Leaders" (2012), online: National Institute of Standards and Technology <https://www.nist.gov/sites/default/files/documents/ineap/RI_SmallBizToolkit-2012-Web.pdf>.

²⁷CANDO, "Orientation to the Occupation of Aboriginal Economic Development Officer" (date accessed, 14 March 2018), online: CANDO <<http://www.edo.ca/downloads/orientation-to-the-occupation-of-edo.pdf>>.

The AEDO organization can bring these people together to share their ideas, help plan and even make decisions on the future of the community. To do this: – The AEDO must be supported by the local government and the public.

There needs to be a way for people's opinions to be heard, such as through a community round table, on-line crowd sourcing, by developing a community survey or being part of a community advisory group.

Community participation can also be stimulated in a variety of other ways such as conducting community surveys, community meetings, advisory committees and key informant interviews.

It will be the community business champions who will help drive the economic mandate through their leadership and motivation. These champions may be found amongst:

- Chief and Council, and other politicians
- Business owners and entrepreneurs
- Industrial developers
- Government program officers
- Elders and youth counsellors
- Project managers
- Infrastructure managers
- Land-use and zoning officers
- Financial/investment people
- Legal advisors

Regardless of where they are found, every community has champions, and they are generally easy to spot because they are proactive, informed, approachable and eager to see the community succeed. They may already have successful businesses running in the community, and have already had to deal with the challenges one faces when trying to realize business development.

“ There needs to be a way for people’s opinions to be heard, such as through a community round table, on-line crowd sourcing, by developing a community survey or being part of a community advisory group.”

One of the most important sources for leadership and motivation can often be found in the community’s Elders. Whether they have a business or not, Elders generally have great insight into the community that is balanced by their values for the traditions of that community. Their traditional knowledge is key to understanding whether something may or may not realize success in the community.

Identifying a Community Champion

Champions in the community need to be credible and respected. A credible champion shows courage and conviction in advocating for change for the betterment of their people. This means stepping forward from a place of respect and knowledge to point out and champion this needed change. This may mean challenging current

business practices and attitudes. A credible champion is admired and respected by those both inside and outside their community, is deeply knowledgeable in the culture of those with whom he or she works, and demonstrates outstanding performance. A credible champion remains self-aware and maintains effective relationships.²⁸

A COMMUNITY CHAMPION...	
☑ DOES	☒ DOES NOT
Readily share knowledge	Defend the status quo regardless of the information
Operate from a position of possibility rather than from one of risk avoidance	Avoid taking a risk when it feels daunting
Balance the activities of championing with work expectations and deliverables	Act without awareness of impact
Assert the primary position of community members upon the land relative to all later arrivals	Wait for changes to be mandated and then complies
Demonstrate respect in all advocacy and championing activities	Take a position of neutrality when advocacy and championing are indicated
Immerse him/herself in the First Nation culture and the community itself	Wait for others to champion and then follows
Model openness to diverse perspectives	Allow personal beliefs to get in the way of hearing others' perspectives
Seek knowledge and feedback from the community for appropriate advocacy	Demonstrates upset or anger when challenged
Maintain a good reputation; is recognized as credible and well respected across cultures	Act impatient with perceived resistance to change
Challenge behaviours, practices and policies while preserving healthy relationships with individuals	Advocate for oneself and one's advancement rather than for the betterment of the community
Support others in their enthusiasm to learn, improve and excel	Use position of champion to further personal agenda
Remain aware of the strategic perspective during individual conversation	State knowledge of what is "right"
Provide a credible business case or motivation for change	Show inflexibility
Actively support the advocacy and championing activities of others	Alienate others when championing
Recognize and analyzes power imbalances and institutional discrimination and facilitates change	Lose sight of long-term implications when championing
Actively lobby to empower a critical mass of people to accept change	Alienate others when championing

²⁸"Credible Champion", Government of British Columbia, <<https://www2.gov.bc.ca/gov/content/careers-myhr/job-seekers/about-competencies/indigenous-relations/credible-champion>>.

Funding Access and Financing

Put simply, economic development needs money, access to money, or initiating revenue streams that generate money, to contribute towards projects. Financing is a key element of any opportunity development and sustainability. Obviously, the easiest approach is if there is access to savings, or the ability to fundraise or accumulate finances. However, this is rarely the case, so another option is to consider loans or pursue funding from various programs.

The success of First Nations' economies is dependent on having a solid understanding of the available financial tools and services. Knowledgeable governments, business owners and individuals can create jobs and prosperity for their communities if they have the ability to navigate capital markets to acquire loans, credit and other essential services.

Access to these financial services is not always as simple as it seems. First Nation governments and individuals face limitations that inhibit their ability to access capital, for example, the *Indian Act* dictates that First Nations property cannot be used as collateral. Further, infrastructure deficits are common and access to cheap loans is rare. These barriers discourage private investment and are the result of chronic underlying issues, including institutional barriers and biases.²⁹

With respect to institutional barriers and biases, efforts are being made to address these issues. An example of that is the First Nations Finance Authority (FNFA). This is a statutory not-for-profit organization without share capital, operating under the authority of the *First Nations Fiscal*

Management Act, 2005. The FNFA's purposes are to provide First Nations governments investment options and capital planning advice and—perhaps most importantly, access to long-term loans with preferable interest rates.³⁰

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The success of First Nations' economies is dependent on having a solid understanding of the available financial tools and services. Knowledgeable governments, business owners and individuals can create jobs and prosperity for their communities if they have the ability to navigate capital markets to acquire loans, credit and other essential services.

As well, when it comes to First Nation governments being able to leverage their territory and resources, government and business leaders have offered alternatives to help bypass this legal and administrative barrier. For example, financial institutions may accept other forms of collateral from First Nations.

²⁹Canada's Public Policy Forum, "Improving access to capital for Canada's First Nation communities," (February 2016), online: Canada's Public Policy Forum <https://www.ppforum.ca/wp-content/uploads/2018/03/First-Nation_March-8.pdf>.

³⁰First Nations Finance Authority <<https://fnfa.ca/en/fnfa/>>.

Funding Access and Allocations from Aboriginal Capital Corporations, Banks, and Foundations

Every lender and investor will have different criteria they want met before they will finance a business. It is essential to understand exactly what each one needs. The job of an individual approaching a lender is to persuade the lender to lend money – it is important to have a compelling, memorable presentation. Their criteria might include credit history, management ability, stability of the business, or quality of the business plan. Some financing is only available to businesses in certain sectors, activities, or geographic regions.³¹

The following strategies can tilt the ball in the favour of the First Nation:

- Ensure that First Nations entrepreneurs are better acquainted with services offered by banks, and in turn those banks may be more embracing of First Nation businesses.
- Gather the relevant evidence to show that investment risk in the community is far lower than many outsiders would assume.
- Have sound financial reporting processes; these will help to enhance First Nation governments and their relationships with financial institutions.
- Raise the profile of successful on-reserve investments and case studies to boost investor knowledge and confidence.
- Provide better communication of the First Nations' positive financial record statistics to remove entrenched institutional barriers and biases.

Many banks have now expanded their services into First Nation jurisdictions, providing capital to support start-up businesses and infrastructure. They are enthusiastically chasing the expected economic growth in Indigenous communities.

The following commercial banks now offer services designed for Indigenous clients, including First Nations:

Aboriginal Banking - Royal Bank of Canada

<https://www.rbcroyalbank.com/business/advice/industry-expertise.html>

Aboriginal Banking Services - Business Development Bank of Canada

https://www.bdc.ca/en/i_am/Aboriginal_entrepreneur/pages/default.aspx

First Nations Bank of Canada - Personal Banking

<https://www.fnbc.ca/>

Aboriginal Banking - CIBC

<https://www.cibc.com/en/small-business/Aboriginal-banking.html>

Aboriginal Banking - Bank of Montreal

<https://www.bmo.com/Aboriginal/en/>

Services for Aboriginal Peoples - Scotiabank

www.scotiabank.com/ca/en/0..287.00.html

TD and Aboriginal Communities in Canada

<https://www.td.com/document/PDF/corporateresponsibility/TD-and-Aboriginal-Communities-in-Canada.pdf>

Vancity Credit Union - Aboriginal Communities

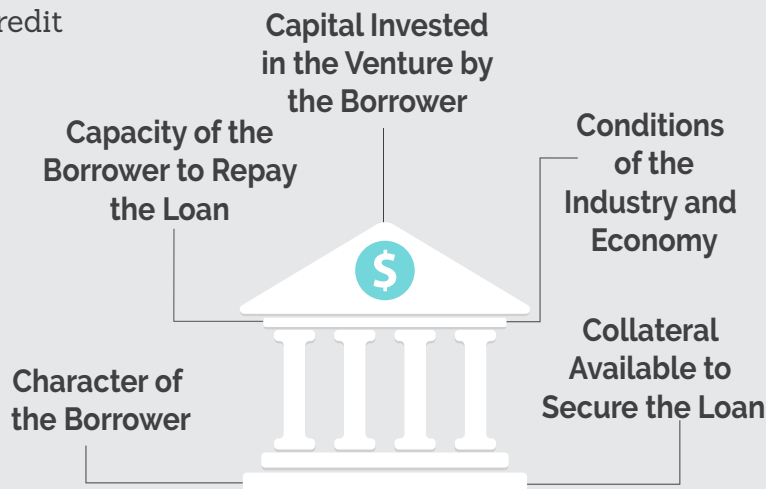
<https://www.vancity.com/BusinessBanking/Financing/SpecializedSectorSolutions/FirstNationsAndAboriginal/>

³¹Business Link, "Finding Financing" (date accessed, 15 March 2018), online: Business Link <<http://businesslink.ca/financing-your-business/finding-financing>>.

When dealing with banks and other financial institutions, it is important to keep in mind the following points:

What are bankers looking for?

The Five C's of Credit



What questions will lenders ask?

- ➔ Strengths and qualities of the management team?
- ➔ How has the organization performed financially?
- ➔ What is the borrower going to do with the money?
- ➔ When is the money needed?
- ➔ When and how will the money be paid back?
- ➔ Does the borrower have qualified support people, such as a good public accountant and lawyer?³²

Finally, when negotiating loans from capital corporations, banks or foundations, the interest rate is going to be an important number to consider when you are looking for a business loan. However, it is far from the whole story. There are other factors that are just as important, if not more so. Before committing, you should consider the following four issues:³³

1. Loan term - How long a loan term is the lender willing to offer? Longer terms mean higher borrowing costs, but this expense may be incurred to ensure cash flow problems are not an issue.

2. Loan size - What percentage of the project's cost is the lender willing to finance? This will determine how large of an investment must be made and whether it makes sense to diversify the lending relationship with a second bank.

³²Dr. Bill Todorovic and Richard T. Doermer, "Financing and Capital Sourcing Options," (10 June 2010), online: Slideshare <<https://www.slideshare.net/Freddy56/new-venture-financing>> slides 13-14.

³³Business Development Canada, "Beyond interest rates: four factors to consider when shopping for a business loan" (date accessed, 14 March 2018), online: Business Development Canada <<https://www.bdc.ca/en/articles-tools/money-finance/get-financing/pages/beyond-interest-rates-4-factors-consider-when-shopping-business-loan.aspx>>.

3. Flexibility - What is the lender's flexibility on repayments? Even the best plans can go awry due to unforeseen developments. It is important to have a frank discussion with the banker about what would happen if scheduled loan repayments were unable to be made. Would the bank allow for temporarily suspended principal repayments, for example? It is important to find out ahead of time, not during a crisis.
4. Collateral - What guarantees are being requested in case of default? This is where collateral is discussed. Are there assets that can be lost in case of a default? This risk may extend beyond the business to include personal assets if there are any that fall into this category, such as vehicles. Collaterals can include accounts receivable, pledges and liens (equipment and other fixed assets), inventory, real estate (if applicable insofar as the borrower has a home that is owned privately), personal guarantees and third-party guarantees. The type of collateral offered depends on the nature of the business, the terms and conditions of the bank, and the leeway available to negotiate.

Indigenous Financial Institutions³⁴

National Aboriginal Capital Corporations Association (NACCA) and Aboriginal Financial Institutions (AFIs) support the development of financial literacy across the country. AFIs provide financial support to Indigenous businesses and entrepreneurs to obtain financial management training, business case development, marketing support and other services. These programs are designed to assist aspiring Indigenous entrepreneurs to become investment ready to attract capital.

There are three types of AFIs. Although they all support Indigenous entrepreneurs and business owners, they are institutionally distinct. The AFIs provide developmental loans, which are inherently high risk as much of their clientele have little experience running a business, little or no credit, and are operating as start-ups. The three types of AFIs are:

Aboriginal Capital Corporations (ACC):

deliver business financing, support, and advisory services for Indigenous business development. Although each ACC differs slightly, they generally offer loan guarantees, operation loans, and technical and advisory services, and are Indigenous-owned-and-controlled business lending organizations



If you qualify as a potential recipient as per program criteria for INAC funding programs, and wish to enter into a funding agreement with the department, you are asked to submit the required Proposal, Application or Work Plan.

You can find them here: <https://www.aadnc-aandc.gc.ca/eng/1386610826543/1386610899912>.

This link will also provide the most current applications for the relevant and "live" funding programs.

³⁴The Conference Board of Canada, "Barriers to Aboriginal entrepreneurship and options to overcome them" (14 February 2017), online: The National Aboriginal Capital Corporations Association (NACCA) <http://nacca.ca/wp-content/uploads/2017/04/Research-Module-3_NACCA-BDC_Feb14_2017.pdf>.

(offering secured-term loans from a revolving-loan capital fund).

Aboriginal Community Futures Development

Corporations: provide business development loans, technical support, training and information. They are funded by the federal government through Industry Canada's regional development agencies.

Aboriginal Developmental Lenders: provide debt and equity capital as well as business support services (including federal, provincial, and territorial programs). They are funded by the private sector or Provincial/Territorial Governments.

Some AFIs operate as Program Delivery Partners with Indigenous and Northern Affairs Canada to deliver business development funding through the Aboriginal Business Financing Program (ABFP).

This provides a range of services and supports to Aboriginal businesses, including:

- business loans up to \$250,000 – 5% for the first \$5K + 2.5% on remainder (average loan size \$51,559);
- business planning, advisory services and referrals;
- provides \$11.3M enabling more than 50 AFIs to make \$88M in business loans supporting 1,200 businesses on average annually; and
- some AFIs extend delivery of business development programming (non-repayable equity contributions) in remote and rural areas.

Aboriginal Funding Programs

Indigenous Services Canada (ISC) is offering various funding programs that address community readiness, entrepreneurs and businesses, land

INAC Lands and Economic Development funding:

Aboriginal Entrepreneurship

<https://www.aadnc-aandc.gc.ca/eng/1100100032796/1100100032800>

Community Opportunity Readiness

<https://www.aadnc-aandc.gc.ca/eng/1100100033414/1100100033415>

Contaminated Sites Management Program

<https://www.aadnc-aandc.gc.ca/eng/1100100034640/1100100034641>

Lands and Economic Development Services

<https://www.aadnc-aandc.gc.ca/eng/1100100033423/1100100033424>

Strategic Partnerships Initiative

<https://www.aadnc-aandc.gc.ca/eng/1330016561558/1330016687171>

management, and strategic partnerships. ISC also states it is removing legislative barriers to ensure large-scale projects on-reserve promoted by First Nations can proceed.

The Federal Framework for Aboriginal Economic Development (2009) has set out the key elements of the Government's approach to Indigenous economic development. The Framework signified a fundamental shift in the way Indigenous economic development is now supported by the federal government to achieve:³⁵

³⁵Indigenous Services Canada, "Lands and Development" (16 March 2015), online: Indigenous Services Canada <<https://www.aadnc-aandc.gc.ca/eng/1100100032790/1100100032794>>.

- ➔ Indigenous communities that are ready and able to seize economic development opportunities;
- ➔ viable Indigenous businesses; and
- ➔ a skilled Indigenous workforce.

INACs streamlined suite of funding programs is designed to increase the participation of Indigenous communities in the Canadian economy and enable Indigenous people to pursue new opportunities for employment, income, and wealth creation. In particular, the integration of land management with economic development is intended to help INAC provide broader support as Indigenous communities build their economic base. Funding for these programs has not been changed; rather, the funds of combined programs have been combined within the new programs.³⁶

Some Thoughts on Land Management

Some Indigenous communities have chosen to pursue land management under the *First Nations Land Management Act* which provides First Nations with the option to exercise jurisdiction over the management of their reserve lands outside of the *Indian Act*. In this new regime, lands and natural resources that were previously managed under the *Indian Act* will be governed under a land code that has been created and ratified by the First Nation. These lands remain reserve lands and as such are still subject to the *Indian Act* tax exemption on reserve lands, and on personal property situated on reserve.

Those First Nations operating under the First Nations Land Management regime have seen an increase in new businesses, internal investment, and employment opportunities on reserve. These Nations have also used their revenues to invest back into education, employment and social program in their communities, thereby reducing dependence on chronically underfunded federal social programs.³⁷

Details about that regime can be found at Lands Advisory Board and the First Nation Land Management Resource Centre <https://labrc.com/wp-content/uploads/2016/11/FNLMA.pdf>. Under the Framework Agreement, signatory First Nations established a Lands Advisory Board (LAB) to assist them in implementing land governance over their reserve lands and resources. The LAB currently comprises 13 elected Directors and the Chair from each of three regions: Western (British Columbia), Prairie (Alberta, Saskatchewan and Manitoba), and Eastern (Ontario, Quebec and the Atlantic).

The *First Nations Commercial and Industrial Development Act* (FNCIDA) provides First Nations with the ability to attract major capital investments and increase opportunities for employment and capacity development. Coming into force on April 1, 2006, FNCIDA was a First Nations-led legislative initiative and was developed by five partnering First Nations: Squamish Nation of BC, Fort McKay First Nations and Tsuu T'ina Nation of Alberta, Carry the Kettle First Nation of Saskatchewan, and Fort William First Nation of Ontario.³⁸ FNCIDA works by incorporating provincial rules and regulations that apply to similar large-scale industrial or commercial projects off reserve and applying them to a specific project on reserve. Further information can be found at section 3.20 of the *BCAFN Governance Toolkit: Part 1 – The Governance Report*; or at <https://www.aadnc-aandc.gc.ca/eng/1100100033561/1498848820817>.

³⁶Indigenous Services Canada, "Lands and Development" (16 March 2015), online: Indigenous Services Canada <<http://www.aadnc-aandc.gc.ca/eng/1100100032790/1100100032794>>.

³⁷Indigenous Services Canada, "Federal Framework for Aboriginal Economic Development - Progress Report - June 2014" (June 2014), online: Indigenous Services Canada <<https://www.aadnc-aandc.gc.ca/eng/1404919955464/1404921311609>>.

³⁸Jody Wilson-Raybould & Tim Raybould, *BCAFN Governance Toolkit: Part 1 – The Governance Report*, 2d ed (Vancouver: BCAFN, 2014), ch. 1.3.

Additions to Reserve (ATR) play an important role in supporting economic development both on and off-reserve. Under the ATR policy, First Nations may purchase a parcel of land from a willing seller for the purpose of converting that parcel into reserve lands. ATR parcels can be located in either rural or urban areas and are not required to be adjacent to an existing reserve. ATR parcels can provide First Nations with additional economic opportunities for natural resource development, commercial and industrial development activities, and urban reserve creation although studies have suggested that strong recent economic is not a universal result of ATR.³⁹ More details on the ATR regime can be found at <https://www.aadnc-aandc.gc.ca/eng/1332267668918/1332267748447>.

Other Considerations

Aside from the importance of enhancing a community's assets through the various available mechanisms, a First Nation also has to consider how they are able to take advantage of any potential developments in and on their lands. Strong and effective partnerships between Indigenous communities, multiple levels of government and the private sector are essential for sustainable, long-term economic development. Early engagement and partnership-building between Indigenous communities, government and industry is particularly important for enabling natural resource projects to move forward.

When it comes to major resource developments, there are opportunities for communities to participate and be intricately involved. Impact benefit agreements have been a

fabric of negotiations between private companies, government and Indigenous communities for a number of decades and include agreements for benefits such as education, employment, community infrastructure development, etc. in exchange for access to the natural resource. They largely came into play due to the mining industry

“ Strong and effective partnerships between Indigenous communities, multiple levels of government and the private sector are essential for sustainable, long-term economic development.”

and its impact on communities in the north. However the tools used to negotiate lasting and beneficial agreements in the mining industry can also be considered for any resource.

Detailed information on this process is well laid out in the *Aboriginal Mining Guide*, 2009: http://www.communityrenewal.ca/sites/all/files/resource/Aboriginal_Mining_Guide.pdf.

³⁹National Aboriginal Economic Development Board, "Additions to Reserves: Lessons Learned from First Nations" (16 January 2016), online: National Aboriginal Economic Development Board <<http://www.http://naedb-cndea.com/reports/additions-to-reserve-lessons-learned-from-first-nations.PDF>>.

PART 4

BEYOND DEVELOPMENT – KEY ROLES OF THE ECONOMIC DEVELOPMENT INFRASTRUCTURE

Support for Entrepreneurs

The Business Development Bank of Canada reports that there are more than 27,000 Aboriginal entrepreneurs in Canada, 30 per cent more than the 1996-2001 period. TD Bank says that Aboriginal small business is growing at a rate that is six times faster than in the non-Aboriginal market and that Aboriginal entrepreneurs tend to be about 10 years younger than non-Aboriginal entrepreneurs. Entrepreneurship is about developing innovative solutions to peoples' problems. Aboriginal peoples, on and off reserve, have a unique perspective that can serve as a powerful source of innovation. Success in business is not at odds with Aboriginal identity. Rather, entrepreneurship is a powerful vehicle for celebrating our identity, and sharing it with the world.⁴⁰

In a 2014 study carried out by Rachel Cote entitled *Contributing to the Community by Achieving Business Success in Cities*, she notes that many Indigenous entrepreneurs saw the ability to support their communities—whether through reserve-

based development projects, mentorship programs or scholarships—as a fundamental element of their approach to business. She also notes that strengthening support for Indigenous small business will contribute to more vibrant Indigenous communities:

There is a focus in Canada on band-owned-and-operated businesses partnering with large corporations in the primary resource extraction industry. While this type of economic development is important, the focus also needs on small business development, because it is a significant portion of the lifeblood of the community.⁴¹

⁴⁰Raven Smith, "For Aboriginal peoples, entrepreneurship is the path to economic independence" (8 May 2015), online: The Globe and Mail <<https://www.theglobeandmail.com/opinion/for-Aboriginals-entrepreneurship-is-the-path-to-economic-independence/article24327664/>>.

⁴¹Rochelle Côté, "Contributing to the Community by Achieving Business Success in Cities" (2014), online: Social Sciences and Humanities Research Council <http://www.sshrc-crsh.gc.ca/society-societe/stories-histoires/story-histoire-eng.aspx?story_id=183>.

Improving access to economic development support, as well as new streams of financing (i.e., dedicated funding to help individuals scale up their operations) are ways to motivate Indigenous entrepreneurship.

- The Canadian Centre for Aboriginal Entrepreneurship offers the Aboriginal Entrepreneurship Training Program⁴², which helps First Nations, Métis, and Inuit people who are interested in becoming

self-employed or starting their own business.

- Aboriginal Business and Entrepreneurship Development, a department of Indigenous and Northern Affairs Canada, works with Indigenous entrepreneurs and its partners to provide a range of services and supports that promote the growth of a strong Indigenous business sector in Canada.

Based upon the findings of the 2016 *National Aboriginal Business Survey*, the Canadian Council on Aboriginal Business believes the following actions – on the part of governments, financial institutions and Indigenous entrepreneurs themselves – will help more Indigenous businesses achieve success:⁴³

1

Ensure available funding for Indigenous or small businesses can be accessed by those who need and want it.

Not only in locating funding opportunities but also in meeting the lending requirements and knowing how to properly complete difficult and complex application forms. Funding opportunities need to be well communicated and funding applications need to be relevant and reasonable to fill out.

2

Support human resource development by providing and funding skills training.

Indigenous business owners can benefit from educational opportunities such as training on how to develop business plans, access financing, develop leadership and employee management skills, or use marketing and social media. There is a need for investment in skills training for Indigenous peoples so that the pool of skilled labour for Indigenous businesses needing to grow and succeed is available.

3

Update governance and land management policies on reserves.

It is necessary to have clear and flexible regulations that encourage business creation and long-term success. Clarifying the tax and infrastructure responsibilities and procedures while supporting land-use management plans would encourage on-reserve businesses to shift their energies towards growth. Tools and knowledge for community-run governance would also support a positive business environment.

4

Be a champion for Indigenous business.

Many Indigenous businesses are thriving despite the obstacles in their path. Indigenous communities and governments, federal and provincial governments, and non-Indigenous businesses, all need to recognize and promote awareness of Indigenous business value – not only for Indigenous peoples themselves but for Canada as a whole.

⁴²Aboriginal Entrepreneurship Training, <<http://www.ccae.ca/Aboriginal-entrepreneurship-training/>> and <<http://www.ccae.ca/video-first-nations-business-training/>>.

⁴³Canadian Council for Aboriginal Business, "Promise and Prosperity, The 2016 Aboriginal Business Survey" (2016), online: Canadian Council for Aboriginal Businesses <<https://www.ccab.com/wp-content/uploads/2016/10/CCAB-PP-Report-V2-SQ-Pages.pdf>>.

Government Entrepreneurship Funders

There are a number of different avenues an entrepreneur can take to find funding to get their business underway. Both the federal and provincial governments provide entrepreneurship funding as well as services that help an entrepreneur get the information and training they may need to in order to succeed.

Aboriginal Business and Entrepreneurship Development (ABED), is a federal program that works with Indigenous entrepreneurs and its partners to provide a range of services and supports that promote the growth of a strong Indigenous business sector in Canada.

Support will vary depending upon the needs of the client, the availability and sources of funding, the eligibility of costs, the economic benefits, and the project viability. ABED can help Indigenous entrepreneurs, communities and organizations achieve their business goals.⁴⁴

The Canadian Business Network helps entrepreneurs understand their financing options. Entrepreneurs often report that getting financing is the most challenging aspect of starting or growing a business. If you're looking for money for business, you can start by learning about the different types of financing that are available. You can then decide which one best suits your needs. Canada Business Network promotes entrepreneurship and innovation, and provides assistance through an organized network of service centres across Canada. See: <https://canadabusiness.ca/grants-and-financing/?it=eng/page/2868/>.

Small Business BC is also a great source of information to help entrepreneurs. It is a provincial organization that acts as a resource centre for knowledge-based business products and services. In addition it administers the Canada-BC Job Grant.

⁴⁴Indigenous Services Canada, "Aboriginal Business and Entrepreneurship Development" (20 September 2013), Indigenous Services Canada <<https://www.aadnc-aandc.gc.ca/eng/1375201178602/1375202816581>>.

Loan programs for specific businesses:

British Columbia's Aboriginal Small Business Resources

Discover national and provincial sources of financing and loans for Aboriginal enterprises.

Canada Small Business Financing Program

Find out about support for small businesses from Industry Canada to qualify for business loans at [participating financial institutions](#).

Futurpreneur Find expertise, financing, mentoring and business resources for young entrepreneurs aged 18 to 39.

Western Economic Diversification

Canada Discover loans for entrepreneurs in Western Canada organized by the Western Canada Business Service Network. British Columbians can qualify under these loan programs.

Community Futures Business Loans

Find out about loans for entrepreneurs in program locations to start and expand a business or visit a [Community Futures office](#).

Entrepreneurs with Disabilities Program

Get financial advice and business loans for entrepreneurs with a disability. To apply, contact your local [Community Futures office](#). Within Greater Vancouver or Victoria, contact [Vancity Savings Credit Union](#), which administers the program.

Women's Enterprise Centre Loans

Program Find out about loans for women-owned businesses, as well as professional business advice and support.

See: <http://smallbusinessbc.ca/resources/howtos-checklists/>.

WorkBC is another valuable resource for an individual looking to start a business. It is the provincial government's access point to help British Columbians to successfully navigate BC's labour market. WorkBC provides information on finding jobs, exploring career options and improving skills. It also help employers fill jobs, find the right talent, and grow their businesses. See <https://www.workbc.ca/Employer-Resources/Funding-and-Programs.aspx>.

Supporting Community Capacity Development

Capacity building is the processes and activities that maximize individual and community potential. A comprehensive approach to capacity building, linked to community supported economic development nurtures excellence and expansion in all areas of human and community development: physical, psychological, social, cultural, environmental and economic. In this way, capacity building helps strengthen the ability of First Nations, individuals, organizations and sectors in order to develop creative solutions that address community issues.

Economic Development can support community capacity building in a number of ways, including:

- ➔ Community Learning
- ➔ Expanding Community Assets such as:
 - Tangible assets: financial capital, physical capital (e.g., infrastructure) and organizational development.
 - Intangible assets: social capital (relationships and networks), human capital (e.g., skills, knowledge and confidence), shared goals and values, and leadership.

➔ Community Collaboration: As communities increasingly "connect the dots" between issues, they also need to increase capacity to think and act in collaborative ways that seek and expand common ground, shape a desired future, and encourage joint ownership over the issues at hand. Successful collaborations require time to build trust, relationships, and agreements about what to do together and how to choose to do things.

Communities, like people, are always developing. New capacities are constantly required and emerging as communities respond to new issues over time. Thus, community capacity building is best thought of as an ongoing process of learning and development that is required for effective action.

Community capacity building is an important component of healthy communities because the roots of many health issues are complex and varied. For example, long-term action to address significant chronic health challenges such as cancer, obesity addiction and diabetes may involve a wide range of stakeholders with a number of complex and interrelated issues. Comprehensive actions to address the root causes of poor health involve activities in a range of areas, including employment, early childhood development, recreation services, education, food security, housing and access to health services.

The development of effective long-term solutions to community health issues will require that citizens and communities are seen as the co-producers of health and well-being, rather than only the recipients of services. This will include a long-term commitment to the development of community relationships and networks, access to local knowledge, support for the development of skills and the active involvement of multiple sectors in decision making and governance.

PART 5

COMMUNITY IMPACTS - MEASURING THE EFFECT

Measuring economic results is critical for economic development in Indigenous communities. It helps to demonstrate the impact and outcomes of the Economic Development Strategy and the ways in which it supports and deepens the community's values and priorities. Measuring economic results accomplishes the following:

- ➔ Provides a "snapshot" of how a community is doing economically.
- ➔ When comparing between time periods (recommended every six months), the measure provides indicators of change, both positive and negative.
- ➔ Identifies where gaps may be in the economic sector of a community, (i.e., which assets are being underutilized).
- ➔ Further identifies the sectors that are contributing the most to the community's economic activity, and well-being.
- ➔ Highlights what sectors might demand the introduction of training programs, certification, or entrepreneurial training and mentoring.
- ➔ Allows the community decision-makers to compare the results against any strategic planning previously carried out, or, alternatively, provides a basis for future strategic planning focus.
- ➔ Helps deliver "best land-use and asset allocation planning" by identifying what economic activity is best utilizing the community's assets.

Measuring success of Economic Development Plans and Projects should be related directly to the goals and targeted economic drivers of the AEDCs. As such, the impact of the Aboriginal Economic Development Corporation can be demonstrated by assessing both the qualitative and quantitative results delivered by the organization. The Evidence Network ("Measuring Innovation Impact," 2014) generated a simplified model for measuring impact.⁴⁵

⁴⁵Conor Meade, "Measure for Measure: The Unique Challenge of Assessing Innovation Programs' Impact" (15 March 2017), online: The Evidence Network <<http://www.theevidencenetwork.com/blog/measure-for-measure-the-unique-challenge-of-assessing-innovation-programs-impact>>.

Inputs/Outputs Infographic

NOTE: THE GRAPHIC REQUIRES SOME CLARIFICATION AT THE BOTTOM (NOT CLEAR IF “MONEY, INFRASTRUCTURE” COLUMN IS TO BE LINKED TO “INPUT” COLUMN AND ALSO UNSURE WHAT “ASSET DIMENSIONS” IS REFERRING TO.

These can be further translated to activities and results that can be monitored, qualified and reported upon to Chief and Council and the community stakeholders.

The following represents an **AEDC Impact Assessment Reporting Chart** that can be readily employed by AEDC management in assessing their

performance, a basis for planning, and reporting to Chief and Council and community stakeholders.

AEDC IMPACT ASSESSMENT REPORTING CHART These are the mainstay items/categories by which the AEDC's performance and ability to deliver results can be measured.	
QUALITATIVE REPORTABLE IMPACT	
Community support, and the degree to which stakeholders agree with the AEDC's operations and holdings	
Interest from the community, and involvement in the AEDC's strategic planning and opportunity considerations	
Effective liaison with Chief and Council	
Contributions to the strategic economic planning and direction of the community	
Effective liaison and cooperation with the Economic Development Manager/Officer	
Relationship-building with the regional government, neighbouring communities and businesses	
Networking activity at events and conferences to promote the opportunities of the community	
Positive media attention regarding the AEDC	
The degree of innovation in planning and delivery of its role	
Perceived strength of management	
Transparency and accountability of operations and performance	
Capacity enhancement of community stakeholders	
Support for community entrepreneurs, and deliver mentoring and training as may be viable	
Socio-economic development whereby AEDC's operations contribute to the health and well-being of the community	
QUANTITATIVE REPORTABLE IMPACT	
Generating profits that were reinvested in AEDC-held community businesses	
New investments received into community-held enterprises under AEDC's mandate	
Joint ventures and strategic alliances entered into	
Loans repaid or paid down during the last year	
Asset value increase based on an independent valuation of the assets under the AEDC's control	
Number of Indigenous jobs created within the scope of the AEDC's economic development mandate	

QUANTITATIVE REPORTABLE IMPACT

Company growth of the corporations within AEDC's investment portfolio

Performance targets met or exceeded

Financial contributions to the well-being of the community

New products, services or business interests entered into or generated

Investment into existing businesses owned by community members

Support modernization of community-held enterprises

Investment in high-growth, high-impact sectors that are expected to yield job-rich and predictable economic growth

Attract outside companies to invest or establish a presence in the community

