

Canadian First Nation Community Economic Development Planning:  
Key Factors for Success

By  
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A Master's Degree Project  
Submitted to the  
Faculty of Environmental Design  
in partial fulfillment of the requirements for the degree

Master of Environmental Design  
(Planning)

Calgary, Alberta

© January 30, 2007



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*Your file* *Votre référence*  
*ISBN: 978-0-494-37635-5*  
*Our file* *Notre référence*  
*ISBN: 978-0-494-37635-5*

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"Canadian First Nation Community Economic Development Planning: Key Factors for  
Success"  
submitted by  
Collette D. Manuel in partial fulfilment of the requirements  
of the degree of Master of Environmental Design.

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## **Abstract**

Canadian First Nation Community Economic Development Planning: Key Factors for Success

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Supervised by Michael Robinson

January 30, 2007

Prepared in partial fulfillment of the requirements of the Masters of Environmental Design (Planning) Degree in the Faculty of Environmental Design, The University of Calgary.

First Nations in Canada desire to design sustainable socio-economic development strategies to create positive change that will lead to improvements in their socio-economic conditions. It is a goal of all First Nations people to move forward so they can become self-determining, by overcoming the sole dependency on federal decentralization programs. Some First Nations are realizing success by integrating their own unique community development approach with federal decentralization programs to create optimum conditions for themselves.

The research is intended to provide First Nations and INAC with a self assessment tool known as the Community Capacity Index (from the composite indicators and respective sub indicators) to measure socio-economic development. The composite indicators came primarily from the "Harvard Study on Indian Economic Development" and the "Strategically Positioned First Nation", both comprehensive studies that provided knowledge about First Nations socio-economic conditions. The composite indicators are: governance, economic growth strategy, internal capacity, respect/ incorporation of language and culture. The 27 sub-indicators were developed from these comprehensive pieces of research, other notable research, and finally, from case studies from successful First Nations across Canada.

First Nation communities that have received Economic Developers of the Year from CANDO, a National Aboriginal Organization, are examined. The examination of the nine First Nation communities looks at how these communities rated in terms of the Community Capacity Index. The analysis of this data shows that internal capacity is the focus in their development strategies. Economic growth was rated second, while respect / incorporation of culture was rated third, and finally, governance was rated fourth. The underlying lesson is that it is possible for any First Nation to be successful, so long as they integrate their own unique community development approach, with federal decentralization programs.

Recommendations are made for the federal government and First Nations, which focus on clear, simple steps that can be taken to provide the tools to First Nations to begin helping themselves to move forward in terms of designing sustainable socio-economic development.

**Keywords:** First Nation, economic development, planning, INAC, decentralization, community development, community capacity.

### **Acknowledgements**

This Masters Defence Project was kindly supported by the SSHRC, Canada Graduate Scholarship.

I would like to say “thank-you” to the CANDO Economic Developers of the Year Award Winners that participated in the research for your time, knowledge and contributions. Also, I would like to thank past Chief Scotty Holmes, Upper Nicola Band for his participation in the research.

A special thank-you to Michael Robinson for his time and efforts in assisting me complete all requirement of this MDP. Your integrity and your sense of giving are valued. I am indebted to Dr. Larissa Muller who assisted me with research methodology techniques for this research. Thank you to Professor Tom Harper for your assistance in providing general direction of this research. Thank you to Dr. Leroy Littlebear, a First Nations leader in education, community development field.

Thank you to the flame in the dark - Dr. Stephen Ameyaw - for inspiring me to undertake the study of planning in First Nation communities. I must also recognize my ancestors and the Creator for enabling me to walk between the two worlds to experience modern and tradition ways of thinking and expressing myself.

Finally, I would like to thank my family and friends for supporting me throughout the project. Special thanks to Shawn, Mom, Dad, and Stephanie. Last but not least, thanks to my children Justine, Everett and Devyn for your patience and motivation to move forward.

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### **List of Acronyms**

Council for the Advancement of Native Development Officers	CANDO
Community Economic Development	CED
Department of Indian and Northern Affairs Development	DIAND
Indian and Northern Affairs Canada	INAC
Innovative Forestry Practices Agreement	IFPA
Nicola Similkameen Innovative Forestry Society	NSIFS
Royal Commission on Aboriginal Peoples	RCAP
Traditional Ecological Knowledge Systems	TEKS
Upper Nicola Band	UNB

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## **INTRODUCTION**

The focus of this Master's Defence Project (MDP) is a study of how First Nations are designing sustainable socio-economic development by adopting innovative approaches to integrate government decentralization programs and community development planning. First Nations in Canada desire to design sustainable socio-economic development to create positive change in terms of the conditions that they are currently in. It is a goal of all First Nations people to move forward so that they can be self-determining in the following areas:

- practising good governance,
- having internal capacity to help themselves,
- participating in the local and regional economy by creating economic growth and,
- retaining their languages and culture.

This research will demonstrate how government decentralization programs alone are not effective in addressing needs of First Nation communities. It will also discuss community development planning, and demonstrate how this approach is more comparable to traditional practices of First Nation people.

### **There are two main objectives in this research:**

1. To determine the socio-economic indicators for successful First Nation communities in Canada.
2. To examine a case study of a First Nation that wants to learn from the successes of other First Nations in Canada by utilizing the identified socio-economic indicators.

### **Problem Statement**

The standard of living for First Nations people is very low. The relationship between First Nations people and the federal government since Confederation has been problematic to say the least. The continuing dynamics of the clash of cultures have

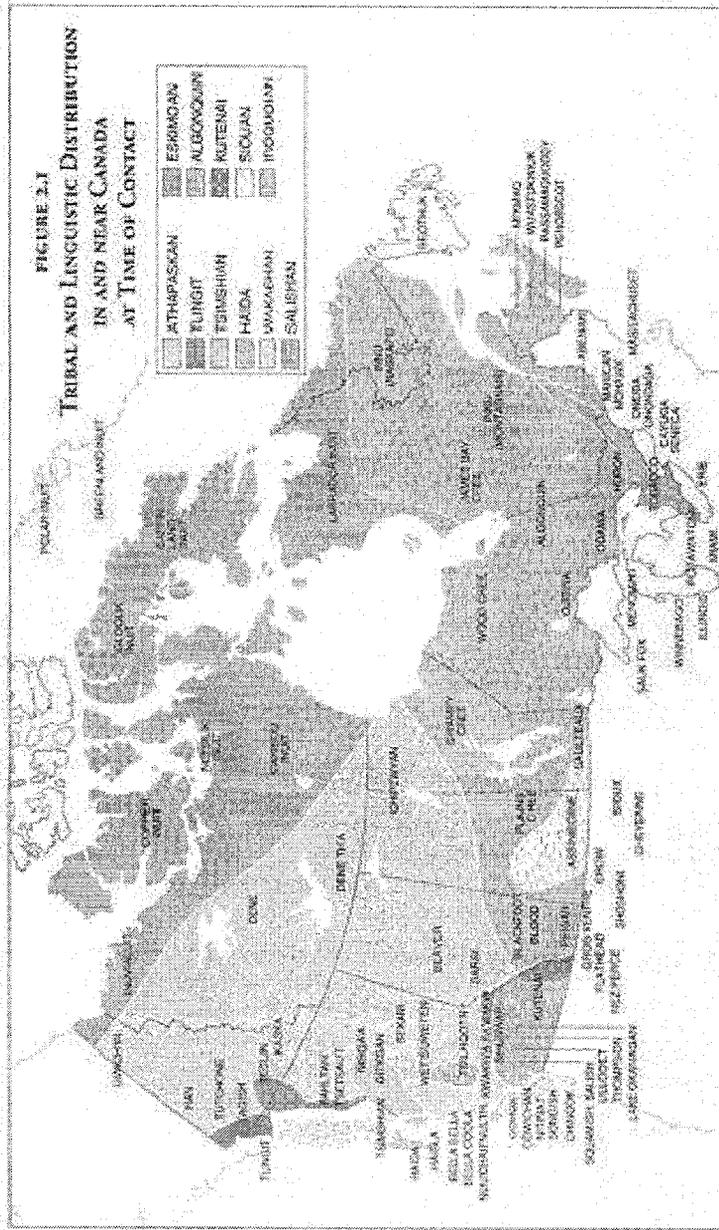
favoured non-natives more than First Nations within every sphere of the Canadian political economy. The western process of development has led to the creation of modernized mega cities, technologies, social safety net programs (education, employment, health, and housing) that have resulted in dependency amongst marginalized people, which includes First Nations in this country. Many non-First Nations Canadians enjoy better quality of life, while First Nations people continue to be poor. First Nations people have lost control and management of their own lands and resources, traditional customs and forms of organization. How have First Nation communities come to be in these conditions?

The two significant reasons why this problem must be addressed by First Nation communities as well as the Federal government are: (1) the poor social and economic health conditions amongst First Nations population are part of the reality of the Canadian development experience and (2) the Federal government has a fiduciary responsibility to assist First Nations (Imai, 1999, p. 12). The clash of cultures has been one that has created distress for the First Nations people. It is not the intent of this paper to conduct a comprehensive history of the relations between First Nations and the Government of Canada, which has been well documented elsewhere.

### **First Nations people in Canada**

First Nations in Canada are diverse. This can be explained by understanding that within Canada, there are 11 major First Nation tribal groups that are distinguished by language families. Within the language families exists individual language groups, and further there are various dialects of many languages (Dickason, 2002, p. 148). Figure 1.1 demonstrates First Nation language families in Canada. People that speak these languages make up the 600 plus First Nation communities throughout Canada. First Nations like many indigenous groups, truly believe that language is their culture, and their livelihood is explained through their language.

Figure 1.1 First Nation Language Families of Canada



Source: Adapted from Olive R. Dickason, *Conquering First Nations: A History of Rounding People from Eastern Towns* (Toronto: McClelland & Stewart Inc., 1992), p. 65. Used with the permission of McClelland & Stewart Inc.

(Dickason, 2002, p.149)

The foremost common characteristic of all First Nations is how intrinsically their way of life tied to the lands they traditionally occupied. “All of these peoples, whether mobile or sedentary, lived within cultural frameworks that met social and individual needs by emphasizing the group as well as the self.” (RCAP, 1996) These cultural frameworks have been adversely affected, and the lifestyles of First Nations deeply influenced by European lifestyles.

### **Present socio-economic demographics of First Nations**

If one reviews government studies, news stories and research papers, it does not take long to notice the socio-economic, health and housing trends present within the First Nation population.

In 2003 there were 704,851 registered Status Indians. (DIAND, 2004, p.11) Highlights of the 2001 Census of First Nation Population provided the following insights:

- the First Nation share of total population is on the rise
- the First Nation population is much younger than the non-First Nation population
- 50% of the First Nation population in 2001 was less than 23.5 years old
- The life expectancy of First Nation men and women compared to non- First Nation Canadians is lower, by seven years for men and five years for women
- First Nations have higher rates of suicide, especially youth. They recorded five to six times higher than national average

(Statistics Canada, 2005)

According to Statistics Canada Report (2000) the median *income* of First Nation individuals generally was \$13,593. Other reports found that First Nation people are not in the best of *health*. For instance First Nations face higher rates of chronic diseases such as diabetes, infectious diseases and tuberculosis. The prevalence of diabetes among First Nations is now at least three times the national average, with high rates occurring in all age groups. Diabetes in First Nations communities is now considered an epidemic, and

rates are continuing to increase. Rates of diabetes appear to be higher on-reserve than off-reserve. (Health Canada, 2001, p.1)

In terms of *education*, the average high school completion rate is also much lower than for non-First Nations. The percentage of First Nations people living on-reserve and in inadequate *housing* (needing major repairs) was 37%. These circumstances have produced overcrowding issues as well as an estimated housing shortage rate of 235, 000 units (Statistics Canada, 2006)

Standard of living between FN and rest of Canadian society \*\*

### ***The Fourth World***

If we look at the socio-economic demographics and the situation that First Nations in Canada are experiencing, the analogy of fourth world conditions that was provided by the late George Manuel still exists: “The fourth world” describes the situation in North America where First Nations (Indigenous Peoples) are a minority in a majority white Canada. (Manuel et al, 1974).

As mentioned above, the second reason why this problem needs to be addressed by First Nation communities as well as the Federal government is because the Federal government has a fiduciary responsibility to assist First Nations. What is a fiduciary responsibility, and what does it mean?

### **Fiduciary responsibility**

“A fiduciary responsibility is one where one party (the fiduciary) has the responsibility to ensure that matters are dealt with in the best interests of the other party (beneficiary) (Imai, 1999, p. 12)”. This fiduciary responsibility was recognized first in the Royal Proclamation of 1763 in which First Nations were recognized “as autonomous political units living under the Crown's protection and on lands that are already part of the Crown's dominions. (RCAP 1996) Secondly, in the British North America Act,

1867 Section 91(24) stipulates the Federal Government has jurisdiction over "Indians, and Lands reserved for the Indians". (Constitution Act, 1867, s.91 (24))

### ***Indian Act***

In 1876, the federal government began to formalize the exercise of jurisdiction under Section 91(24) of the Constitution by consolidating previous legislative documents into the Indian Act.

After its enactment of the Indian Act each nation was to be patrilineal, like the Europeans. The leaders were to be selected by secret ballot, and have powers like European legislatures. And almost every aspect of life from land allocation to dog control by-laws needed the approval of the Minister of Indian Affairs.

(Imai, 1999, p.131)

“The legislation intruded massively on the lives and cultures of status Indian people. (RCAP, 1996)” Though amended repeatedly, the Act’s fundamental provisions have scarcely changed. “It has been the major source of legislation that has continued to extinguish First Nation rights and assimilate First Nations people into Canadian ways of life.” (RCAP, 1996)

### **The Royal Commission on Aboriginal Peoples**

All of the above noted history, socio-economic demographics, clash of the cultures was captured in the 1996 The Royal Commission on Aboriginal Peoples (RCAP).

The Final Report that was issued made 440 recommendations calling for sweeping changes to the relationship between Aboriginal and non-First Nation Canadians and governments in Canada. The report centred on a vision of a new relationship, founded on the recognition of First Nation peoples as self-

governing nations with a unique place in Canada. It set out a 20-year agenda for change, recommending new legislation and institutions, additional resources, a redistribution of land and the rebuilding of First Nation nations, governments and communities. Recognizing that autonomy is not realistic without significant community development, RCAP called for early action in four areas:

- healing,
- economic development,
- human resources development, and
- building of First Nation institutions.

(Hurley, 2000, p. 20)

Over the past ten years there have been many criticisms of the lack of implementation of the recommendations as put forward. In my analysis of the RCAP more of the recommendations can be implemented if innovative measures are taken to involve more of the population that would be directly affected by the recommendations, namely First Nation people. The Government of Canada's response, Gathering Strength, provided programs that did not take into consideration the diversity that exists across the country, as well, many of the recommendations could not be solved with monetary compensation. As well, many of the recommendations can not take place, unless the government and the people of Canada genuinely want to see change. For instance, suggested changes include the recognition of a third level of government in the country. Finally, those programs that have been implemented as a response to the RCAP, concentrate on healing and less on the other three areas: economic development, human resources development and the building of institutions. Although I believe that healing is an important part of development, I think we could benefit from investment in the other areas. The report lacked innovative approaches to realize implementation. Not only was the implementation process driven from a top-down approach, it failed to take into account the diversity of each region throughout the nation and the diverse situations First Nation people experience.

Despite the creation of many commissions of enquiries, government white papers, research reports and policy initiatives to help First Nation peoples improve their lives, many First Nations individuals continue to live in poor homes, have no jobs, poor health care and even less educational opportunities.

### **Moving Forward**

Despite these setbacks First Nations communities in Canada have been struggling to create better social, political and economic opportunities for their peoples. Some communities have had some successes in their development planning processes. In order for First Nations to move forward, there has been pressure to:

- Change the role and instruments of regional and community development planning systems.
- help First Nation communities continue with their own instruments of development.

First Nations want federal and provincial governments to open up their regional and community development planning processes to the scrutiny of elected First Nation governments. At the same time, they want governments to decentralize planning functions from Indian and Northern Affairs to First Nation communities and their regional units. In order for the planning processes to be assumed by First Nations people, requisite capacity will need to be fostered.

### **Scope**

The MDP will focus on nine CANDO Economic Development Awards winners, individuals and communities that directly effect First Nation communities, over the past ten years as shown in Table 3.1, page 46. The recipients or representatives of the each respective community (leaders of the community and or Economic Development Officers) responsible for facilitating development in the community are considered key informants. Also, a comparison is carried out with Upper Nicola Band, in relation to the nine First Nations and the Community Capacity Index.

## **Research Questions**

The research questions are:

- What are the top ranked indicators amongst economically successful First Nations that promote socio-economic development and capacity building in First Nation communities?
- Do successful First Nations utilize decentralization programs as well as community development approaches to create success for their respective communities?
- What mechanisms are needed for First Nations to be active participants in the local, regional economy?

This research will also demonstrate that the Community Capacity Index can be utilized in other First Nations communities across Canada. As well, the findings of this research can be utilized as a starting point for First Nations that want to move forward from the point of status quo.

## **Chapter 1: Executive Summary**

“Integrating decentralization and community development planning to create optimum conditions for First Nations in Canada” shares knowledge about how First Nations are working to design sustainable socio-economic development to create positive change in terms of the conditions that they are currently finding themselves in. It is a goal of all First Nations people to move forward so that they can be self-determining in the following areas:

- practising good governance,
- having internal capacity to help themselves,
- participating in the local and regional economy by creating economic growth and,
- retaining their language and culture.

Chapter Two describes the concepts of decentralization and community development. Two differing approaches to planning - rational and community development - are described, and relevant literature about these planning concepts are shared. Case studies that describe government decentralization (Indian Control of Indian Education), community development (UNB CED Planning Approach) and finally an integrated approach (Nicola Similkameen Innovative Forestry Practises Society) are provided to allow the reader to understand the different approaches to planning.

There is also discussion about planning and sustainable development and a review of a First Nation theorist’s perspectives on community economic development. Finally, the Harvard Project on Indian Economic Development is showcased to demonstrate a positive model to Nation building, and addressing the poverty issue that exists in First Nation communities

Chapter Three articulates the research focus of this study, and the methodology section reviews the literature and provides inputs into the methodology of this research.

After careful analysis of the precedent research, an index that adopts principles from both decentralization and community development planning approaches was developed.

One aim of the research is intended to provide First Nations and INAC with an assessment tool known as the Community Capacity Index (from the composite indicators and respective sub indicators) to measure socio-economic development. The Community Capacity Index consists of four composite indicators: Governance, Internal Capacity, Economic Growth Strategy, Respect/ Incorporation of Culture. The composite indicators came primarily from the “Harvard Study on Indian Economic Development” and the “Strategically Positioned First Nation”, both comprehensive studies that provided knowledge about the framework of composite indicators. There are 27 sub-indicators that are adopted from the above noted research, other notable research and finally from case studies from successful First Nations across Canada.

Chapter Four presents the findings of the examination of how the nine First Nation communities (CANDO Economic Developers of the Year Award Recipients) rated after they carried out the self assessment, the Community Capacity Index. The highest rated composite indicator is Internal Capacity, followed by Economic Growth Strategy and Respect/Incorporation of Culture. Finally Governance was rated fourth (0%) of the nine communities. The ratings of these indicators show that the nine First Nations groups examined achieved success through a combination of community development approaches, unique to each community, as well as decentralization programs provided by the government. Of interest is the finding that no two First Nations used the same approach, but rather had their own unique approach to move forward.

The top ranked indicators, amongst the nine First Nations, to promote socio economic development include the following: Informal Leadership, Partnership, Management, Citizen Involvement, Community Based Planning and Business Environment.

This chapter then goes to describe unique approaches utilized by that the nine First Nations, as well as mechanisms that other First Nations can utilize to develop areas which includes participation in local and regional economies.

This finding may not mirror the Harvard Study which states that governance, sovereignty, institutions, culture, and leadership are all important. When looking at the sample nine First Nation communities that have been examined, we see that these indicators are important to these First Nations, but not all indicators rated a “4” or greater. Seven of nine rated development of internal capacity as “4”.

Finally, the Upper Nicola Band’s, highest rated composite indicators were *internal capacity* and *respect/incorporation of culture*. This was followed by governance and economic growth strategy.

Chapter Five outlines recommendations that include policy implications in the context of both the research performed and development planning environment of First Nations communities. The recommendations are summarized below:

- **First Nations should utilize the Community Capacity Index;** First Nations that have a desire to “move forward” but do not know where to start from will be able to benefit from the assessment tool, to determine starting points for their community to begin in the planning. It can also be utilized as a benchmark that can be used to measure and evaluate their current practices, especially in comparison to First Nations that have been considered successful.
- **Learn from successful First Nations;** First Nations that learn about the nine First Nations that have been showcased in this research can contact a First Nation that may have similar context as their community.
- **Take note of the top ranked indicators** that have been effective in promoting socio-economic development in the nine First Nations and work to develop these capacities in your respective community.

- **Learn about mechanisms (tools) that First Nations have utilized to be active participants in the local and regional economy;** determine which tools would be most effective in your community. Not all tools and approaches will work in every community. Success will depend on the community capacity levels, resources (financial and human), as well as community cultural match.
- **Develop dynamic leadership;** dynamic leaders are a key component of a successful community.
- **Adopt a new approach, integrating decentralization and community development;** it must be stated that the decentralization programs that have been put into place by the government are a start to allow First Nations to initiate change in their community. In most cases utilization of decentralization is not adequate to allow a First Nation to move forward, and success can be found by integrating unique community development planning approach, with the use of decentralization programs to realize optimum results.
- **Find your own approach;** Each First Nation must find their “made at home” approach. Although there are top ranked indicators are found in the nine First Nations, it is only recommended that First Nations consider developing these capacities. It will take time to implement any one of these capacities, and First Nations will need to prioritize their needs and their resources.
- **Action to consider for Upper Nicola;** The community and its leadership may wish to look at the ratings of their community capacity index, and determine areas that they want to begin developing.

## **Chapter 2: THEORIES OF COMMUNITY ECONOMIC DEVELOPMENT**

What is it about government decentralization policies and development planning tools in First Nation environments that can be analysed in order to explore general propositions regarding the relationships between decentralization and development planning in First Nation communities? To provide a conceptual context several theories, concepts and principles are examined. Case studies are presented to illustrate the different approaches to development. The community capacity index is developed from principles adopted from both decentralization and community development that can assist First Nations in the efforts to move forward into their community socio-economic development

The relevant literature sources for dealing with development in First Nations communities are many; this MDP also reviews the evolution of two major concepts: decentralization and community development planning. This will lead into describing the recognition of sustainable development. This is followed by the analysis of a number of issues and insights and lessons arising from other research studies carried out by the Government and experts in the field.

### **2.1 Decentralization**

Since the 1970's *decentralization*, a rational approach to planning has occurred across the world. "Decentralization is understood and promoted as a healthy mechanism through which a bureaucratic apparatus can effectively channel the benefits of growth to address identified local needs". (Martin, et al, p.387) This is done by devolving power and authority from large to small units of governance. (McGinn & Street, 1986, p.471)

It should be noted that there are two key dimensions of devolution, political and administrative. It is apparent that the decentralization efforts that affect First Nations are focused on the administrative dimension instead of the political dimension which would allow for the development of full autonomy to First Nations.

### ***2.1.1 Patterns of Decentralization Efforts by Federal Government to First Nations***

Indian and Northern Affairs Canada (INAC), as representative of the Government of Canada, “has primary, but not exclusive, responsibility for meeting the federal government’s constitutional, treaty, political and legal responsibilities to First Nations, Inuit and Northerners.” (INAC, 2006) As discussed in the introductory section of this MDP, the Indian Act grants the Minister of Indian and Northern Affairs Canada Development exclusive power to establish, operate and maintain all governing structures for all registered Indians (referred to as First Nations people in this MDP) Throughout the years, INAC has provided assistance in the form of programs to First Nations people” (INAC, 2006). The decentralization effort has expanded over the past ten years in which there has been a growing trend in which a vast majority of these programs and services are delivered in partnership with First Nations, who directly administer 85 percent of Indian and Inuit Affairs Program Funds Program and provincial governments. (INAC, 2006)

Decentralization depends on the political context in which it is applied. The First Nation experience reveals that decentralization has been conceptualized in at least two different ways.

First, many view some of the government’s policies (e.g. social welfare policy) primarily as a *means to achieve more control*. Second, some of the government’s policies (i.e. child welfare) *seek greater efficiency and effectiveness in policy implementation* that have goals to decentralize the operations of socially sensitive programs to respond better to the differences in local realities.

Below is one example of decentralization efforts common to First Nations across Canada.

### 2.1.1.1 Indian Control of Indian Education

In 1972, the National Indian Brotherhood put forward a policy statement to the Department of Indian and Northern Affairs entitled "Indian Control of Indian Education." (National Indian Brotherhood, 1972, p. iii)

The message was:

Indian parents must have FULL RESPONSIBILITY AND CONTROL OF EDUCATION. The Federal Government must adjust its policy and practices to make possible the full participation and partnership of Indian people in all decisions and activities connected with the education of Indian children. This requires determined and enlightened action on the part of the Federal Government and immediate reform, especially in the following areas of concern: responsibility, programs, teachers, facilities." (National Indian Brotherhood, 1972, p.27)

When demanding local control, First Nations believed that Band Councils should be given total or partial authority for education on reserves, depending on the local circumstances, and always with provisions for eventual complete autonomy, analogous to that of a provincial school board vis a vis a provincial Department of Education. (National Indian Brotherhood, 1972, p.27)

As a result, Band controlled schools were established by interested First Nations. This meant that the federal government would provide funding to First Nations to build, and operate schools, First Nations students could stay home and attend school in their communities, and the idea was that if the First Nations had control of education, there would be better results in the education of First Nation children. Of course there would be improved results, such as the teaching of relevant First Nations language to children. Also, more opportunities arose for First Nations teachers who had a better appreciation of local cultural practices. As noted in the introductory chapter, although there were decentralization changes to the system, we have learned that, the education levels of First Nations were and are lower than that of the average Canadian.

While the communities get:

to administer some educational monies, hire their own teachers, and develop some policies and procedures, in reality, the funds are woefully insufficient, and local decisions are heavily circumscribed by the party holding the purse strings, the Department of Indian and Affairs. Where school boards or parental groups have attempted to exert a measure of control, they are regularly stymied, either by the jungle of federal and provincial regulations or by the interference of any number of hierarchies, from the Chief and Council on up to the federal government. National Indian Brotherhood, 1972, p.29)

If First Nations rely on decentralization programs alone, there is no promise for self-sufficiency or retention of their culture and identity. Instead some First Nations have to take steps to adopt community development approaches, sustainable projects and programs. Some of the community development programs are examined in the next section.

## **2.2 Community Development**

There are many forms of community development carried out throughout the world, but all capture similar principles, and values.

Community development is a demonstration of the ideas, values, and ideals of the society which it is carried out. From a humanitarian perspective, it may be seen as a search for community, mutual aid, social support and human liberation in an alienating, oppressive, competitive and individualistic society. In its more pragmatic institutional sense, it may be viewed as a means for mobilizing communities to join state or institutional initiatives that are aimed at alleviating poverty, solving social problems, strengthening families, fostering democracy, and achieving modernization and socio-economic development.” (Campfens, p.25).

Many traditional planning techniques used to help First Nation people need to be replaced by more appropriate techniques of community development planning. In most cases sophisticated planning concepts such as rational comprehensive planning have

become instruments through which the federal government expand their influence while undermining the knowledge base and cultures of First Nation peoples as beneficiaries of planning. The next section examines some of the planning theories.

## **2.3 Planning Theory Decentralization and Community Development Process**

This section reviews the components of the planning processes synthesized from the previous analysis. As a planner it is important to delineate planning concepts such as, *rational comprehensive planning*, *incremental planning*, and *planning as dialogue*, and their roles towards building a case for this MDP. Decentralization efforts by the Government of Canada towards First Nation peoples have focused on rational comprehensive planning. Comprehensive planners assume that the primary purpose of rural and local planning is to serve the national interest for the public good. The proponents of this view tend to homogenize society and treat it essentially as an undifferentiated mass rather than identifying and working with particular groups (Friedman, 1973).

### ***2.3.1 Rational Comprehensive Planning Model Approach***

The Rational Comprehensive Planning Model (RCPM) has six steps that follow a rational, scientific approach to planning, in which the basis is value-neutral technical expertise. (Harper et al, 2004, p.27) There are many criticisms of this approach to planning, as it is a top-down approach, which doesn't allow for innovative action to address development issues.

The planning process requires a broad scope of information about alternative plans and predictive capabilities for the future. It is long-range in focus and often ignores short-term problems. The planning research deals mostly with primary data and is very instrumental in its approach. Also, such a planning approach requires a top-down decision making situations in which one group make decisions affecting others. (Friedman, 1973) One

can understand why INAC policies often fail First Nation peoples, because First Nation peoples have not been active participants of the planning process. When First Nations people plan for themselves they may make mistakes, but they will not deliberately harm or be unjust to themselves. The rational, comprehensive approach, which is linked to pure economic development policies formulation and implementation by INAC, does not appear to be an adequate approach for exploring the dynamics of First Nations planning.

### ***2.3.2 The Incremental Approach***

Lindblom, a critic of the rational comprehensive planning model proposed an alternate approach “disjointed incrementalism” (Lindblom, 1979, p.517)

The elements of this new approach are summarized below:

1. Evaluation and selection of ends are intertwined with empirical analysis of means
2. The focus is on ills to be remedied rather than on positive goals
3. The test of good policy is agreement
4. Analysis is limited in terms of neglecting important outcomes, important alternative politics, and important affected values.
5. Analysis is fragmented amongst many participants in policy making
6. There is less reliance on predictive social theory, and more on past experience
7. Change is successive and incremental proceeding by skilfully sequenced trail and error.

(Lindblom, 1979, p. 517-526)

This approach focuses on the means of planning, and views planning as a pragmatic problem-solving activity, which results in only limited and small-scale changes to existing development institutions. These changes entail incremental rather than comprehensive modifications. According to this viewpoint, planning does not involve an extensive review of the whole range of proposed alternatives. Several approaches to this planning framework have been incorporated into the First Nation development planning process. Initiatives such as the creation of Band Council and Development Corporation institutions along with traditional chiefdoms in most First Nation communities demonstrate that INAC acknowledge that existing traditional institutions are legitimate.

### ***2.3.3 Planning and the Dialogue Process***

Another view expressed by Friere (1974) is that dialogue is fundamentally something that should take place among ordinary people themselves. He argued that dialogue within groups provides the basis for the liberating action. This process is called concretization. Generally there is no problem with dialogue between planners and local First Nation people but the question raised is: “in whose terms”?

Dialogue of consultation in planning must be two- way and must address the views and ideas of the people being planned for. Such a dialogue process would facilitate the knowledge and power base of the disadvantaged group.

### ***2.3.4 TAMED***

Sandercock’s TAMED approach comes out of a radical reinterpretation of planning history that sees institutional planning as an ordering tool, regulating space to control marginalized people who are regarded as threats to the social order.

She advocates what she refers to as a “new paradigm” characterized by (1) communicative rationality, (2) interactive people –centered, negotiated planning, (3) recognition of new epistemologies (experiential, intuitive, and contextual), (4) community empowerment, and (5) sensitivity to the values of multiple publics. Her “insurgent planning” is dedicated to a social project in which differences can flourish (Sandercock, 1998, p.206).

Sandercock proposes five “literacy’s” as essential to an interdisciplinary planning that aims to serve everyone.

These literacy’s in the areas of (1) technical skills, (2) analytical or critical thinking, (3) multicultural sensitivity, (4) ecological sustainability, and (5) design. They form the acronym TAMED, suggesting a “frame of mind more humble, open and collaborative than the heroic modernist planner”.

(Sandercock, 1998, p. 225)

Sandercock's TAMED approach, incorporates values of community development, that more commonly utilized by First Nation people. Examples of this approach of planning can be seen in resource management processes, which work towards goal of allowing for different governments, interest groups to be apart of the planning process.

#### **2.4 Planning and Decentralization of Power**

The concepts of decentralization and local government are very fashionable these days. First Nation communities have accepted these ideas quite spontaneously without much critical analysis. There may be an objection that it would be improper to advocate planning for or with First Nation peoples where they do not have the power to initiate their own plans. As noted in rational comprehensive planning, the formulation of ends without control over means often leads to frustration. In such cases central planners tightly hold control, and, therefore, local planning is viewed only as an exercise designed to appease and foster an illusion of shared power.

First Nation people may not have direct control over their lives but if they begin to conduct research to identify problem areas and formulate clear analyzes and initiatives in the light of their interests, they will in the process manifest autonomy and gain influence over their community's development paths. The power derived from active challenging of authority is therefore neither received as a gift, nor is it seized from that authority. Rather, it reflects an inner strength, which can become an independent source of power.

#### **2.5 Planning and Sustainable Development**

In 1992 the United Nations Rio de Janeiro, Brazil conference on Environment and Development resulted in both the Rio Declaration and Agenda 21 which:

addresses the pressing problems of today and also aims at preparing the world for the challenges of the next century. It reflects a global consensus and political commitment at the highest level on development and environment cooperation” (UN, 1992)

It was at this time that sustainability was introduced as a concept for development throughout the global community. Community development is seen as a key to sustainable development planning. In order to attempt to meet the needs of the community as whole, there is a need to increase self-reliance, provide the basic human needs, increase equity, promote participation and accountability, and to find the appropriate use of technology. (UN, 1992) The private sector is seen as an important key to the sustainability of a region or community. Therefore it is assumed that by maximizing private profits, growth of the economy as a whole will undoubtedly occur (UN, 1992). Thus the two imperatives of community development and economic development together form the new concept of sustainable development.

Another tradition in planning that is incorporated into this model is that of ecological development. The Earth has finite resources. Therefore the planet's carrying capacity must be respected. Over-production and consumption has traditionally led to the breakdown of the Earth's environment and therefore resources must be respected. Furthermore, resources must be conserved and recycled (UN, 1992). Finally, Agenda 21 stated that:

in view of the interrelationship between the natural environment and its sustainable development and the cultural, social, economic and physical well-being of indigenous people, national and international efforts to implement environmentally sound and sustainable development should recognize, accommodate, promote and strengthen the role of indigenous people and their communities. (UN, 1992)

The planning process creates linkages, between economic socio-cultural initiatives and environmental preservation. A trend in several First Nations community developments, tribal and government initiatives frequently gives primary emphasis to the creation of economic enterprises and jobs, whereas a key issue in sustainable development is a balance between economic development, environment and socio-cultural preservation. By contrast, sustainable development is a proactive method for addressing the multiple key issues in First Nation community development. A concept central to sustainable

decentralization and community development is the transfer of natural resources, decentralization, cultural autonomy and other assets to First Nations peoples.

Finally, a new, fresh definition of sustainable development comes from Lertzman et al draws on the ethical arguments for sustainable development which deepen the discussion with concepts of natural, social and cultural capital;

Lertzman et al proposes a holistic approach to sustainable development be utilized to address the biophysical, organizational and cultural systems within which human life is embedded and upon which it is dependant (Lertzman et al, 2005, p. 250).

Lertzman et al, identify six principles for applying an ethical approach to cross-cultural interactions in sustainable development. (Lertzman et al, 2005, p. 250)

This definition encompasses principles that are found in traditional ecological knowledge systems (TEKS), information about the environment that can be validated in First Nation cultures. The principles of sustainable development are very parallel to First Nation traditional values of stewardship, and their holistic approach to planning and survival of their livelihood.

With the exchange of cross-cultural information (traditional ecological knowledge systems and western scientific systems) there is opportunity to understanding the environment around us.

### ***2.5.1 Case Study of Innovative Community/Regional Development Planning, Sustainable Development and Decentralization in B.C.***

#### **Nicola Similkameen IFPA Case Study**

An example of innovative community and regional development is seen in the Nicola Similkameen IFPA Case Study. This planning process began over ten years ago, when government, First Nations people and private sector in the Merritt Timber Supply Area came together to develop capacity to enhance the local and regional economies. Although

the products of the planning have only begun to be noticed, the process has been interesting to see how local knowledge has transpired into cooperative action.

In 1996, the BC Provincial Government introduced the Innovative Forestry Practices Agreement (IFPA), which gave forest license holders an opportunity to develop and test leading edge forestry and resource management practices. The idea behind the program was to produce environmentally advanced ways to increase the sustainability of forest resources.

The Nicola Similkameen Innovative Forestry Practices Agreement is the only pilot program that includes the seven First Nations in the region as active participants. The Nicola Similkameen Innovative Forestry Society consists of six major licensees that hold Innovative Forestry Practice Agreements with the Ministry of Forests. The six major licensees include:

- Aspen Planers Ltd.,
- Weyerhaeuser Canada Ltd.,
- Tolko Industries Ltd.,
- Riverside Forest Products Ltd.,
- Ardew Wood Products Ltd and,
- Stuwix Resources Ltd.

The six licensees have formed the Nicola-Similkameen Innovative Forestry Society to manage all six IFPAs as one (NSIFS, 2005).

Some of the identified strengths in the case study of the NSIFS include:

- a vibrant development is present in which the parties came together to develop sophisticated ways of using the most advanced new practices, relevant skills and technologies;
- the partners (Government, First Nations, Private sector) are taking the prime asset of the region- forestry, and fostering growth within this industry;

- the partners are approaching regional growth from a more sustainable manner, seeking a more balanced ecosystem by incorporating: socio-cultural, economic and ecological values of members of the region;
- evidence of positive working relationships are being fostered as is seen in the trust that is being bestowed by the parties to share values about the land, its resources and work to collectively benefit from implementing the planning approach; and
- the government support (pilot program) provided the opportunity for the region to look at planning its future.

### ***2.5.2 Case Study of Community Development Planning***

The Upper Nicola Band CED Planning Approach is a case study that examines how a community has come together to determine their future in order to move forward. This process included a wide spectrum of people, and knowledge to unite as a community, and claim ownership of a made at home planning approach.

Upper Nicola Band (UNB), one of seven Okanagan Nation Bands, is a part of the Interior Salish language group. UNB like many other First Nations communities suffers from high unemployment rates, and is primarily dependent on Federal government programs to provide services to community members. In order to diversify the economy of the community, Upper Nicola Band initiated its own community based economic development plan planning process.

The community economic development plan assessment was formulated specifically for the Upper Nicola area. It takes into account the lack of basic education and awareness, capacity building and participatory processes, and tools involving local people in externally driven business and economic activities.

The CED plan assessment was conducted over a six-month period (May–October, 2003). The participatory process did not depend solely on people coming together at special events or meetings. Instead, small teams of four people went out

to existing groups and individuals in the community. There was a strong emphasis on visualizations and adult learning techniques to encourage interaction, involving the use of participants data sheet, time-lines, business survey questionnaire, social audit, mobility maps, transect walks and respondents recording sheets (Ameyaw, 2003, p 12).

A variety of sampling approaches were used in the Upper Nicola Band study to ensure that people were involved. The sampling approaches included drop-in sessions, meetings with community groups, at their normal place and time pre-arranged locations for chance encounters, transect walks, and a leakage form questionnaire on spending habits. Over 120 local residents were involved in parts of the process, including some as team leaders. (Ameyaw et al, 2004, p. 12)

The CED plan assessment identified many problems and opportunities and these were grouped into six key areas for the research study in the following list:

1. enhancing links with the local community
2. promoting economic education and awareness to UNB members
3. promoting visualization and adult learning techniques;
4. regional and community economic sectors analysis;
5. business ideas, plans, corporate structure and funding sources; and
6. sustainability and after care factors.

(Ameyaw, 2004, p.12).

The Upper Nicola Band has demonstrated that community control, adult learning tools, and other community development approaches can be used to develop a community development plan that is supported by community members. The Upper Nicola example has gained much praise from government planners over their top down comprehensive

planning. This case study demonstrates how community development approaches and tools can enhance government decentralization efforts in planning.

The two case studies demonstrate a dynamic and interesting set of events. First, with the NSIFS case study we see that with through cooperation of Government, private sector, First Nation communities' partnerships have been developed with a vision to increase productivity. Second, the development planning process was broadened to include government top-down decentralization policies and programs, traditional knowledge and practices and private sector initiatives to produce sustainable and innovate economic growth, employment and capacity building. Third, the case study demonstrates how bottom-up community and regional development planning initiatives can link up with government decentralization policies and programs to promote sustainability. From the UNB case, it is clear that the top down rational planning approach does not meet the growing needs of many First Nation communities. At the same time the community needs to be involved in the process of planning their future. Community members need to participate in creating change for the present and future generations. One way of looking at this is by integrating the two approaches; decentralization and community development. The case studies from UNB and NSIFS are positive examples of integrating two varying approaches.

## **2.6 Review of First Nation Theorists Perspectives on Community Economic Development**

Commenting on community development and economic development theorizing, Sherry Salway Black states that rather than viewing economic development as a separate development objectives, society should consider a First Nation perspective view of seeing economic development in a holistic manner that is "people centered, sustainable, and self reliant." (Black, 1994, p.4). According to Black, indigenous peoples understood the relationship between nature and humans as involving not just survival, but spirituality; the key was harmonious interdependent existence of all things. (Black, 1994, p. 6) Likewise, in "Indigenous Economics," Sherry Black states that economic systems must be for all people operated within the environment and respect all living things. Thus First

Nation perspectives of economic development rest on four main ingredients: assets, kinships, personal efficacy and spirituality. (Black, 1994, p. 14) Black disregards the one dimensional approach taken by economist, of measuring only quantitative indicators, and believes that qualitative indicators need to be considered as well. Wanda Wutanee shares similar views with Black. Both of them think that while jobs are important so are the quality of life, better health, meaningful skills, education, culture and spirituality.

### ***2.6.1 Harvard Project on Indian Economic Development***

Many First Nations leaders and researchers look to the Harvard Study on Indian Economic Development to learn from other First Nations experiences. The “Harvard Study” began in the mid-1980s with the question: “What strategies work around Indian Country for reducing chronic Indian poverty?” (Cornell et al, 1991) Figure 2.1 below, illustrates the Harvard model. The Harvard approach to First Nations development and Nation building model include six steps leading to Indian economic development are:

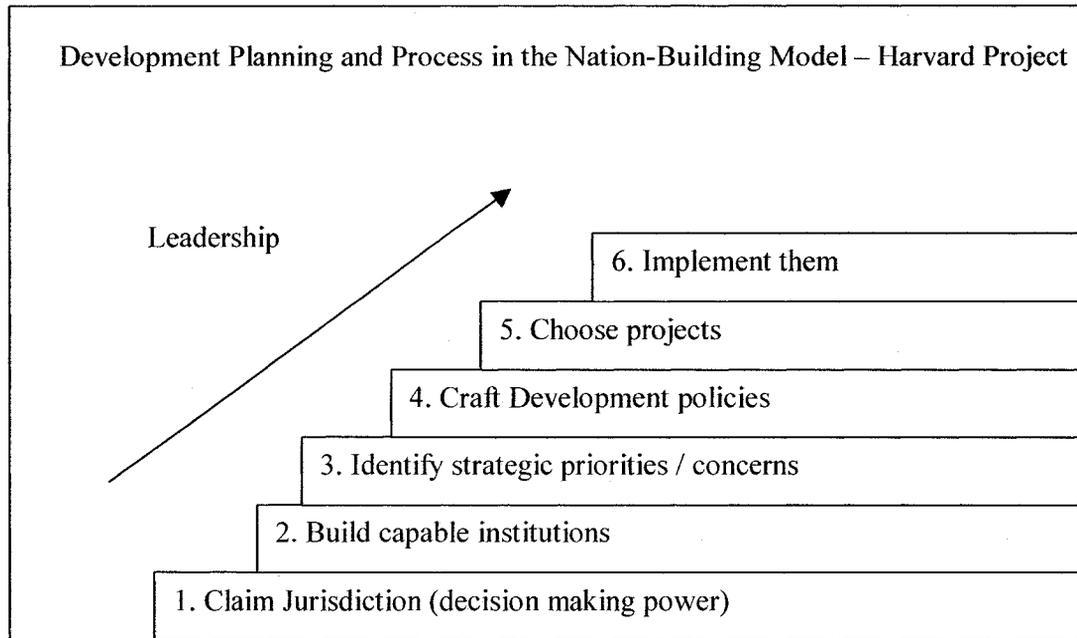
Steps to Development Planning and Process in the Nation Building Model:

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

**\*\* Leadership is required to carry out steps**

(Native Nations Institute for Leadership, Management and Policy, 2006, p. 3.7)

**Figure 2.1 Six Steps of Harvard’s Nation Building Approach for First Nations**



(Native Nations Institute for Leadership, Management and Policy, 2006, p. 3.12)

In addition to the need for the six steps for development and Nation Building, the Harvard Study research shows that leadership is important, as well as strategic planning. In the Harvard Study, governance was identified as the first step to taking control of First Nation economies through the assertion of sovereignty. The research found that

where tribes make their own decisions about what approaches to take and what resources to develop, they consistently out-perform outside decision makers. Tribes do better when they themselves make the decisions. It appears that economic development does not take off in Indian Country without a cultural “match”, a separation of powers, a willingness to trade and (perhaps) opportunities in the form of access to markets, human capital and /or natural resource endowments. (Cornell et al, 1998, p. 41-42)

Although the research was done in the United States, the learned lessons are quite applicable to First Nations in Canada. Both countries, United States of America and Canada had indigenous peoples habituating the land prior to contact, and both countries had Europeans settle and develop new colonies and state governments that took the responsibility for the well-being of the indigenous peoples of the respective lands. Therefore the lifestyles and experience of both Indian Tribes in USA and First Nations in Canada are quite similar in context. Where it becomes difficult for First Nations to capitalize on the Harvard Development Planning and Process in the Nation-Building Model is determining where to start, especially when many First Nations do not have the required resources to implement these strategies. Many times, you will see a First Nation community that is capitalizing on one or two of the factors (sovereignty, culture, institutions,) but without all three, it remains difficult to move forward. Unlike the circumstances in Canada, the USA Federal government policy has shifted in the mid 1970s toward something called “self determination.” This is a belief, often more stated than acted upon, that Indian nations should determine their own futures. This shift toward self determination has allowed those nations that have been willing to do so to engage in genuine self-governance, to turn sovereignty as a legal matter into “de facto” sovereignty: sovereignty in fact and practice. (Cornell et al, 1998, p. 1).

My analysis of the “Harvard project” is that this research has answers that First Nations are searching for, but it is not the easiest concept for First Nations to implement, as they are struggling with many of barriers such as the Indian Act and lack of political will on behalf of the Government to make the necessary changes in make accommodation for First Nation people.

### ***2.6.2 Summary***

This chapter began by examining the concepts of decentralization and community development. Planning theories, concepts and case studies were examined to provide a clear understanding of practises of decentralization and community development planning. It then explored sustainable development and discusses how this concept is parallel to the thoughts of First Nations practice of stewardship.

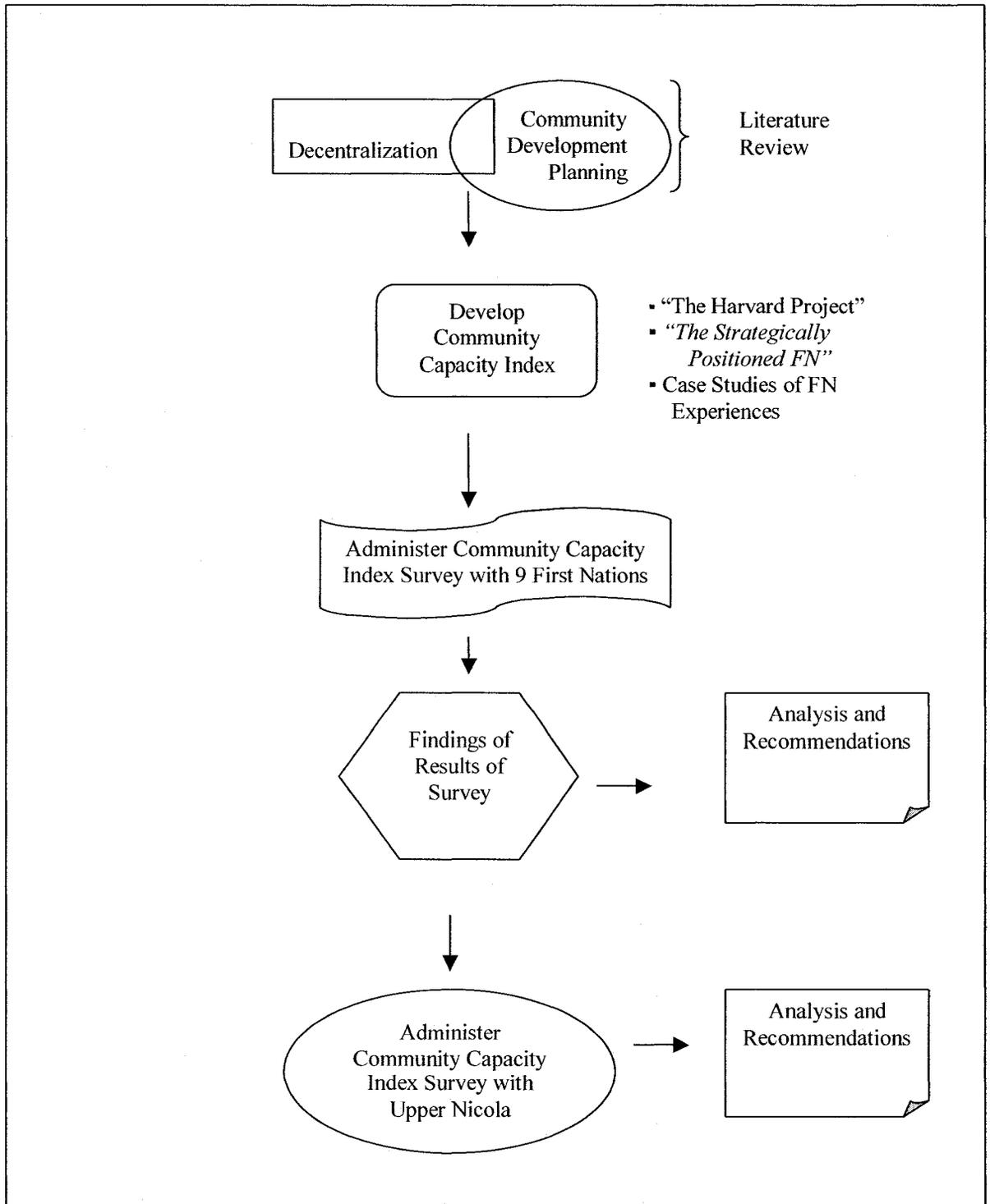
It is clear that the top down approach rational planning does not meet the growing needs of many First Nation communities. At the same time the community needs to be involved in the process of planning their future. Community members need to participate in creating change for present and future generations. Throughout the MDP, the reader will come to understand that ultimately all First Nations in Canada are not following just one approach to planning in their communities. Rather, each of the communities is integrating decentralization and community development planning to move forward. With the foundation of having grassroots people in First Nation communities driving and supporting positive change there are lessons that we can learn.

## **Chapter 3: RESEARCH METHEDODOLOGY**

### **3.1 Purpose of Research**

Having outlined the research literature in the previous chapter, we begin this chapter by focusing on the methodology. This section briefly describes the main elements of the methodology used in this MDP and describes the Community Capacity Index and how it will be utilized to assess socio-economic development in First Nation communities. Figure 3.1 provides a detailed outline of the processes taken in this research.

Figure 3.1 Snapshot of Methodology



The methodology incorporates a combination of qualitative and quantitative forms of research that were applied to this study. The *qualitative* approach was utilized primarily in the development of survey questions, and the quantitative approach utilized in the summary of the analysis. This research project has multiple purposes that incorporate *descriptive and exploratory* elements. The research is *descriptive* in nature as it “presents a picture of the specific details of a situation, social setting or relationship”. (Neuman, 1997, p. 20) In the introductory chapter a description of the present situation of First Nations communities which includes the well documented demographics was discussed, and an introduction to the diverse situations that exist was given. Finally, a discussion takes place to provide examples of the decentralization programs that are in place to assist First Nations people. This will provide the reader with a “detailed picture of the subject” (Neuman, 1997, p. 20). Descriptive research focuses on the “how” and “who” questions (Neuman, 1997, p. 20).

Secondly, this research is *exploratory* in manner, and as Neuman states, “If the issue was new or researchers had written little on it you begin at the beginning.” Although other researchers have studied the socio-economic conditions of First Nation communities, there have been limited contributions from a planning perspective; therefore the research is exploratory in nature. The research questions arose in the writer’s interest in understanding the reason why some First Nations are successful, while many others were not or not yet successful.

### **3.2 Development of Community Capacity Index**

After careful analysis of literature and case studies from successful First Nations the Community Capacity Index adopted principles from both decentralization and community development planning approaches. The composite indicators came primarily from the “Harvard Study on Indian Economic Development” and the “Strategically Positioned First Nation”, both comprehensive studies that provided knowledge about the framework of composite indicators. The sub-indicators were developed from the

previously noted research, other notable research and finally from case studies from successful First Nations across Canada.

Indicators “based on action areas take into account key intentions of the framework and try to measure the most, basic and relevant changes. (Cities & Environment Unit, 2003, p.57) The usefulness of indicators is often based on the ability to compare with other communities in the region and the country. The Community Capacity Index consists of four composite indicators: Governance, Internal Capacity, Economic Growth Strategy, Respect/ Incorporation of Culture. As noted by Neuman

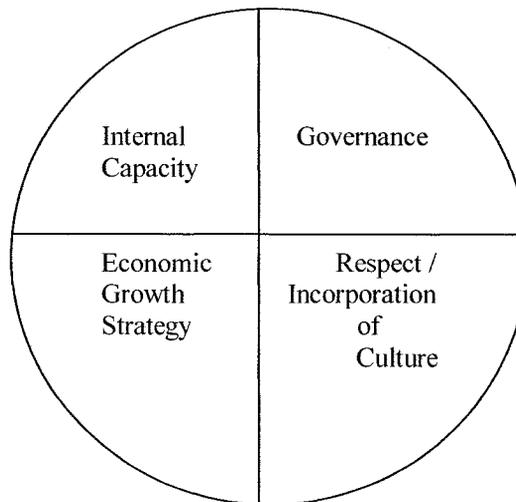
An index is a measure in which a researcher adds or combines several distinct indicators or a construct into a single score. This composite indicator is often a simple sum of the multiple indicators. It is used for content and convergent validity. (Neuman, 1997, p. 152)

It is believed that the development of the community capacity index based on tools (e.g. co-management, partnerships, integrated development, theories related to regional and community development, and rational planning derived from successful and innovative regional and community-based development planning) would help people to understand the relationship between decentralization and community development planning. As well, First Nations themselves could participate in the practise of self help, for the purpose of moving their community forward. Leader(s) of the community could respond to the Community Capacity Index and determine where the community rated in terms of socio-economic development and identify next steps to move forward.

### 3.3 The Four Composite Indicators

Figure 3.1 provides a framework that has four composite indicators: Governance, Internal Capacity, Economic Growth Strategy and Respect /Integration of Culture. As described in the Dalhousie First Nation Comprehensive Planning project indicators “based on action take into account key intentions of the framework and try to measure the most and basic and relevant changes.” (Cities and Environment, 2003, p.57) Each composite indicator will have sub indicators that contribute to the overall practice of each indicator. For example, sub indicators of governance will demonstrate the most important factors of the indicator. The four composite indicators and their sub-indicators together will form the Community Capacity Index, in which a single score will be calculated out of 20.

**Figure 3.1  
Community  
Capacity Index**



### ***3.3.1 Governance***

In the Harvard Study, the first step for Indian tribes toward taking control of their economies was the practice of good governance, through the assertion of sovereignty. The research found that

where tribes make their own decisions about what approaches to take and what resources to develop, they consistently out-perform outside decision makers  
Tribes do better when they themselves make the decisions.

(Cornell et al. 1991, p. 2)

There are many examples of how a First Nation can practice and implement good governance.

(Sub)-Indicators that have been adopted in other studies such as the Harvard Study on Indian Economic Development and the Strategically Positioned First Nation, Other studies and teachings from First Nations cases studies include: leadership, institutions, bylaws and policies, accountability, land claims, protocols (special agreement), and land management.

### ***3.3.2 Internal Capacity***

(Sub)- Indicators that have been either measured in other studies, such as Harvard Study on Indian Economic Development, the Royal Commission on First Nation People, Redefining Success by Sherry Black, and teachings from First Nations case studies or recommended as important under the scope of Internal Capacity includes: informal leadership, citizen involvement, community support and volunteerism, organizations working together, community based planning, community communication. The importance of these indicators to the success of First Nation development is important in that if First Nations like any other group of people can help themselves they will have a better likelihood at developing a sustainable livelihood.

### **3.3.3 Economic Growth Strategy**

(Sub)-Indicators that have been either measured in other studies, Harvard Study on Indian Economic Development, Royal Commission on First Nation People, Strategically positioned First Nation by Sixdion, or recommended as important under the scope of economic growth strategy include: ownership of business, physical land use plan, infrastructure and services, investment, business environment, community competitiveness, partnership, procurement, business support organizations, management, management of resources and marketing.

### **3.3.4 Respect / Incorporation of Language and Culture**

If First Nations want to move forward, they must not forget their past. The practice of culture and language will make a Nation strong, and enable a Nation to move forward in balance of their traditional teachings and modern practices. The two sub-indicators are: language and culture.

It is the language that harbours the worldview and dictates to some extent the way one views the world. The First Nation message is the language. Embedded in the language is a value system of human relationships – between age groups, among family members and among a wider kin group. The language reflects social structure, how people relate to one another. If you destroy the language you not only break down these relationships, but also those pertaining to main's connection with the Great Spirit, nature and order of things. Language, therefore, is grounded in the culture and maintains the social order

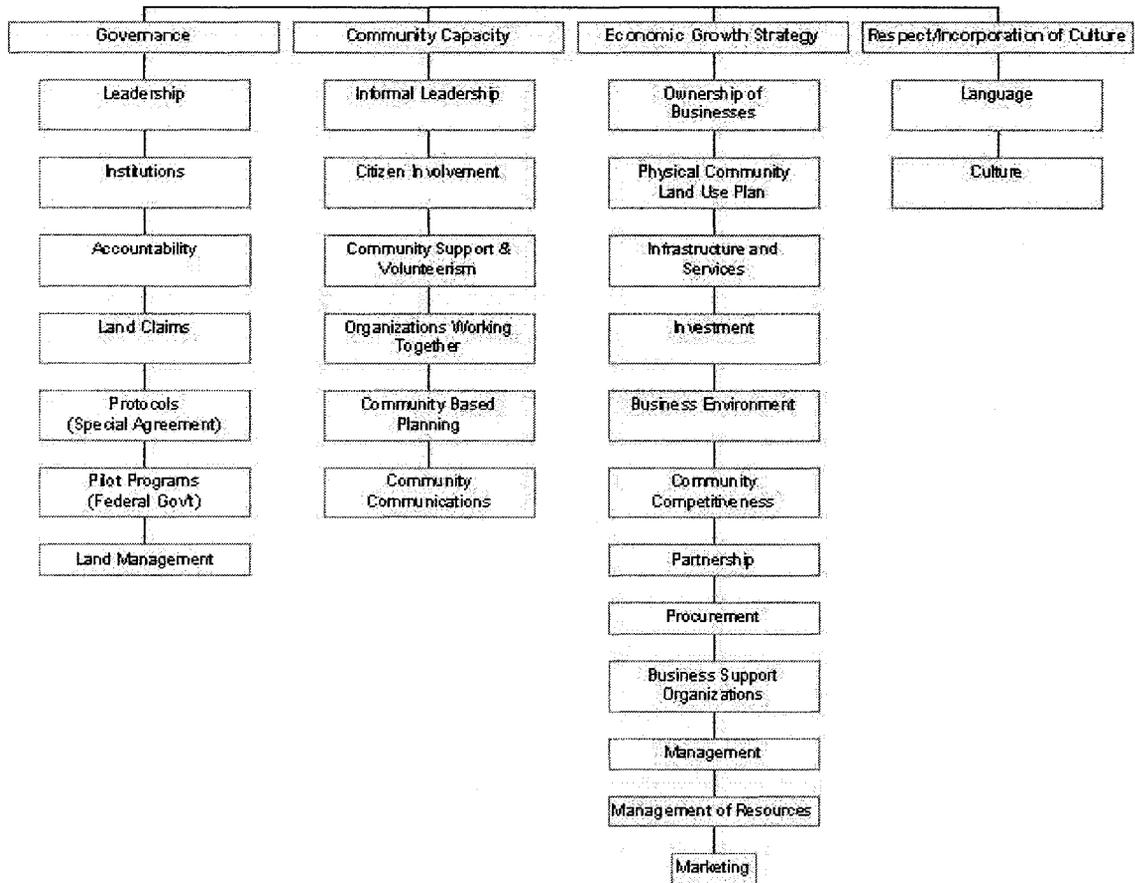
(Binda, 2001, p. 81).

Culture informs and legitimizes conceptions of self, of social, of political organization, of how the world works and of how the individual and group appropriately work in the world. In its political economic manifestation, it serves

as set of implicit contracts by which individuals are credibly bound to the system of incentives and constraints embodied in formal and informal mechanisms of social control and organization. (Cornell et al, 1991, p. 43)

Figure 3.2 shows the composite and sub indicators that are incorporated into the Community Capacity Index (Composite and Sub indicators)

**Figure 3.2 List of Indicators incorporated into the Community Capacity Index (Composite and Sub-indicators)**



**3.4 Development and pre-test of Community Capacity Index Survey**

After the composite indicators and the sub indicators were chosen, the Community Capacity Index survey was developed. A likert scale was chosen, which is used to “provide an ordinal-level measure of a person’s attitude” (Neuman, 1997, p. 159). The likert scale that is utilized has a scale from 5 (in which the key informant completely agrees with the statement) to 1 (determines that the key informant “disagrees” with the statement) was utilized. The questions were structured in a format that made it easy to understand and respond to. The survey was pre-tested by sending it the Mohawk Council

of Akwesasne, Department of Economic Development. The director responsible for economic development reviewed the survey, and suggested changes that were considered in development of the survey. Also, prior to use, the survey was reviewed in detail with my Supervisor Michael Robinson, and copies of the survey were forwarded to my other MDP Committee Members; Dr. Leroy Littlebear and Professor Tom Harper. I also had the survey reviewed by Dr. Stephen Ameyaw, who provided advice in completing the Community Capacity Index.

When the survey was completed an application for ethics review from the University of Calgary was put forward. The writer was advised that because the research involved First Nation subjects/population, First Nation approval was sought. It should be noted that researchers who choose to interview First Nation people and/or organizations must obtain approval from the respective community, as per the University of Calgary Ethics Approval guidelines. Finally, some First Nations have their own code of ethics procedures that researchers are required to follow.

### **3.5 Identification of Interviewees**

Thirteen First Nation communities throughout Canada were selected for this research. These are communities that were recognized by the National First Nation organization CANDO, Council for the Advancement of Native Development Officers, as “CANDO Economic Developer of the Year”, over the past ten years. CANDO is an Aboriginal controlled, community based, and membership driven, non-profit society in which the Mission is “Building capacity to strengthen Aboriginal economies”. (CANDO, 2006) As of March 2005, CANDO had 355 members from across Canada. (CANDO, 2006) Since 1995 CANDO has distributed the Award of Economic Developer of the Year by having members nominate and vote at its annual conference. See the Nomination Form that outlines the criteria that members vote on in Appendix I, pg 105. There are two categories for Economic Developer of the Year: Individual and Business/ Community. The twelve communities selected for the research were communities that had recipients in both Individual and Business/Community category, so long as they were directly benefited a First Nation community.

Table 3.1 shows Participants in research: Recipients of CANDO Economic Developer of the Year Award accompanied by Figure 3.3, a map which illustrates where each First Nation community is located within Canada. It should be noted that four First Nations determined they did not want to participate in the research, and their decision was respected. Therefore, nine First Nations participated in research. Table 3.2 indicates the Recipients of CANDO Economic Developer of the Year; First Nations that did not participate in research.

Finally it should be noted that there were at least three Recipients of the CANDO Economic Developer of the Year Award that are not directly linked to a First Nation community, and therefore did not meet scope the of research. They were not contacted for participation.

**Table 3.1 Participants in research: Recipients of CANDO Economic Developer of the Year**

<b>First Nation</b>	<b>Map Reference</b>	<b>Interviewee</b>	<b>Title</b>	<b>CANDO Economic Developer of the Year Recipient Year</b>
Meadow Lake Tribal Council	1	Isidore Campbell	Chief	1995
Kitsaki Development Corporation (Lac le Ronge First Nation)	2	Harry Cook	Chief	1997
Campbell River Band	3	Jodee Dick	Economic Development Officer	1998
Osoyoos Indian Band	4	Clarence Louie	Chief / CEO Development Corporation	2000
Norway House Cree Nation	5	Ron Evans	Chief	2001
Ktunaxa Tribal Council	6	Sophie Pierre	Chief	2002
Millbrook First Nation	7	Chief Lawrence Paul / Designate Lloyd Johnson	Economic Development Officer	2004
Long Plain First Nation	8	Dennis Meeches	Chief	2005
Lil'wat First Nation	9	Lyle Leo	Lead Negotiator	2005

**Figure 3.3 Map of CANDO Economic Developer of the Year Award Winners**



**Table 3.2 Recipients of CANDO Economic Developer of the Year; First Nations that did not participate in research**

First Nation	CANDO Economic Developer of the Year Recipient Year
Kamloops Indian Band – Chief Manny Jules	1996
Eskasoni First Nation Fish and Wildlife Commission	1999
Membertou First Nation – Bernd Christmas	2003
Piikani First Nation Piikani Wind Power	2004

The survey was conducted with key informants using telephone interviews, and mail-out interviews to all key informants that agreed to participate in research. After receiving approval from each respective First Nation, the ethics consent form and the survey were mailed to the recipient to review. A telephone call, to carry out interview was done next.

### **3.6 Analysis**

After all interviews were completed, and surveys submitted by key informants, analysis of the data took place. In the case of a survey, the “raw” observations are typically in the form of questionnaires with boxes checked, and answers written in spaces. The data-

processing phase for a survey typically involves the classifications (coding) or written answers, and the transfer of all information to a computer. (Babbie, 2002, p. 10)

Finally the collected data was interpreted for the purpose of drawing conclusions that reflect on the interests, ideas and theories that initiated the inquiry. (Babbie, 2002, p.11)

The data was analysed to calculate: 1) Top Ranked Indicators that were present in the nine First Nations and 2) Community Capacity Index Frequency Test

To understand the relative composite and sub indicators utilized the readers can refer to

Appendix IV List of indicators & Respective weighting for analysis, page 104 and the

Community Capacity Index Survey found in Appendix II on page 92.

**3.6.1 Top Ranked Indicators**

Top Ranked indicators are based on the average score across respondents of the corresponding question relative to each sub indicator.

Analysis was carried out for Top Ranked Indicators by calculating the following three steps: *Step 1)* Calculate average score for each question, *Step 2)* Calculate average of each sub indicators and *Step 3)* Rank the average scores of all sub indicators.

***Step 1) Calculate average score for each question***

$$= \frac{\text{For each question sum the scores of all respondents}}{\text{Number of respondents}}$$

E.g. Q1 =  $\frac{\text{sum of rating for FN1 rating, FN 2 rating, FN3 rating, FN4 rating, FN 5 rating, FN6 rating, FN7 rating, FN8 rating, FN9 rating}}{9}$

9

[Gives a value from 0 – 5, with 5 having the highest possible score]

***Step 2) Calculate average of each sub indicators***

$$= \frac{\text{Sum of scores of component questions}}{\text{Number of respondents}}$$

[Gives a value from 0 – 5, with 5 having the highest possible score]

E.g. the Sub indicator Leadership = average score of Q1+Q2+Q3+Q4+Q5

9

This is to be calculated for each of the 27 sub indicators.

***Step 3) Rank the average scores of all sub indicators***

Rank the 27 indicators in descending order (from highest to lowest score)

e.g. In this research the highest ranked sub indicator is Informal Leadership = 4.5 and the lowest ranking sub indicator is Land Claims 2.29.

The ranking of each of the 27 indicators can be seen in Table 4.2, Ranking of Community Capacity Sub indicators for Nine First Nations, page 60.

***3.6.2 Community Capacity Index Frequency Test***

Analysis was carried out in relation to the Composite Indicators by doing a frequency test to determine which of the four Composite Indicators rated highest amongst each First Nation by calculating the following three steps: *Step 1) Calculate average score for each sub indicator, Step 2) Organize each of the four rating from highest rating to lowest rating and Step 3) Carry out frequency test with all Nine First Nations.*

***Step 1a) Calculate average of each sub indicators***

For each of the 27 sub indicators do the following calculation:

$$= \frac{\text{Sum of scores of component questions}}{\text{Number of questions}}$$

[Gives a value from 0 – 5, with 5 having the highest possible score]

E.g. the Sub indicator Leadership =  $\frac{\text{average score of Q1+Q2+Q3+Q4+Q5}}{5}$

***Step 1b) Calculate Composite Rating***

For each of the composite Indicators calculate average rating by carrying out following calculation:

$$= \frac{\text{Sum of average sub indicators for respective composite indicator}}{\text{Number of sub indicators that make up respective composite indicator}}$$

E.g. the Composite Indicator =  $\frac{\text{Average of Sub indicator 1} + \text{Average of Sub indicator 2} + \text{Average of Sub indicator 3} + \text{Average of Sub indicator 4} + \text{Average of Sub indicator 5} + \text{Average of Sub indicator 6} + \text{Average of Sub indicator 7}}{7}$

***Step 2) Arrange Composite Ratings in descending order***

For each First Nation, look at the four Composite Ratings and arrange in descending order (highest to lowest).

E.g. FN 1 = Internal Capacity: 4  
Economic Growth Strategy: 3  
Respect /Incorporation of Culture:3  
Governance: 2

### ***Step 3) Frequency Testing – Nine First Nations***

Identify how many of the nine First Nations rated each of the composite indicators first second, third and fourth.

This will determine which of the four composite indicators rated first, second, third and fourth.

Results of the Community Capacity Index Frequency test is shown in Table 4.3, page 63.

### **3.7 Community Capacity Index – Case Study**

The Community Capacity Index survey was administered with the community of Upper Nicola. The First Nation community of Upper Nicola was chosen as a case study, as it is the writer's community and secondly the community is keen on learning from the lessons of other First Nations in the area of planning. Analysis of results of the Community Capacity Index survey was carried out in the same manner that was utilized for the other nine First Nations that were interviewed. Similar analysis can be carried out by other First Nations, in the same manner. Results are shown in Table 4.6, page 69.

### **3.8 Findings and Analysis**

After the analysis was completed, findings were summarized to make them understandable. Recommendations are provided to the First Nations, in particular the Upper Nicola Band and the Federal Government (as represented by INAC). Not only will a Community Capacity Index be available for others to utilize to assess their rating of socio-economic development, but there will be indicators that First Nations can work with in addressing issues. Recommendations in the area of 1) planning and 2) integrating the two approaches of planning are made in relation to the findings of the study.

### **3.9 Study Limitations**

As with any research study, there are limitations that must be noted. First of all, there were a limited number of interviewees involved in this research project. This means that the research didn't establish or investigate statistical validity of linkages. The sample group (nine First Nations) were selected by CANDO, and not a random selection. This means that readers can not make inferences about any larger universe (e.g. all successful First Nations, all First Nations).

Another study limitation was determining the best approach for gathering information. First Nations people are more accustomed to qualitative forms of communication and less quantitative forms of data. The experiences of First Nations people in terms of planning and community development are not always easy to describe in a quantitative manner. The results of the Community Capacity Index survey could change from time to time, as development changes from time to time in any community.

Furthermore, the Community Capacity Index is a self assessment, and people's interpersonal comparison are not meaningful (so a rating of 5 by one respondent is not necessarily better than a rating of 4 by another respondent) This means that it is misleading to report rankings of respondents by their indicator "scores". Further, in this instance it can be assumed the persons who completed a Community Capacity Index on behalf of their community, have different definitions of "success". It should be noted that comparing the Community Capacity Index score is not as important as understanding the relative importance of sub-indicators to each community.

## Chapter 4: FINDINGS AND ANALYSIS

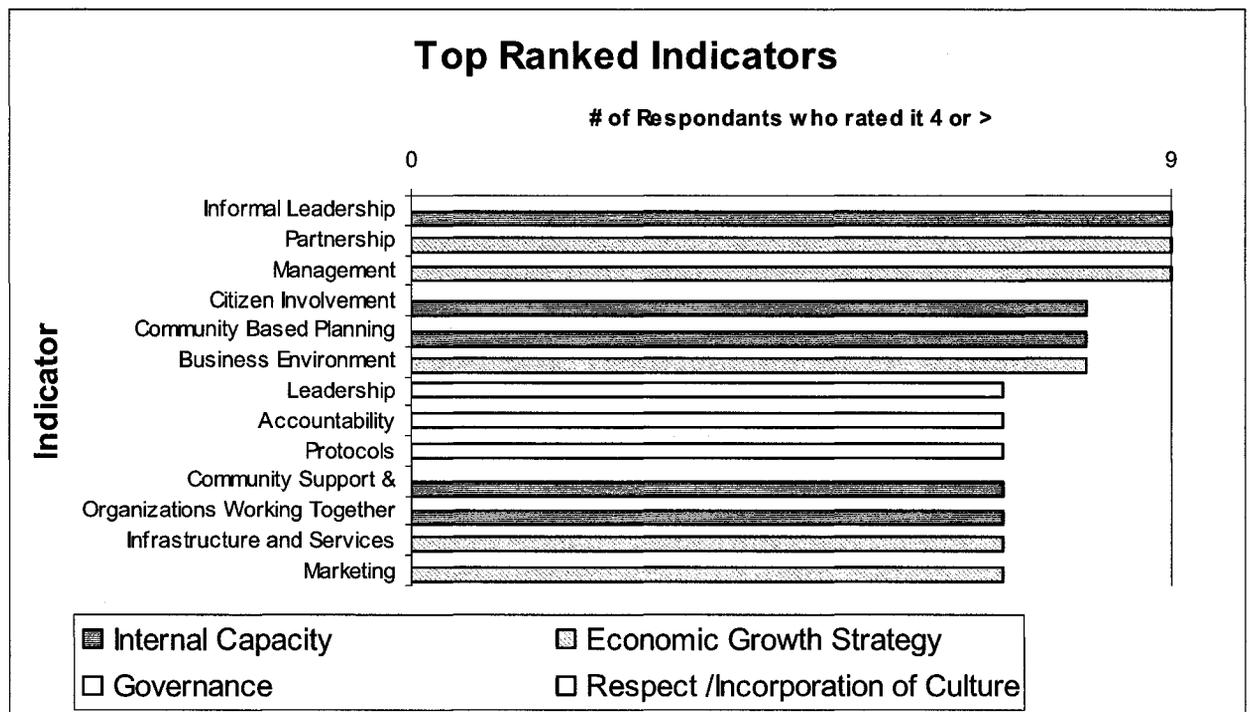
In this chapter the findings of the results for the nine communities are shared and analysis is carried out. The findings are being shared in relation to the research questions that were raised at the commencement of the research.

### 4.1 Top Ranked Indicators to Promote Socio Economic Development

As stated in the introductory chapter, the first research question that is posed in this research is: **What are the top ranked indicators amongst First Nations that promote socio-economic development in First Nation communities?**

The top ranked indicators to promote socio-economic development in the nine First Nation communities are summarized in the Top Ranked Indicators in Figure 4.2, below and again in Table 4.2, page 59.

**Figure 4.2 Top Ranked Indicators – Nine First Nations**



Analysis of the Top Ranked Indicators, for the nine First Nations, showed that ***five of the thirteen top rated indicators (or 38.5 %) are sub-indicators from economic growth strategy.*** As mentioned previously, the composite indicator economic growth strategy, which incorporates administrative decentralization efforts. This means that the nine First Nations found success by developing their respective economic growth strategies, which incorporate government decentralization policies, strategies aimed at economic growth and administration. Many of these indicators are part of mainstream economic growth strategies: *partnership, management, business environment, ownership of business, infrastructure and services and marketing.*

Secondly, ***five out of the thirteen top ranked indicators (or 38.5%) are sub- indicators from the composite indicators internal capacity: informal leadership, citizen involvement, community based planning, community support and volunteerism, and organizations working together.*** Each community demonstrates unique approaches for developing internal capacity. Without internal capacity a community can not move forward. It is the grassroots people that will drive change and will sustain development.

Finally, ***three of thirteen top ranked indicators 24% of the top rated indicators are sub-indicators from the composite indicator Governance: Leadership, Accountability and Protocols.*** These three indicators go “hand in hand”, and compliment one another. First Nations that have shown that they are accountable to not only their membership, but also the general public are successful. It takes strong and stable leadership to be at the forefront of implement socio-economic development.

If First Nations take note of the top thirteen indicators that the nine successful First Nations utilized, and work to incorporate these factors into their socio-economic development approaches they too can move forward. Following are qualitative statements to demonstrate the importance of the indicators that rated greater than 4.

**Table 4.1 Qualitative statements to demonstrate why indicators are important to creating success**

<b>Statements from Key Informants demonstrating their strength of highest ranked indicators</b>	
<b>Informal Leadership</b>	<p>“The only way we are going to get out of this dependence on federal government, is build our own government, make our own laws, and it has to be based on the wisdom and teachings of the elders.”  <i>(Isidore Campbell, Former Chief, Meadow Lake Tribal Council)</i>  <i>“personal communication,” April 12/06</i></p> <p>“Non elected leaders are definitely key to the success in empowering community members and motivating change.”  <i>(Chief Sophie Pierre, Ktunaxa Nation)</i>  <i>“personal communication,” April 26/06</i></p>
<b>Partnership</b>	<p>“Don’t be just a partner because somebody else is taking the lead role. You have to be right in there to learn, to make sure you are going to benefit.”  <i>(Harry Cook, Former Chief, Lac le Ronge First Nation)</i>  <i>“personal communication,” April 24/06</i></p>
<b>Management</b>	<p>“We needed good people that had good management skills and had experience that could run and operate and take over these new entities we were bringing to the community.”  <i>(Ron Evans, Former Chief Norway House Cree First Nation)</i>  <i>“personal communication,” April 21/06</i></p> <p>“We are starting to have our own people learning from professionals that were there over time and I am sure over time that is going to improve.”  <i>(Harry Cook, Former Chief – Lac le Ronge Band)</i>  <i>“personal communication,” April 24/06</i></p>

<p style="text-align: center;"><b>Citizen Involvement</b></p>	<p style="text-align: center;">"It is important to keep the community apprised and up to speed with the elected government of the day's initiatives and aligned in relation with their corporate arm that is pursuing economic development." <i>(Lyle Leo, Chief Negotiator, Lil'wat Nation)</i> <i>"personal communication," April 13/06</i></p> <p style="text-align: center;">"There are particular groups that we will recommend to the leadership (Chief and Council) regarding some meaningful change or improvement that is required." <i>(Harry Cook, Former Chief – Lac le Ronge Band)</i> <i>"personal communication," April 24/06</i></p>
<p style="text-align: center;"><b>Business Environment</b></p>	<p style="text-align: center;">"Before we could bring any more (business entities) on, we had to develop an Economic Development Board, people who could sit on the board, to:</p> <ul style="list-style-type: none"> <li>▪ find out what opportunities were out there,</li> <li>▪ to bring in investors, and</li> <li>▪ give incentive to our members."</li> </ul> <p style="text-align: center;"><i>(Ron Evans, Former Chief, Norway House Cree First Nation)</i> <i>"personal communication," April 21/06</i></p> <p style="text-align: center;">"The Osoyoos Indian Band had a Board of business advisors that met quarterly to advise it on how to invest its money. They strategize in a professional manner about facts and figures while looking out for the best interests of the Band." <i>(Chief Clarence Louie, Osoyoos Indian Band)</i> <i>"personal communication," April 9/06</i></p>
<p style="text-align: center;"><b>Leadership</b></p>	<p style="text-align: center;">"Chief and Councils are elected for more than two years and have staggered terms. Stability of leadership is very important" <i>(Chief Sophie Pierre, Ktunaxa Nation)</i> <i>"personal communication," April 26/06</i></p> <p style="text-align: center;">"The leadership of the day need to have a good governance structure in place, to assist the Chief out with his duties; so that the Chief is not the sole responsible person ensuring the governance strategies of the community is implemented." <i>(Lyle Leo, Chief Negotiator, Lil'wat Nation)</i> <i>"personal communication," April 13/06</i></p>

<p><b>Leadership</b></p>	<p>“We have realized that business would never survive unless professional standards and professionalism was adopted from the Council down through every table in the community.”  <i>(Chief Clarence Louie, Osoyoos Indian Band)</i>  <i>“personal communication,” April 9/06</i></p>
<p><b>Accountability</b></p>	<p>“Accountability and transparency to the members was the highest priority for me when I first started as Chief. This remains important today, and can be seen in the Annual Reports that are published and shared with membership every year.”  <i>(Chief Dennis Meeches – Long Plain First Nation)</i>  <i>“personal communication,” April 24/06</i></p> <p>“There are different processes of accountability: we put out monthly reports on activities. Also, regular community meetings take place.”  <i>(Harry Cook, former Chief for Lac le Ronge,</i>  <i>“personal communication,” April 24/06</i></p>
<p><b>Protocols</b></p>	<p>“We are negotiating a new arrangement, which started in 1991. We are going to be concluded this Fall, and going to membership referendum in Spring of 2007. It will be an advanced agreement, which creates the basis for law making capacity. These laws will be recognized by both Canada and Saskatchewan. It was a long term vision, and as a result of working with these two governments, we are moving forward.”  <i>Isidore Campbell, Former Chief Meadow Lake Tribal Council</i>  <i>“personal communication,” April 12/06</i></p> <p>“We have signed protocols with different levels of government, including other First Nations Organizations.”  <i>(Chief Dennis Meeches, Long Plain First Nation)</i>  <i>“personal communication,” April 24/06</i></p>
<p><b>Community Support and Volunteerism</b></p>	<p>“Some community initiatives continue year after year with volunteers, while some don’t. It all depends on what is happening in the community.”  <i>(Chief Sophie Pierre, Ktunaxa Nation)</i>  <i>“personal communication,” April 26/06</i></p>
	<p>“In the past we have worked with Siksika. We had an agreement with them, to do information sharing. There needs to be an</p>

<b>Organizations working together</b>	<p>approach so these arrangements can work.”  <i>(Ron Evans, Former Chief Norway House Cree First Nation)</i>  <i>“personal communication,” April 21/06</i></p> <p>“St. Eugene Mission Resort Development is an example of our  five communities coming together for a common goal.”  <i>(Chief Sophie Pierre, Ktunaxa Nation)</i>  <i>“personal communication,” April 26/06</i></p>
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#### 4.2 Nine First Nations Community Capacity Index Results

- How do the nine First Nations rate in terms of the Community Capacity Index?
- Do successful First Nations utilize decentralization programs as well as community development approaches to create success for their respective communities?

The Community Capacity Index is a self assessment, and people’s standards differ. So in this instance it can be assumed the person who completes Community Capacity Index on behalf of their community, have different definitions of “success”.

The top ranked sub indicators were: Informal Leadership, Partnership, and Management in which all nine communities rated these indicators four or higher. Eight of the First Nations rated the following sub indicators a four or higher: citizen involvement, community based planning and business environment. Seven of the First Nations rated the following sub indicators a four or higher: Leadership, Accountability, Protocols Community Support & Volunteerism, Organizations working together, Infrastructure and Services, Marketing. The ranking of all sub-indicators is shown below in Table 4. 2 Ranking of Community Capacity Sub indicators for Nine First Nations. In this table, the reader will see the respective indicators in order of ranking, and a brief explanation of each indicator

**Table 4.2 Ranking of Community Capacity Sub indicators for Nine First Nations**

<b>Top Ranked Indicators</b>			
<b>(Sub) Indicator</b>	<b>Rating # of Respondents Rating Indicator 4 or higher</b>	<b>Composite Indicator</b>	<b>Explanation of Approach</b>
<b>Informal Leadership</b>	9	Internal Capacity	Residents/Grass Roots people have influence in all activities in community life
<b>Partnership</b>	9	Economic Growth Strategy	All communities can benefit from building partners for the betterment of all
<b>Management</b>	9	Economic Growth Strategy	Checks and balances are crucial to the success of business
<b>Citizen Involvement</b>	8	Internal Capacity	Members, old and young, are involved in the long term vision
<b>Community Based Planning</b>	8	Internal Capacity	Failing to plan is planning to fail.
<b>Business Environment</b>	8	Economic Growth Strategy	First Nations should be active participants in the local and regional economy
<b>Leadership</b>	7	Governance	Elected leaders need to carry the community in their heart, as they represent their people
<b>Accountability</b>	7	Governance	Internally and externally, people want the elected government and administration to function with principles of transparency, honesty and respect
<b>Protocols</b>	7	Governance	Having protocols signed between the First Nation and others opens up doors for relationship building
<b>Community Support and Volunteerism</b>	7	Internal Capacity	There are volunteers for some initiatives that community members have a passion for
<b>Organizations working together</b>	7	Internal Capacity	Organizations within the community and outside the community can benefit, if they work together, for “win-win” situations
<b>Infrastructure and Services</b>	7	Economic Growth Strategy	Not only can the community benefit from having infrastructure and services, but they can also lease lands, buildings out if there is capacity to do so

<b>Marketing</b>	7	Economic Growth Strategy	The community needs to become proud of who they are and what they have to offer
<b>Management of Resources</b>	6	Economic Growth Strategy	First Nations have become managers of resources not only within the reserve boundaries but also, within their traditional territory
<b>Ownership of Businesses</b>	6	Economic Growth Strategy	In order for First Nations to succeed they need to diversify the areas of business
<b>Community Communications</b>	5	Community Development	Various forms of communication is key to the success of community support for economic development projects
<b>Investment</b>	5	Economic Growth Strategy	We have attracted investments, but do not have one person whose primary role is investment attraction
<b>Community Competitiveness</b>	5	Economic Growth Strategy	The First Nation has been able to capitalize on the current business areas that exist in the area
<b>Culture</b>	4	Respect/Incorporation of Culture	Culture is practised, profits help offset cultural programs and events
<b>Land Management</b>	4	Governance	We do have capacity to administer land transactions on reserve.
<b>Institutions</b>	3	Governance	We have separate institutions for governance and business
<b>Physical Land Use Plan</b>	3	Economic Growth Strategy	We are currently in the process of developing land use plan
<b>Business Support Organizations</b>	3	Economic Growth Strategy	There are existing programs and support organizations where community members can access business advisory services
<b>Language</b>	3	Respect/Incorporation of Culture	The language is spoken by some members, but not all
<b>Pilot Programs</b>	2	Governance	WE are currently involved in federal government program, but were not in the past
<b>Procurement</b>	1	Economic Growth Strategy	There are limited number of businesses that access the Federal Government procurement program
<b>Land Claims</b>	1	Governance	Land Claims is a long term goal, in the meantime we must focus on short term goals

The four composite indicators, which integrate decentralization and community development planning, are represented in the ratings of each of the nine First Nations. This demonstrates that each of the First Nations have taken advantage of decentralization programs and integrated their own unique approach of community development to move forward.

Analysis of survey data from the nine First Nation communities makes it clear that all the communities rated *Internal Capacity* as an important factor in their development initiatives. Seven out of the nine First Nations (or 78%) rated internal capacity important. *Economic growth strategy* was rated highest by Norway House Cree Nation. Respect and incorporation of culture was rated highest by Ktunaxa Nation. Although all First Nations recognized Governance as being important, no First Nation rated it as their strongest capacity.

This shows that the nine First Nations communities have concentrated more time and resources in the areas of building internal capacity and developing their respective economic growth strategy. This finding is supported by the qualitative statements made by the key informants in Table 4.1, beginning on page 56 that demonstrate why these factors are important to creating success.

Survey results have demonstrated that First Nations do not necessarily have to start development in one area, but rather a First Nation can choose an area that they are strong in, and develop it. The survey results demonstrate that there is not one approach to promote socio-economic development and capacity development in First Nation communities. Rather, there are several successful approaches, and First Nations or other interested people can take lessons from each of the case studies.

If we examined other First Nations that did not concentrate on internal capacity or economic growth strategy we may have a different overall average. For instance we may see a stronger rating in governance or respect/incorporation of culture.

For instance, the Harvard Study states that governance, sovereignty, institutions, culture, and leadership are all important. When looking at the communities that have been examined, we see that these indicators are important to the nine First Nations, but have not rated a 4 or higher. This likely reflects two factors:

1. Although the First Nation may see that governance, sovereignty, institutions and culture are important; these First Nations have been focussing their time and resources to get results implementing their “economic growth strategy.” Many of the key informants stated that they were currently working in areas of developing governance structure, implementing institutions, and had outstanding land claims. These areas were longer term initiatives, and in the meantime, they concentrated in areas that were developing internal capacity and producing capital.
2. The reason why First Nations may not have rated high in the areas of governance, sovereignty, institutions, culture and leadership is because these areas can only genuinely be addressed if there are considerable changes in terms of the title and rights issues of First Nations in Canada.

**Table 4.3 Community Capacity Index Frequency Results for Nine First Nations**

<b>Ratings</b>	<b>Internal Capacity</b>	<b>Economic Growth Strategy</b>	<b>Respect &amp;/or Incorporation of Culture</b>	<b>Governance</b>
First	7	1	1	0
Second	2	5	2	0
Third	0	3	2	4
Fourth	0	0	4	5

As shown in Table 4.,3 Community Capacity Index Frequency Results for Nine First Nations, the highest ranked composite indicator is Internal Capacity (7/9 or 78%), followed by Economic Growth Strategy (1/9 or 11%), and Respect/Incorporation of Culture (1/9 or 11%), and finally Governance (0/9 or 0%). The ratings of these indicators show that the nine First Nations groups examined found their success through the use of a combination of community development approaches, unique to each community, as well as utilizing decentralization programs that are provided by the government.

No two First Nations used the same approach. The data reveals that capacity building, which often leads to human skills and development, education and awareness, is not only a factor in development approaches, but also an aspect of community development approaches. It is not surprising that an economic growth strategy which forms a major part of government decentralization efforts to promote business and enterprise within the First Nation communities was rated second highest. While jobs and incomes are important so are education, skills and health, and quality of life. Together decentralized economic growth strategies complement community development planning efforts.

The Community Capacity Index provides a benchmark that can be used to measure and evaluate current practises, and structure of a community's capacity. It should be noted that the responses to the survey were based on the year when the First Nation was chosen as CANDO Economic Developer of the Year, and in all cases the First Nation communities have been moving forward in all four areas of examination.

To demonstrate how each First Nation utilized unique approaches to moving forward, through linking community development approaches and decentralization efforts, quotes from the key informants are shared in Table 4.4 below.

**Table 4.4 Quotes that highlight keys to success from Nine First Nation groups**

First Nation	Quotes from case studies, responses from Key Informants
Ktunaxa Nation	<p>“It is the grass roots people that have decided the direction we have moved in, when it comes to Nation building. A few examples are: the Treaty process we are presently in as well as the development of the St. Eugene Resort.”</p> <p><i>(Chief Sophie Pierre, Ktunaxa Nation)</i>  <i>“personal communication,” April 26/06</i></p>
Lil'wat First Nation	<p>“We had to have a good organizational structure and strategies internally, with a process determined on how we were going to go forward. We needed to:</p> <ul style="list-style-type: none"> <li>▪ know who had the mandate to go forward,</li> <li>▪ detail those relationships,</li> <li>▪ identify what procedures are in place and</li> <li>▪ ensure resources are in place.”</li> </ul> <p><i>(Lyle Leo, Lead Negotiator for the Lil'wat Nation)</i>  <i>“personal communication,” April 13/06</i></p>
Lac Le Ronge First Nation (Kitsaki Development Corporation)	<p>“We have a variety of lands, since we have 18 reserves, some that are unique. This has allowed us to diversify our economy, through agricultural businesses, to specialty markets (wild rice) and forestry operations.”</p> <p><i>(Harry Cook, Former Chief –Lac le Ronge Band)</i>  <i>“personal communication,” April 24/06</i></p>
Long Plain First Nation	<p>“Many partnerships, internally and externally have contributed to the development and success to our community.”</p> <p><i>(Chief Dennis Meeches, Long Plain First Nation)</i>  <i>“personal communication,” April 24/06</i></p>
Campbell River Indian Band	<p>“Campbell River Indian Band was successful because they had a stable leadership. Even though we have had turnovers in leadership the new Chief and Council have all taken the goals of the community and brought them forward so they were working from community set goals versus individual set goals.”</p> <p><i>(Jodee Dick, Campbell River First Nation)</i>  <i>“personal communication,” May 23/06</i></p>

Meadow Lake Tribal Council	<p>“There was a sense of belonging by our nine Chiefs. Our political representatives were “caring” to the needs of the First Nations. We were always present.”</p> <p><b>(Isidore Campbell, past Chief Meadow Lake Tribal Council)</b>  <i>“personal communication,” April 12/06</i></p>
Norway House Cree First Nation	<p>“When I first came into leadership, I always participated in outside governments, and other organizations. I had to build a network, which has allowed me to call upon any number of people to assist our community, We were always looking for help, and we were also providing help. It was a win-win situation. That’s what moved things forward.”</p> <p><b>(Ron Evans, past Chief Norway House Cree First Nation)</b>  <i>“personal communication,” April 21/06</i></p>
Millbrook First Nation	<p>“When we embarked on this direction ten years ago, our objective was to create opportunities.</p> <p>Those that are hard core unemployed will remain hardcore unemployed. Those that have ambition and willingness to work on a steady basis can be employed. We have much more jobs than we have people.”</p> <p><b>(Lloyd Johnson, Millbrook First Nation)</b>  <i>“personal communication,” April 24/06</i></p>
Osoyoos Indian Band	<p>“The Osoyoos Indian Band’s economy is always my number one priority. Just like the Canadian or Provincial economies, it’s the strength of the economy that pays for everything else, health, education, housing, healing, wellness programs – and cultural programs. The bottom line is everything costs money – especially poverty!”</p> <p><b>(Chief Clarence Louie, Osoyoos Indian Band)</b>  <i>“personal communication,” April 9/06</i></p>

The quotes provide clear evidence of different approaches successful community towards the attainment of self-determination. In section 4.5 some of the tools employed by the nine First Nation communities and other successful communities are shared. In the next section, the findings from the Upper Nicola Band will be shared.

### 4.3 Upper Nicola Band Rating of Indicators

Table 4.5 below shows the rating of each sub indicator that Upper Nicola Band rated when the Chief / President of the Development Corporation was interviewed in May 2006.

**Table 4.5 Rating of each Sub-indicator; Upper Nicola Band**

<b>Internal Capacity</b>	<b>Respect / Incorporation of Culture</b>
Informal Leadership 5	Culture 5
Community Support and Volunteerism 4	Language 3
Community Based Planning 4	<b>Composite Average</b> 4
Citizen Involvement 3	
Organizations working together 3	
Community Communications 3	
<b>Composite Average</b> 4	
<b>Governance</b>	<b>Economic Growth Strategy</b>
Protocols 5	Business Environment 4
Land Management 5	Management of Resources 4
Accountability 4	Infrastructure and Services 4
Leadership 3	Marketing 4

<b>Governance continued</b>	<b>Economic Growth Strategy continued</b>
Institutions    2	Ownership of Businesses    3
Land Claims    1	Investment    3
Pilot Programs    1	Community Competitiveness    3
<b>Composite Average    3</b>	Partnership    3
	Management    3
	Business Support Organizations    2
	Physical Community Land Use    1
	Procurement    1
	<b>Composite Average    2</b>

#### **4.4 Upper Nicola Band Community Capacity Index Results**

Upper Nicola's highest composite indicator is Internal Capacity followed by respect/incorporation of culture. The third rated capacity was governance and finally economic growth strategy. This shows that the Upper Nicola in comparison to the other First Nations is above average in respect /incorporation of culture. Upper Nicola is below average in the other three composite indicators; economic growth strategy, internal capacity and governance.

Community Capacity Index rating by Upper Nicola in comparison to Nine First Nations; Community Capacity Indicator is shown below in Table 4.6.

**Table 4.6 Frequency of Upper Nicola Communities in relation to ranking of Community Capacity Index of Nine First Nations**

Rankings	Internal Capacity		Economic Growth Strategy		Governance		Respect &/or Incorporation of Culture	
	Count	Percentage	Count	Percentage	Count	Percentage	Count	Percentage
First	7	78%	1	11%	1	11%	0	0%
Second	0		0		2		0	
Third	2		5		2		4	
Fourth	0		3		4		5	
<b>UNB</b>	<b>1</b>		<b>4</b>		<b>3</b>		<b>2</b>	

#### 4.5 Mechanisms to Utilize for Participation in Local and Regional Economy

As stated in the introductory chapter, the third research question that was posed in this research is: What mechanisms (tools) are necessary for First Nations to be active participants in the local or regional economy?

There are many tools and mechanisms First Nations can utilize to be active participants in the local or regional economy. These tools range from planning approaches to managerial tools, to capacity levels for community members, staff. Some of the tools that the nine successful First Nations utilized are listed and described in Table 4.7.

**Table 4.7 Tools, Mechanisms that First Nations can use to participate in local or regional economy**

<b>Internal Capacity</b>	
<b>Tools</b>	<b>Explanation of how to use tool</b>
Community champions	Community members that are respected, educated in terms of the community's past, present situations, as well as keen in supporting the community to reach its future vision
Empowered members	Community members that are motivated to be a part of positive development within community
Diversity of Interest groups	Members that participate in various activities, or hobbies that can have positive effect on overall community, as well as personal development of individual
Informed community members	Community members who are informed and able to provide input into development of community

Volunteer force	Active Band Council, community and organization support
(Comprehensive) Planning	Community driven plan for future in place, with focus on implementation
Overall understanding of community vision, goals and objectives	All members know who they are and where they come from
<b>Economic Growth Strategy</b>	
<b>Tools</b>	<b>Explanation of how to use tool</b>
Economic Development - well organized, managed and measured	Economic development department identified plan, milestones and ensures the reach goals, objectives. Reporting is carried out to ensure the “job has been done.”
Public, Private partnerships – in local, regional area	Working relationships between First Nation, government, and /or corporation in order to work towards similar goals
Joint Ventures	Agreement between two or more businesses to work together to own, operate business venture
Educated managers	Senior management of First Nation businesses – educated, with knowledge, skills about business ventures, other areas of expertise needed
Senior managers – members of First Nation	Senior managers – members of First Nation; vested interest as a member
Efficient administrative systems	Effective policies, structure in place to operate a business.
Efficient financial management systems	Effective accounting practises adopted for best interests of organization
Knowledge of government programs	Knowledge of government programs: federal, provincial, regional

Knowledge of people, organizations to assist in accessing programs, capital	Knowledge of people, organizations to assist in accessing programs, capital through grants, loans, other debt instruments
Community Based enterprises	Businesses owned by members of a community.
Entrepreneurs	Businesses owned and operated by individual
<b>Respect / Incorporation of Culture</b>	
<b>Tool</b>	<b>Explanation of how to use tool</b>
Respect for traditional laws	Knowledge and practise of laws that have been within First Nation since beginning of time.
Celebration of history, culture	Young and old learn and practise cultural activities, through story, song and dance
Language programs	Programs in place to foster greater use of language
Internal Funding	Profits, revenues from First Nation owned businesses invested into language, culture programs
<b>Governance</b>	
<b>Tools</b>	<b>Explanation of how to use tool</b>
Strategic Plan	5 Year Plan for overall organization or department outlining major projects, timelines, budget and persons responsible
Annual Operating Plan	Plan that outlines goals, objectives, resources required to meet annual goals of department, community
Annual Report	A report to the community, shareholders about activities of the past year, including financial audit
Financial Audit	Accounting report carried out by certified accountant that shows revenue, expenditures of community, organizations etc.
Good Structure	Process that identifies: decision making, information sharing, procedures, resources, funding etc.
Qualified staff – capacity	Trained Staff that has knowledge, skills to carry out activity
Education, awareness	Members need to know about development opportunities, as well as processes ( on and off reserve)

Custom Election Bylaw	An election bylaw that is developed, recognized and implemented by community members to choose elected leaders
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#### **4.6 Next Steps**

After the analysis was completed, findings were summarized to make them understandable. Recommendations are provided to the First Nations, in particular the Upper Nicola Band and INAC. Not only will a Community Capacity Index be available for others to utilize to assess their rating of socio-economic development, but there will be indicators that First Nations can work with in addressing issues. Recommendations in the area of 1) planning and 2) integrating the two approaches of planning are made in relation to the findings of the study.

**Chapter 5: RECOMMENDATIONS –TO THE CHIEFS**

**5.1 Introduction**

After reviewing the findings, the writer will now outline the policy implications in the context of both the research performed and development planning environment in which First Nations communities must operate. The chapter concludes by identifying directions for future research.

Recommendations are first summarized in Table 5.1, and then detailed and comments are given.

**Table 5.1 Summary of Recommendations**

	<b>To First Nations</b>	<b>To Upper Nicola</b>	<b>To INAC</b>
Utilize the Community Capacity Index			
Learn from successful First Nations			
Determine tools/approaches that would be effective for a community			
Develop dynamic leadership			
Do not depend on Decentralization programs			
Utilize new approach to development planning in your community			
Look at results of community capacity index, and identify strategy to move forward			
Third Party Review – Community Capacity Index Survey to provide objective point of view			

## **5.2 Utilize the Community Capacity Index**

First Nations and INAC can recommend to other First Nations the general implications of the Community Capacity Index. As mentioned earlier, the Community Capacity Index is an assessment tool to assess the community capacity in terms of development in a First Nation community. It can also be utilized as a benchmark that can be used to measure and evaluate the current practices, especially in comparison to First Nations that have been considered successful. First Nations that do not know where to start from will be able to benefit from the assessment tool, to determine starting points for their community to begin in the planning.

The results of the rating of the nine First Nation communities (CANDO Economic Developers of the year) are shown in Figure 4.2 *Top Ranked Indicators – Nine First Nations*, page 54 and Table 4.3 *Frequency of Communities in relation to ranking of Community Capacity Index of Nine First Nations*, page 63. When looking at this figure and the supporting table it is evident that Internal Capacity is highest rated composite indicator followed by economic growth strategy.

## **5.3 Learn from successful First Nations**

First Nations that learn about the nine First Nations that have been showcased in this research can contact a First Nation that may have similar context of their community. For instance, if a First Nation has a similar context to a First Nation that participated in the research they can identify steps the particular First Nation took to become successful. This may also take place after a First Nation undertakes the Community Capacity Index and compares their scores to those of the Nine First Nations. All First Nations that participated in the research were more than willing to share their knowledge, and experience in how they moved forward in developing success.

To understand more about each of the nine successful First Nations, people can review the qualitative information provided by the key informants in Table 4.4 *Quotes that highlight keys to success from Nine First Nation groups*, on page 65. Also, an

introduction to each of the nine First Nations is provided in Appendix VII, CANDO Economic Developers of the Year, page 121.

**5.4 Take note of the top rated indicators that have been effective in promoting socio-economic development in the nine First Nations and work to develop these capacities in your respective community**

As the top ranked indicators show, there are nine First Nation groups that found the utilization of the following tools and approaches valuable in creating success:

- informal leadership;
- partnership,
- management,
- citizen involvement,
- community based planning,
- business environment,
- leadership,
- accountability,
- protocols
- community support and volunteerism
- organizations working together,
- infrastructure and services, and
- marketing

I believe that when a First Nation considers the top ranked indicators amongst the nine First Nations that participated in this research, there will be agreement that the indicators that rated the highest are of utmost importance. In order for a community to create success informal leadership in a community is needed to mobilize, motivate and have community values respected in all levels of development. Partnerships in the local and regional economy between First Nation and non- First Nation groups have proved very beneficial. Effective and efficient management of businesses is important to the success of any community, including First Nations. Citizen involvement in community development is necessary for implementation of community vision and other plans that are established by and for the members of a community. Community based planning for the future is important to all First Nations, so that they can determine the future of the community, its people and resources. As the global economy reaches into more First

Nation communities every day, the business environment is important to success. Leadership is important to all First Nations in Canada. Dynamic leaders are involved with all aspects of success, as well as people that dedicate their lives through their passion to make a difference today to benefit future generations. Accountability is important not only to community members, but also to government and taxpayers in the instance of First Nations receive funding from decentralization programs. Community support and volunteerism are seen in many aspects of life in First Nation communities, as this was and still is an important component of our interdependence, survival and retention of our culture. Organizations working together, whether internally or externally are imperative to open communication and cooperation to understand and implement goals and objectives. Many more First Nations, especially those located close to a municipal area or transportation routes have been developing on-reserve land which requires infrastructure and services. We have learned that marketing is necessary to the success of any business in which price; people, place and product are all of importance to a niche market that First Nations can develop.

The Top Ranked Indicators – Nine First Nations are shown in Figure 4.2, page 54. Also readers can understand specific examples that the key informants provided to demonstrate why the indicators are important to creating success in Table 4.4, page 66.

### **5.5 Learn about mechanisms (tools) that First Nations have utilized to be active participants in the local and regional economy**

The first step is to look at the list of mechanisms that were utilized by the successful First Nations ( Table 4.7 page 77; Tools, Mechanisms that First Nations can use to participate in local, or regional economy), as well as other Community economic development resources to determine which tools would be most effective in your community. In this table, the tools are broken out under the four main composite indicators. Not all tools and approaches will work in every community. Success will depend on the community capacity levels, resources (financial and human), as well as a cultural match.

## **5.6 Develop Dynamic Leadership**

After having had the opportunity to meet some of the key leaders of these successful First Nation communities who had won the CANDO Economic Developer of the Year Award, it is apparent that dynamic leaders are a key component of a successful community. These dynamic leaders provide much of the assistance in implementing some of the plans to which these winning communities aspired. Dynamic leaders are able to attract both public and private funding, while at the same time providing reassurance to all parties within the community as well as to outside interests. As a result of the success of these ventures, these leaders are in great demand by the Assembly of First Nations for National Committees, Regional Committees, national and regional conferences for speaking engagements, local and regional politicians for advisory roles, along with their own community demands as Chiefs, CEO's etc. The time demands for these dynamic leaders' increases with the success of a First Nation projects and governance. Dynamic leaders make the implementation of any project far easier because of the confidence that they bring to the table. Chiefs Clarence Louie and Sophie Pierre are prime examples of former CANDO Economic Developer of the Year award winners having great demands on their time sitting on various boards and committees and being sought after for conference speaking engagements. When reading the qualitative statements provided by the key informants in Table 4.1. Page 56 Qualitative statements to demonstrate why indicators are important to creating success and Table 4.4 Quotes that highlight keys to success from Nine First Nation groups on page 65 and, it is evident the key informants are nothing less than motivating, experienced and confident in their roles.

## **5.7 Adopt a new approach, integrating decentralization and community development**

Each First Nation should work to integrate the use of decentralization programs and community development planning approaches. It must be stated that the decentralization programs that have been put into place by the Federal government are a start to allow First Nations to initiate change in their community, but success can be found by integrating community development planning approach, which is unique to each First Nation, in order to realize optimum conditions for a First Nation community. Each of the

nine First Nations that participated in this research had their own unique approach, as they all integrated decentralization programs with their own approach to community development. In many instances the nine First Nations were risk takers and initiated change through the opportunities that were available in their local or regional area.

### **5.8 Find your own approach**

Each First Nation must find their “made at home” approach. Although recommendations and studies are put forward for consideration by all, it must be realized that each community will have to find their unique approach to development planning. There is no cookie cutter approach that can work for all communities, but instead the approaches will be as diverse as the First Nations that exist in Canada.

### **5.9 Action to consider for Upper Nicola**

Representatives from Upper Nicola Band can review their ratings in the Community Capacity Index, when looking at Figure 4.6 Frequency of Upper Nicola in relation to ranking of Community Capacity Index of Nine First Nations”, page 69. The community should determine if they want to address the lowest rated composite indicators: Governance and Economic Growth Strategy.

Secondly, the community and its leadership should become familiar with the rating of each sub-indicator, as shown in Table 4.5, *Rating of each sub-indicator; Upper Nicola Band*”, page 67.

Summarized below, is Upper Nicola Band's list of lowest rated sub-indicators in the Community Capacity Index:

Citizen Involvement	3
Organizations working together	3
Community Communications	3
Language	3
Accountability	4
Leadership	3
Institutions	2
Land Claims	1
Pilot Programs	1
Infrastructure and Services	4
Marketing	4
Ownership of Businesses	3
Investment	3
Community Competitiveness	3
Partnership	3
Management	3
Business Support Organizations	2
Physical Community Land Use	2
Procurement	1

After studying this list and comparing it with the "*Top Ranked Indicators -Nine First Nations*" in Figure 4.2 on page 54 and Table 4.2 Ranking of Community Capacity Sub indicators for Nine First Nations, page 60 it will be noted that the following sub-indicators that the nine successful First Nation communities rated high, were not rated high for Upper Nicola Band:

- Accountability,
- Partnership,
- Management,
- Ownership of Businesses,
- Citizen Involvement,
- Marketing,
- Organizations working together,
- Leadership,
- Infrastructure and Services,

Leadership, senior staff and or community interest groups should build capacity; invest resources into these areas first and foremost.

Upper Nicola Band representatives should also look at Table 4.7 “Tools, Mechanisms that First Nations can use to participate in the local regional economy”, page 70 -73 to identify starting points for development of capacity, investment of resources.

E.g. Accountability; in Table 4.7 there are tools such as Strategic Planning, Annual Operating Plans, Annual Reports that can be implemented to assist a First Nation in realize accountability.

#### **5.10 Carry out external review – Community Appointed Third Party**

First Nations including UNB should appoint an external person, who is trusted by the community, to respond to the Community Capacity Index Survey. This individual could be a person from another local First Nation, or local area that is familiar with the community, and the dynamics involved. This individual could rate the First Nation in terms of their observations and work experiences in terms of their development issues. The First Nation may benefit from this experience in that an “outsider” can be objective, and perhaps point key areas of observation out to community leadership and members.

Many times, we as people in general rate ourselves in non-objective manner, which may impact the development process of the community. Having an objective opinion may allow the First Nation to “look through a new pair of glasses” and perhaps influence further change. The Community Capacity Index rating of each community maybe different a third party is responsible for rating.

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# Appendix I CANDO Economic Developer of the Year Award Nomination Form



**Deadline for Submissions: May 30, 2006**

Recognize! Celebrate! Honour!

## Candidate Nomination Form

**1. Which CANDO Economic Developer of the Year category are you selecting for nomination?**

- Individual**
- Business/Community**

**2. Nominee Contact Information:**

Individual or Business/Community name: \_\_\_\_\_

Position Title \_\_\_\_\_

Address \_\_\_\_\_

Province/Territory \_\_\_\_\_

Postal Code \_\_\_\_\_

Telephone Contact # \_\_\_\_\_

Fax \_\_\_\_\_

E-mail: \_\_\_\_\_

**3. Write a brief profile on the Individual or Business/Community**

**nominee.** Check any 2 or 3 of the following statements that may apply and explain in a brief statement or point form the Aboriginal economic development initiative.

- Promoting entrepreneurship (i.e. support of Aboriginal self-reliance)
- Establishing new partnerships
- Preserving a strong sustainable community
- Creating new business ventures
- Maintenance of Aboriginal culture & values
- Facilitating Aboriginal economic opportunities
- Market development and innovation
- Creation of employment (i.e. increasing the participation of Aboriginal people in the workforce)
- Other

\_\_\_\_\_  
\_\_\_\_\_

*The Board and Staff thank you for your nomination!*  
1-800-463-9300 • (780) 990-0303 • [skonoval@cdo.ca](mailto:skonoval@cdo.ca) • [www.cdo.ca](http://www.cdo.ca)

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**4. Please provide a background summary of the Individual nominee's work experience or the Business/Community history.**  
(i.e. for business/community their executive summary, mission statement)

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**5. Provide examples of Aboriginal economic development initiatives the Individual or Business/Community has undertaken.** (Attach additional documentation if needed)

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**6. Describe the innovation and groundbreaking elements of the initiative:**

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**7. Outline the Individual or Business/Community challenges and how they were addressed:**

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**8. Discuss the effects of the initiative on surrounding communities (either geographic or of interest):**

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**9. Describe the nature of the partnership/relationships that were formed:**

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**10. State your reasons why this nomination is deserving of a Recognition Award:**

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**11. Outline the nominee's contribution to the field of Aboriginal economic development and their impact on the EDO profession. (i.e. willingness to share their successes & achievements)**

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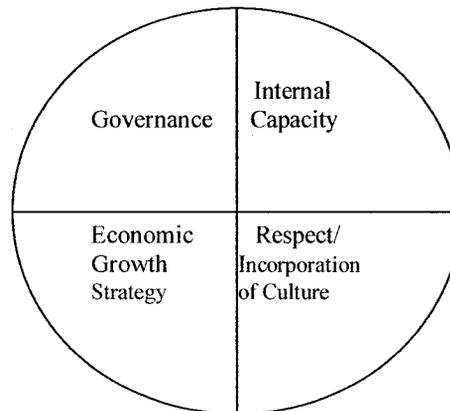
## Appendix II Community Capacity Index Survey

**Survey – For:** Council for the Advancement of Native Development Officers (CANDO) Economic Developer of the Year Recipients

This survey has been designed to assist in determining your community's level of internal capacity that could be used to foster sustainable socio-economic development. Completing the survey will assist in identifying the levels of capacity required to move forward in community economic development. Finally, it will identify not only how ready a community is to proceed, but also which areas are in need of improvement.

**Please respond to survey in terms of where your community capacity was, when you were Recipient of Economic Developer of the Year Award. (I.e. If you received Award in 1997, please respond to survey in terms of community capacity in 1997.)**

**Please respond to survey in terms of where you are currently at in terms of capacity in the four areas:**



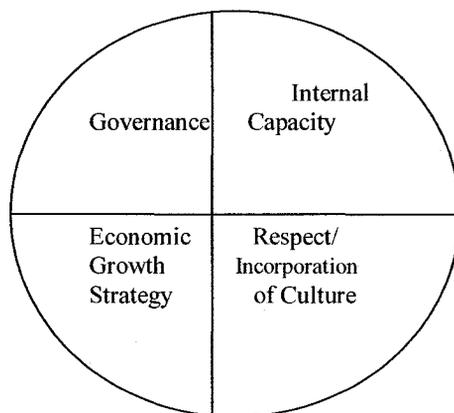
Provide a rating of the community on a variety of areas. The rating systems of 1 to 5 should be considered as follows:

- 5 – Yes, completely agree
- 4 – Agree, but could be improved somewhat for complete satisfaction
- 3 – Sometimes agree – but is inconsistent
- 2 – Somewhat disagree, but needs significant improvement
- 1 – No, disagree

**For:** Upper Nicola Band Economic Development Officer or President of Development Corporation

This survey has been designed to assist in determining your community's level of internal capacity that could be used to foster sustainable socio-economic development. Completing the survey will assist in identifying the levels of capacity required to move forward in community economic development. Finally, it will identify not only how ready a community is to proceed, but also which areas are in need of improvement.

**Please respond to survey in terms of where you are currently at in terms of capacity in the four areas:**



Provide a rating of the community on a variety of areas. The rating systems of 1 to 5 should be considered as follows:

- 5 – Yes, completely agree
- 4 – Agree, but could be improved somewhat for complete satisfaction
- 3 – Sometimes agree – but is inconsistent
- 2 – Somewhat disagree, but needs significant improvement
- 1 – No, disagree

<b>Governance Continued</b>		<b>Rating 1-5</b>	<b>Comments</b>
<b>Accountability</b>			
12	Strategic plans are developed and updated on a regular basis for all areas		
13	Operational (annual) plans are developed and implemented accordingly		
14	Annual Reports are produced and shared with members of the community		
15	The First Nation and its business enterprises carry out legal financial audit at least once a fiscal year, and make public for community members		
<b>Land Claims</b>			
16	The community has settled and is benefiting from a Comprehensive Land Claim		
17	The community has settled and is benefiting from a Specific Land Claim		
18	The Nation has a Treaty signed with the Federal Government		
<b>Protocols (Special agreement)</b>			
19	The community/Council has protocols signed with the Federal, Provincial Governments that allow for the development of sectors with targeted goals		
20	The community/Council have protocol agreements signed with other First Nations, Aboriginal organizations		
<b>Pilot Programs - Federal Government</b>			
21	The community has or is negotiating a Self-government agreement, under the federal government's Inherent Right Policy		
22	The community has or is a part of other Federal Government's pilot project/programs. I.e. First Nations Land Management Act, Leadership Selection, Financial Management		

<b>Governance continued</b>			
<b>Land Management</b>		<b>Rating 1-5</b>	<b>Comments</b>
23	The community has a land management department, with qualified staff that work in department		
24	The land management administer all land transactions related to development on reserve ( i.e. designation, leasing)		

<b>Internal Capacity</b>			
<b>The Intent of this section is to determine how the Internal Capacity influence the economic success of your community</b>		<b>Rating 1 -5</b>	<b>Comments</b>
<b>Informal Leadership</b>			
25	There are leaders in the community, that lead in various areas		
26	Non-elected leaders are key to the success in empowering community members		
27	Non-elected community leaders are instrumental in motivating change amongst community members		
<b>Citizen Involvement</b>			
28	Diverse group of community members are involved in community decision making and organizing		
29	Community members are regularly informed of economic development activities and are able to give input		
<b>Community Support &amp; Volunteerism</b>			
30	There is strong volunteer force in the community, capable of sustaining projects over an extended period of time		
31	There is always active Council support for economic development		
32	There is active support of economic development activities from citizens and community organizations		
<b>Organizations Working Together</b>			
33	There are good working relationships between our economic development organization and other organizations in our community		
34	There have been successful projects that involved community groups coming together for a common goal		

<b>Internal Capacity Continued</b>		<b>Rating</b> 1-5	<b>Comments</b>
<b>Organizations work together continued</b>			
35	The community has economic relationships with other communities and levels of government		
36	There is a general social cohesion (minimal conflict) amongst people and organizations in the community		
<b>Community Based Planning</b>			
37	The community has undertaken Comprehensive Planning, which includes an current action plan for implementation		
38	The community has an overall vision of what is wants to be like in the future		
39	Economic development activity in the community is well-organized, managed and measured		
40	The community is taking actions to influence the future		
<b>Community Communications</b>			
41	Citizens take ownership of and understand the community vision and plans that have been adopted by the community		
42	There is regular communication amongst community groups to inform and involved each other		

<b>Economic Growth Strategy</b>			
<b>The intent of this section is to determine how the Economic Growth Strategy influence the economic success of your community</b>		<b>Rating 1-5</b>	<b>Comments</b>
<b>Ownership of Businesses</b>			
43	There are community based enterprises		
44	There are community based entrepreneurs		
45	There are community based enterprises, entrepreneurs that participate in e-business, carry out business on the world wide web		
<b>Physical Community Land Use Plan</b>			
46	The official plan has an updated inventory of basic land use categories such as residential, commercial industrial, institutional, open space, agricultural, rural and environmentally sensitive areas		
47	There is a fast track documented process, including all fees, services charges and timing for investors to follow and officials will work with potential investors on win-win solutions. Industrial and commercial prosperity is priced with all costs factored in		
<b>Infrastructure and Services</b>			
48	There is an updated inventory of zoned, fully serviced business and commercial land available for development		
49	There are roads or other major transportation infrastructure means to business and commercial activities		
50	Transportation routes from industrial and commercial communities to major service highways can sustain the transport of goods		
51	There is a reserve capacity of water and sewer services, which is documented		
52	Expansion capacity for water and sewage services is possible		

<b>Economic Growth Strategy continued</b>		<b>Rating</b> 1-5	<b>Comments</b>
<b>Infrastructure and Services continued</b>			
53	Broadband /high speed telecommunications are available for multiple applications		
<b>Investment</b>			
54	There is a designated person whose responsibility is investment attraction		
55	There is an investment committee that focuses on investment recruitment		
56	The community invests in economic/business projects off reserve		
57	There are incentive programs for investors that invest within the community of First Nation		
<b>Business Environment</b>			
58	The community/community members have accessed capital through government grants		
59	The community /community members have accessed capital through business loans		
60	The community /community members have experience and good track record with Equity /Debt Instruments		○
61	There is awareness of and tracking of federal, provincial and regional programs that can support and expand business		
<b>Community Competitiveness</b>			
62	Community Economic Analysis has been conducted to determine sectoral strengths		
63	There is an up-to-date profile of the community, complete with information on current major employers, operating costs, transportation routes, financial institutions and municipal contracts		
64	There is available data on current and projected, labour force available and wage rates		
65	Local labour rates and operating costs are competitive with comparable communities		

<b>Economic Growth continued</b>			
<b>Partnership</b>			
66	There are private public partnerships that have been established between First Nation and Provincial and/or Federal Government		
67	There are partnerships with businesses, organizations in the local, regional area		
68	Joint Ventures that the First Nation has entered have created benefits (Return on investment, employment) for the community		
<b>Procurement</b>			
69	Community owned/operated businesses are registered company with Government of Canada Procurement Program		
70	Individual Band members/ Entrepreneurs are registered companies with Government of Canada Procurement Program		
<b>Business Support Organizations</b>			
71	There is a Business support organization in place within the community, i.e. Chamber of Commerce, Business Association		
72	There is a group, institution or existing agreement with an external provider to supply workforce training and education		
73	There is a Business regulation system that operates successfully		
74	There is a small business development program where businesses can access Business Advisory Services		

<b>Economic Growth Strategy continued</b>		<b>Rating 1-5</b>	<b>Comments</b>
<b>Management</b>			
75	Managers for community owned Businesses/Economic Development department have graduated from post secondary institutions		
76	Managers for community owned businesses/Economic Development Dept. are Community Members		
77	There are effective administrative management systems in place		
78	There are effective financial management systems in place		
<b>Management of Resources</b>			
79	The community take active role in management of natural resources (i.e. forestry, oil ) on reserve		
80	The community takes active role in management of natural resources (i.e. forestry, oil) within traditional territory		
<b>Marketing</b>			
81	The community has an up-to-date website to share information about the place, people, businesses		
82	The community utilizes various forms of marketing tools to market business enterprises		

<b>Respect/Incorporation of Culture</b>			
<b>The intent of this section is to determine how the Respect/Incorporation of Culture influences the economic success of your community</b>		<b>Rating 1-5</b>	<b>Comments</b>
<b>Language</b>			
83	People of all ages utilize the Native language, both spoken and written		
84	The local education institutions offer the native language to students		
85	There is specific funding to assist in funding language		
86	There is a specific organization in place to foster greater use of the language		
87	Native language is incorporated into business interactions		
<b>Culture</b>			
88	There are structured traditional laws to address all areas of governance		
89	The community shares and celebrates a common history and/or a set of cherished legends/stories.		
90	Traditional forms of governance recognized and respected ( I.e. Clan system)		

END

### Appendix III Overview of Participant First Nations

First Nation Communities that participated in research

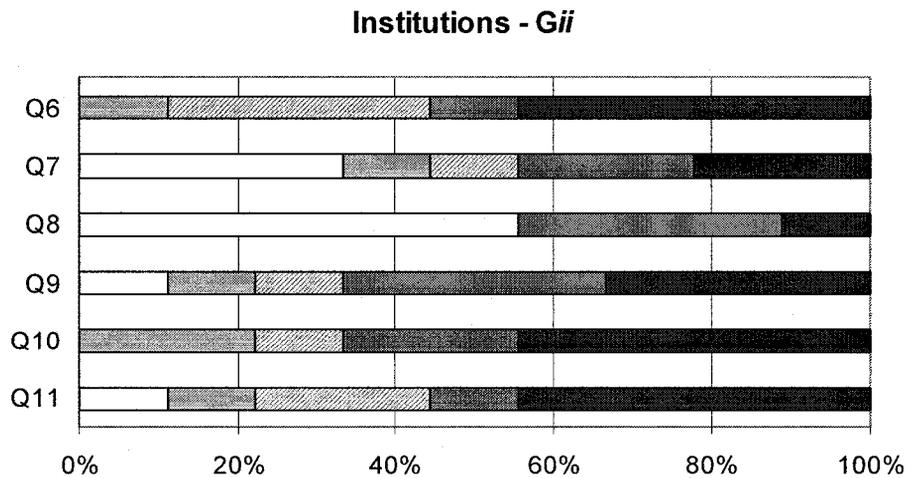
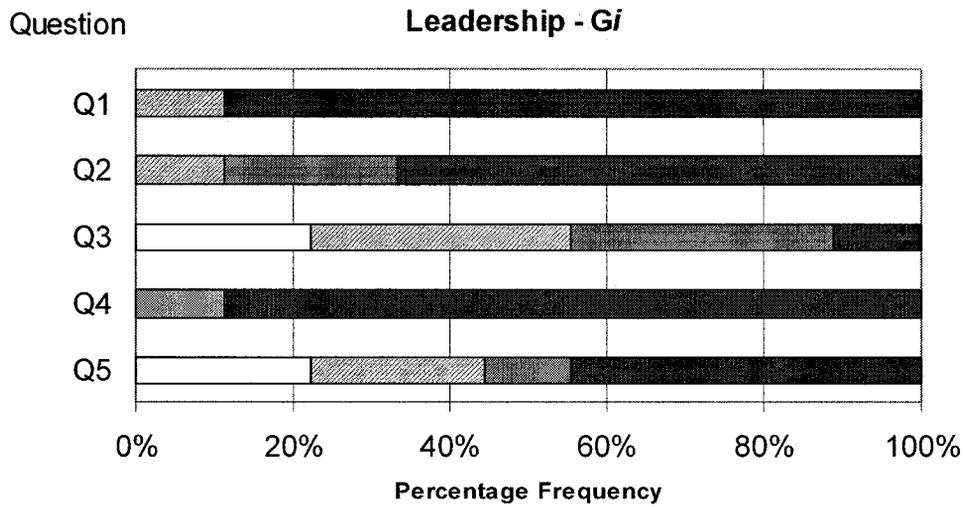
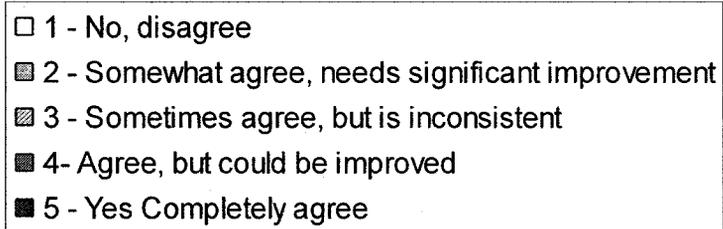
<b>Economic Developer of the Year Recipient Individual &amp; /or Organization</b>	<b>First Nation/ Tribal Council</b>	<b>Province/ Territory</b>	<b>Registered Population (INAC – Feb 2006)</b>	<b>Closest Service Centre; place/distance</b>
Chief Isidore Campbell	Meadow Lake Tribal Council	Saskatchewan	11448	located within 50 kms;
Kitsaki Development Corporation	Lac Le Ronge First Nation	Saskatchewan	8060	Prince Albert; First Nation is located between 50 and 350 Km from the nearest service centre
Campbell River Indian Band	Campbell River	British Columbia	617	Located within 50 kms; Campbell River
Chief Clarence Louie	Osoyoos Indian Band	British Columbia	435	Located within 50 kms the nearest service centre; Penticton
Chief Ron Evans	Norway House Cree First Nation	Manitoba	5000	First Nation is located between 50 and 350 Km from the nearest service centre; Winnipeg
Chief Sophie Pierre	Ktunaxa Tribal Council	British Columbia	804	Located within 50 kms of the nearest service centre; Cranbrook
Chief Lawrence Paul	Millbrook First Nation	Nova Scotia	615	Located within 50 kms of the nearest service centre Truro
Long Plain First Nation	Long Plain First Nation	Manitoba	3154	Located within 50 kms of the nearest service centre; Portage la Prairie
Lyle Leo	Lil'wat First Nation aka Mount Currie Indian Band	British Columbia	1884	First Nation is located between 50 and 350 Km from the nearest service centre; Squamish

**Appendix IV List of Indicators and respective weighting for analysis**

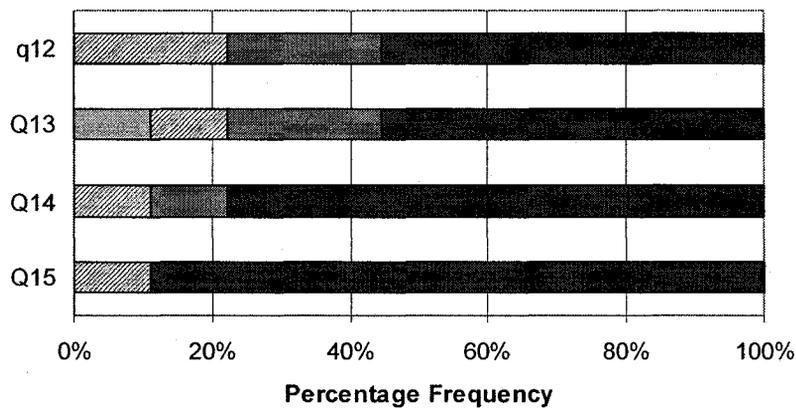
<b>GOVERNANCE (weight of 5)</b>		<b>INTERNAL CAPACITY (weight of 5)</b>		<b>ECONOMIC GROWTH STRATEGY (weight of 5)</b>		<b>RESPECT/ INCORPORATION OF CULTURE ( weight of 5)</b>	
<b>Sub Indicator # of questions</b>	<b>Weight of each question</b>	<b>Sub Indicator # of questions</b>	<b>Weight of each question</b>	<b>Sub Indicator # of questions</b>	<b>Weight of each question</b>	<b>Sub Indicator # of questions</b>	<b>Weight of each question</b>
<b>Leadership</b> 5 Questions	20 %	<b>Informal Leadership</b> 3 Questions	33.3%	<b>Ownership of business</b> 3 Questions	33.3 %	<b>Language</b> 5 Questions	20%
<b>Institutions</b> 6 Questions	17 %	<b>Citizen Involvement</b> 2 Questions	50%	<b>Physical community land use plan</b> 2 Questions	50%	<b>Culture</b> 3 Questions	33.3%
<b>Accountability</b> 4 Questions	25%	<b>Community Support &amp; Volunteerism</b> 3 Questions	33.3%	<b>Infrastructure &amp; Services</b> 6 Questions	17%		
<b>Land Claims</b> 3 Questions	33.3%	<b>Organizations Working Together</b> 4 Questions	25%	<b>Investment</b> 4 Questions	25%		
<b>Protocols</b> 2 Questions	50%	<b>Community Based Planning</b> 4 Questions	25%	<b>Business Environment</b> 4 Questions	25%		
<b>Pilot Programs</b> 2 Questions	50%	<b>Community Communications</b> 2 Questions	50%	<b>Community Competitiveness</b> 4 Questions	25%		
<b>Land Management</b> 2 Questions	50%			<b>Partnership</b> 3 Questions	33.3 %		
				<b>Procurement</b> 2 Questions	50%		
				<b>Business Support Organization</b> 4 Questions	25%		
				<b>Management</b> 4 Questions	25%		
				<b>Management of Resources</b> 2 Questions	50%		
				<b>Marketing</b> 2 Questions	50%		

## Appendix V Findings of Survey Results

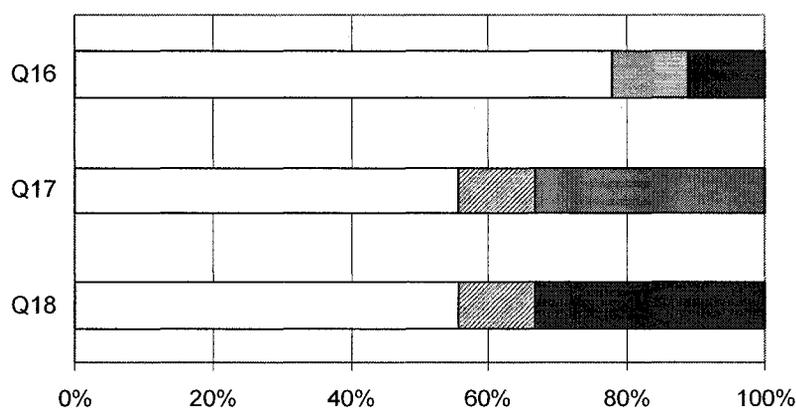
In the following figures, the results of the survey questions are shown.



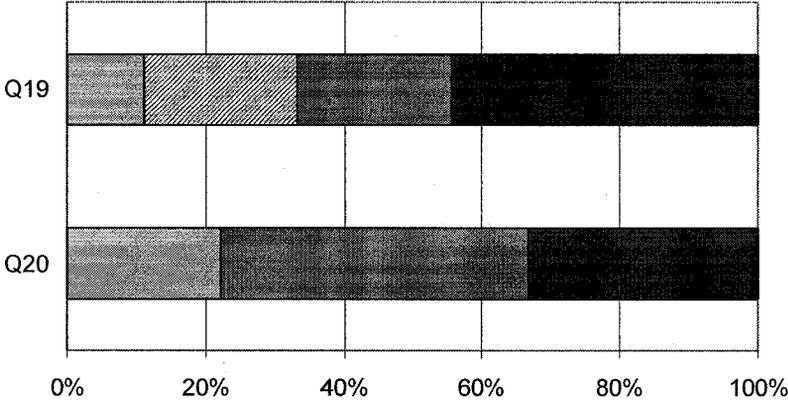
**Accountability - Giii**



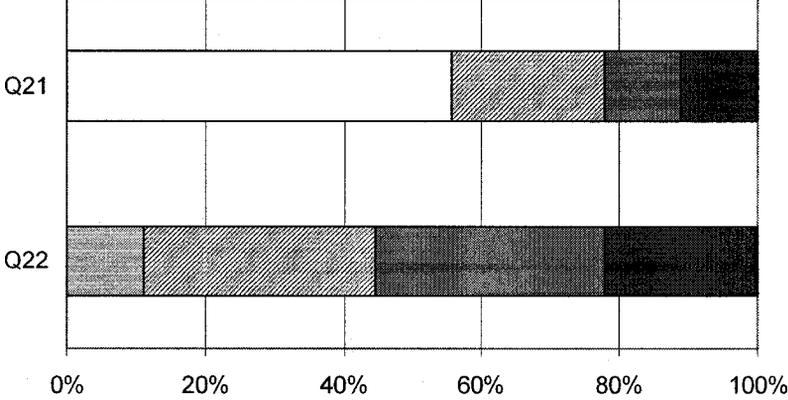
**Land Claims - Giv**



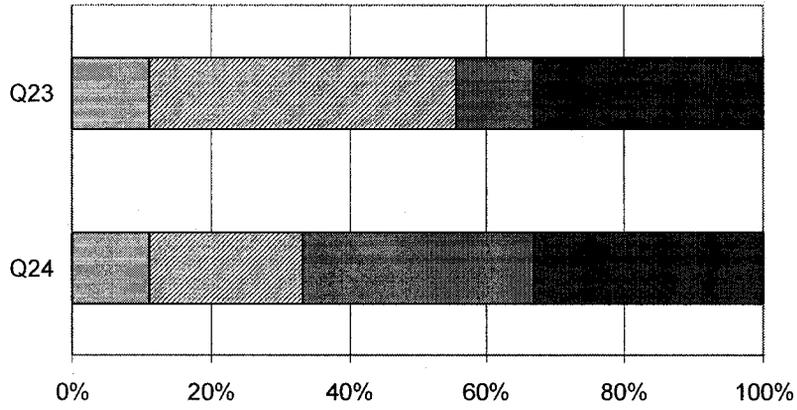
**Protocols - Gv**



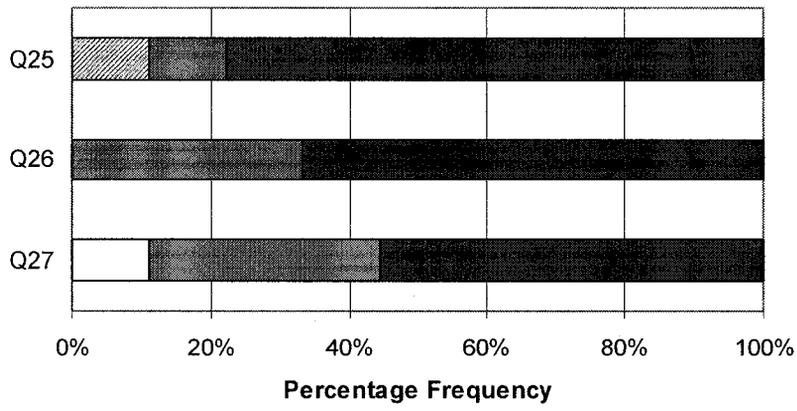
**Pilot Programs - Gvi**



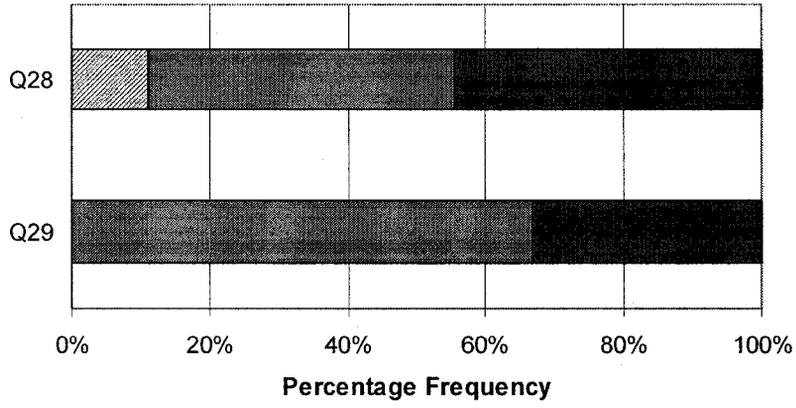
### Land Management - Gvii



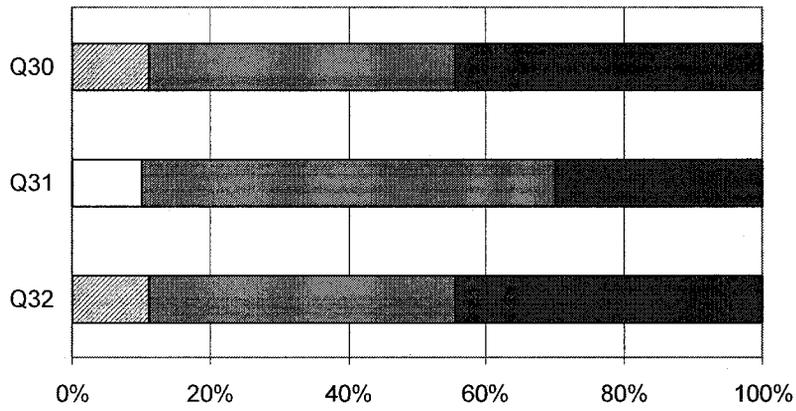
### Protocols - Gviii



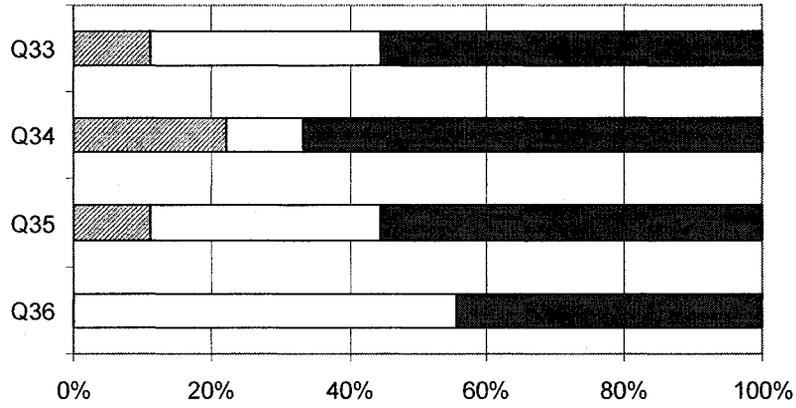
### Citizen Involvement - ICi



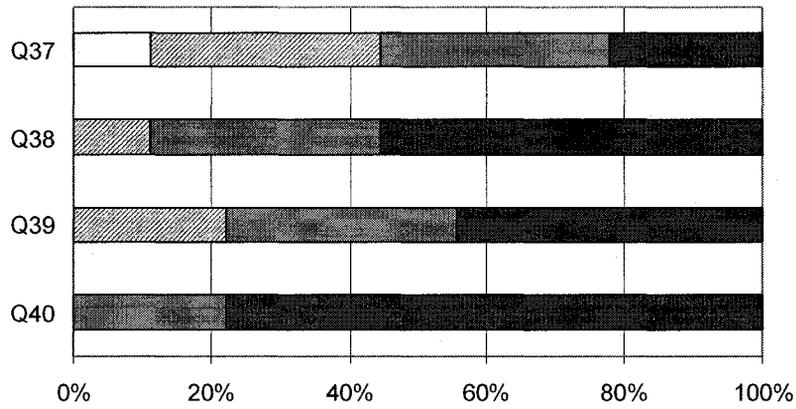
### Community Support & Volunteerism- ICii



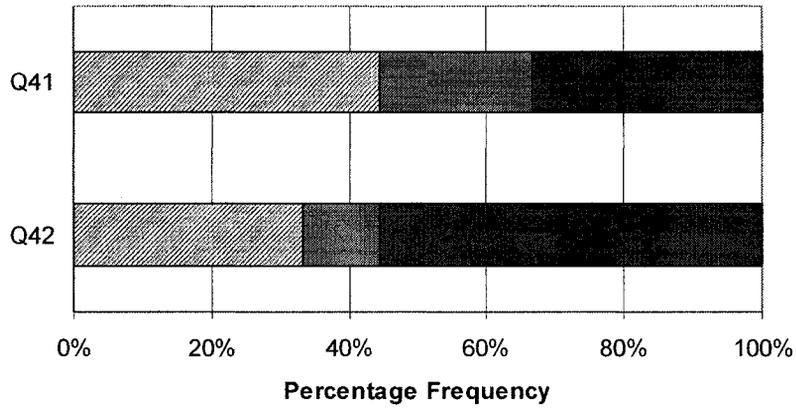
**Organizations Working Together - ICiii**



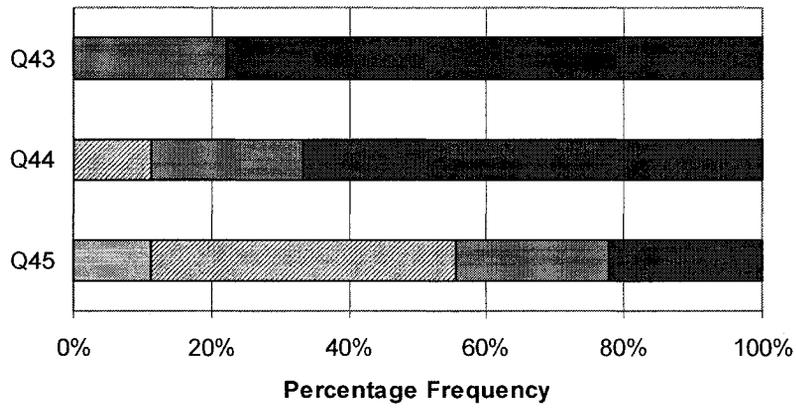
**Community Based Planning - ICiv**



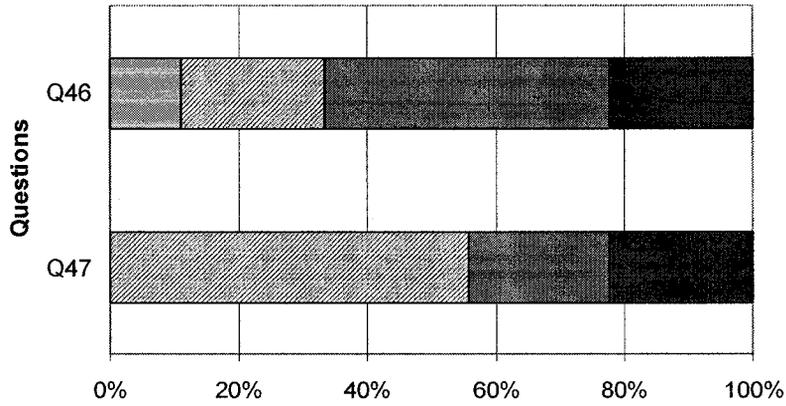
### Community Communications - ICv



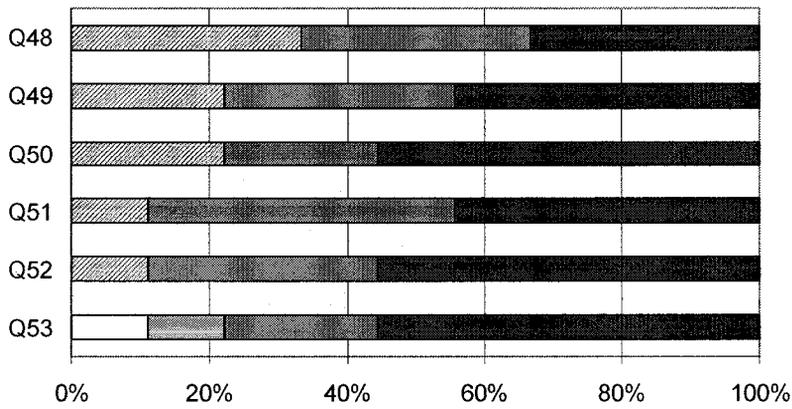
### Ownership of Business - EGj



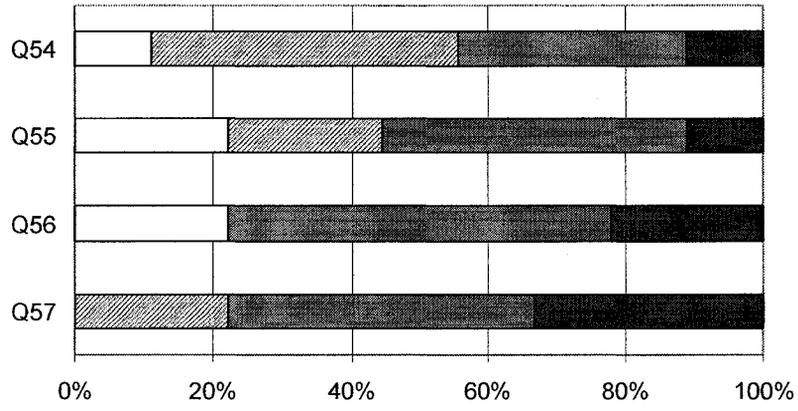
**Physical Community Land Use Plan - EGii**



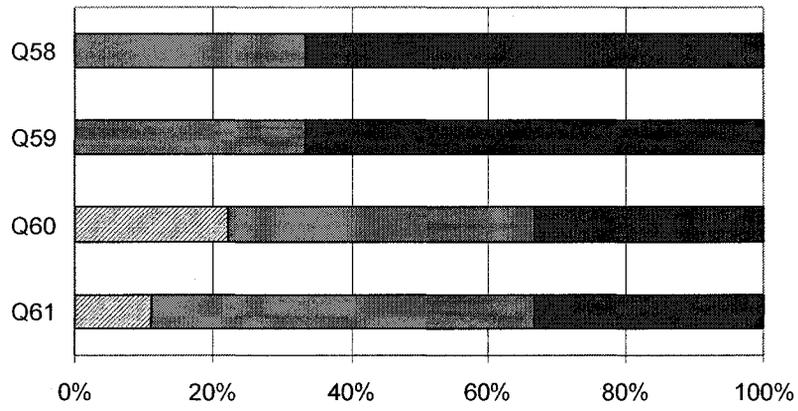
**Infrastructure and Services - EGiii**



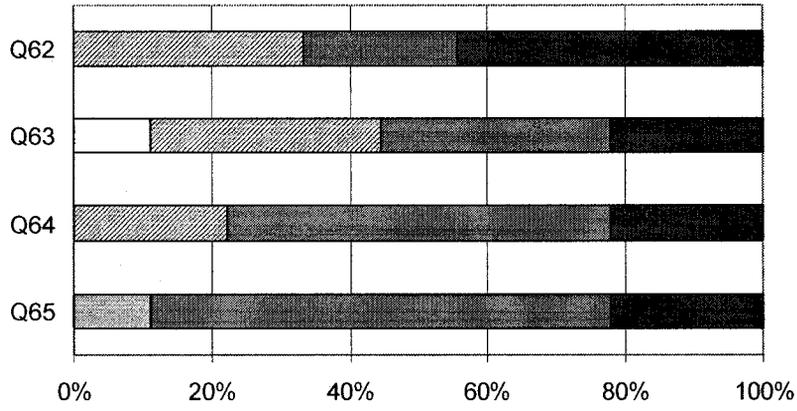
### Investment - EGiv



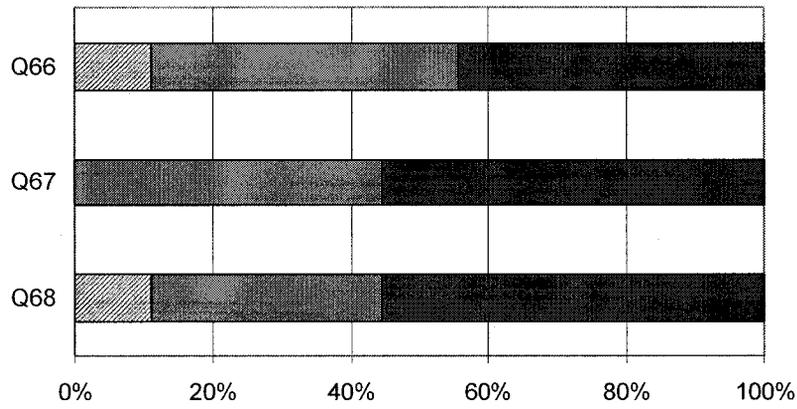
### Business Environment - EGv



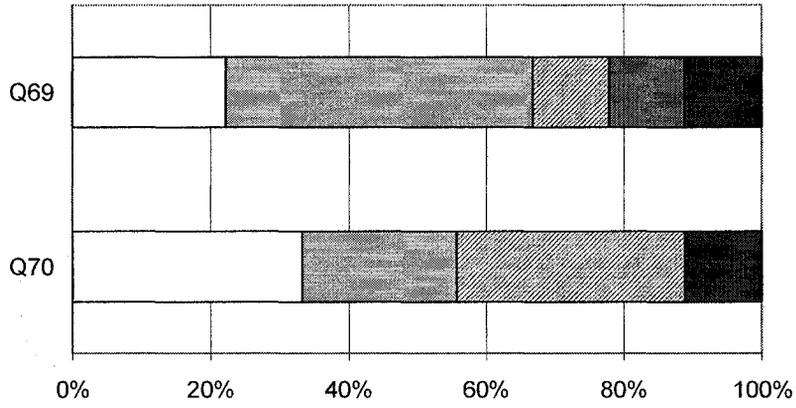
### Community Competitiveness - EGvi



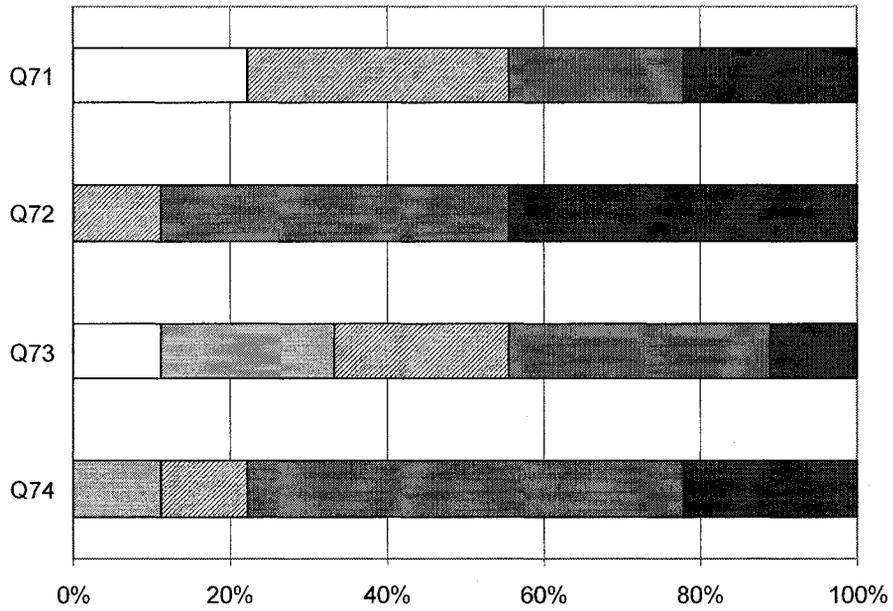
### Partnership - EGvii



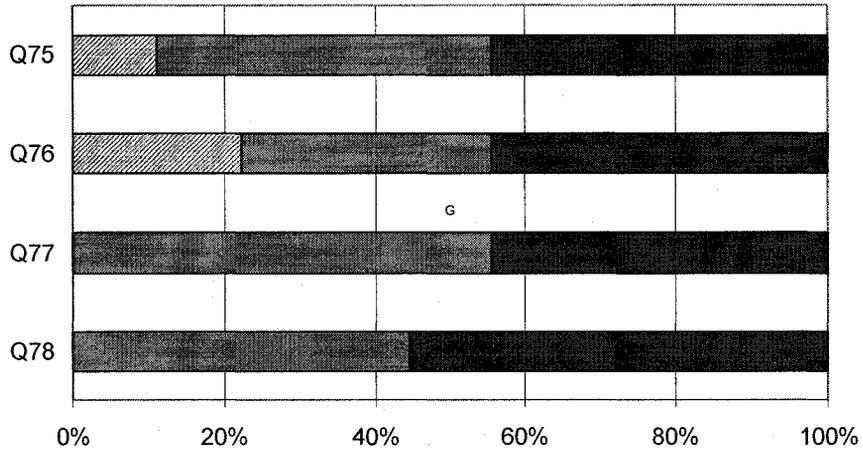
**Procurement - EGviii**



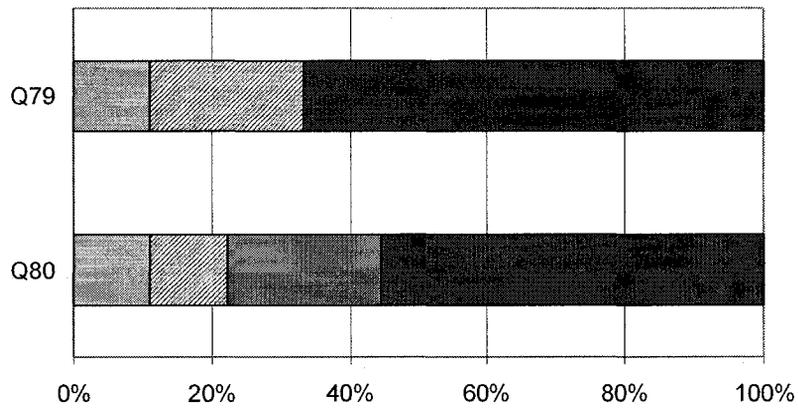
**Business Support Organizations - EGix**



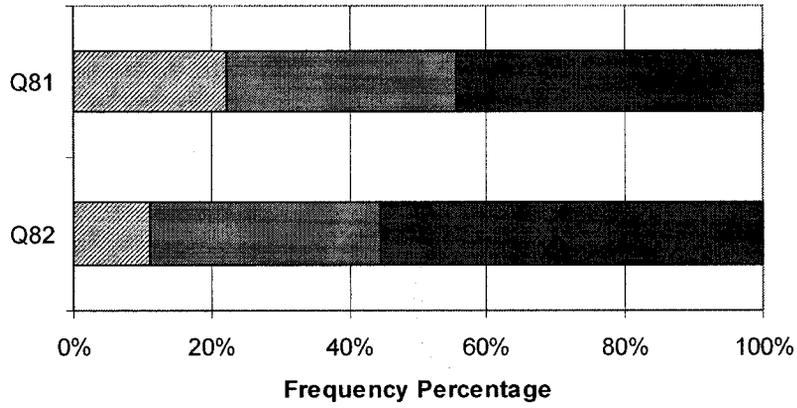
### Management - EGx



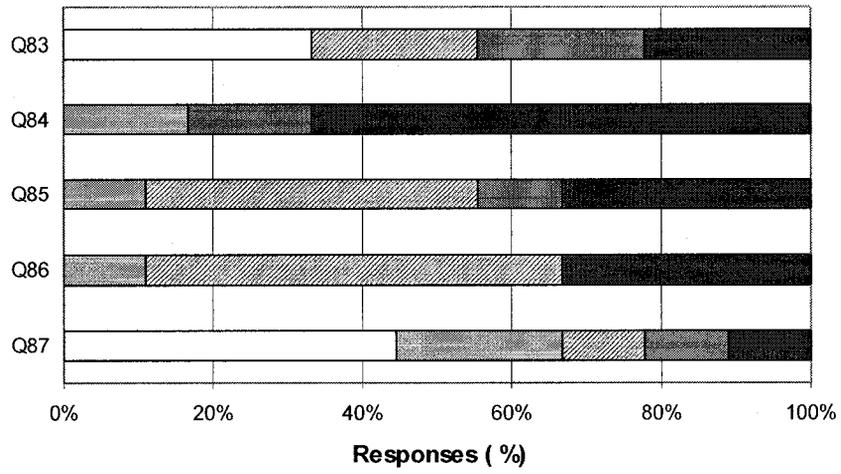
### Management of Resources EGxi



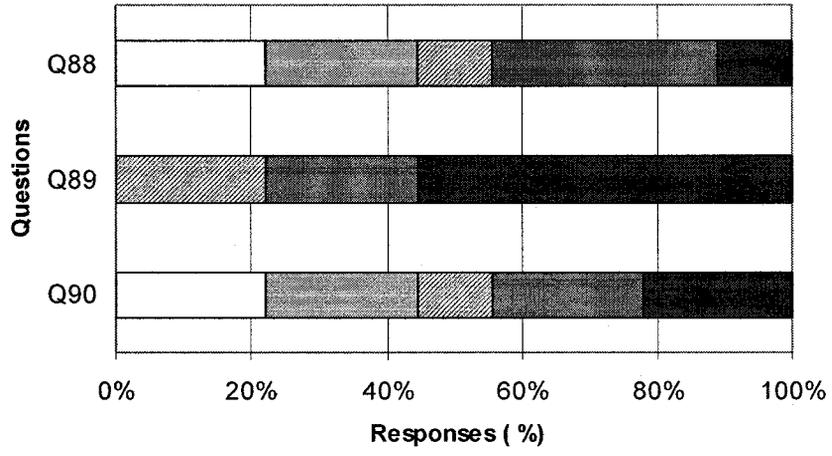
### Marketing- EGxii



### Language- Ri



Culture - Rii



## **Appendix VI CANDO Economic Developers of the Year**

### **Meadow Lake Tribal Council CANDO Economic Developer of the Year 1995**

#### ***Background***

The Meadow Lake Tribal Council (MLTC) began in 1981 when the First Nations of the Meadow Lake District united to form the Meadow Lake District Chiefs Joint Venture. Co-operation between the region's First Nations strengthened and in 1986 the Meadow Lake District Chiefs became officially known as the Meadow Lake Tribal Council.

The nine bands that currently form MLTC include: the Birch Narrows Dene Nation, Buffalo River Dene Nation, Canoe Lake Cree Nation, Clearwater River Dene Nation, English River First Nation, Flying Dust First Nation, Island Lake First Nation, Makwa Sahgaiehan First Nation and Waterhen Lake First Nation.

Working under the Convention Act, MLTC and the nine chiefs developed work plans to create programs and deliver services according to the needs of the communities involved in MLTC. With a high level of cooperation in governance and practical goals for community development, MLTC works to assist the nine First Nations in reaching their full potential.

Today MLTC is striving even further to promote positive growth for the nine Meadow Lake First Nations. Self-Government discussions with the federal government work towards creating functional constitutions for the nine bands. Programs and services like Education, Justice, Technical Programming, and Business Development steadily grow in effectiveness.

The health sector of MLTC has been supporting First Nations Health and Wellness programs from the beginning. Today these programs provide valuable, widespread healthcare services to all nine communities on a regular basis. MLTC is forever committed to the health of its member First Nations.

The Meadow Lake Tribal Council has grown from humble beginnings into a major developer of the nine member communities. As an advocate for First Nations issues, MLTC has given a louder voice to the Meadow Lake First Nations. Our goal has always been to create Health, Wealth and Good Governance for the communities we represent in northern Saskatchewan. That vision is as strong today as it has ever been.

**Developed sectors include:** Forestry, energy, transportation, value-added agriculture, real estate

(Meadow Lake Tribal Council, 2006)

#### **Lac Le Ronge First Nation CANDO Economic Developer of the Year 1997**

The Lac le Ronge Indian Band is located in northern Saskatchewan. The Lac le Ronge Indian Band developed the business arm Kitsaki Management Limited Partnership. In addition to employing in excess of 500 people, many of them Band member's enterprises of Kitsaki Management Limited Partnership Joint Ventures employ from 500 to 1000 First Nation members in seasonal work. It has been stated by Lac Le Ronge leadership that the "key principle here is to pursue diversification of enterprises to ensure stability over changing markets"

The strength of the Kitsaki model is its underlying philosophy with regard to use of resources. The Lac le Ronge Indian Band views the land as a heritage resource for future generations of its people. Natural resources must be treasured for their

intrinsic value. But they are also viewed as a renewable resource for sustainable, long-term economic growth and for employment.

Kitsaki has implemented an economic development model based upon the formation of sound, secure partnerships with other Aboriginal groups and successful world-class businesses in order to generate revenue for Kitsaki and employment for Band members.

Kitsaki has built upon the strengths of the northern Saskatchewan's economic sectors.

The central components of the Kitsaki Model are:

- Development of a diverse network of profitable enterprises with proven partners. Maintaining a multi-sectoral family of enterprises allows Kitsaki the flexibility to adapt to evolving markets
- Maximizing the Aboriginal employment in Kitsaki and Band enterprises
- Maintaining and supporting traditional Aboriginal knowledge that provides value-added advantages to the Kitsaki family of businesses

***Developed sectors:*** Mining, Manufacturing, Goods and Services, Forestry, Industrial, Hospitality and Agriculture

(McKay, 2004, p.3-5)

### **Campbell River Band CANDO Economic Developer of the Year 1998.**

Campbell River Band is located in the central coast of Vancouver Island, in British Columbia. Campbell River Indian Band was elected the 1998 Economic Developer of the Year for its joint venture to develop and construct a 360 000 sq ft. shopping centre. Robert Duncan, CRIB Business Manager mused “It has taken some getting used to be on the part of First Nations management that the majority of partnership are now being formed with non First Nations. Twenty years ago, Chief Bill Roberts saw economic development as essential to successful treaty negotiations. He believed that the more self sufficient the band was, the more they would be able to bring to, and demand at the bargaining table. He, and the people he worked with, started making plans to build the band’s economic capacity by capitalizing on what Campbell River and are had to offer.

For the band that was just learning as it went along, the 385,000 square foot, \$60 Million shopping complex is certainly a model example of innovation and industry first. The Discovery Harbour Centre was a successful venture for a number of reasons. First, the Band and Council started the ball rolling with a strong vision and motivation for economic development. It has always been well understood that CRIB’s push for development was to increase the economic capacity, and self sufficiency of the band. Second, the band was not afraid of developing creative solutions to work around the roadblocks that presented themselves – and there are many. Finally, CRIB made good use of expert consultants and worked hard at developing cooperative relationships with all levels of government and their partners.

Ultimately, they didn’t look at what everyone may have done in the past; they built their own path based on their specific needs and special circumstances. They were determined to make this work, and their willingness to pursue creative solutions to the problem that presented them was what pulled them through.

(Classen, p.14-20)

### **Osoyoos Indian Band CANDO Economic Developer of the Year 2000**

In 2001, Chief Clarence Louie, from Osoyoos Indian Band was chosen Economic Developer of the year. Clarence Louie has been Chief of the Osoyoos Indian Band of Southern British Columbia for over 15 years. Over that time Chief Louie has maintained a strong focus on economic and community development that has culminated in his community realizing zero unemployment for those willing to work. Under his leadership, the Osoyoos Indian Band Development Corporation (OIBDC) has created eight profitable businesses

Looking after and getting ourselves out of these social problems is one of the main reasons we are in business. We call it socio-economic development. At Osoyoos Indian Band, a portion of our business profits from each company goes towards social programs". (Louie,JAED, 2002, page 15)

Being in business for aboriginal corporations is far more than jobs and revenue; it means supporting the very core of what makes up your community, i.e. to re-invest some of those profits back in your people, programs and services in order to improve the quality of life and retaining of your heritage.

**Developed sectors** include: agriculture, forestry, construction, goods and services, hospitality, sectors

(Wuttunee et al, p.8-10)

## **Norway House Cree First Nation CANDO Economic Developer of the Year 2001**

The Norway House Cree Nation has undertaken a complete re-development over the last decade that has included the completion of one of the largest recreation complexes in northern Canada. This community has experienced an incredible amount of growth in a very short period of time. NHCN provided exceptional leadership and is a model of good government for all First Nations.

(CANDO, 2006)

Kinosao Sipi Business Development Corporation (KSBDC) is an Economic Development Corporation, owned by the Norway House Cree Nation share capital corporation. The goal of KSBDC is to undertake Economic Development projects with the goal of generation revenue, which revenues will be used for the benefits of the First Nation and which the various business ventures will provide employment to the member of the First Nation. KSBDC enters into individual management agreements with all of the First Nation's incorporated businesses and unincorporated businesses.

**Developed sectors include:** hospitality, goods and services, commercial – retail.

(Norway House Cree First Nation, 2006)

**Ktunaxa Nation; Chief Sophie Pierre CANDO Economic Developer of the Year  
2002**

Under the leadership of Chief Sophie Pierre, the Ktunaxa Tribal Council has supported the completion of a number of successful economic projects. The St. Eugene Mission Project turned an old residential school into a first class resort in 2002 with a 125-room hotel, 18-hole golf course, casino, fitness centre with numerous nature activities. The resort is located on St. Mary's Reserve near Cranbrook, British Columbia. The building housed a residential school from 1878 to 1971 that stood as a symbol of oppression and assimilative politics. This community has transformed the image of this building to a symbol of economic growth and healing.

“We have concentrated our efforts on the St. Eugene Mission. Now, economic development within our communities is more of a conscious focus of the five Chiefs and councils. Having built the resort, it's more in your face. Economic development is easier, more acceptable, and not such a challenge in our own communities when you can see the result from the resort.”

(Cardinal et al; p.3-5)

### **Millbrook First Nation CANDO Economic Developer of the Year 2004**

Millbrook First Nation is located near Truro, Nova Scotia. From community based enterprises to successful entrepreneurs, the Millbrook First Nation has harnessed its ability to establish viable business operations.

The Band operates 5 gaming facilities in which revenue generated is re-invested in Community Economic Development initiatives. Millbrook Fisheries is a \$25 million dollar industry in which the Band has built a new 1.5 million dollar wharf and will operate the second only First Nation commercial land-based aquaculture operation (CANDO, 2006)

The key to successfully developing a strong economic base from resource development, either environmental resources or human resources, lies in the vision of those involved. There must be a belief that the First Nation can create an environment conducive to business, employee retention and profitability.

Millbrook First Nation, under the leadership of Chief Lawrence Paul has demonstrated a commitment to improving the economic potential of their community. They are leaders in Aboriginal community economic development and have shown that it is possible to build a strong economic base by focusing efforts on the resources in existence and by maintaining a clear vision for the future of the community. (CANDO, 2006)

**Developed sectors include:** resource management, commercial, retail

## **Long Plain First Nation CANDO Economic Developer of the Year 2005**

Long Plain First Nation from Manitoba led by Chief Dennis Meeches who has worked in politics since 1988. During the last 20 years the community has undergone many changes. It has worked to lower the unemployment rate, as well as try and provide a stable economic base from which the community can operate.

The community has established businesses such as the Arrowhead Development Corporation, gaming halls, gas bar, commercial leasing and most recently two young entrepreneurs opened a store that sells tobacco for ceremonial purposes. The Long Plain First Nation took an aggressive community driven approach when they ventured forth into economic development. They made their governance transparent and open. They worked with the community to move forward rather than stagnate. According to Chief Meeches, Long Plain “need[ed] an open and transparent government” and their “biggest challenge [was] to move towards...a new standard of transparency.” This strategy has “done wonders for the community, it actually brought the community closer together.” Their strategy has been successful for the community and when asked about what the nomination meant to them, Chief Meeches said, “It has to be, for Long Plain, probably one of the greatest honors to be nominated by...peers across the country. That wasn’t our goal, our goal was to provide our people at Long Plain a sound government, good governance, provide employment opportunities, training opportunities [and] to empower them with information that they are entitled to.”

(CANDO, 2006 awards)

**Lil'wat First Nation, Lyle Leo CANDO Economic Developer of the Year 2005**

The Individual Economic Developer of the Year Award winner for 2005 was Lyle Leo from the Mount Currie Indian Band in British Columbia. Mr. Leo has worked with the community to build an economic base, which was sorely lacking when he started his work. When asked where his community was at when he started his work with the community, Mr. Leo responded that they had “zero economic development.” Since starting there Mr. Leo has worked to try and establish an economic base for the community; the community has taken “stewardship over the fishery”, created a first ever all Native fire crew, forestry operations and negotiated a deal with the “neighboring municipality where they can access the potable water [for] their industrial sites”.

**Developed sectors include:** resource management, construction, hospitality

(CANDO, 2006 awards)