



# **STRONGER TOGETHER**

**A Toolkit for  
First Nations-Municipal Community  
Economic Development Partnerships**

**CEDI**

## Acknowledgements and information

Stronger Together: A Toolkit for First Nations-Municipal Community Economic Development

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We encourage you to reproduce this Toolkit and credit Cando, FCM and INAC.

The opinions expressed in this document reflect current best practices and the experiences of the communities participating in the CEDI program, and they do not necessarily represent the official policies of FCM, Cando or INAC.

## About us



### The Community Economic Development Initiative (CEDI)

CEDI works with staff, elected officials and other stakeholders from participating First Nations and municipalities to support them as they create joint economic development plans and initiatives.

CEDI's approach is to convene, listen and unite. CEDI gives First Nations and municipalities a chance to come together, learn from each other and work on common priorities.

To learn more, visit [www.fcm.ca/cedi](http://www.fcm.ca/cedi).

**The CEDI Program and the Stronger Together Toolkit are the result of an effective partnership between FCM and Cando.**



### The Federation of Canadian Municipalities (FCM)

FCM is the national voice of municipal government. In leading the municipal movement since 1901, FCM works to align federal and local priorities, recognizing that strong hometowns make for a strong Canada. With over 2,000 members, FCM represents the interests of Canada's largest cities; small urban, rural and remote communities; and 19 provincial and territorial municipal associations.

FCM develops policies and delivers national and international programs that improve the environment as well as the social and economic sustainability of municipalities in Canada and abroad.

FCM's involvement in designing and delivering First Nations-municipal programs that address areas of joint concern began in 2005 with the Land Management Program, which enhanced communication and strengthened relationships between First Nation and municipal governments. Since then, the First Nations-Municipal Community Infrastructure Partnership Program and the Community Economic Development Initiative have facilitated partnerships for shared infrastructure agreements and joint economic development.

For more information please visit [www.fcm.ca](http://www.fcm.ca).



### Cando

Cando is a national, membership-based, non-profit Aboriginal organization involved in community economic development with Aboriginal communities. Cando strengthens Aboriginal economies by providing training, certification and networking opportunities for economic development officers (EDOs) working in Aboriginal communities.

In 1990, EDOs from across Canada founded and mandated Cando to provide a national body to focus on the training, education and networking opportunities necessary to serve their communities and organizations as professionals. Since then, Cando has worked in partnership with EDOs, academics, Aboriginal leaders and senior corporate and government representatives.

Cando is directed by a volunteer board of elected EDOs representing every region of Canada. Cando is unique because it is the only national organization that focuses on education and professional development for EDOs working in Aboriginal communities or organizations.

For more information, please visit [www.edo.ca](http://www.edo.ca).

# Table of contents

Acknowledgements and information .....	2
About us .....	3
Chapter 1: Introduction .....	6
Overview .....	8
Audience .....	9
The CEDI communities .....	9
How to use the Toolkit .....	10
Chapter 2: What communities need to know about joint First Nations-municipal CED .....	11
1. What is community economic development (CED)? .....	13
2. What is joint First Nations-municipal CED? .....	14
3. How should communities choose their partners? .....	16
4. How can communities build a strong relationship? .....	16
5. Who should be involved in the process? .....	17
6. What is a relationship agreement and why is it important? .....	18
7. What structures are needed for joint governance and decision making? .....	18
8. What is different about joint planning and decision making? .....	19
9. What are some examples of joint CED initiatives? .....	21
10. How do community partners select a joint CED initiative to work on? .....	23
11. What is a joint CED strategy? .....	24
Chapter 3: A guide to joint First Nations-municipal CED .....	26
Get ready .....	29
Stage A: Connect .....	32
Stage B: Vision .....	37
Stage C: Decide .....	42
Stage D: Act .....	48
Sustaining the relationship .....	57
Chapter 4: Tools, handouts and workshop agendas .....	60
Tool #1: Assess readiness for joint CED .....	62
Tool #2: Write an invitation letter .....	64
Tool #3: Plan and manage a joint workshop .....	65
Tool #4: Sample agenda for workshop #1: Connect .....	69
Tool #5: Dialogue Principles .....	75
Tool #6: First Nations and municipal governance and legislation .....	76
Tool #7: Council resolution template .....	79
Tool #8: Sample agenda for workshop #2: Vision .....	80
Tool #9: Sample Friendship Accords .....	85

Tool #10: Joint key messages .....	90
Tool #11: Sample agenda for workshop #3: Prioritize .....	91
Tool #12: Joint SWOT analysis.....	97
Tool #13: Prioritize joint CED options .....	99
Tool #14: Scope vision, actions and values.....	100
Tool #15: Sample agenda for workshop #4: Work plan.....	102
Tool #16: Joint work plan template .....	107
Tool #17: Joint governance terms of reference template .....	111
Tool #18: Conduct a relationship check-in .....	116
Chapter 5: Case studies from the CEDI communities.....	120
Sawridge First Nation, Town of Slave Lake and Municipal District of Lesser Slave River No. 124, Alberta .....	121
Eagle Village First Nation, Town of Témiscaming and Municipality of Kipawa, Quebec .....	127
Appendices .....	130
Appendix A: Resources .....	131
Community economic development.....	131
Appendix B: A guide to building strong First Nations-municipal relationships.....	135
Collaborating with First Nations: A resource for municipal officials .....	135
Collaborating effectively with municipal governments: A resource for First Nations .....	138
Fostering strong relationships .....	140
Appendix C: Key milestones in First Nations-Canada relations .....	144
Appendix D: Glossary and list of acronyms .....	146

## Chapter 1: Introduction



Photo: Slave Lake Regional Tri-Council

“

**We have done more together than we could ever do alone.**

Mayor Tyler Warman, Town of Slave Lake, AB

”

**Across Canada, First Nations and municipalities are strengthening their regions by collaborating on service agreements, land use planning and economic development. Through this process, they are working to reconcile past differences and build powerful new relationships based on mutual respect, understanding and a common vision for their future.**

The *Stronger Together Toolkit* shares the stories and lessons learned from 16 communities that are part of the joint First Nations-municipal Community Economic Development Initiative (CEDI), a program jointly delivered by the Federation of Canadian Municipalities (FCM) and Cando.

### **Why does joint First Nation<sup>1</sup>-municipal community economic development make sense?**

In FCM and Cando's experience, many municipalities and First Nations would like to collaborate but are not sure where to start. There are significant differences in the communities' legal rights, economic conditions, demographics and cultures, and how they govern themselves. There is also a lack of resources available to help communities understand and bridge these gaps. A complex historical relationship and divisive national policies have been harmful to Aboriginal cultures and livelihoods, and have contributed to this gap at the local level.<sup>2</sup> Since First Nations communities and municipalities are not required to work together, many neighbours have ended up simply co-existing instead of collaborating. (See Appendix A for resources to help increase knowledge and understanding.)

Perhaps the most compelling reason to engage in joint First Nation-municipal community economic development (CED) is simple: communities are stronger together. First Nations and municipalities share many of the same hopes and they struggle with many of the same issues and challenges.

<sup>1</sup> This Toolkit focuses on First Nation-municipal collaboration because it is based on the six CEDI partnerships across Canada. Even so, the Toolkit's content and process apply to and can support collaboration among municipalities and other Aboriginal communities, including Métis and Inuit communities. (See *Appendix D: Glossary and list of acronyms for term definitions.*)

<sup>2</sup> See *Appendix C: Key milestones in First Nations-Canada relations* and *Appendix B: A guide to building strong First Nations-municipal relationships* for more information.

While collaboration requires an investment of time to build the relationship, it provides significant returns as communities gain access to a broader range of skills, ideas, funding and assets. But perhaps the greatest benefit is that First Nations and municipalities have the opportunity to create a new era of cooperation and reconciliation. The box below outlines potential benefits from joint CED.

## **BENEFITS OF JOINT FIRST NATION-MUNICIPAL CED**

Joint CED promotes reconciliation, collaboration and the recognition of common values and goals. Other benefits include:

- A stronger, united voice for engaging with businesses and other levels of government.
- Increased ability to access funding from other levels of government.
- Stronger regional identity, relationships and sense of place.
- Cost savings when providing services, due to higher efficiencies and less duplication.
- More opportunities for local business development and jobs.
- Ability to leverage the unique financial, human and physical capacities of each partner.
- Coordinated planning efforts to improve land use and land management (to make room for growing populations and to attract new investors and citizens).
- Coordinated planning efforts to aid in protecting resources and natural environments that are important to partner communities.

Each of the 16 communities FCM and Cando worked with had a different reason for joining the CEDI program. Some wanted to diversify their regional economy. Others wanted to reduce competition between their communities, and at least one set of partners sought to deal with difficult issues related to their location.

Across all of the communities, the common thread was the need for coordinated local action to address regional issues and build a stronger, more sustainable economy for all. As when individual strands are made into a braid, weaving communities together makes all of them stronger.

As one of our CEDI partners, Chief Roland Twinn of the Sawridge First Nation, AB said, “The country is ever evolving. We are ever evolving and I would like to be part of the positive growth. It would be nice for a great-grandchild of mine to have a very good working relationship with members of both communities.”

Across Canada, many community leaders are no longer asking, “Why work together?” but rather, “How can I start?” This Toolkit aims to answer the last question by helping First Nations and municipalities strengthen their relationships and plan for joint CED.

## Overview

The *Stronger Together Toolkit* provides a step-by-step process and set of tools that First Nations and municipalities can use to work together on joint CED. It is the result of two years of research and engagement by the CEDI program.

Toolkit content is drawn from a review of leading practices, the experiences of the 16 municipal and First Nations CEDI partner communities and the input of an 11-member Toolkit peer review committee made up of experts from across the country.<sup>3</sup>

What makes this Toolkit unique is its focus on the processes and structures that need to be in place to support joint First Nations-municipal planning and decision making. It outlines the joint CED process and shares the stories of the CEDI communities.

Although it does not provide detailed, technical information on economic development analysis or marketing, a list of resources on these topics appears as *Appendix A: Resources*.

**Muster your courage; take that leap of faith. The other orders of government aren’t actually the enemy — they can become your best allies. When you look at the downloading of services by the federal government to the provinces and from the provinces down to municipalities, we’ve got a lot more in common. If we can pool our resources and our knowledge, we can come up with some unique solutions that we wouldn’t have been able to come up with on our own. And that alone is well worth it.**

Chief Roland Twinn,  
Sawridge First Nation, AB

<sup>3</sup> To see biographies of the peer reviewers who sat on the Toolkit review committee visit <http://www.fcm.ca/home/programs/community-economic-development-initiative/toolkit.htm>.



## Audience

The Toolkit will aid First Nations and municipal elected officials and staff who want to strengthen their relationships with their neighbours and engage in joint planning. It can also be used by community members and organizations (such as tribal councils, chambers of commerce, provincial and territorial associations, treaty commissions and regional economic development agencies).

The Toolkit is based on the experiences of smaller First Nations and municipalities and will be most relevant to communities of that size. With the exception of Edmundston (population 21,903), all of the CEDI municipalities had populations of less than 7,000. The combined on-reserve and off-reserve populations of participating First Nations communities ranged from 250 to almost 5,300. (See the section, *The CEDI communities*.) The Toolkit has also drawn inspiration from cities such as Vancouver and First Nations such as Musqueam Indian Band, both of which have demonstrated leadership in collaboration.

We expect the Toolkit to appeal to a broad audience. This is because the CEDI partner communities represent a wide range of economic

conditions, regions and types of First Nations and municipalities that exist across Canada. The First Nations communities also vary in terms of levels of own-source revenue generated and of self-governance.

## The CEDI communities

CEDI was launched as a pilot project in January 2013 and provides support to 16 communities working on joint First Nations-municipal CED. Nine municipalities and seven First Nations were selected out of 280 applicants and are organized in six CEDI community partnerships across Canada. The communities now have strong relationships and are working together to create joint CED plans and projects.

A list of CEDI community partners and an overview of their work together appear in the box below. Stories from each community are featured throughout this Toolkit and three detailed case studies appear in *Chapter 5: Case studies from the CEDI communities*. To learn more about each community partnership visit: [www.fcm.ca/ParticipatingCommunities](http://www.fcm.ca/ParticipatingCommunities).

## THE CEDI COMMUNITY PARTNERSHIPS

**British Columbia:** [Seabird Island Band](#) and [District of Kent](#)

Developing a **joint marketing plan for business/investment attraction and tourism promotion** that fits with each community's context of land use planning and will showcase the assets of the area.

**Alberta:** [Sawridge First Nation](#), [Town of Slave Lake](#) and [Municipal District of Lesser Slave River](#)

Developing a **joint communications policy and a regional tourism marketing strategy that includes a focus on cultural tourism**.

**Manitoba:** [Opaskwayak Cree Nation](#), [Town of The Pas](#) and [Rural Municipality of Kelsey](#)

Creating a tri-council governance structure, working on a **regional economic development strategy**, creating a regional economic development body and addressing joint infrastructure challenges.

**Ontario:** [Lac Seul First Nation](#), [Kitchenuhmaykoosib Inninuwug](#) and [Municipality of Sioux Lookout](#)

Developing a **Regional Distribution Centre** to serve northern communities and developing a joint labour market group to address planning for labour needs in the region.

**Quebec:** [Eagle Village First Nation](#), [Town of Témiscaming](#) and [Municipality of Kipawa](#)

Developing a **joint tourism strategy** and exploring a coordinated approach to regional economic development that may include a shared Economic Development Office.

**New Brunswick:** [Madawaska Maliseet First Nation](#) and [City of Edmundston](#)

Developing a **joint communications strategy** to make the partnership known (while addressing myths and misunderstandings) and developing a **regional attraction and development strategy**.

## How to use the Toolkit

The table of contents is your starting point. Begin to use this Toolkit where it makes sense for you to start, based on your community's needs.

Here is what to expect in the coming chapters:

- Chapter 2:** *What communities need to know about joint First Nations-municipal CED* provides a definition of joint First Nations-municipal CED and an overview of the joint planning process developed by CEDI. It also provides answers to frequently asked questions about how joint CED works, based on CEDI's experience.
- Chapter 3:** *A guide to joint First Nations-municipal CED* presents a detailed, step-by-step process for undertaking joint CED in your community. Its six sections include: *Get Ready, Stage A: Connect, Stage B: Vision, Stage C: Decide, Stage D: Act* and *Sustaining the relationship*. Each section contains stories from and about the CEDI First Nations-municipal partnerships.
- Chapter 4:** *Tools, handouts and workshop agendas* provides handouts, templates and workshop agendas for implementing the process steps described in Chapter 3.
- Chapter 5:** *Case studies from the CEDI communities* profiles three of the six First Nations-municipal CED partnerships that CEDI has supported.

Please consult the Appendices:

- Appendix A:** *Resources* provides links to more information on First Nations, municipalities and joint CED.
- Appendix B:** *A guide to building strong First Nations-municipal relationships* provides background information on First Nations and municipalities and tips for building stronger relationships.
- Appendix C:** *Key milestones in First Nations-Canada relations* presents a brief timeline of important events in First Nations-Canada relations, after Canada's Confederation.
- Appendix D:** *Glossary and list of acronyms* gives definitions for terms and spells out abbreviations that appear in the Toolkit.

## Chapter 2: What communities need to know about joint First Nations-municipal CED



“

**Why should we work together? The one who answered this best was Martin Luther King Jr. when he said we must learn to live together or perish together as fools.**

Madeleine Paul,  
Former Chief, Eagle Village First Nation, QC

”

**This chapter answers 11 Frequently Asked Questions (FAQs).**

1. What is community economic development (CED)?
2. What is joint First Nations-municipal CED?
3. How should communities choose their partners?
4. How do communities build a strong relationship?
5. Who should be involved in the process?
6. What is a relationship agreement and why is it important?
7. What structures are needed for governance and decision making?
8. What is different about joint planning and decision making?
9. What are some examples of joint CED initiatives?
10. How do community partners select a joint CED initiative to work on?
11. What is a joint CED strategy?

“

**When you look at the dwindling resources we have right now, whether that be financial resources coming from the federal or provincial governments, or the tax base, it's more important than ever to combine our communities together to ensure those resources aren't duplicated and are spent wisely.**

Al McLauchlan,  
Former Mayor, Town of The Pas, MB

”

## 1. What is community economic development (CED)?

CED refers to a range of practices that are used by governments, municipalities and organizations around the world to build stronger, more sustainable communities.

The main goal of CED is to improve the long-term economic future and quality of life for a community. It is based on these principles<sup>4</sup>:

- **Locally owned.** CED is community-driven and focuses on local values, priorities and needs.
- **Participative.** CED engages all members of a community (citizens, businesses, governments and not-for-profits) as partners in planning and decision making.
- **Inclusive.** CED aims to create job opportunities for the whole community (including vulnerable populations) across all economic sectors.
- **Holistic.** CED is grounded in the idea that economic, environmental and social challenges are interdependent, complex and ever-changing.
- **Long-term view.** CED is focused on long-term solutions.

In Cando's work with Aboriginal communities, CED is seen as a way to develop vigorous economies that fit their cultures and circumstances. CED is also a means of working to overcome generations of poverty and dependence, build effective governments, solve difficult social problems and balance cultural integrity with change.

## THE BUCKET ECONOMY

The "bucket metaphor" is a common way to explain CED strategies. Imagine the local economy is a bucket filled with income and resources (the water). Community resources are lost through leaks when people and organizations invest or spend their money outside the community. Likewise, resources are gained by turning on the tap and attracting new investments, businesses and spending.

Most economic development approaches focus on turning on the tap. The CED approach is different. Its focus is mainly on plugging the leaks (keeping money moving around in the community) and making the bucket stronger (improving the business climate).

See [Appendix A: Resources](#) for details on CED approaches and strategies.

<sup>4</sup> Adapted from Building Community Prosperity through Local Economic Development: An Introduction to LED Principles and Practices published by FCM's International Program.



## 2. What is joint First Nations-municipal CED?

Joint First Nations-municipal CED is the process of bringing together two (or more) neighbouring communities to develop and implement a shared vision for the future of their communities and their regional economy.

Joint CED can be more complex than conventional CED because it brings together different communities and economies with their own unique priorities, jurisdictions, histories and cultures.

It requires strong relationships and commitments of time and resources from each community to plan and coordinate their economic activities.

### The CEDI joint First Nations-municipal CED planning process

As shown in the drawing on this page, CEDI has developed a four-stage joint First Nation-municipal CED planning process based on its experiences with the six CEDI community partnerships.

The process is designed to strengthen the relationships among the communities through an ongoing cycle of convening, listening and uniting.

At the heart of the process are four workshops where the communities come together to learn about each other, develop a shared vision for their future and identify joint initiatives they can work on together.

Here is an overview of the four stages.

- In *Stage A: Connect*, a community reaches out to its neighbours to set up one or more relationship-building meetings. In these meetings they share their history, culture, governance and economic development priorities, and decide if they are ready to commit to the joint CED process.
- Each community then passes a council resolution to formally commit to working together.
- In *Stage B: Vision*, the communities meet to create a shared vision for the future of their relationship and document it in a relationship agreement (such as a Friendship Accord). These agreements generally include a vision



### THE JOINT FIRST NATIONS-MUNICIPAL CED PLANNING PROCESS

This diagram shows how joint CED works over time. Communities connect and reconnect in a fluid way as new staff members and elected officials join the process. They move through the cycle of visioning, deciding and acting multiple times as their relationship strengthens and becomes a partnership, and as different projects and priorities emerge.

The circle and braid hold the framework in place, and represent how the weaving together of different communities makes them healthier, more resilient and stronger, together.

statement, a set of shared values or principles, and a commitment to meeting and acting to maintain the relationship.

Each community then passes a council resolution to formally adopt the agreement. Many communities also choose to sign and celebrate the agreement at a local public event.

- In *Stage C: Decide*, the communities meet to develop a set of shared CED objectives, identify possible ways to collaborate and select a short list of options to explore in the future.

After these meeting(s), the communities expand each idea through more research and

community engagement. Depending on the idea, this may involve meeting with potential funders, local businesses, community members and other stakeholders.

The communities then meet again to decide on the CED initiatives they will work on together. They develop a joint work plan and decide on what governance structure(s) they need to manage their partnership over time (such as a joint CED working group or joint council).

- Finally, in *Stage D: Act*, the communities implement their work plan(s), strengthen their relationship and build a stronger regional economy. Communities meet regularly, using the governance structure and terms of reference they agreed on in Stage C.

Common activities during Stage D include: i) doing more research on their joint initiatives, ii) meeting with potential partners, iii) finding resources and support, and iv) doing other activities, as needed, to implement their joint work plan.

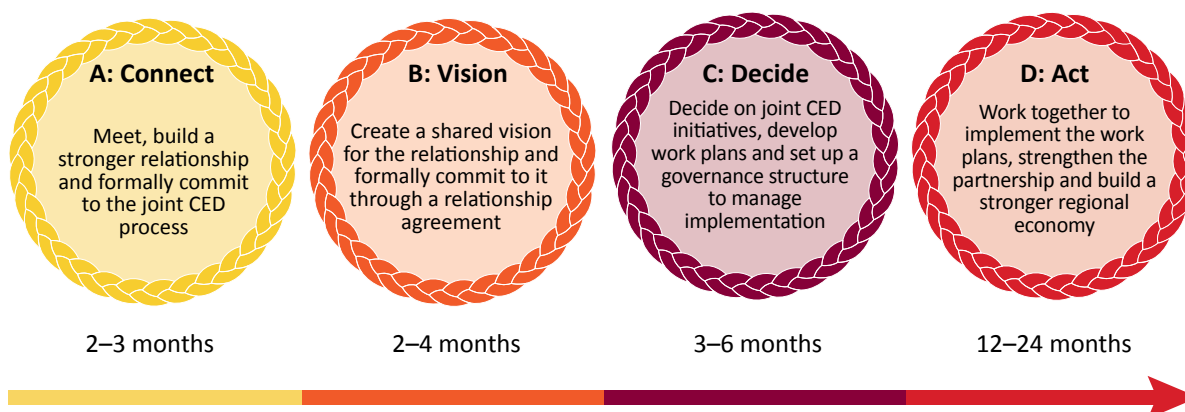
As they work on implementation, communities also plan and do activities to strengthen their partnership (such as joint events) and build the capacity of their team (through joint training, mentorship, etc.). They may also hold an annual check-in to reflect on their partnership and joint initiatives.

During this process, communities need to shift the way they think and work together. The key shifts

required for successful joint First Nations-municipal CED are:

1. **From co-existing to partnering.** Shifting from a broken or poor relationship based on stereotypes and mistrust (“us and them”) to a new relationship grounded in understanding and respect (“We are in this together.”)
2. **From informal to formal.** Shifting from relationships based on informal cooperation to formal, government-to-government agreements and processes
3. **From competition to collaboration.** Shifting from a focus on individual communities to building a stronger region as a whole
4. **From reactive to proactive.** Shifting from waiting for action from other levels of government to developing, implementing and advocating for local solutions
5. **From short term to long term.** Shifting from one-off projects to a longer term commitment to a shared vision for the future

The whole process takes two to three years to complete, depending on the maturity of the relationship and the partners’ level of commitment. This Toolkit provides a detailed guide to each stage (see [Chapter 3: A guide to joint First Nations-municipal CED](#)) as well as tools and sample workshop designs (see [Chapter 4: Tools, handouts and workshop agendas](#)).



### 3. How should communities choose their partners?

It is important to consider the region as a whole when deciding which communities might become CED partners. In general, you will want to involve nearby communities that share common economic development priorities and interests.

Many of CEDI's partnerships grew to include a third member after the first two partners understood the strategic benefits of a more regional approach. Here are some examples.

#### HOW SOME CEDI COMMUNITIES CHOSE THEIR PARTNERS

Eagle Village First Nation and Town of Témiscaming in Quebec wanted to diversify their economies and make the most of a new provincial park set to open in the area. They invited the Municipality of Kipawa to join their relationship so they could take a more regional approach.

Town of The Pas and Opaskwayak Cree Nation in Manitoba started the CEDI process and then jointly decided to reach out to a third partner, the Rural Municipality of Kelsey, because the three communities share borders.

Before joining CEDI, Lac Seul First Nation and Sioux Lookout in Ontario already had a partnership and Friendship Accord created through FCM's Community Infrastructure Partnership Program. The two communities invited Kitchenuhmaykoosib Inninuwug (KI) to join their CEDI partnership. Why? Because KI is a fly-in community 400 kilometres to the north and one of 31 remote communities that rely on Sioux Lookout as a health, education, transportation and service hub. KI brought the northern insight needed to develop a Regional Food Distribution Centre (RDC) feasibility study.

### 4. How can communities build a strong relationship?



Mutual understanding, respect and trust are the basis of a strong relationship. To succeed at CED, each community needs to start by investing in learning about the history, traditions and priorities of its neighbour(s).

#### Before reaching out, communities should ask themselves:

Which neighbouring communities do you want to work with?

1. Why do you want to form a partnership? What benefits do you hope to see from a stronger relationship?
2. What is your current relationship with these communities? Are there issues or conflicts that need to be addressed?
3. What are the potential areas or issues where you could collaborate?

Admit what you do not know and show a willingness to learn. These attitudes help to establish a positive relationship. *Appendix B: A guide to building strong First Nations-municipal relationships* includes sections on cultural norms and etiquette, and on the similarities and differences in approaches to governance and decision making.



## CHECKLIST FOR POSITIVE RELATIONSHIP BUILDING

1. Be respectful.
2. Communicate openly.
3. Create value for both parties.
4. Have realistic expectations.
5. Use bottom-up approaches.
6. Practice integrity.
7. Use resources and experts.
8. Be flexible.
9. Practise equality.
10. Think long term.
11. Clarify decision-making processes and responsibilities.
12. Establish systems for dispute resolution.

See *Appendix B: A guide to building strong First Nations-municipal relationships* for more details.

## 5. Who should be involved in the process?

Ultimately, joint First Nations–municipal CED processes will involve everyone in each community who has an interest or role in economic development. We provide a list of potential organizations and stakeholders in the box below. However, at the start of the process participants should be people with a direct role in building a government-to-government relationship.

*Stage A: Connect* and *Stage B: Vision* focus on committing to the process and developing a relationship agreement.

At these stages, it is important to involve as many elected officials and senior staff members as possible from each community, along with community leaders whose participation will help make the process a success. It is essential that the mayor(s) and chief(s) endorse the process and attend the first two workshops.

*Stage C: Decide* and *Stage D: Act*, focus on selecting and implementing joint CED projects. This is the best time for communities to involve other stakeholders and organizations. They may choose to attend all or part of the workshops.

### Organizations and stakeholders to invite and involve in the process

#### Business representatives

- Economic development corporations
- Business associations (like the Chamber of Commerce)
- Large regional employers
- Other local businesses

#### Regional organizations

- Regional tribal councils
- Regional economic development agencies

#### Government

- Provincial or territorial departments or agencies
- Elected provincial or federal representatives

#### Funders

- Relevant federal and provincial government funding agencies and programs
- Banks or other financial institutions
- Foundations

#### Community organizations

- Local universities or colleges
- Relevant not-for-profit organizations

#### Community leaders

- Community associations
- Youth and seniors' associations

## 6. What is a relationship agreement and why is it important?

A relationship agreement publicly declares two or more communities' commitment to a long-term friendship. These kinds of agreements can take many forms and have many names.

Often called protocol agreements or friendship agreements, they should include a vision statement, a set of shared values or principles and a commitment to maintain the relationship (such as through regular meetings). The CEDI program calls its agreements Friendship Accords, but other communities may use terms that work for them.

### THREE COMMUNITIES, ONE HEART

Opaskwayak Cree Nation, Rural Municipality of Kelsey and Town of The Pas in Manitoba developed the following purpose and vision statement for their Friendship Accord:

- **PURPOSE:** The councils as governing bodies wish to establish stable and effective "government-to-government" relations and a framework that will strengthen, enhance and honour our historical, political, economic, social and cultural relationships.
- **VISION:** We will share our wisdom to build a better future for our children and generations to follow. Three communities committed to trusting, celebrating and respecting one another, our ancestors and our environment.

Their councils also agreed to meet regularly (at least twice a year), set up a joint committee to identify ways to address common priorities and establish working groups as required.

CEDI recommends that communities create a relationship agreement because it:

- Presents a clear long-term joint vision for the community-to-community relationship.
- Shows a willingness to heal past wrongs and renews the relationship between communities.
- Creates a formal commitment that protects the relationship from a change in leadership, and signals its importance to staff.
- Brings together community members in joint celebration and builds positive interpersonal relationships.

In New Brunswick, City of Edmundston and Madawaska Maliseet First Nation issued a joint press release to announce their objectives for their visioning workshop. This led to a joint meeting with the media and extensive local coverage that introduced the collaboration to the wider community.

## 7. What structures are needed for joint governance and decision making?

Community partners need to create joint First Nations-municipal governance and decision-making structures that have the mandate and authority to set joint economic development priorities, allocate resources and make decisions.

In the CEDI process, these structures will evolve over time as the communities' relationship deepens and becomes a partnership. On the next page are two examples from the CEDI communities.

### Governance in Stages A–C

CEDI proposes that communities create an informal joint CED champions group to manage decision making in the first three stages. This group manages the joint CED process, which involves organizing, preparing for and attending the workshops. Each community should assign an elected official and senior administrator to lead the process, as well as a coordinator who will handle communications, planning and logistics.

This joint group is made up of each community's internal CED champions group (see page 29).

## Governance in Stage D

In Stage D the communities shift from visioning and work planning to action. This requires a more formal joint governance structure to manage the partnership and implement joint CED activities.

CEDI recommends creating a joint CED working group with a formal mandate and terms of reference. This joint CED working group replaces the joint CED champions group and may be supported by one or more project teams. The group's mandate is to:

- **Maintain the economic development relationship** through regular meetings and communications.
- **Share information** on community activities, projects and events of common interest.
- **Discuss issues and opportunities** related to regional development and the relationship.
- **Identify joint priorities and initiatives** to strengthen the relationship and advance CED in the region.
- **Develop joint plans** and oversee their implementation and report on progress.
- **Coordinate activities** on joint initiatives and projects (such as managing the work of project teams).
- **Coordinate communications** related to joint activities and the partnership in general.

Alternatively, some partners may choose to set up a joint council. It differs from a joint CED working group in that it is responsible for managing the communities' overall relationship and partnership, whereas the joint CED working group is only responsible for joint economic development.

A joint council is also responsible for sharing key information and updates about their communities overall. Communities that set up a joint council may want to create a sub-committee (or joint CED working group) to manage their joint economic development activities.

Information on the structure of these two options, including a diagram, is provided in [\*Tool #17: Joint governance terms of reference template\*](#).

## GOVERNANCE STRUCTURE EXAMPLES

**Joint council:** In Alberta, the three partner communities have a tri-council that manages the overall relationship and a tri-council Economic Development Committee that coordinates their joint CED activities and oversees implementation of their joint economic development strategy. They also hired a joint economic development officer to serve the three communities and implement the strategy.

**Joint CED working group:** The Quebec, Ontario and New Brunswick partnerships have all developed joint CED working groups. Each partnership meets regularly (often monthly) to review and update their work plans and divide tasks related to their joint work, as well as to share information on other issues of mutual interest. The Ontario partnership has developed a project team, with members from each community, that reports back to the working group. This partnership also hired a project coordinator to help them complete their Regional Distribution Centre feasibility study.

## 8. What is different about joint planning and decision making?

Every community has its own process for setting priorities and developing work plans. What is unique about joint CED is the need to identify shared priorities as First Nations-municipal partners.

Here are some questions to ask as you work to identify joint priorities or initiatives:

- Does the opportunity provide significant benefits for each partner community and the region as a whole?
- Are there advantages to pursuing this opportunity together rather than separately as individual communities?

- Do a shared vision and a high level of interest and commitment exist among leaders of each partner community?
- Could this opportunity come into conflict with any other initiatives in the region (plans, projects, etc.)?
- Are the partner communities ready to take on this work? Do they have the resources (time, money, skills, knowledge) to deliver it effectively?
- Are there external partners (funders, organizations, governments) that are, or may be interested, in supporting this opportunity?

Communities can also use **dialogue**, **consensus** and **facilitation** tools to support joint planning and decision making:

- **Dialogue** tools can help participants listen to each other, discover similarities and identify win-win opportunities. They can also be used to discuss difficult issues in a way that builds trust. The Dialogue Principles used by CEDI communities are presented in *Tool #5: Dialogue Principles*.
- Building **consensus** is most important when there is a big difference in size, population or revenues between partners. CEDI recommends using the consensus model developed by the Lesser Slave Lake Region tri-council, which is outlined in *Tool #17: Joint governance terms of reference template*.
- The **facilitator** plays an important role in creating a respectful space for meetings and adjusting the agenda to meet the needs of participants. An external, trusted and neutral facilitator is recommended for communities that are renewing and repairing their relationship or have difficult issues to discuss. If you choose an internal facilitator, they should not be someone who is part of the joint economic development process.

Share this Toolkit with the facilitator and ask them to review the sample agendas and general recommendations in *Tool #3: Plan and manage a joint workshop*.

“

Trust is the biggest thing. If you don't have that trust, you don't have anything. Initially, we struggled through it because we were trying to keep score all the time and you can't do that. Everything we do as an individual project is not going to benefit us all equally — it never will. And if we're trying to do that, we'll never get anything done. But collectively as a whole, all those projects, there's a benefit for all of us.

Mayor Tyler Warman,  
Town of Slave Lake, AB

”

## 9. What are some examples of joint CED initiatives?

Joint First Nations-municipal CED initiatives range from joint plans or strategies (such as joint CED plans and joint tourism strategies) to other specific joint projects or services (such as a regional distribution centre or an information centre) to joint activities (such as events, promoting the partnership or advocacy work).

The tables below provide examples of these three possibilities and describe how they worked in CEDI communities.



### Joint CED plans and strategies

Example	Description from CEDI communities
Joint economic planning	<p>The Lesser Slave Lake Region Tri-Council in Alberta has completed a three-year Regional Economic Development Strategic Plan and a Regional Growth Plan. Both plans were paid for through funds available to the region for recovery from the 2011 wildfires. See <a href="#">Appendix A: Resources</a> for a link to the plans.</p> <p>CEDI communities have also explored other types of plans such as economic diversification, skills attraction and retention, and joint marketing.</p>
Joint issue or sector-specific strategies	<p>Eagle Village First Nation, Town of Témiscaming and Municipality of Kipawa in Quebec are developing a joint tourism strategy to diversify their economy in response to the opening of a new provincial park in the area.</p> <p>Other issues and sectors that CEDI communities have explored include: retail, commercial and industrial development; resource development (such as mining, fisheries, forestry, energy); agriculture; recreation and health services.</p>
Coordinated land use planning	<p>Opaskwayak Cree Nation, Town of The Pas and Rural Municipality of Kelsey in Manitoba, have shared their land use plans and intend to create a joint planning district that will coordinate and harmonize their land use plans and bylaws.</p> <p>Another emerging area for First Nations-municipal collaboration is the Addition to Reserve (ATR) process. An ATR is a parcel of land added to an existing reserve or one that creates a new reserve. The land may be next to or within a municipal boundary. Some CEDI communities — including Opaskwayak Cree Nation and Town of The Pas — have been through successful ATR processes.</p> <p>ATRs are an important way for First Nations to address historic losses of reserve and treaty land, to house growing populations and to pursue strategic economic development opportunities. By collaborating, municipalities and First Nations can increase benefits for both communities. See the section <a href="#">Sustaining the relationship</a> in <i>Chapter 3: A guide to joint First Nations-municipal CED</i> to learn more.</p>

### Joint CED projects and services

Example	Description from CEDI communities
Shared business support services	Some of the services CEDI communities are considering include: managing a joint business centre, providing joint financing for new businesses and operating a joint welcome and information centre.
Joint projects	<p>The Lesser Slave Lake Region Tri-Council in Alberta has formed a corporation to build a Legacy Centre that includes a multi-purpose hall for conferences and events, a daycare centre and office space for lease to community organizations. The Legacy Centre will also serve as an evacuation centre for the region.</p> <p>Similarly, Lac Seul First Nation, Kitchenuhmaykoosib Inninuwug and Sioux Lookout in Ontario are developing a proposal and business model for a regional distribution centre that will provide affordable, nutritious and fresh food to northern First Nations and create jobs for people in Lac Seul.</p> <p>CEDI communities have also explored projects that include social housing, recreational facilities, cultural centres, emergency services, and accommodation (such as an RV park and hotel).</p>

### Joint CED activities

Example	Description from CEDI communities
Joint funding proposals	Lac Seul First Nation, Kitchenuhmaykoosib Inninuwug and Sioux Lookout in Ontario submitted joint funding proposals to FedNor and the Northern Ontario Heritage Fund. They secured more than \$131,000 to conduct a feasibility study and hire a coordinator for their Regional Distribution Centre project.
Joint promotion	Opaskwayak Cree Nation, Town of The Pas and Rural Municipality of Kelsey in Manitoba invited a potential investor to their Friendship Accord signing to highlight their partnership as part of The Pas' bid to host a new factory. After attending the ceremony, people from the company said regional stability and harmony gave the region a major competitive advantage.
Joint advocacy	Seabird Island Band and District of Kent in British Columbia joined forces to lobby the provincial government to dredge the Fraser River to address problems with silt and to enhance salmon habitat.



## 10. How do community partners select a joint CED initiative to work on?

At the end of *Stage C: Decide*, the community partners decide on one or more joint CED initiatives to work on together. Here is how this process unfolds during the joint CED process and workshops.

During *workshop #1: Connect* in *Stage A (Step A2)*, the communities share some of their long-term plans and goals, identify potential shared priorities for the future and then create a list of preliminary ideas (or themes) for working together on CED.

During *workshop #2: Vision* in *Stage B (Step B1)*, the communities review the shared priorities and ideas from workshop #1, share their economic development plans and goals and look for areas of common interest. Through this process they create a long-term vision for their relationship, identify their objectives for joint CED (such as diversifying the economy) and develop a list of opportunities for working together (such as a joint tourism strategy).

During *workshop #3: Prioritize* in *Stage C (Step C1)* the communities review the ways they might collaborate and select three to five options to explore using a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis and a set of questions for choosing joint CED priorities. At the end of the workshop, they select up to three options to explore further.

After workshop #3, the communities do more research on each idea and meet with community members and potential partners and funders to get their input.

Finally, in *workshop #4: Work plan* in *Stage C (Step C3)*, the communities decide on one to three joint CED initiatives to work on together in *Stage D: Act*. They develop work plans and project teams for each one by creating and identifying:

- A brief, inspirational vision statement outlining what they want to achieve.
- Strategic objectives that describe how they will work to achieve the vision.
- Actions that describe the steps they will take to achieve the objectives.

### HOW COMMUNITIES SELECT A JOINT CED INITIATIVE

Brainstorm preliminary ideas.  
(Step A2 - workshop #1)

Develop a relationship vision and objectives for joint CED. Create a long-list of opportunities for joint CED.  
(Step B1 - workshop #2)

Assess each opportunity and develop a short list of 1–3 options.  
(Step C1 - workshop #3)

Explore and refine each option through research and consultation.  
(Step C2)

Decide on 1–3 joint CED initiatives and develop a vision, set of strategic objectives and work plan for each one.  
(Step C3 - workshop #4)

This process can take up to a year to complete, but it allows for multiple cycles of brainstorming, research, consultation and reflection before the communities have to commit to a significant joint venture. It also supports the development of strong individual and government-to-government relationships needed for successful joint First Nations-municipal CED work.

Please note that community partners do not have to wait until the end of Stage C to take action: examples from the CEDI communities follow.

## TAKING ADVANTAGE OF LOW-HANGING FRUIT

Many CEDI communities identified and pursued opportunities early in the planning process. For example:

**Reopening an airport.** During their visioning workshop, the partners in New Brunswick identified support for a struggling regional airport as an opportunity to work together. It quickly became clear that this could happen at the same time as the main joint CED process. Madawaska Maliseet First Nation was invited to join the non-profit organization tasked with operating the airport and the neighbours have worked together to identify ways to keep the airport open.

**Attracting investors.** One of the partners in Manitoba, The Pas, was short-listed by a major outdoor clothing company as the site for a new production centre. The Pas recognized that their collaboration with Opaskwayak Cree Nation and Rural Municipality of Kelsey made their bid stronger, so they invited company representatives to attend the signing of their Friendship Accord. After the ceremony, the company said that regional stability and harmony gave The Pas a major competitive advantage.

*See Stories from the field in Stage D: Act for more information on these examples.*

## 11. What is a joint CED strategy?

An effective joint First Nations-municipal CED strategy is like any other strategic plan: It lays out a vision; identifies a set of strategic objectives, actions and timelines for achieving that vision and commits resources to implementation, monitoring and reporting activities.

A joint CED strategy complements each community's existing plans (such as land use plans) and adds formal ties to their economic activities. If they are to work, joint CED strategies require a strong, mature partnership. This Toolkit can support the development of a joint CED strategy: Two of the six CEDI community partnerships (Alberta and Manitoba) selected a joint economic development strategy as their focus.

There are different ways to create a joint CED strategy. Each one carries a different level of effort. Here are two examples.

- The CEDI community partners in Alberta (Town of Slave Lake, Municipal District of Lesser Slave River and Sawridge First Nation) worked together to develop a three-year strategic plan to guide the actions of their tri-council and economic development committee. They held a strategic planning session to identify six strategic goals and then mapped out actions, outputs, outcomes, resources, partners and a timeframe for each goal. The result was the Slave Lake Regional Tri-Council Economic Development Strategic Plan: 2012–2015 (see [Appendix A: Resources](#) for a link). They then pooled their resources and hired a joint economic development officer to implement their plan. A joint Regional Growth Plan was finalized in 2015 (see [Appendix A: Resources](#) for a link).
- Another excellent example of a joint plan is Tides of Change, the 2015 Cormorant Island economic development strategy, produced by 'Namgis First Nation and Village of Alert Bay on Vancouver Island in British Columbia. These communities were not part of the CEDI program but have a long history of working together. They followed a 10-step planning process over eight months, conducted extensive research and community engagement, and produced a comprehensive and engaging report.



### Slave Lake Regional Tri-Council Economic Development Strategic Plan: 2012–2015

- **Strategic Goal 1:** To ensure adequate land for development in all zoning categories in the Tri-Council region to allow for continuous and sustainable growth, in the short and long term.
- **Strategic Goal 2:** To develop and market business attraction and retention tools to various stakeholders for continual investment, growth, and expansion of the Slave Lake region.
- **Strategic Goal 3:** To facilitate affordable housing research and solutions in collaboration with key stakeholders for the Slave Lake region.
- **Strategic Goal 4:** To build and strengthen key stakeholder relationships in the local area, the region, and throughout the province for continued leveraging of resources to achieve strategic goals.
- **Strategic Goal 5:** To identify and facilitate a regional labour force strategy in response to and in anticipation of current and future growth in labour needs in the Tri-Council region.
- **Strategic Goal 6:** To increase capacity for tourism through marketing materials and infrastructure investments to enhance current regional amenities for future generations.

### Tides of Change: A model joint economic development strategy

The strategy includes a detailed summary of the planning process, current economic conditions on the island and the partners' commitment to implementation and monitoring. To download the complete plan see *Appendix A: Resources*.

Vision	Through coordinated investment, promotion and development, Cormorant Island will build on the existing economy, culture, history and infrastructure by leveraging resource-based, value-added opportunities, seasonal tourism and marine commerce.	
Objectives	1. Attract new business. 2. Create good jobs. 3. Increase the number of entrepreneurs and managers (skills, resources, etc.).	4. Diversify the economy. 5. Attract and retain residents (build permanent economic base). 6. Increase personal self-sufficiency.
Action categories	1. Harbour development (core focus) 2. Business support and entrepreneurship 3. Quality of life	4. Downtown revitalization 5. Tourism

## Chapter 3: A guide to joint First Nations-municipal CED



“

**Before you start talking to your neighbours, you think you're kind of in your own world trying to solve problems quite different from your neighbours.**

**And you find that even though we have different forms of government logistically, we have very much the same concerns. We have very much at the end of the day the same interests: To have a sustainable community, to have a community that's a great place to live for citizens of all ages and to have a community that's going to provide for our children's children down the future in a positive way.**

Mayor John Van Laerhoven, District of Kent, BC

”

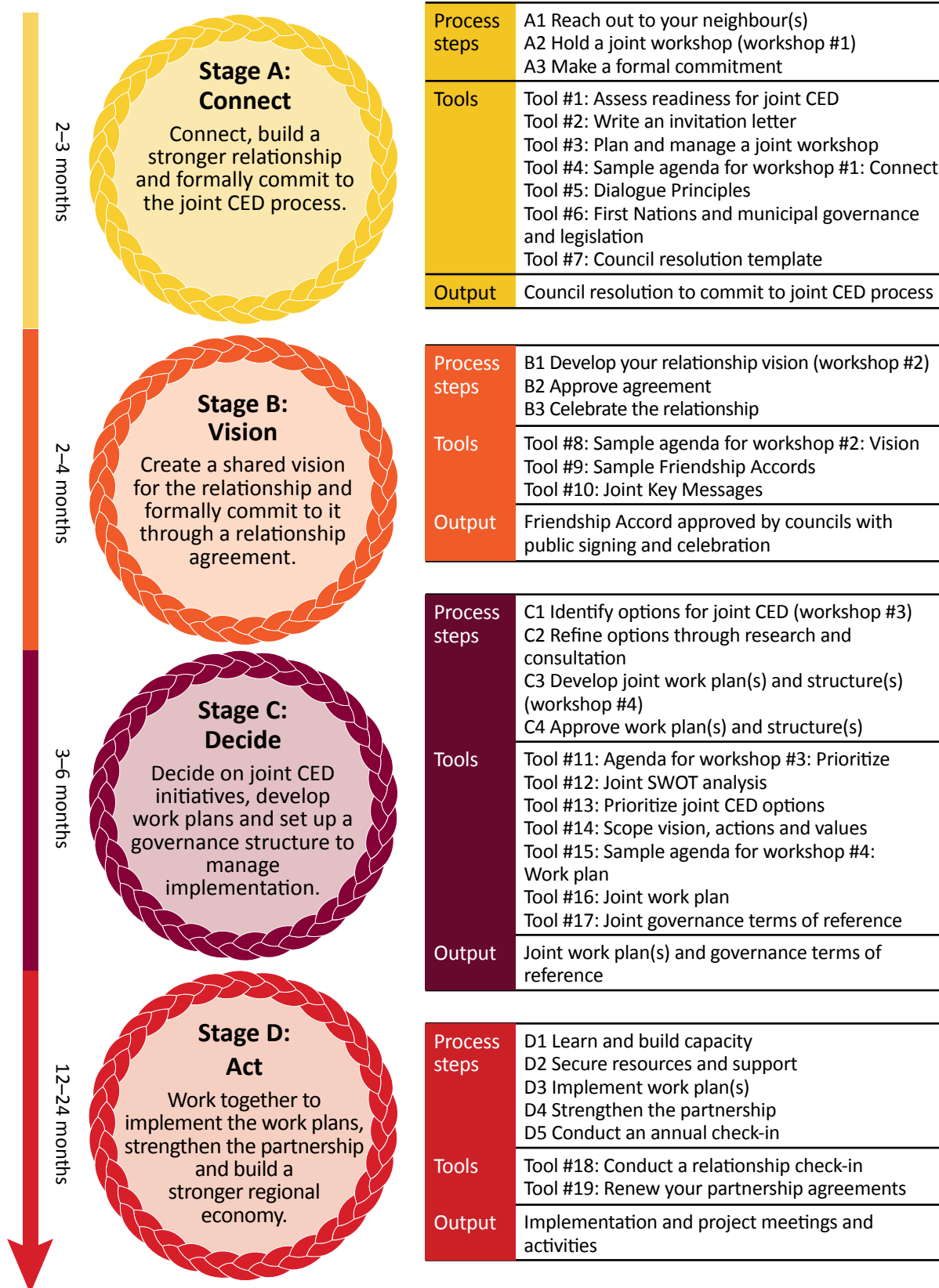


**This chapter presents a detailed, step-by-step explanation on preparing for and moving through the four stages of joint CED. It ends with tips for sustaining and strengthening the relationship.**

The following diagram shows the four stages and outlines the process, steps, tools and outputs for each stage.

The whole process takes two to three years to complete, depending on the maturity the partners' relationship and their level of commitment. Please note that:

- 1) The process is a guideline only: Each community should tailor it to meet their resources and unique needs.
- 2) The process outlined here assumes that communities do not have an existing relationship with their neighbour(s). If your communities already have strong relationships in place, you should adapt each stage as needed.



## Get ready

This section presents an overview of how each community needs to prepare for the joint CED process: Establish an internal team, learn about their neighbours' history and culture and assess their readiness for the process.

### 1) Create an internal CED champions group

Joint First Nations-municipal CED processes are usually initiated by one community. As it is a government-to-government process, it requires that elected officials and senior management teams from each community support it and participate.

The first step is to identify and bring together an internal CED champions group that is interested in learning about and initiating the joint process. Each community will have its own internal CED champions group. Each community team should include:

- **Senior champions.** One elected official and one senior staff member agree to champion the process by engaging colleagues and hosting the initial joint meetings.
- **Coordinator.** This person is responsible for organizing internal CED champions group meetings and activities, guiding the overall process and acting as a main point of contact for the partners. In many cases, the coordinator will be the staff member responsible for leading economic development activities in the community. If your community does not have a staff person responsible for economic development, then you will need to identify who can play this role during the joint CED process. It is good to also identify a junior staff member or administrator who can support the coordinator by helping to organize meetings, take minutes, etc.
- **Other interested staff and council members.** You may also want to engage other staff and elected officials who have duties related to economic development and who are interested in exploring joint CED opportunities. This should include anyone who has an existing relationship with your neighbouring community.

Once you have your own team set up, your community will want to convene one or more meetings to explore the opportunities for joint CED, assess how ready you are to be part of the process and decide what needs to happen to secure a formal mandate. Having a formal mandate will allow you to reach out to your neighbours to set up a government-to-government meeting. Depending on your community this may require authorization from senior management, elected officials or both.



## 2) Learn about your neighbours' history and culture

Spend at least a half day learning about your neighbour(s) and the history of your relationship with them. This is most important if there are issues or tensions between the communities.

Begin your research by visiting your neighbour's website, reading *Appendix B: A guide to building strong First Nations-municipal relationships* and reviewing the timeline in *Appendix C: Key milestones in First Nations-Canada relations*.

Some information on First Nations communities, including a list of chiefs and councils, is available on *First Nation Profiles*, produced by INAC. Please refer to *Appendix A: Resources* for links to excellent documents and videos about the history and culture of First Nations in Canada.

*Your guide to municipal institutions in Canada* offers an overview of Canadian municipalities. It includes information on responsibilities by province or territory, how municipal taxation works, and decision making and democratic processes.

You may want to create a short profile for each neighbour, to share with your group members. Use the headings below to guide you:

- Name and website
- Names of current councillors and mayor, reeve or chief
- Name of current chief administrative officer or band manager
- Population, size (area in square kilometres) and location
- Summary of current plans and services provided
- Brief history and description. For a First Nations community, include the history and culture of the larger nation of which they are a part (such as Cree) and whether they have signed a treaty with Canada or not.

The box on the following page highlights some differences and similarities between municipalities and First Nations. For more details on culture, governance and decision-making structures, see *Tool #6: First Nations and municipal governance*

*and legislation* and *Appendix B: A guide to building strong First Nations-municipal relationships*. *Appendix A: Resources* also provides links to a number of excellent documents to learn more about the history and culture of First Nations in Canada.

## 3) Assess your community's readiness to participate in the process

Not all communities are ready to launch a joint CED process: It takes time, resources and political will. *Tool #1: Assess readiness for joint CED* will help you assess your community's readiness. You may wish to complete this when your internal CED champions group meets.

Readiness depends on your community being prepared to commit time and resources to this CED process. The first three stages (A to C) take 12–18 months and require each community to commit to:

1. Building a stronger relationship with their neighbours following the *Stronger Together* process.
2. Identifying two joint CED champions from each community (one elected official and one senior staff member) to champion the process and host the joint meetings, as well as a joint CED coordinator to look after logistics and communications.
3. Having the joint CED champions from each community meet monthly or every two months (by phone or in person) during the first three stages to organize the joint workshops.
4. Organizing and participating in four 1.5-day joint workshops. Elected officials, senior administration and economic development staff from each community should attend each workshop.
5. Providing any in-kind or financial resources required to hold the meetings (such as travel, meeting space, catering and facilitation costs).

Completing *Stage D: Act* involves implementing the joint work plan and takes an extra 12–24 months, depending on what the communities are trying to do. The resources needed in this stage vary by community and are determined at the end of *Stage C: Decide*.



## FIRST NATIONS-MUNICIPAL DIFFERENCES AND SIMILARITIES

First Nations and municipalities share many of the same challenges and priorities. However, they operate under different laws and may have different approaches to community economic development. Taking advantage of these differences can open up new opportunities for both to realize their shared goals. See *Tool #6: First Nations and municipal governance and legislation* and *Appendix B: A guide to building strong First Nations-municipal relationships* for more information and a detailed comparison of First Nations and municipal governance and decision-making structures.

	First Nations	Municipalities
<b>Jurisdiction</b>	<p>Most First Nations communities operate under the Indian Act, as administered by INAC, as well as under a Treaty that applies to a certain region.</p> <p>Some First Nations have had their inherent rights to self-government and self-determination recognized by the federal government under a modern comprehensive or self-government agreement.</p>	<p>Municipalities operate under legal authority granted to them by a province or territory.</p> <p>They are also subject to Treaties as administered by the federal government.</p>
<b>Governance</b>	<p>First Nations operating under the Indian Act are led by an elected chief and councillors. Some First Nations operate under traditional governance structures.</p>	<p>Municipalities are governed by an elected mayor or reeve, and councillors.</p>
<b>Funding</b>	<p>First Nations receive funding from the federal government; this may be supplemented with revenues from band-owned properties or businesses and other sources such as property taxes, user fees and payments from resource development companies.</p>	<p>Municipalities rely mostly on property taxes; sale of properties, goods or services and federal or provincial funding.</p>
<b>Services</b>	<p>First Nations must provide all local government services, such as emergency services, infrastructure services, child-care, garbage collection, etc. They are also responsible for many services provided by the province for non-First Nations people.</p>	<p>Municipalities are responsible for local government services, such as emergency services, infrastructure services, child-care, garbage collection, etc.</p>
<b>Economic Development</b>	<p>Many First Nations have a committee on economic development and some have dedicated economic development staff.</p> <p>First Nations will often have an Economic Development Corporation (EDC) that is separate from the council and operates band-owned businesses.</p>	<p>Many municipalities have a committee on economic development and some have dedicated economic development staff.</p> <p>Some municipalities have created EDCs but they are usually not involved in owning or operating businesses.</p>



## Stage A: Connect

In this stage the communities reach out to each other, meet in person and then formally commit to the process.

This stage includes three recommended process steps including one workshop. It may take two to three months to complete.

### A1 Reach out to your neighbours

Engage neighbouring communities in formal and informal ways to explore joint CED.

### A2 Hold joint workshop (workshop #1)

Organize one or more workshops to:

- Learn more about each other's history, culture, governance and economic development priorities.
- Explore the potential for collaborating on joint CED.
- Decide how to continue with the joint First Nations-municipal CED process.

### A3 Make a formal commitment

Pass council resolutions to formally commit to launching a joint CED process.

## A1 Reach out to your neighbour(s)

Respectfully connect with neighbouring communities to explore launching a joint CED process.

Activities in this step are:

### 1. Reach out to your contacts.

Reaching out to your neighbours is the first step in forging a long-term relationship. It is important to make a good first impression. Some communities may have existing relationships, whereas others may be engaging their neighbours for the first time. A checklist for building a positive relationship appears in *Appendix B: A guide to building strong First Nations-municipal relationships*.

If members of your joint CED champions group already have a personal connection, then an informal approach such as a phone call, email or relaxed meeting over coffee is the best way to start. Ask your contact to help you identify who to engage when making a formal government-to-government connection and what etiquette to follow. Following proper etiquette is important when meeting with a

chief or elder, so be sure to ask if you have not had such a meeting or are unsure of how to proceed.

### 2. Send a formal invitation.

Reach out government-to-government in the same way you would communicate with other levels of government. A formal letter of intent addressed to the mayor or chief is an important step in this process. See *Tool #2: Write an invitation letter* for guidance.

Outline why your community wants to build a stronger relationship and request a casual meeting (within a month) to get to know each other better. Be sure to share the *Stronger Together Toolkit* and identify a contact person.

### 3. Follow up.

If you do not receive a response to your letter, be patient. The cultures and priorities of band and municipal administrators can be very different, and no response may not mean a lack of interest. Be sure to follow up with a phone call or an in-person meeting.



#### 4. Meet.

Depending on the existing relationship, your first meeting with your neighbour(s) could be a casual social event (such as breakfast or lunch) or a more formal meeting (such as a joint council session). It is important to move at the pace that is right for your community and to take the time to build a trusting and comfortable relationship.

During this meeting be sure to share the *Stronger Together Toolkit* and explain the joint First Nations-municipal CED process. If they are interested, suggest that they complete the *Get ready* section starting on page 299.

#### A 2 Hold a joint workshop (workshop #1)

Meet with your neighbour(s) to explore your mutual interest in joint First Nations-municipal CED and decide if each community is ready to commit to the process. This could take one or more meetings depending on the state of the relationship.

The CEDI program suggests that communities complete this step by holding a 1.5-day joint workshop that begins with an evening session, followed by a full-day meeting. However, the workshop design can be changed to suit your needs or split into multiple workshops as needed.

*Tool #4: Sample agenda for workshop #1: Connect* provides a sample design for the workshop and includes all the tools, activities and details an experienced facilitator will need for the session. Work with your neighbours to make the objectives and agenda work for you, using *Tool #3: Plan and manage a joint workshop* to help you.

## INFORMAL MEETINGS STRENGTHEN A RELATIONSHIP

Visiting your partners informally helps establish a relationship. Attend your partner's next community or cultural event or ask for a guided tour of the community. At this early stage in your relationship it is important to follow through on any commitments you make to your neighbours, including attending events, in order to build trust.

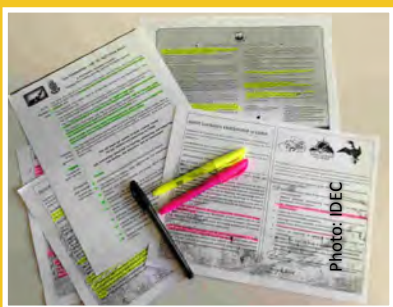
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**My experience is it takes time, patience and resilience to build successful partnerships; as municipalities we have a lot to offer and more to receive.**

Vicki Blanchard,  
Economic Development Manager,  
Municipality of Sioux Lookout, ON

”

## SHARING HISTORY BUILDS A STRONGER RELATIONSHIP



A highlight of a relationship-building workshop among the CEDI partners in Ontario was A History of Lac Seul, a moving and powerful slide presentation set to music. It told how the land was flooded, described the impact of residential schools and set out how these events have affected both the people and the community. The slide show also highlighted the community's accomplishments. Those who saw it were visibly moved and found the history lesson to be valuable to their work together.

During this workshop participants will:

1. Build stronger relationships through icebreakers, partner introductions and the evening meeting and social.
2. Learn about the joint CED process and its potential benefits.
3. Share each community's history and vision for the future through a timelines activity.
4. Share each community's approach to planning and decision making and reflect on similarities, differences and opportunities.
5. Identify potential areas or themes for collaborating on economic development.
6. Decide on next steps and develop a draft council resolution to commit to the joint process.

Prepare for the meeting based on the facilitator's instructions in *Tool #4: Sample agenda for workshop #1: Connect* and the advice in *Tool #3: Plan and manage a joint workshop*.

Specific recommendations for workshop #1 are:

- If possible, prepare a document or presentation on your community to share at the meeting. Provide summaries of relevant documents, such as community land use, economic development and strategic plans.
- Ask participants to review the *Stronger Together Toolkit*, and to read *Appendix B: A guide to building strong First Nations-municipal relationships* to learn about their neighbours before the first joint meeting.

After the meeting, create and circulate a meeting summary based on the guidance in *Tool #4: Sample agenda for workshop #1: Connect*. Have this summary approved by the joint CED champions from each community. When it is approved, share it with your respective councils.

## OVERVIEW • WORKSHOP #1: CONNECT

### Purpose

The goals of this workshop are to get to know each other better, share information about each community, learn about the joint First Nations-municipal CED process and decide if each community is ready to commit to the process.

### Tools to assist you

- Tool #4: Sample agenda for workshop #1: Connect
- Tool #3: Plan and manage a joint workshop
- Tool #5: Dialogue Principles
- Tool #6: First Nations and municipal governance and legislation
- Tool #7: Council resolution

### Who should participate?

The internal CED champions group from each community, along with as many council members from each community as possible, should participate.

Having elected officials at the workshop will create buy-in and support for the relationship. Encourage those who cannot attend the full-day workshop to attend the evening session. Council and staff could also join during lunch or for the wrap-up and closing.

Most CEDI communities did not engage with other regional leaders and organizations or the media until after the workshop.

Be sure to include details on:

- Expected benefits of the relationship and why these benefits could not be achieved by acting alone.
- Expected commitment in terms of elected official and staff time.
- Key messages and decisions from the joint meetings, including agreed-upon next steps.
- Suggestions for other neighbouring municipalities or First Nations that could be invited to attend future joint meetings.



Photo: CEDI

“  
The historical timeline exercise and conversation was hugely useful. I've learned more things in this one afternoon than I have in many years of being neighbours. I didn't know what I didn't know!

Nicole Rochon,  
Mayor, Town of Témiscaming, QC

”

### A3 Make a formal commitment

Report back to each community's council and staff members on the outcomes of the meeting and ask them to commit to continue with the joint CED process.

Activities in this step are:

#### 1. Report back and engage council and staff.

Report back to each community's council and staff on outcomes of the meeting by sharing workshop #1's meeting summary. If possible, invite the council and staff of partner communities to participate in each other's session so they can meet their counterparts.

#### 2. Pass a council resolution to continue the joint CED process.

Each community should pass a formal council resolution that includes a commitment of the resources required to support the process see [\*Tool #7: Council resolution template\*](#).

A council resolution achieves four goals. It:

- Shows your partner and the public that you are committed.
- Engages all your council members in the relationship.
- Signals to staff that the relationship is a priority and provides reasons for allocating the necessary resources.
- Helps maintain momentum for the relationship even when staff or election turnover occurs.

## STORIES FROM THE FIELD



Photo: Malécites du Madawaska

Every community and region has its own unique needs, priorities and opportunities. The stories and quotes below highlight the different reasons why the CEDI communities became involved in the program and how they have benefited.

### From co-existing to joint promotion

When they applied to CEDI, Town of Témiscaming, QC, described its relationship with neighbouring Eagle Village First Nation as, “We live next door to one another yet don’t necessarily know each other – we co-exist.” Mayor Nicole Rochon and Chief Madeleine Paul met formally for the first time during the first CEDI relationship building workshop in September 2013. A year later, the partnership had grown to include Municipality of Kipawa and the neighbours had signed a Friendship Accord, celebrated National Aboriginal Day together for the first time and were working on a joint tourism promotion and marketing strategy.

### From crisis to opportunity

Following devastating wildfires in 2011 that affected the lives and livelihoods of everyone in the region, Sawridge First Nation, Town of Slave Lake and Municipal District of Lesser Slave River received \$64 million in disaster funding from the Alberta government. They formed a tri-council to jointly allocate the funding and created an Economic Development Committee with a regional Economic Development Office to manage the projects. The three communities decided to apply to the CEDI program to further develop their partnership. Since then, they have signed a Friendship Accord, developed a joint communication policy and are now developing a regional tourism strategy that includes a focus on First Nations tourism in the region.

### From competition to collaboration

Despite a long-standing and productive government-to-government relationship, tensions were growing within the business community in City of Edmundston, NB due to perceived competition from Madawaska Maliseet First Nation’s new commercial development, the Grey Rock Power Centre. During their first joint workshop, participants addressed the issue and decided to focus on creating a regional shopping hub that would bring more businesses to both communities.

The chief, mayor, councillors and staff created a vision of building a better, brighter future together, guided by the idea: “We are not dividing up a small pie into smaller pieces, but instead we are creating a bigger pie together.” This involved seeing themselves as the gateway to the Atlantic and strategizing together on how to retain, promote and attract business to the region.

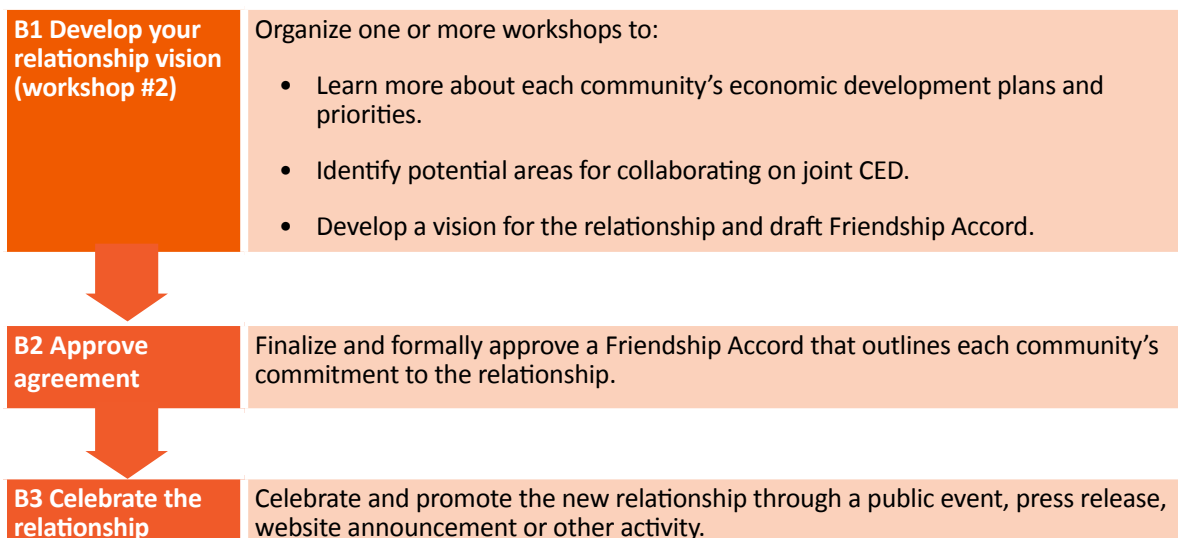


## Stage B: Vision

In this stage, each community develops and commits to a long-term vision for their relationship (a Friendship Accord). This begins during a full-day workshop, followed by a formal signing ceremony and event.

**Note:** If your communities already have an agreement in place, you may choose to proceed directly to *Stage C: Decide*. However, you should review this section and the stories from the CEDI communities to determine whether the time is right to renew or celebrate your agreement.

This stage includes three recommended process steps including one workshop. It may take two to four months to complete.



### B1 Develop your relationship vision (workshop #2)

Meet with your neighbour(s) to identify shared priorities for CED and develop a vision for your relationship.

CEDI suggests that communities complete this step by holding a 1.5-day joint workshop that begins with an evening session, followed by a full-day meeting. However, the workshop design can be changed to suit your needs, or split into multiple workshops as needed.

*Tool #8: Sample agenda for workshop #2: Vision* provides a sample design for the workshop and includes all of the tools, activities and details an experienced facilitator will need for the session. Work with your neighbour to make the objectives and agenda work for you and use *Tool #3: Plan and manage a joint workshop* to help you.

During this workshop participants will:

1. Review the historical and future timelines that each community created during workshop #1. Focus on sharing the most important economic development events or initiatives from the past five years.
2. Share each community's planning priorities and documents (such as official community plans, economic development plans, etc.) and identify shared priorities and opportunities for collaborating on CED.
3. Complete a creative visioning exercise for the future of the relationship by imagining possible newspaper headlines five years from now that reflect successful collaboration
4. Create a draft Friendship Accord that will serve as a public declaration of the relationship.

## OVERVIEW • WORKSHOP #2: VISION

### Purpose

The goals of this joint workshop are to share each community's plans and priorities, identify a set of high-level opportunities for collaborating on CED and develop a draft vision and relationship agreement.

### Tools to assist you

- Tool #8: Sample agenda for workshop #2: Vision
- Tool #3: Plan and manage a joint workshop
- Tool #5: Dialogue Principles
- Tool #9: Sample Friendship Accord
- Tool #10: Joint key messages

### Who should participate?

The internal CED champions group from each community, along with as many council members from each community as possible, should participate.

As with workshop #1, having elected officials at the workshop will create buy-in and support for the relationship. Encourage those who cannot attend the full-day workshop to attend the evening session. Council and staff could also join during lunch or for the wrap-up and closing.

Some CEDI communities found it helpful to start engaging with regional leaders and organizations (such as potential funders) and the media at this stage. Ideas include issuing joint communications (such as press releases) and inviting external participants to join part of their meeting (such as lunch).

5. Develop a coordinated approach and key messages to communicate with other community members, stakeholders and the media.
6. Identify next steps, including setting up a small project team to finalize the Friendship Accord and have it formally approved by each community.

Prepare for the meeting based on the facilitator's instructions, *Tool #8: Sample agenda for workshop #2: Vision* and the advice in *Tool #3: Plan and manage a joint workshop*. Specific recommendations for workshop #2 are:

- Share relevant documents (such as official community plans, economic development plans, etc.) with your neighbour(s).
- Ask each community to come prepared to describe their community's economic

development priorities and planning processes.

After the meeting, create and circulate a meeting summary based on the guidance in *Tool #8: Sample agenda for workshop #2: Vision*. Have this summary approved by the joint CED champions from each community. When it is approved, share it with your respective councils.

Be sure to include details on:

- Messages and decisions from the joint meeting, including agreed-upon next steps.
- Draft processes and timelines for approving the relationship agreement.
- Ideas for communicating and celebrating the agreement through a joint event or activity (see *B3 Celebrate the relationship* on next page).



## B2 Approve relationship agreement

Report back to each community's council and staff on the meeting outcomes and then finalize and approve the relationship agreement.

Activities in this step are:

### 1. Report back to and engage council and staff.

Report back to each community's council and administration on the meeting outcomes by sharing the workshop #2 meeting summary. If possible, invite the council and staff of partner communities to participate in each other's session so they can meet their counterparts.

### 2. Finalize the Friendship Accord.

Create a small project team with representatives from each community to complete the Friendship Accord. Some communities may need a full group or project team meeting to finalize the document so it is ready for council approval.

### 3. Formally approve the documents.

Each community should pass a council resolution to formally approve and adopt the Friendship Accord. Then, we recommend that communities hold an event to celebrate the relationship.

## B3 Celebrate the relationship

Celebrate the relationship with a public announcement and signing of the Friendship Accord.

Activities in this step include:

### 1. Decide how and when to celebrate the relationship.

The decision to create a community-to-community relationship creates momentum within both communities as well as with other levels of government, the business community and potential investors. All of this can lead to new opportunities and synergies. Plan to celebrate in a way that works for you and your partners. You may issue a joint press release, celebrate with a joint signing at a community event, or both!

Most CEDI communities chose to sign and celebrate their agreement during an existing, high-profile community event. See the next page for tips for planning your celebration and *Stories from the field* on page 41 for examples of how CEDI communities have celebrated their Friendship Accords.

### 2. Promote, deliver and document the event.

Work with your neighbour(s) to decide who to invite and develop a communications plan for the event. See [\*Tool #10: Joint key messages\*](#). Be sure to take photos and share them online with colleagues and with the public.

“

**I think that I can safely say that the signing of the Friendship Accord was one of the proudest moments of my political life. I was very honoured to be walking up to the stage alongside the chief and reeve.**

Alan McLauchlan,  
Former Mayor, Town of The Pas, MB

”

## TIPS FOR PLANNING YOUR JOINT CELEBRATION



- Add the signing event to a high-profile community or cultural event that community members and media will already be attending. For example, the CEDI communities in Quebec chose to sign their agreement during National Aboriginal Day in June. This was the first time the neighbours spent this day together on-reserve. The celebration included cultural learning activities and a community feast. CEDI communities in Ontario signed during a Treaty Days event and included a canoe race between the mayor and chief.
- Involve everyone who has been a part of the partnership in planning for and promoting the event.
- Issue an invitation to the wider community and encourage council members and staff to invite people directly.
- Invite the councils and staff from both communities to attend the signing ceremony, along with their families.
- Have leaders sign multiple copies of the Friendship Accord so each community can post it in public places, such as band and municipal offices, community centres, hockey rinks and health centres. For example, the CEDI communities in Alberta signed four copies, one for each of the communities and one for the Legacy Centre, a joint community space they were planning to create.
- Translate the Friendship Accord into multiple languages so that all in the community can read it. The New Brunswick partnership's Friendship Accord is available in English, French and Maliseet.



## STORIES FROM THE FIELD



The CEDI stories below show how different partner communities developed, signed and celebrated a Friendship Accord.

### Growing a new relationship

Madawaska Maliseet First Nation and City of Edmundston in New Brunswick drafted a Friendship Accord after two successful CEDI workshops. They held a signing ceremony on October 25, 2014, that was attended by the minister for INAC, the president of FCM, and the vice-president of Cando.

During the signing ceremony, the Madawaska Maliseet First Nation presented wampum belts to Edmundston, and Edmundston gifted a piece of art in return. The Friendship Accord was presented in English, French and Maliseet. A tree was planted on the border of the two communities to mark the signing and serve as a symbol of how their partnership will grow over time.

### Strengthening an existing partnership

Sawridge First Nation, Town of Slave Lake and Municipal District of Lesser Slave River in Alberta already had a tri-council governance protocol in place when they joined the CEDI program. However, they chose to create a Friendship Accord to strengthen their relationship.

They signed the formal Friendship Accord at the third annual Honouring the Fire Round Dance. This was the first time that the district and town participated in the event; the mayor and reeve brought their families and invited other community members to be part of the traditional Cree Round Dance with their Sawridge neighbours. The event allowed the three leaders to showcase their collaboration in front of a larger audience, which included neighbouring First Nations who reported being inspired by what they saw.

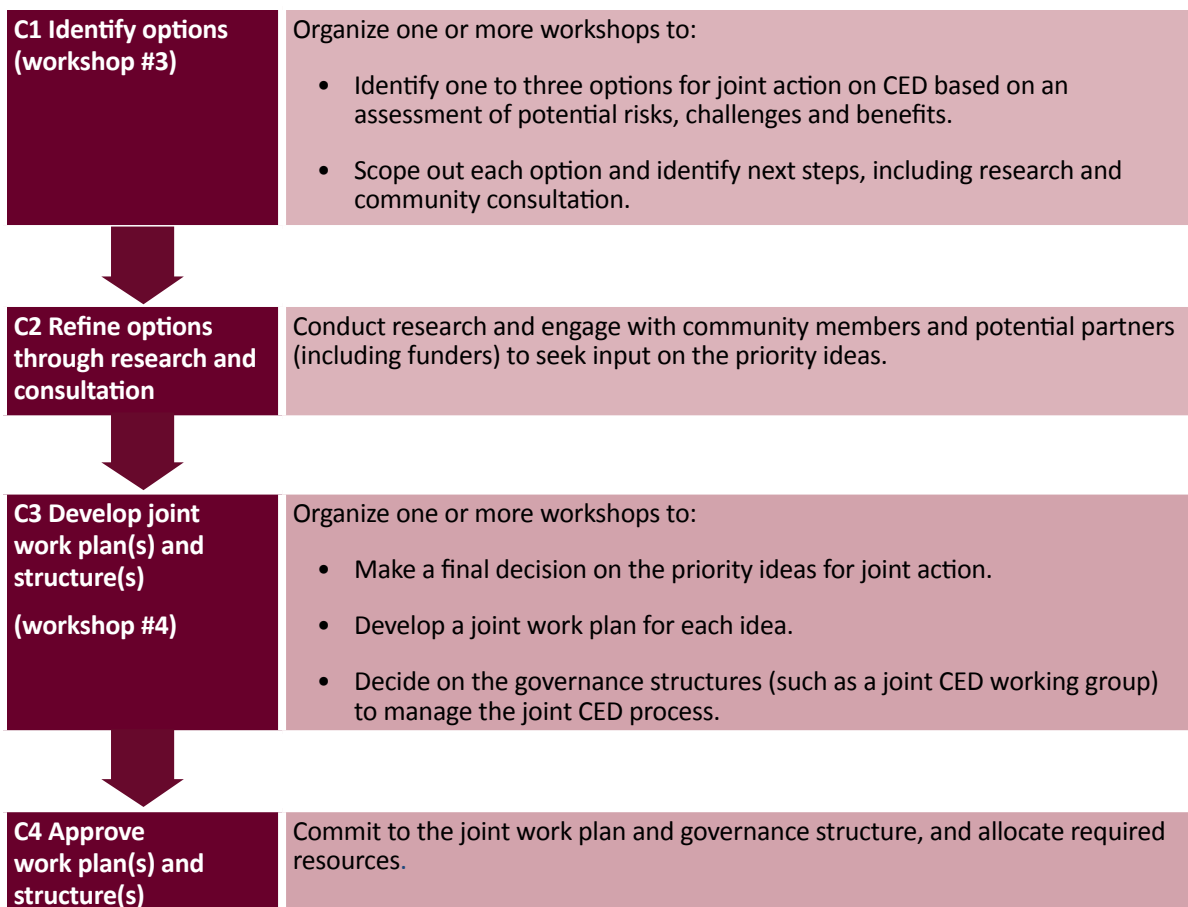
Reflecting on the event, Lesser Slave Lake River Reeve Murray Kerik said, "Not only have we worked together well as colleagues, but we have also become wonderful friends in the process."



## Stage C: Decide

In this stage the communities identify up to three joint First Nation-municipal CED initiatives to work on together and then develop and commit to a work plan and governance structure for each initiative. As part of this process, the communities engage community members and potential partners to ask for their input and support.

This stage involves four recommended process steps and includes two workshops. It may take three to six months to complete.



### C1 Identify options for joint CED (workshop #3)

Meet with your neighbour(s) to review and prioritize the opportunities for joint CED identified in workshop #2. After this step, the partners should have a short list of the most promising options and a plan to refine each option through research and community engagement.

CEDI suggests that communities complete this step by holding a 1.5-day joint workshop that begins

with an evening session, followed by a full-day meeting. However, the workshop design can be changed to suit your needs or split into multiple workshops as needed.

*Tool #11: Sample agenda for workshop #3: Prioritize* provides a sample design for the workshop and includes all of the tools, activities and details an experienced facilitator will need for the session. Work with your neighbour to make the objectives and agenda work for you, using *Tool #3: Plan and manage a joint workshop* as a guide.

## OVERVIEW • WORKSHOP #3: PRIORITIZE

### Purpose

The goals of this workshop are to assess the opportunities for collaborating on CED identified in *workshop #2: Vision*, develop a short list of the most promising options, and identify how to refine each option through additional research and community engagement.

### Tools to assist you

- Tool #11: Sample agenda for workshop #3: Prioritize
- Tool #3: Plan and manage a joint workshop
- Tool #5: Dialogue Principles
- Tool #12: Joint SWOT analysis
- Tool #13: Prioritize joint CED options
- Tool #14: Scope vision, actions and values

### Who should participate?

The internal CED champions group from each community, along with as many council members as possible from each community, should participate.

Engage potential funders and partners (such as local businesses, government agencies and financial institutions) as well as people from the communities (such as youth leaders and Elders) at this stage. They can help identify priorities and scope out potential actions and work plans.

Consider who you want to be in the room (staff, businesses etc.) to help identify, assess and support your joint economic development priorities. Invite them to all or just part of the workshop (such as lunch, dinner or an afternoon) for a briefing.

During this workshop participants will:

1. Share information and updates from each community.
2. Review and update the opportunities for joint CED identified during *workshop #2: Vision*.
3. Complete an assessment of each opportunity using a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis.
4. Select a short list of options to explore further.
5. Develop a coordinated approach and key messages to share with other community members, stakeholders and the media.
6. Identify how to refine the options and engage with the community and stakeholders, including setting up project teams (as needed) to continue analyzing each short-listed option.

Prepare for the meeting based on the facilitator's instructions in *Tool #11: Sample agenda for workshop #3: Prioritize* and the advice in *Tool #3: Plan and manage a joint workshop*.

Be sure to share the meeting summary from workshop #2 before workshop #3. Ask the leaders of each community to come prepared to describe any current or past work on each priority for collaboration and to share any plans or documents that apply to the topic.

After the meeting, create and circulate a meeting summary based on the guidance in *Tool #11: Sample agenda for workshop #3: Prioritize*. Have this summary approved by the joint CED champions from each community. When it is approved, share it with your respective councils.

Be sure to include details on:

- Messages and decisions from the joint meeting, including agreed-upon next steps.
- The SWOT analysis and ways to prioritize and scope each opportunity for collaboration.
- The process and timelines for engaging community members, potential partners and other stakeholders (as needed).

## C2 Refine options through research and consultation

Conduct research and ask community members, businesses, funders and other organizations for their input.

Activities in this step are to:

### 1. Update community councils.

Present each community's council with the short-listed options to gather their input, answer their questions and gain their support. Outline how the group decided on the short list, and then describe the expected benefits and how the list aligns with existing council priorities and activities. It is best if partners present to each council together.

### 2. Research each priority initiative and consult community members and stakeholders.

Create a small project team with representatives from both communities to work on scoping out each priority initiative from workshop #3. Some communities may need to have more community or stakeholder consultations, as well as full group or project team meetings, to complete this work.

Activities during this step could include:

- Research on market conditions or best practices.
- Review of relevant existing plans and policies from each community.
- Joint media engagement and communications.
- Engagement with potential partners and funders.
- Engagement with community members and leaders.

CEDI has found a lot of variation in when, how and why different communities engage with their community members and how their input is used. Some communities may want to do extensive consultation on their preliminary ideas for joint CED, while others prefer to wait to go to community members with a fuller plan.

This is why it is important for partners to plan their engagement activities together and share their common practices, discuss differences and seek agreement on the best way forward. Resources on community consultation are available in [\*Appendix A: Resources\*](#).

## CHOOSING A PROJECT THAT TURNS WEAKNESSES INTO STRENGTHS

During their workshop, the Ontario partnership of Kitchenuhmaykoosib Inninuwug, Sioux Lookout and Lac Seul First Nation, identified three shared priorities and then chose developing an RDC as their focus.

The RDC has significant strategic value because remote communities in the region struggle with high food costs, limited access to fresh and nutritious food, and related health problems. This is certainly true for KI, which lies more than 400 km north of the other two communities and is unreachable by road for most of the year.

At first, KI's remoteness posed a challenge to the partnership. But they were able to turn this weakness into a strength by capitalizing on KI's knowledge of the logistics and needs of northern fly-in First Nation communities (the main consumers for the RDC). The other two partners also bring assets to the project: Sioux Lookout has staff with business development experience and owns an empty warehouse at the airport, while Lac Seul First Nation has a training centre and a labour force that can manage and run the RDC.

## CONSULTING THE COMMUNITY TOGETHER

Eagle Village First Nation, Municipality of Kipawa and Town of Témiscaming, QC each had different opinions on when, how and why to consult community members about their joint tourism strategy idea. Some municipal councillors thought they should wait until the strategy was finished, whereas their First Nations partners explained that they wanted guidance from the community on how to proceed.

Together they came up with a third way: a joint consultation. The partners shared some of the initial joint tourism ideas they had come up with and left it open for community members to validate the ideas and add their input. This approach respected and brought together both approaches and was a great success. More than 80 community members, business leaders and other stakeholders participated in the spaghetti supper and joint consultation.



Two good ways for learning about best practices are joint study tours and peer mentors. A peer mentor is an experienced community staff member, elected official or expert who volunteers to provide advice and support. To learn more about these two options, see page 48 in *Stage D: Act*. For more guidance on joint communications, see [Tool #10: Joint key messages](#).

### C3 Develop joint work plans and structures (workshop #4)

Meet with your neighbour(s) to decide on joint CED initiatives and agree on a governance structure (such as a joint CED working group) to manage and

implement the process. At the end of this step the partners will have a high-level work plan for each joint CED initiative, a draft terms of reference for their governance structure and a set of next steps for implementation.

CEDI suggests that communities complete this step by holding a 1.5-day joint workshop that begins with an evening session, followed by a full-day meeting. However, the workshop design can be changed to suit your needs or split into multiple workshops as needed.

*Tool #15: Sample agenda for workshop #4: Work plan* provides a sample design for the workshop and includes all the tools, activities and details an experienced facilitator will need for the session. Work with your neighbour to make the objectives and agenda work for you, using *Tool #3: Plan and manage a joint workshop* as a guide.

During this workshop participants will:

1. Review the short-listed joint CED options identified in workshop #3 and share any updates from the scoping and engagement activities.
2. Decide on one to three joint CED initiatives to pursue, and develop a work plan for each initiative.
3. Decide on a joint governance structure (such as joint CED working group) to manage the work and develop a draft terms of reference.
4. Agree on a timeline and process for next steps, including sharing key messages and engaging with their communities.

Prepare for the meeting based on the facilitator's instructions in *Tool #15: Sample agenda for workshop #4: Work plan* and the advice in *Tool #3: Plan and manage a joint workshop*.

Recommendations for workshop #4 are:

- Share the meeting summary from workshop #3 and *Tool #17: Joint governance terms of reference* with participants and ask them to review it before the session.
- Ask the champions from each community to come prepared to share the results of the consultation and analysis they conducted in *Step C2 Refine options through research and consultation*.

- After the meeting, create and circulate a meeting summary based on the guidance in *Tool #15: Sample agenda for workshop #4: Work plan*. Have this summary approved by the joint CED champions from each community. When it is approved, share it with your respective councils.

Be sure to include details on:

- Messages and decisions from the joint meeting, including agreed-upon next steps.
- Work plans for each of the priority initiatives.
- The proposed governance structure and joint terms of reference.

## C4 Approve work plan(s) and structure

Report back to each community's council and staff on the outcomes of the meeting and then finalize and approve the work plan(s) and terms of reference.

Activities in this step are to:

### 1. Report back and engage your council and staff.

Report back to your council on the meeting outcomes and circulate the meeting reports for workshops #3 and #4. If possible, invite leadership from your neighbouring community to present alongside your team, so that your council and staff

may meet them and ask questions directly.

### 2. Finalize the work plan and the joint CED working group terms of reference.

Create a small project team with representatives from both communities to complete the work plans for each priority initiative. Some communities may need to do more community or stakeholder consultations. They may also need full group or project team meetings to finalize the document so it is ready for council approval.

A separate team led by each community's champions should complete the joint CED working group terms of reference.

### 3. Engage community members and stakeholders.

CEDI has found a lot of variation in when, how and why different communities engage with their community members and how this input is used. Some communities may want or need more consultations at this stage of the process.

See *Step C2 Refine options through research and consultation* for suggestions on engagement.

### 4. Formally approve the documents.

Each community should pass a council resolution that approves and adopts their joint work plans and terms of reference.

## OVERVIEW • WORKSHOP #4: WORK PLAN

### Purpose

The goals of this workshop are to decide on one to three joint CED initiatives to act on, develop a work plan for each initiative and develop draft terms of reference for a governance structure (such as a joint CED working group) to manage the implementation process.

### Tools to assist you

- Tool #15: Sample agenda for workshop #4: Work plan
- Tool #3: Plan and manage a joint workshop
- Tool #5: Dialogue Principles
- Tool #16: Joint work plan
- Tool #17: Joint governance terms of reference

### Who should participate?

This workshop will involve most of the same participants as workshop #3.



## STORIES FROM THE FIELD

The CEDI communities followed different paths to identify potential areas for collaboration and select a specific joint CED initiative. For many, these processes evolved over time and overlapped with Stage B and Stage D activities.

At one end of the spectrum, the Ontario partners identified three possible areas and then immediately reached consensus on the Regional Distribution Centre (RDC) as the best choice, without much need for analysis or discussion. The project then moved quickly, thanks to the concentrated energies of the three communities.

On the other hand, the New Brunswick partnership explored five ideas over seven months before choosing both a short-term project and a long-term plan. By investigating and consulting on all five areas at the same time, the partners were able to achieve a number of wins in a short time.

Meanwhile, the Quebec partners identified joint tourism promotion as a priority early on but had to do extensive research before they could decide on their approach. This included recruiting a peer mentor, going on two study tours, holding a joint community consultation and holding monthly meetings of the joint CEDI champions group to keep momentum going.

In all three examples, the partners kept momentum high and achieved results by setting clear priorities, meeting regularly, maintaining strong communication and following through on their commitments.

### A timeline for three CEDI partnerships

Ontario partners	New Brunswick partners	Quebec partners
Lac Seul First Nation, Kitchenuhmaykoosib Inninuwug and Sioux Lookout	Madawaska Maliseet First Nation and City of Edmundston	Eagle Village First Nation, Town of Témiscaming and Municipality of Kipawa
<b>Nov. 2013:</b> Workshop. Identified five opportunities for joint CED, none of which was chosen as final project.	<b>Nov. 2013:</b> Workshop. Identified three opportunities for joint CED, all of which related to the final projects.	<b>Sept. 2013:</b> Workshop. Identified three opportunities for joint CED, all related to tourism development.
<b>Apr. 2014:</b> Workshop. Developed short list of three options. Then selected Regional Distribution Centre (RDC) for food as the final choice. Drafted terms of reference for a joint CED working group and a technical working team, and decided to apply for funding jointly.	<b>Feb. 2014:</b> Workshop. Developed short list of five new options to explore, many of which related to the final projects.	<b>Jan. 2014:</b> Workshop. Selected <b>joint tourism strategy</b> as priority and welcomed Kipawa to the partnership. Created joint CED working group and related project team made up of each community's EDOs. Engaged Chamber of Commerce.
<b>May–Sept. 2014:</b> Developed joint funding proposals.	<b>March–Oct. 2014:</b> Follow-up activities. Held some joint events with Chamber of Commerce to share information.	<b>Feb.–Oct. 2014:</b> Conducted research. Engaged peer mentor to help three EDOs with strategic planning process. Organized two study tours. Finalized approach and strategic objectives.
<b>Oct.–Jan. 2015:</b> Secured funding for a project coordinator and feasibility study. Signed terms of reference for governance. Conducted research and met with stakeholders.	<b>Oct. 2014:</b> Workshop. Reviewed progress on five options and reflected on where to focus. Chose a <b>joint communication plan</b> as the short-term priority and a <b>business retention, promotion and attraction strategy</b> as the long-term priority. Decided to expand joint CED working group membership and meet monthly.	<b>Feb. 2015:</b> Held joint consultation with more than 80 community members, business owners and other stakeholders.
		<b>Apr. 2015:</b> Refined the strategic plan and created a regional committee to combine resources and help develop a joint tourism marketing strategy.



## Stage D: Act

In this stage, the communities implement their work plans and strengthen their local and regional economies. Each partnership will approach this stage in its own way, based on their priorities, governance structures and resources.

This stage involves five recommended areas of activity. It may take 12–24 months to complete, depending on the timeframe of the joint CED work plan(s) developed in *Stage C: Decide*.



Photo: Tim Brody, Sioux Lookout Bulletin

## D1 Learn and build capacity

Work together to collect information, conduct research and build the capacity of your team.

Accurate information is the basis for a successful CED project. Invest in learning as much as you can about your joint project and all the market conditions that apply, as well as success factors and best practices in that field. Ideas for collecting information and building capacity are provided below.

### 1. Strategies for collecting information

Strategy	Description
Market research and business case development	<p>Market research involves taking time to gather, analyze and interpret details on market conditions (including potential competitors), the service you wish to offer and the characteristics, spending habits, location and needs of potential customers.</p> <p>For example, as part of developing their joint marketing strategy to attract tourism, business and investments, the CEDI communities of Seabird Island and the District of Kent in BC hired a consultant to create a joint inventory of the area's economic and social infrastructure, develop community profiles and define target markets.</p>
Feasibility studies	A feasibility study assesses the technical and financial aspects of a project, as well as its environmental, social and economic impacts. For example, the CEDI communities in Ontario secured \$131,000 from FedNor and Northern Ontario Heritage Fund Corporation to hire a project coordinator and complete a feasibility study on their Regional Distribution Centre project.
Pilot projects	A pilot project is a short-term test of a new approach or technology; a CED pilot project could last a few weeks or a few years. For example, the Alberta communities' tri-council began as a pilot project with seed funding from the Alberta government.

### 2. Strategies for building capacity

Strategy	Description
Academic partners	<p>Communities can work with researchers at local colleges or universities to tap into existing research and plan future research needs.</p> <p>For example, CEDI partners in Ontario used Lakehead University's Food Security Research Network's ongoing research on local food systems in northwestern Ontario to help with their RDC project. Likewise, the partners in Manitoba worked with students from the University College of the North to identify best practices in joint economic development.</p>
Study tours	Study tours involve visits to a facility, community or region that has a similar CED project to yours, to learn from their success. For example, the CEDI communities in Quebec went on two study tours to learn about tourism initiatives related to First Nations culture and provincial parks.
Peer mentors	A peer mentor is an experienced community staff member, elected official or expert who volunteers to provide advice and support. The New Brunswick CEDI communities used a peer mentor to help with focus group meetings and their joint communications strategy.

Community and business consultation	Communities can improve their ideas and develop momentum by consulting with local residents and businesses. For example, the CEDI communities in Quebec held a joint consultation with more than 80 community members, business owners and other stakeholders to get input on their joint tourism strategy.
Joint training	Communities can save time and money by holding joint training sessions, which also provide a good opportunity to strengthen the relationship. For example, the CEDI partners in Alberta participated in a joint emergency management training session in Slave Lake organized by the regional fire service.
Community of practice	A community of practice is a network of people and organizations that share a common interest. FCM and Cando have created a community of practice on LinkedIn called the First Nations-Municipal Network. The network provides a unique way to support peer-to-peer mentoring and to share ideas on infrastructure planning, joint service agreements, CED and relationship building. Go to LinkedIn ( <a href="https://www.linkedin.com">https://www.linkedin.com</a> ), log in and search for First Nations-Municipal Network to join.
Staffing or consultants	Communities may also choose to hire a consultant or a shared staff person to support research activities.  For example, the CEDI partners in Alberta hired an executive assistant and a joint EDO to support the work of their Tri-Council. Likewise, the Ontario partnership hired a project coordinator to move their regional distribution project forward. The Ontario partnership also jointly hired a consultant to complete the feasibility study for the RDC.

## D2 Secure resources and support

The partners can work together to secure resources and funding through joint funding applications and advocacy.

Activities in this step are to:

### 1. Provide internal resources and staff support.

Each community needs to set aside staff time and financial resources to organize meetings and deliver the joint CED projects. This may involve existing staff, hiring new staff (such as a joint economic development coordinator or officer) or using consultants.

### 2. Pursue joint funding opportunities.

Depending on the joint initiative, communities may or may not require external funding or investment. Partners should start by securing a commitment from their own community budgets, and then look for local and regional partners and investors.

Some initiatives may be eligible for federal, provincial or territorial funding. One of the benefits of a First Nations-municipal partnership is the ability to access funding from more sources, since some funding programs are only open to First Nations and others are aimed only at municipalities.

Consider these tips when you apply for funding:

- **Research potential funders and eligibility.** Pay attention to who is eligible because sometimes both First Nations and municipalities are eligible, but one or the other may receive preference or a higher amount.
- **Engage funders early on.** Let them know what you are working on and that you may want to submit a joint application. You might even invite them to your next joint meeting or workshop. CEDI's experience is that funders are excited to be part of such an innovative way of working together. They may be willing to be part of scoping out the project; they may also be able to adjust eligibility rules to fit your project.
- **Apply jointly or write letters of support.** Funders want to know that a particular project enjoys broader support. When possible, apply as a partnership rather than as unique communities. When only one partner is eligible, submit the application with a letter of support from the other partners.

- **Leverage and stack funding.** Look for complementary funding where possible. In many cases, a community can leverage a small amount of funding from one funder to bring in other partners.
- **Keep funders informed.** Follow up with funders to keep them informed on progress, even if you do not secure funding from them. This will strengthen the relationship and may lead to a chance to work together in the future.

### 3. Engage in joint advocacy and promotion.

Joint advocacy involves working together to inform and convince decision makers (such as regulators and federal, provincial or territorial governments) that your project is worthwhile. First Nations and municipalities can write joint letters, set up joint meetings and coordinate communications and messaging. The community partners need to have a shared understanding of what they are asking for and why, and a commitment to open and regular communications with each other.

For example, Seabird Island and Kent District in British Columbia were concerned about silt in the Fraser River and its impacts on public safety and flood control. They jointly lobbied the province to improve the situation by writing letters, holding meetings with provincial officials, and taking a delegation of local chiefs to meet with the premier at the 2013 annual assembly of the Union of British Columbia Municipalities.

First Nations and municipalities can use many of the same approaches to joint marketing and promotion. Joint marketing campaigns are more cost effective and can offer more compelling reasons for tourists to visit your region. For example, the three CEDI community partners in Alberta created a joint website for the Slave Lake Region ([www.slavelakeregion.ca/](http://www.slavelakeregion.ca/)).

Strong regional relationships can also help to attract businesses to the area. For example, the CEDI partner communities in Manitoba promoted their partnership to an outdoor clothing company that was thinking of opening a production facility in their region. For more details see in *Stage D: Act*.

## COMBINING FUNDING FROM MULTIPLE SOURCES

The Ontario partnership of Kitchenuhmaykoosib Inninuwug, Sioux Lookout and Lac Seul First Nation began by securing a \$35,000 grant from the CEDI program and then leveraging it to secure \$131,000 from FedNor and the Northern Ontario Heritage Fund. While both municipalities and First Nations are eligible for FedNor funding, their partnership led to more funding in the end. The Minister for FedNor, the Honourable Greg Rickford, was so supportive that he travelled to Sioux Lookout to make the funding announcement.

### D3 Implement work plan(s)

In this part of Stage D, partners will coordinate joint action through regular meetings, early action and strong communications.

Activities in this step are to:

#### 1. Coordinate action through project teams and governance.

Project team(s) and the joint governance body need to meet regularly. Depending on the project this could be monthly, every two months, or quarterly. These tips will help you maintain momentum and work well together:

- **Create a standing agenda for meetings.** Each meeting should include a progress update; discussion of any challenges, barriers and new opportunities; and time to talk about next steps.

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**The three of us together are one voice and we hope it will make a difference when we go to different levels for all types of support.**

Danielle Gravelle, Director General, Municipality of Kipawa, QC

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**In collaborating with our First Nations partner and meeting on a quarterly basis, we have developed a strong working relationship and mutual respect. We can count on each other to support different projects, and when we apply for funding, we know our partner will use the right political lobbying tactics and draft the correspondence of support that is required.**

Chief Administrative Officer Wallace Mah, District of Kent, BC

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- **Keep elected officials and staff informed.** People who are not directly involved in the community-to-community relationship need to be informed on progress. Organize regular joint briefings for elected officials and staff, followed by questions and answers. You could make this briefing a standing agenda item for council and senior staff meetings. Other ideas include: Distributing joint meeting reports widely, sending out email updates and including updates in an internal newsletter.
- **Maintain and build relationships.** Look for ways to bring staff and council from partner communities together even if they are not actively doing joint work. This strengthens the relationship and will help if some staff or council members leave the organization.
- **Continue to use *Dialogue Principles* and consensus-based decision making.** The *Dialogue Principles* you used in workshops can also apply to working group meetings now. Using consensus tools can help to ensure that decisions made by the partnership are supported by all members.
- **Mainstream joint CED into your organization.** Find ways to make joint CED and collaboration with your neighbours part of normal planning and decision making within your organization. For example, involve your neighbours in developing (or updating) community plans such as land use plans. You may also wish to set aside funds for joint activities in departmental work plans and budgeting processes.
- **Engage community members and stakeholders.** Continue to engage stakeholders and community members on a regular basis and look for new ways to share information, coordinate activities or collaborate.



## 2. Create a communications policy.

Communities should come up with an approach to sharing information about joint CED activities with community members and the media. The CEDI communities in Alberta created a joint communications policy to support the work of their Tri-Council.

A formal joint policy on communications often includes:

- **Purpose.** Explain how having a communications and information sharing policy will help you achieve your partnership's vision and objectives.
- **Principles.** Describe how partner communities will behave when they communicate and share information with each other, and when they communicate with external parties on behalf of the partnership. Principles may include being proactive in communicating and sharing information and responding in a timely way to requests for information.
- **Process.** Identify the types of information to be shared and methods for sharing them. Create a list of recipients in each community. Outline steps and responsibilities for joint external communications with media, community members, stakeholders, rights holders and other governments.
- **Confidentiality.** It is important to respect the confidentiality of each community's shared information. This could include traditional knowledge, as well as official documents, reports and other material. Set up a process for marking information as confidential when it is being shared between partners and for getting consent to share information more broadly.
- **Sharing.** Create a process for sharing documents, reports or other material that comes out of the partnership with external parties, such as community members, stakeholders, rights holders and other governments.
- **Terms and conditions.** Define how often you will review the communications policy. Limit the policy by stating that it does not affect any Aboriginal right, title or interest of the First Nation and does not prejudice or affect any partner's rights, powers, duties or obligations.

## 3. Take action early.

Look for low-hanging fruit — actions that are easy to take and yield short-term benefits — to show that you are making progress and to build momentum. Even simple actions (such as writing a joint letter or a news article) can help by building the profile for your joint work among stakeholders and community members.

For example, after a joint community consultation on their tourism strategy in 2015, the EDOs from Eagle Village First Nation, Town of Témiscaming and Municipality of Kipawa in Quebec worked with others in the community to plan a Neighbours' Party in June. This stemmed from community members' desire to have more joint events to connect the communities. The event featured Algonquin ceremonies, a barbeque, a garage sale, a plant exchange and a family fishing event. See [\*Stories from the field\*](#) for more examples.

## 4. Monitor and report on progress.

First Nations-municipal partners should create a process for collecting information, assessing progress, responding to challenges and reporting to internal and external decision-makers, as well as the general public and other stakeholders.

As a minimum, each project team should report on their progress against the high-level work plan they developed at the end of *Stage C: Decide*. Communities should also consider monitoring and reporting on economic indicators (such as business licenses, jobs and visitors) that relate to their joint CED initiative.

In general, communities can track and report in three ways on three different types of information:

- **Action reporting** describes what the municipality and its partners have been doing, such as organizing meetings and events. It is useful for tracking progress against a work plan. Be aware that timely evaluation and a "course correction" will help to identify problems and find solutions that can save time, money and effort.
- **Results reporting** looks at what has been achieved as a result of joint action, such as changes in economic indicators. Reporting can take a lot of time and money, so we recommend that communities leverage data that is already being collected.

- **Stories** provide personal examples, in the form of case studies, video testimonials or short profiles online. Use stories to showcase how the partnership is making the region stronger and leading change. Allow stories to communicate the less tangible but important benefits of your joint work. Telling stories helps to build excitement and momentum because it recognizes and celebrates local accomplishments.

Be open to each community placing a different value on outcomes, based on what is most important to them. Involve your colleagues, community members and stakeholders to help you identify the right stories, results and actions.

Here are some ways communities can report on their results:

- An annual joint CED progress report prepared for council members and communities at large
- A joint press conference
- Joint announcements in the local newspaper, and on community websites or radio
- Joint presentations to community groups or at public gatherings

## A CLEAR COMMITMENT TO MONITORING AND REPORTING

'Namgis First Nation and Village of Alert Bay worked together to produce *Rising Tides*, a joint economic development strategy for Cormorant Island, BC. The strategy includes an entire section that outlines how they will monitor the implementation process and outcomes. The communities have developed one or more indicators for each strategic objective, and each indicator includes data sources and baseline information. For a link to the complete plan see [Appendix A: Resources](#).

- Joint video of an event, with interviews that feature the mayor and chief, or councillors
- Joint editorial in a local or regional newspaper
- Dedicated website, Facebook page or LinkedIn group with updates and meeting reports
- Information booths and posters at cultural or community events

## D4 Strengthen the partnership

Find ways to strengthen and celebrate your partnership through informal and formal meetings, activities and events.

Activities in this step are:

### 1. Strengthen connections among your councils, staff and communities.

Council members and staff should take advantage of opportunities to participate in events, activities and meetings in neighbouring communities. This helps to strengthen your relationship at the individual and community levels. Examples from the CEDI communities include: Going for coffee or lunch, attending a neighbour's council meeting or setting up a joint council meeting, organizing a visit or study tour and attending each other's events (such as a pancake breakfast) or celebrations (such as Canada Day or National Aboriginal Day).

Elected officials and staff can also support better relationships between community members by expressly inviting people from the neighbouring community to cultural and community events and creating direct links between groups that share common ground, such as youth or business leaders. Invite such groups to be part of the formal joint CED process (by attending a joint meeting) or provide them with support to make their own connections (such as holding a youth or business summit with representatives from each partner community).

Setting up regular (perhaps quarterly) meetings for mayors, reeves and chiefs to meet with each other on their own is another effective way to strengthen the partnership. This can be done in a formal way through a business meeting or in a more casual way by committing to attend the same event. Likewise, the chief administrative officers and band managers of each community can benefit from meeting each other, since they often deal with similar issues in their organizations.

## YOUTH REPRESENTATIVES CALL FOR GREATER INTERACTION

In Ontario, Lac Seul First Nation and Municipality of Sioux Lookout invited a youth representative to present to the three communities (including Kitchenuhmaykoosib Inninuwug) on the youth priorities in their communities. The presentation highlighted a need for more interaction between youth from Lac Seul and Sioux Lookout and suggested relationship-building workshops as a step in that direction.

### 2. Brief new staff and elected officials.

Because staff and elected officials in each community come and go over time, it is important to have a process in place to brief them on the CED partnership and build their personal commitment to it.

You may wish to:

- Include updates on the relationship in staff and council meeting agendas.
- Include details about joint CED in orientation packages and manuals for new staff and councillors.
- Have an annual meeting and social for all staff and council to celebrate the relationship.
- Send a congratulatory message and invite newly elected leaders to an introductory meeting on joint CED work.

### 3. Celebrate the relationship.

This is one of the most effective ways to maintain momentum and strengthen community engagement and acceptance. A public celebration may also engage other levels of government as well as the business community and potential investors, which can lead to new opportunities. Use the media to spread the word by holding a joint press conference and issuing a joint press release.

Use the celebration to share progress made. Some ways of doing this are: make a joint presentation, set up an information booth or video and distribute information posters.

Get creative with your joint events to appeal to different audiences. Examples are a joint sports tournament, canoe race or a battle of the bands.

See the box titled *Tips for planning your joint celebration* in B3 *Celebrate the relationship*.

## D5 Conduct an annual check-in

It is important to assess your relationship and partnership once a year.

An annual check-in meeting by the Joint CED working group gives partners time to reflect on lessons learned and highlights of the year, and to share their vision for the next year. Partners are encouraged to follow this relationship check-in with a social activity, such as sharing a meal. *Tool #18: Conduct a relationship check-in* contains two workshop exercises to help partners explore what has occurred over the last year, review their joint initiative and joint work plan and identify hopes for the future. *Tool #19: Renew your partnership agreements* provides more ideas for evaluating the state of the partnership and renewing existing terms of reference and relationship agreements.

## A JOINT ORIENTATION FOR NEW COUNCILLORS

After a municipal election, Town of Slave Lake and Municipal District of Lesser Slave River, Alberta needed to orient new councillors. It was important that the new councillors also learned about tri-council initiatives and how the partnership works. The two municipalities and Sawridge First Nation decided to hold a joint orientation session. The chief, councillors and executive director from Sawridge attended the session and found it informative.

## STORIES FROM THE FIELD

Here are some examples of how the CEDI communities worked together to implement their initiatives.

### Developing a Regional Distribution Centre (RDC) for food

The Ontario partnership of Kitchenuhmaykoosib Inninuwug, Sioux Lookout and Lac Seul First Nation chose to explore an RDC as their joint CED initiative to respond to issues related to food costs and distribution in the region. They established a joint work plan and then moved quickly into action.

Over the coming months, they prepared a joint funding proposal, jointly hosted a First Nations–municipal economic development conference and started engaging regional stakeholders around the idea of a joint distribution centre.

Their efforts attracted a lot of interest and offers of support. After hearing about the initiative, Sysco, a global food distributor, invited a delegation from all three communities to visit its food preparation and distribution centre in Winnipeg to learn more about logistics. By December 2014, the project had secured a total of \$171,000 in funding from CEDI, FedNor and the Northern Ontario Heritage Fund Corporation. This funding was used to hire a project coordinator and to retain a consulting firm to complete a feasibility study and explore business models.

The first step in the feasibility study was to visit 31 remote communities that would benefit from the RDC and to begin collecting relevant data. Following this, the partners invited all of the communities to meet and validate the research results. This gathering brought the region's eight mayors and 16 chiefs together for the first time to work on regional development. The communities then started work on exploring the different business models for the RDC as well as looking at labour market and training needs for the mining sector.

### Promoting partnership to attract external investment

In Manitoba, the partnership between the Opaskwayak Cree Nation, The Pas and Kelsey caught the attention of a major outerwear producer that was looking to locate a production centre in northern Manitoba. The partners created a joint CED working group of elected officials, the Chamber of Commerce and the Opaskwayak Business Development Corporation to showcase their region, and invited the company to their August 2014 signing of a Friendship Accord.

The company was attracted by the region's labour force, the training facilities at University College of the North and the obvious and evident partnership among the communities. However, after much discussion, the investor opted to expand its existing operations in Winnipeg and Toronto instead of opening a new facility in northern Manitoba.

This experience motivated the partners to work on a regional economic development strategy to attract other investors to the area. Meanwhile to address infrastructure issues that affect economic development, they have formed a regional landfill and lagoon committee, as well as a municipal service agreement committee. Staff from all three communities have been assigned to work on these issues and report to the tri-council.

## Sustaining the relationship

Completing the four stages of joint First Nations-municipal CED is not the end of a process: It marks the start of a new way of thinking about, and working with, neighbouring communities. This section describes how partners can sustain and expand their relationship over the long term.

Joint CED works in cycles. This means that community partners will move through each stage many times during their relationship. Keeping momentum strong over time can be challenging, especially if joint initiatives stall or CED champions retire or are not re-elected.

Long-term success depends on making joint CED the “new normal” in your communities. This does not happen by chance; it requires ongoing effort to nurture the relationship and bring joint CED into standard planning and decision-making processes.

Ways to sustain momentum in the long term include:

- **Invest in building mutual trust and respect.** Trust is the basis of a strong relationship. Elected officials and staff need to appreciate, understand and respect their neighbour’s governance, priorities and culture. This occurs by sharing community stories, meeting each other often and using tools such as dialogue and consensus to support healthy, respectful discussions and decision making.
- **Develop a broad network of supporters and champions.** Increasing the number of people and organizations that understand and support joint CED will provide encouragement to the partnership’s long-term success. Communities can expand their networks by having regular progress reports to councils and the general public; briefing new staff and councillors; holding joint events and meetings in each community; working with the media; and regularly reaching out to local businesses, partners and community members to engage them in the process.
- **Make formal commitments (such as council resolutions, a Friendship Accord) and governance structures (such as the joint CED working group’s terms of reference).** This creates a public record of the partnership, and supports transparency and accountability. Communities should continue this by

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After a year of the Tri-Council, we were having problems, it wasn’t working. So we decided to just meet the three leaders, no staff, no administration, and work it out. Now we can just pick up the phone and talk to each other if anything comes up.

Mayor Tyler Warman,  
Town of Slave Lake, AB

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recording minutes from each meeting, and developing a clear scope and terms of reference for each joint initiative.

- **Address difficult issues as they arise.** It is important to address challenges and issues directly, rather than letting them build up over time. Use the Dialogue Principles to help with difficult conversations and create opportunities for candid discussions (such as one-on-one meetings between mayors and chiefs). It can be helpful for the leadership to sit down together without staff to get things back on track if there are problems to address.

- **Learn and improve.** Treat joint work as a learning opportunity. Take time each year to review how the joint collaboration is working, identify what you are learning and then improve on the process and terms of reference as needed. See *Tool #18: Conduct a relationship check-in*.
- **Try new things.** Keep the relationship fresh by taking on new challenges and initiatives. The section below presents ideas for renewing and expanding the relationship over time.
- **Create a joint CED strategy.** Communities often start by collaborating on a specific project (such as a joint facility) or strategy (such as joint tourism). Communities can expand this work by creating a joint economic development strategy that addresses multiple projects and sectors. Please note that community partners do not have to wait until the end of Stage C to take action: examples from the CEDI communities follow. *What is a joint CED strategy?* on page 24 for more information.

### Renewing and expanding your partnership

It is important to review your partnership agreements every three to five years to assess any needed changes to the agreements or address implementation issues. Communities can use Tool #19: Renew your partnership agreements to guide this important work.

As the partnership matures and communities see the benefits of collaboration, the scope of joint work tends to expand to other areas. Often, this change in scope also means that joint initiatives become more complex and requires a higher degree of mutual responsibility and accountability among the partners.

Here are some ways that a partnership can expand over time:

- **Create a joint council.** CEDI recommends that partners create a joint CED working group (or a structure like it) to oversee joint economic development activities. As the relationship matures, communities may wish to create a joint council whose mandate spans a wider range of social, environmental and cultural issues. See *What structures are needed for joint governance and decision making?* on page 18 for more information.
- **Develop a joint service agreement.** First Nations and municipalities both face the challenges of costs associated with large capital projects and the operation and maintenance of infrastructure services (such as water and wastewater treatment). A service agreement is an agreement (either formal or informal) between a First Nation and a municipality for one party to buy some local services from the other. This reduces costly duplication of infrastructure or services and gives the service provider income in the form of service fees. FCM's Community Infrastructure Partnership Program is an award-winning program that helps municipalities and First Nations work together to strengthen partnerships and develop water service agreements. Find out more at: <http://www.fcm.ca/home/programs/community-infrastructure-partnership-program.htm>.
- **Coordinate land use planning and decision making.** Coordinating these activities can deliver many benefits, particularly in fast-growing and more urban areas (see the Additions to Reserve and the Year of Reconciliation boxes on the following page). For example, the CEDI partners in Alberta asked their joint Economic Development Officer to create a joint land use inventory, and they hired a consultant to take on the mapping required for a joint land use plan. This approach reduced duplication of effort and resulted in a shared vision for where and how development will occur in the region.



## THE YEAR OF RECONCILIATION

Musqueam Indian Band and City of Vancouver are leaders in First Nations-municipal collaboration. For more than 40 years, they have had informal agreements in place to provide some municipal services to the band's lands. As neighbours, the city and the band share the benefits of a good intergovernmental working relationship.

Vancouver was the first city in Canada to proclaim a Year of Reconciliation, in 2013–2014. With Musqueam Indian Band, the city held a series of workshops, and public education and cultural activities to celebrate the relationship.

In January 2014, they signed a comprehensive service agreement through which the city provides the band with services including police, fire, animal control, water, and garbage and recycling services for at-market rates. The agreement covers services for future lands added to the Musqueam reserve and offers certainty on the costs that the Musqueam Band will pay on behalf of its members.

In June 2014, Vancouver City Council ended the Year of Reconciliation with a vote to recognize that the city was founded on the traditional territories of the Musqueam, Squamish and Tsleil-Waututh First Nations, and that these territories were never ceded through treaty, war or surrender.

The two communities continue to strengthen their relationship through active collaboration and by developing protocols and activities such as a joint council dinner held once a year.

"We have learned a lot as council members, and it was important to us, and to First Nations leaders working with the mayor, to develop protocols that respect the traditions of welcome, blessing and acknowledgement of the territory."

Raymond Louie, City of Vancouver Councillor and Acting Mayor, BC

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**Reconciliation is about forging and maintaining respectful relationships. There are no shortcuts.**

Justice Murray Sinclair, Chair of The Truth and Reconciliation Commission of Canada

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## ADDITIONS TO RESERVE: A WIN-WIN SITUATION

An Addition to Reserve (ATR) is a parcel of land that is added to an existing reserve to create a new reserve, sometimes within an existing municipality (such as in the case of an urban reserve). From an economic point of view, access to land and economic opportunities are two of the most critical issues First Nations face today.

ATRs are an important way for First Nations to address historic losses of reserve and treaty land, create space for growing populations and pursue strategic economic development opportunities. In many cases First Nation reserves are too small and poorly situated to meet the housing and job needs of the community.

Some municipalities are concerned about the possible impact of ATRs on their communities and revenue streams. However, the National Aboriginal Economic Development Board's recent study, *Identifying Success Factors of Urban Additions to Reserve, Part One and Part Two*, concludes that urban reserves create net economic and fiscal benefits through investments, job creation, and taxation, etc. that flow not only to the reserve but also to the municipality and its residents.

To download the report you can also see [Appendix A: Resources](#).

## Chapter 4: Tools, handouts and workshop agendas

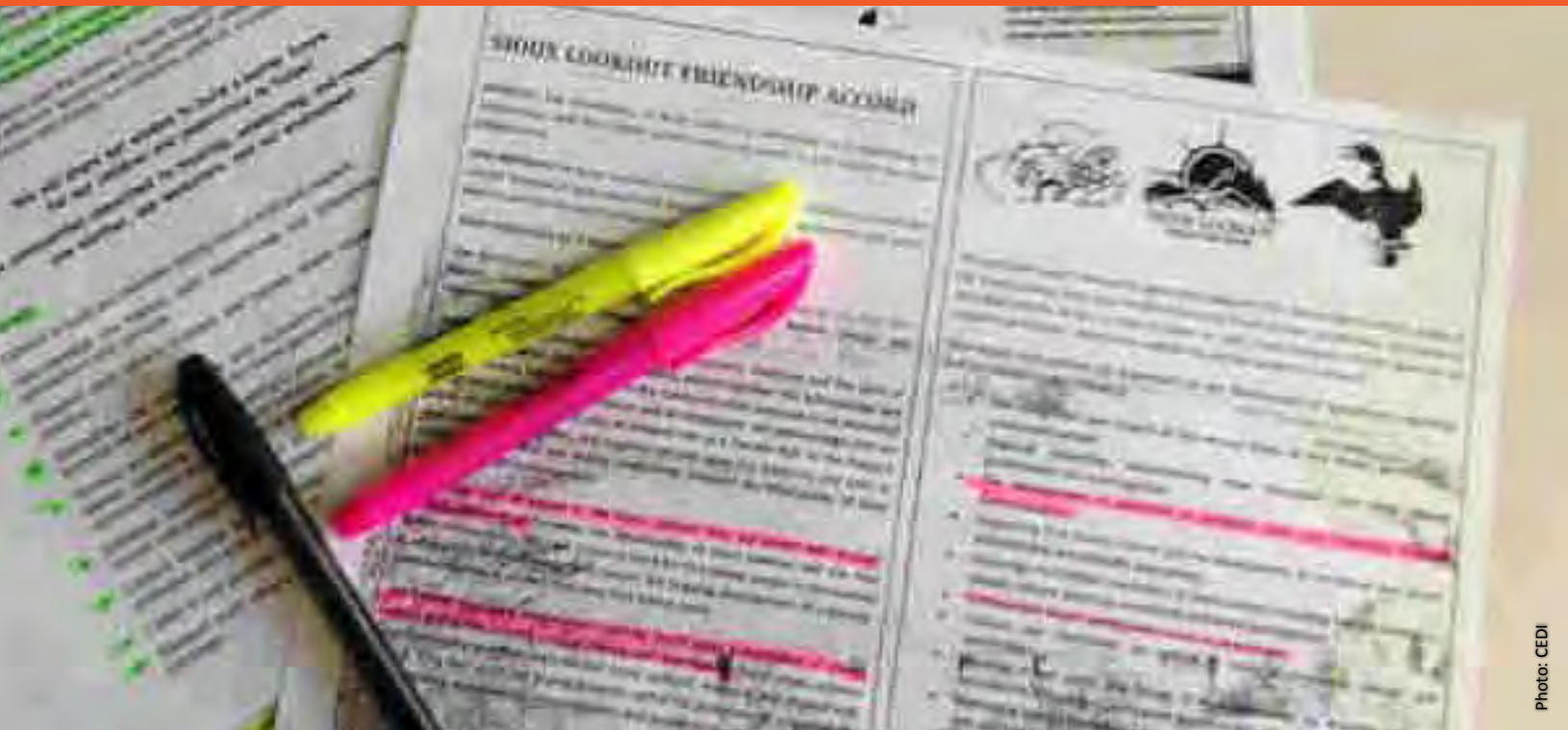


Photo: CEDI

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Both of us are focused on economic development and youth retention and some overarching issues like that, but being able to sit at a table and look at them jointly is a way to improve not only what we are doing well in both communities, but just to see opportunities that are out there of doing it jointly.

Mayor Cyrille Simard, City of Edmundston, NB

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This chapter contains tools, handouts and workshop agendas to support the *Stronger Together* joint CED process. Some tools, such as *Tool #3: Plan and manage a joint workshop* and *Tool #5 Dialogue Principles*, should be used more than once during the process.

Here is a list of all the tools, handouts and workshop agendas.

Stage A: Connect		Page #
Tool #1: Assess readiness for joint CED	Tool	62
Tool #2: Write an invitation letter	Template	64
Tool #3: Plan and manage a joint workshop	Tool	65
Tool #4: Sample agenda for workshop #1: Connect	Agenda (workshop #1)	69
Tool #5: Dialogue Principles	Handout (workshops #1–4)	75
Tool #6: First Nations and municipal governance and legislation	Handout (workshop #1)	76
Tool #7: Council resolution template	Handout and template (workshop #1)	79

Go back to Stage A: Connect

Stage B: Vision		Page #
Tool #8: Sample agenda for workshop #2: Vision	Agenda (workshop #2)	80
Tool #9: Sample Friendship Accord	Handout (workshop #2)	85
Tool #10: Joint key messages	Handout (workshop #2)	90

Go back to Stage B: Vision

Stage C: Decide		Page #
Tool #11: Sample agenda for workshop #3: Prioritize	Agenda (workshop #3)	91
Tool #12: Joint SWOT analysis	Handout (workshop #3)	97
Tool #13: Prioritize joint CED options	Handout (workshop #3)	99
Tool #14: Scope vision, actions and values	Handout (workshop #3)	100
Tool #15: Sample agenda for workshop #4: Work plan	Agenda (workshop #4)	102
Tool #16: Joint work plan	Handout and template (workshop #4)	107
Tool #17: Joint governance terms of reference template	Handout and template (workshop #4)	111

Go back to Stage C: Decide

Stage D: Act		Page #
Tool #18: Conduct a relationship check-in	Tool	116
Tool #19: Renew your partnership agreements	Tool	118

Go back to Stage D: Act

Additional resources are provided in the Appendices.

## Tool #1: Assess readiness for joint CED

This tool provides a high-level assessment of your community's readiness to engage in the joint First Nations-municipal CED process. It provides a way to quickly assess what needs to be in place to ensure success. [Download Tool #1 in Microsoft Word.](#)

Use this tool during *Get ready, 3) Assess your community's readiness to participate in the process* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

1. **Initial meeting.** Set up a meeting with a small group of staff and elected official(s) from your community who are willing to explore a partnership with neighbouring communities. During the meeting, you will work together to answer the questions below. Before you start, review the FAQs in *Chapter 2: What communities need to know about joint First Nations-municipal CED* and the *Get ready* section in *Chapter 3: A guide to joint First Nations-municipal CED* as a group.
2. **Leadership interest and capacity.** Joint CED requires a significant commitment from elected officials and senior administrators. Reflect on these questions:
  - a. Is your community's leadership (elected officials and senior administrators) interested in partnering with your First Nation or municipal neighbour(s)? Why or why not?
  - b. If the answer is yes, is partnering a high, medium or low priority?
  - c. Is your community willing and able to commit the time and resources needed to build and maintain a joint CED partnership? Why or why not?
3. **Economic development capacity.** Joint CED requires staff resources and support to guide the process. Reflect on these questions:
  - a. Are there any staff members who have responsibility for economic development who could help to lead this process? If not, can you assign that job to someone or hire a new staff person?
  - b. Does your community have an economic development plan or strategy? If not, will you make it a priority to create one as part of the joint CED process?
4. **Partnership benefits.** Joint CED requires each community to come into the process with an appreciation of their partner(s) and some ideas for joint initiatives. Reflect on these questions:
  - a. Why do you want to partner with your neighbour(s)? What do you hope to accomplish by doing so?
  - b. What opportunities do you see for collaborating with your neighbour(s)? Are there specific projects, plans or other initiatives?
  - c. What benefits could come from partnering with your neighbor(s) in the areas you just described?
5. **Community and business interest.** Joint CED requires the support of local people and businesses. Reflect on these questions:
  - a. Is there interest at the community level in partnering with your neighbouring First Nation or municipality?
  - b. Does your business community have a positive relationship with your neighbour's business community?

6. **Relationship history.** It is important to understand how (and if) you are currently working with your neighbour(s) and to be aware of the history of your relationship, especially if there has been tension or conflict. Reflect on these questions:
- a. How are your communities currently working together? Are there any existing service agreements, such as for firefighting, waste collection, etc.? What is their status — do they need to be updated or changed?
  - b. Are there any formal connections among staff and elected officials? Do you consult each other on plans, policy or advocacy?
  - c. How have your communities historically communicated with each other and worked together? Have there been conflicts between your communities, businesses or residents?

## Tool #2: Write an invitation letter

This tool provides an easy and appropriate way for the mayor or chief to reach out to each other. The purpose of this letter is designed to begin a discussion by sharing your desire to build a stronger relationship and meeting one-on-one to get to know each other. [Download Tool #2 in Microsoft Word.](#)

Use this tool during *Stage A: Connect, Step A1 Reach out to your neighbour(s)* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

[Name of your community] [Date]

[Your name]

[Your position (mayor/chief)]

[Address]

Dear [Name of recipient],

I would like to introduce myself as the [your position] of [name of First Nation or municipality]. I have been working with [name of First Nation or municipality] for [number of years or months].

I want to explore how our communities could work together to strengthen our local economies and our region as a whole. I would like to schedule a casual [meeting/breakfast/lunch/dinner] where we can learn more about each other's community and our visions for the future.

Lately, my community has been focusing on: [Describe current CED objectives in your community, for example, creating jobs or increasing access to affordable, fresh and healthy food.]

We are using Stronger Together: A Toolkit for First Nations-Municipal Community Economic Development Partnerships to help us explore how to strengthen our relationships with neighbouring [First Nations or municipalities] and collaborate on joint community economic development activities. The Toolkit uses a four-stage process and provides tools, templates and resources. You can download it for free here: [www.fcm.ca/CEDI/toolkit](http://www.fcm.ca/CEDI/toolkit).

Please let me know the best time for you to meet with me. I hope it can be within the next month. My contact information appears below.

I look forward to building a relationship with you and your community.

Sincerely,

[Signature]

[Name]

[Your phone number, address and email address]



## Tool #3: Plan and manage a joint workshop

This tool helps you plan and manage successful joint First Nation-municipal meetings and workshops. It consists of five sections: A) Who to involve, B) Planning a joint workshop, C) Pre-meeting checklist, D) Running an effective meeting and E) Dealing with difficult issues and conflict. [Download Tool #3 in Microsoft Word.](#)

Use this tool to prepare for joint meetings and workshops. It complements the sample workshop agendas in Tools #4, #8, #11 and #15.

### A) Who to involve

Work with your neighbour(s) to develop a list of people to invite. Discussing these questions can help:

- Based on the workshop objectives, who needs to be part of this meeting to make it a success? Who would provide the most value to other participants?
- Who needs to approve or implement the decisions made during the workshop?
- Who will be most impacted (positively or negatively) by what we are working on?
- Should the media be involved and what story and message do you want them to report on? For example, some of the CEDI communities issued a joint press release to announce their objectives for the workshop and then had a joint meeting with the media after each session.

Each workshop has a different purpose. *Workshops #1: Connect* and *#2: Vision* focus on relationship building. The people invited should be limited to elected officials and staff members from each community, unless there are other community leaders who would help make the process a success.

*Workshops #3: Prioritize* and *#4: Work plan* focus on choosing joint CED initiatives. This is a good time to invite more people to attend. They do not have to attend the whole session; they could join at lunch or during the afternoon. Some CEDI communities held a separate afternoon or evening event for external organizations and media to attend.

For workshops #3 and #4, ask yourself: which organizations and individuals can help with scoping, planning and delivering your successful joint initiative? These helpers could include subject matter experts, organizations involved with similar initiatives and potential funders, backers or promoters. Make sure to focus on people and organizations that can truly help with building trust and making the partnership stronger.

You can find more suggestions about who to invite in *Chapter 3: A guide to joint First Nations-municipal CED* under the steps that describe each workshop (such as [A2 Hold a joint workshop \(workshop #1\)](#)). [FAQ 5. Who should be involved in the process?](#) in *Chapter 2: What communities need to know about joint First Nations-municipal CED* includes more details, as well as a list of potential stakeholders and partners.

### B) Planning a joint workshop

Think about the following as you plan your meeting:

- **Plan the agenda together.** Each community's leadership should clarify all workshop objectives and agree on the agenda. Sample objectives and agendas are provided for each of the four workshops (Tools #4, 8, 11 and 15).
- **Assign a contact person for logistics.** Only one person from each partner community should handle internal inquiries and coordinate with the partners. Be sure to share the contact information for this person with your neighbour.

- **Choose the right date.** It is important to start the relationship with the right people at the table from each community. Out of respect, provide a range of dates rather than only one date and time. Take into account other events and activities (such as hunting season or council budgeting) that may make it difficult to meet. Find a date that works well for all partners, even if that means waiting some weeks or months. And be flexible once you choose a date. For example, some First Nations will not attend social events if there has been a recent death in the community.
- **Choose the right location.** Choose a place that is welcoming and easy to reach by people from your partner community. It should be quiet and private, so you can have a productive meeting. Consider holding the meeting on-reserve if municipal officials have never been there, or do the opposite. Agree ahead of time how any costs incurred (for space rental or food) will be shared by the communities.
- **Choose the right facilitator.** Decide whether to use an external facilitator for your joint meeting or if an elected official or staff member from one of the communities will lead it. A facilitator can help to create a respectful, productive space for the meeting and can also adjust the agenda to meet the needs of participants. If you decide to use an internal facilitator, be sure to choose someone who is not part of the joint CED process.
- **Respect cultural etiquette.** Be aware of cultural protocols and check with your neighbour about their specific cultural practices. Here are two examples of common First Nations protocols:
  - An Elder saying an opening prayer or conducting a smudge — a ceremony where sage, cedar or sweetgrass is burned to create a cleansing smoke — before the event begins
  - An exchange or presentation of gifts

Once you have checked with your First Nations neighbour(s) on proper protocol, be sure to make time in the workshop agenda. See *Appendix B: A guide to building strong First Nations-municipal relationships* to learn more about cultural protocols.

Out of respect, municipal leaders should also thank the First Nation on whose traditional or treaty land the meeting is held. This should be part of their opening remarks.

- **Record a meeting summary.** Decide in advance who will take notes during the meeting and prepare the meeting summary; and be sure to discuss, and agree on, joint summary approval processes and deadlines.
- **Include social time.** All effective community-to-community relationships are grounded in personal relationships. Make time for people to get to know each other informally, such as by sharing a meal or touring one of the communities as a group.

### C) Pre-meeting checklist

- ☐ **Inform the facilitator.** Send the detailed facilitator's agenda (Tools #4, 8, 11 and 15) for your workshop to the facilitator.
- ☐ **Decide on a note taker.** Identify one or more people to take notes and to record responses on flip chart paper. The same person should also produce the meeting summary.
- ☐ **Prepare and gather materials.** Complete all of the tasks listed in the *Preparation and materials* column of the detailed facilitator's agenda (such as getting the presentation ready, printing handouts). Order drinks and food, and arrange delivery or pickup.
- ☐ **Inform participants.** Create a shorter participant agenda based on the modified detailed facilitator's agenda (Tools #4, 8, 11 and 15). Send this shorter agenda and final details (time, place) to participants at least one week before the meeting. Include a participant contact list with full names and titles, details on meeting etiquette or protocol and any materials for review before the meeting (such as the meeting summary from the previous workshop).

- ❑ **Plan opening remarks or prayers.** As appropriate, plan for an opening prayer or message and for an acknowledgement of the First Nation on whose treaty or traditional lands the meeting is being held. (See *Respect cultural etiquette* above for more information.)
- ❑ **Set up the room.** Ensure that the room has all you need, such as a computer, projector and screen for presentations; one or two flipcharts at the front of the room; more flipchart paper at tables; pads of large sticky notes; markers, pens and tape.

#### D) Running an effective meeting

Here are some tips for running an effective First Nation-municipal meeting:

- **Let all voices be heard.** Start the meeting by inviting everyone to share their hopes and expectations for the day and close the meeting by inviting everyone to share what they have learned. The facilitator should make sure everyone has a chance to speak and be heard.
- **Stick to the agenda, but leave room for discussion and flexibility.** Participants will come to the meeting expecting to follow the set agenda but some exercises and discussions may take longer than planned. When the group reaches the end of the time set for an agenda item, seek consensus on whether to continue, follow up after the workshop or reschedule the item for a future joint meeting.
- **Capture responses and decisions.** Make what people say and decide visible by posting flipchart paper on the walls of the room. Save the results of workshop exercises created during the meeting (such as the community timelines) to bring to future meetings. Take pictures of flipchart notes so you have a record of the discussion.
- **Focus on dialogue.** Discussions can easily turn into debates, where people focus on proving a point and finding problems with other viewpoints, instead of listening to each other. In contrast, dialogue supports collaborative, cooperative discussions where all participants work toward understanding each other and finding common ground. All CEDI communities have worked with a set of *Dialogue Principles* to foster effective communications, respect, understanding and listening skills (see *Tool #5: Dialogue Principles*).
- **Relax and have fun!** Use humour and fun activities to build friendships among participants. Keep things light by taking frequent breaks.

#### E) Dealing with difficult issues and conflict

In some communities there will be hidden (or not-so-hidden) conflicts that could hinder the joint CED process.

Discussing difficult issues is the first step in repairing a relationship and building a future together. Open and honest discussions can help overcome past grievances by allowing people to share their experience and emotions. It can also help reduce underlying tensions due to misunderstandings or misconceptions. The goal is to stop things from getting worse. While dialogue alone may not resolve the issue, it can lead to mutual understanding and allow communities to focus on areas where they agree.

These sequential steps may help when discussing difficult issues:

- Identify the issue. Work with your neighbour(s) to name the problem that needs to be addressed.
- Understand both perspectives. Meet internally with other members of your community to share what everyone knows about the issue. As a group, try to understand how your potential partner may view the issue.
- Engage a neutral and trusted facilitator. This is a difficult process for communities to go through on their own. The best option is to use a neutral facilitator with both First Nations and municipal experience.
- Create a space where people can speak their minds. A closed-door meeting may be better than a public one, so that people feel comfortable speaking frankly. More than one meeting may be necessary.

- Use the *Dialogue Principles* ([\*Tool #5: Dialogue Principles\*](#)). Listen carefully to each other and ask lots of questions so that each party feels heard and understood. Focus on a shared understanding, even if your communities cannot agree on a single point of view or solution.

## USING THE DIALOGUE PRINCIPLES TO HAVE DIFFICULT CONVERSATIONS

The CEDI community partners in Quebec — Eagle Village First Nation and Town of Témiscaming — had to deal with a significant challenge (a proposed open pit mine) early in the joint CED process.

Some Témiscaming elected officials and community members from Témiscaming supported the mine as a means to help diversify the economy. Meanwhile, some Eagle Village elected officials and community members opposed the mine due to concerns over environmental and social impacts. Before the launch of the joint CED process, the mining company met with each community individually, but the municipality and the First Nation had not met to discuss the issue. As a result, rumours and tensions grew between the two communities.

After the mine issue came up multiple times, the CEDI team decided to use the *Dialogue Principles* to help the two communities hold a productive conversation and address “the elephant in the room.”. Participants used the principles to share the information they had and how they felt about the proposed project, and they practiced listening to each other with curiosity instead of judgment. By the end of the session, they came to realize that this disagreement did not have to hold back their relationship, and that there were many other issues on which they agreed and where collaboration would benefit both communities.

## Tool #4: Sample agenda for workshop #1: Connect

This tool presents a sample agenda for the 1.5 day workshop in *Stage A: Connect*. It includes the workshop objectives, detailed facilitator's notes and guidance for the meeting summary. Download Tool #4 in Microsoft Word.

Use this tool during *Stage A: Connect, Step A2 Hold a joint workshop (workshop #1)* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

### Workshop objectives

By the end of this workshop, each community will ideally have:


- Developed stronger personal relationships based on mutual respect and trust.
- Gained a deeper understanding and appreciation of their neighbours' culture, history and approach to government decision making.
- Learned about the joint economic development process and its potential benefits.
- Explored their respective economic development priorities and identified some areas of mutual interest.
- Decided whether to continue with the joint CED process.

### Detailed facilitator's agenda and notes

The tables below describe each activity, the length of time it will take, the preparation and materials needed and what information should be captured for the meeting summary. The facilitator should review *Tool #3: Plan and manage a joint meeting* and complete its pre-meeting checklist before the session begins.

### Facilitator's notes for evening meeting

Item	Description	Time	Preparation materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting, if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> ).	6–6:20 p.m.	Identify speakers in advance.	Briefly describe the evening, list who attended and note who welcomed participants to the meeting.
<b>Introductions</b>	Go around the room and invite each person to say their name, title or role and one reason why they are excited about building a stronger relationship with their neighbour(s).  Then, ask each person to sit with someone they know the least from the other community during dinner and share what each person likes best about their community and what they hope will come out of a stronger relationship.	6:20–7:10 p.m.	None.	

<b>Meeting objectives and review</b>	<p>Briefly describe the <i>Stronger Together Toolkit's</i> four-stage joint CED process (Connect, Vision, Decide and Act) and the main CEDI concepts, benefits and opportunities, along with the CEDI community stories.</p> <p>Present the objectives for workshop #1 and ask if there are any questions or comments.</p>	7:10–7:40 p.m.	Prepare presentation. Print copies of the <i>Stronger Together Toolkit</i> .	
<b>Sharing history and vision</b>	<p>Create a timeline of each community's history and vision for the future using a timelines activity:</p>  <ol style="list-style-type: none"> <li>1. Participants meet with others from their community. As a group take 10–15 minutes to brainstorm the most significant economic, social, environmental and political events in their community over the past 20 years. Record these events on sticky notes (one event per sticky) and place them on a banner in chronological order.</li> <li>2. One person from each community presents their historical timeline to the full group. Encourage questions and leave time for discussion.</li> <li>3. Participants go back into their community groups to create a future timeline. Take 10–15 minutes to brainstorm what they would like to see happen in their community over the next 20 years. Record these ideas on sticky notes and place them on another banner.</li> <li>4. One person from each community presents their future timeline to the full group.</li> <li>5. After each community group has presented ask participants to respond to and discuss these two questions:             <ol style="list-style-type: none"> <li>a) What are emerging as common themes for the future?</li> <li>b) What did you learn from this exercise that you did not know before?</li> </ol> </li> </ol>	7:40–8:40 p.m.	<p>Prepare two timelines for each community by taping together 2–3 sheets of flipchart paper end-to-end and drawing a line lengthwise. Write the name of each community along the top of each timeline.</p> <p>Photograph and keep the finished timelines.</p>	None. The timelines will be refined during the full-day workshop
<b>Closing</b>	Closing comments from community leaders.	8:40–9 p.m.		



## Full-day workshop

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> ).	8:30–9 a.m.	Identify speakers in advance.	List who attended and note who welcomed participants to the meeting.
<b>Introductions</b>	Encourage participants to get to know each other with this paired introductions icebreaker exercise:  <ol style="list-style-type: none"> <li>1. Ask each person to find a partner whom they do not know from another community. Each person will then introduce their partner to the group.</li> <li>2. Give them 10 minutes to talk to each other and create an introduction based on answers to these questions: <ol style="list-style-type: none"> <li>a) What is one surprising thing that most people do not know about you?</li> <li>b) What is one thing that is different about your communities?</li> <li>c) What is one thing that your communities have in common?</li> <li>d) What would you like to achieve today?</li> </ol> </li> <li>3. Give each person one minute to introduce their partner to the rest of the group.</li> </ol>	9–9:30 a.m.	None.	None.
<b>Meeting objectives</b>	Briefly review the workshop objectives and share the <i>Tool #5: Dialogue Principles</i> handout. Ask participants to agree to adopt these Principles for joint meetings. If participants want to change the Principles, then discuss these suggestions as a group and seek consensus.	9:30–9:45 a.m.	Print copies of the agenda and <i>Dialogue Principles</i> handout.	Include summary of joint CED. Summarize potential benefits from flipchart.
<b>Learn about joint CED</b>	If there are different participants from the evening session, review the <i>Stronger Together Toolkit</i> 's four-stage joint CED process (Connect, Vision, Decide and Act) and the main CEDI concepts, benefits and opportunities, along with CEDI community stories.  As a group, discuss the potential benefits each community may experience from better relations and the commitment needed from each community to move to the next stage — Vision. Capture what people say on the flipchart.	10–10:30 a.m.	Prepare presentation and bring a few printed copies of the Toolkit.	Include summary of joint CED. Summarize potential benefits from flipchart.

Item	Description	Time	Preparation and materials	Meeting summary
<b>Break</b>		10:30–10:45 a.m.		
<b>Our history and vision</b>	<p>Review the historical and future timelines created during the evening meeting.</p> <ol style="list-style-type: none"> <li>1. Ask participants from each community if they have any more items to add to the timelines. Record each response on a sticky note and add it to the banner.</li> <li>2. Ask the group as a whole to discuss these two questions (record responses on a flipchart): <ul style="list-style-type: none"> <li>• What are some differences and similarities that you see when you compare the future timelines?</li> <li>• Are there any opportunities for joint CED that could be explored?</li> </ul> </li> </ol>	10:45–11:45 a.m.	Post the timelines from the evening session and distribute sticky notes and markers.	Include photos of each timeline; if possible, type up timelines as well. Summarize key differences, similarities and opportunities from flipchart.
<b>Lunch</b>	Encourage participants to eat together by asking everyone to bring food to share, having food brought to the workshop venue, or making a group reservation at a nearby restaurant.	11:45 a.m.–12:45 p.m.		
<b>Self-evaluation</b>	<p>This gives each community a chance to reflect on their current level of knowledge and find ways to improve it.</p> <ol style="list-style-type: none"> <li>1. Split into community groups; take 10 minutes to rate your knowledge of your neighbour(s) on a scale of 1 (low) to 10 (high) for each of the questions below, and be prepared to explain your rating. <ul style="list-style-type: none"> <li>• How do you rate your understanding of the other community's culture and cultural practices?</li> <li>• How do you rate your understanding of the other community's governance model and structures?</li> <li>• How do you rate your current level of partnership with each other?</li> </ul> </li> <li>2. Have one person from each community present their scores and reasons.</li> <li>3. As a full group, brainstorm ways to improve the ratings in the next year. Capture responses on the flipchart.</li> </ol>	12:45–1:15 p.m.	Prepare a flipchart with the questions or create a PowerPoint slide with the questions.	Capture each community's score and summarize ideas for making the ratings higher.

Item	Description	Time	Preparation and materials	Meeting summary
<b>How our community works</b>	<p>Explore how each community works and makes decisions:</p> <ol style="list-style-type: none"> <li>1. Hand out copies of <i>Tool #6: First Nations and municipal governance and legislation</i> and give everyone about five minutes to read it.</li> <li>2. Ask one representative from each community to take 5–10 minutes to describe how their community differs from the general information found in the handout. Record differences on flipchart.</li> <li>3. Ask a representative from each community to spend 5–10 minutes explaining the process involved in developing and approving a CED project or plan in their community, with a focus on decision points, such as council approval or community consultation. Record responses on flipchart.</li> </ol>	1:15–2 p.m.	Print copies of <i>Tool #6: First Nations and municipal governance and legislation</i>	Summarize each community's differences from the generic description and their process for developing and approving an economic development plan or project.
<b>Economic development ideas</b>	<p>Share each community's current economic development priorities and identify ideas for potential collaboration:</p> <ol style="list-style-type: none"> <li>1. Ask one representative from each community to take 5–10 minutes to describe current economic development priorities and ideas, and to refer to any existing plans that support a priority. Record priorities on flipchart; welcome questions and discussion.</li> <li>2. As a group, review each community's priorities and brainstorm opportunities for joint CED. Record these opportunities on flipchart.</li> </ol>	2–2:30 p.m.	Identify speakers in advance and have them prepare presentations.	Summarize current economic development priorities and potential opportunities for joint CED.
<b>Break</b>		2:30–2:45 p.m.		
<b>Next steps</b>	<p>Key next steps to discuss with the group:</p> <ol style="list-style-type: none"> <li>1. <b>Develop a meeting summary.</b> Decide who will draft and review the summary and when it will be finished. See the Meeting summary column in this table.</li> <li>2. <b>Draft a council resolution.</b> This resolution will signal each community is willing to be part of a joint CED process. Review the requirements for <i>Stage B: Vision</i> and hand out <i>Tool #7: Council resolution template</i>. Discuss any edits and the timelines and process for approving the resolution. Suggest that the communities make a joint presentation to each council with representatives from each community.</li> <li>3. <b>Agree on key messages.</b> Agree on 1-3 main messages to share with colleagues and community members about this workshop and the joint CED process. Start the discussion by asking people to brainstorm answers to this scenario: Imagine you are on the street and a community member asks you why you spent the day meeting with your neighbouring municipality or First Nation. What would you say?</li> </ol>	2:40–3:30 p.m.	Print copies of <i>Tool #7: Council resolution template</i> .	Record timelines and responsibilities for next steps. Include summary of council resolution edits (if any) and key messages.

Item	Description	Time	Preparation and materials	Meeting summary
	<p>4. <b>Involve other communities.</b> Ask the group whether there are other First Nations or municipalities that might want to be involved and that would increase the benefits of joint CED. FAQ 3. How should communities choose their partners? in Chapter 2: What communities need to know about joint First Nations–municipal CED outlines the reasons why some of the CEDI communities expanded their partnerships from two communities to three.</p> <p>5. <b>Create a joint CED champions group.</b> Discuss who will represent each community on their joint CED champions group. This involves identifying leads from each community. (See page 18.)</p> <p>6. <b>Decide other next steps.</b> Ask the group if they can think of any other next steps. Assign responsibility and timelines to each one.</p>			
<b>Closing</b>	Ask the group to spend two minutes considering what they would tell others in their community about the meeting (such as what they learned, why they want to collaborate), and then write down their ideas on a sticky note. Go around the room and give each person one to two minutes to share what they wrote. Post the comments on the flipchart.	3:30–4p.m.	None.	Summarize notes from flipchart.

## Tool #5: Dialogue Principles

This tool presents a set of Dialogue Principles adapted from the Concord Institute's Dialogue Guidelines. They are designed to foster effective communication, respect, understanding, and listening skills. Use them as a guide to create your own Dialogue Principles. Download Tool #5 in Microsoft Word.

Use this tool as a handout during joint meetings and workshops. You should also post the handout on the wall.

These Dialogue Principles are most effective when the facilitator and participants refer to them throughout the meeting. The goal is for the principles to become part of the communities' relationship, not just a set of rules that are used only during meetings.

Tips for facilitators include:

- Start with a discussion of actual examples for each principle, such as asking the group, "What does 'Be present and listen' mean to you?"
- Identify scenarios where the principles should be practiced in advance. For example, if tension is rising in the room, the facilitator can pause and help the group notice that this is an opportunity to apply the principles.
- Note when participants are using the *Dialogue Principles* well; congratulate them openly.
- At the start and end of each day (and during breaks) take a moment to remind participants to think about how they personally want to apply the principles in the meeting.

### Dialogue Principles

<b>Be present and listen</b>	<ul style="list-style-type: none"> <li>• Be fully present, and listen to your own experience without judgment.</li> <li>• Listen deeply to others with the goal of understanding, and let go of planning your response.</li> <li>• Relax and let the process unfold.</li> </ul>
<b>Speak from your experience</b>	<ul style="list-style-type: none"> <li>• Express what you are really thinking and feeling in the moment as the dialogue unfolds. Focus on sharing what is true for you without trying to make someone else wrong.</li> </ul>
<b>Welcome diversity</b>	<ul style="list-style-type: none"> <li>• Welcome differences and explore them fully even if this generates tension.</li> <li>• Hold these differences as an important part of the group's relationship building, not as something to be avoided. Like in nature, diversity is essential for survival!</li> </ul>
<b>Engage curiosity not judgment</b>	<ul style="list-style-type: none"> <li>• When you notice yourself judging what is being said, try to be curious so you can better understand and explore what is emerging. In other words, shift your reaction from judgment ("That is the most ridiculous thing I have ever heard!") to curiosity ("That is interesting — I wonder where that idea comes from?").</li> </ul>
<b>Hold intensity</b>	<ul style="list-style-type: none"> <li>• At intense moments, try to hold this experience in your awareness without reacting, or without trying to do anything about it right away. Find a productive way to talk about and explore the source of the intensity without assigning blame. Look at it as a way to take the relationship to the next level.</li> </ul>
<b>Welcome the unknown</b>	<ul style="list-style-type: none"> <li>• Allow space for the unknown rather than seeking to understand or explain things immediately. Know that you might not answer all the questions in one day.</li> </ul>

## Tool #6: First Nations and municipal governance and legislation

This tool compares key aspects of First Nations and municipal governance and legislation, and lists the services commonly provided by each type of community. [Download Tool #6 in Microsoft Word.](#)

Use this tool to complete the *How our community works* exercise in *workshop #1: Connect*. (see item in Tool #4).

Participants should review the table below and note how their community differs from the general descriptions here.

	First Nations	Municipalities	Observations
<b>Legislation, treaties or agreements</b>	<p>Most First Nation communities operate under the Indian Act, as administered by Indigenous and Northern Affairs Canada (INAC) as well as under a Treaty that applies to a certain region.</p> <p>Some First Nations have had their inherent rights to self-government and self-determination recognized by the federal government under a modern comprehensive or self-government agreement.</p>	<p>Municipalities operate under legal authority granted to them by a province or territory.</p> <p>They are also subject to Treaties as administered by the federal government.</p>	Different jurisdictions and rights can open up new ways to find solutions to shared problems.
<b>Head of local government</b>	First Nations operating under the Indian Act are led by an elected chief and councillors. Some First Nations operate under traditional governance structures.	Municipalities are governed by an elected mayor or reeve, and councillors.	Chiefs and mayors play similar roles in their communities. However, a chief has broader responsibilities than a mayor.
<b>Councillors</b>	<p>Indian Act: One councillor for every 100 band members, with no less than two and no more than 12 councillors.</p> <p>Self-government agreements: Unique to each community.</p>	Number of councillors is set by provincial or territorial laws and is often based on population size.	Some similarities in structures and processes make it easier for councils to understand how each other operates.
<b>Elections</b>	<p>Indian Act: Every two years.</p> <p>Self-government agreements: Unique to each community; generally every three or four years.</p>	Every three or four years as set out in provincial or territorial laws.	The impact of election turnover on the partnership creates a need for formal commitments and strong staff relationships.
<b>Head of administration</b>	Band manager, chief administrative officer (CAO).	Municipal manager, chief administrative officer (CAO).	Similar responsibilities make it easier to work together.



	First Nations	Municipalities	Observations
<b>Regional associations</b>	Tribal councils are a grouping of bands from a region with similar interests that join together on a voluntary basis. Tribal councils can offer services and programs to their member First Nations and may form agreements with federal departments such as Health Canada and Natural Resources Canada. Some are responsible for regional economic development, comprehensive community planning, technical services and band governance issues.	Regional district councils are made up of elected municipal officials from several municipalities who have been appointed or elected to represent their municipality on the regional district council. Regional district councils have a variety of regional responsibilities including medium and long-term land use planning and economic development.	Experience with a regional approach to economic development makes collaboration with neighbours more likely. Partners can also take advantage of existing structures that support regional collaboration by inviting First Nations to join the regional district council.
<b>Funding</b>	First Nations receive funding from the Federal government; this may be supplemented with revenues from band-owned properties or businesses and other sources such as property taxes, user fees and payments from resource development companies. In some communities, these revenues exceed what Indigenous and Northern Affairs Canada transfers to the band.	Property taxes make up approximately 40% of municipal revenues and are applied to real estate assets on all property within the municipality's boundaries.  Another 40% of municipal revenues come from transfers from federal, provincial or territorial governments. In some cases, the funding is conditional on its use for activities targeted by government programs.  Service charges and the sale of goods are another main income source for municipalities, accounting for approximately 16% of revenues.	First Nations and municipalities have access to different funding sources, which can create opportunities to leverage and stack funding.
<b>Management of economic development issues</b>	Many First Nations have a committee on economic development and some have dedicated economic development staff.  First Nations will often have an Economic Development Corporation (EDC) that is separate from the council and operates band-owned businesses.	Many municipalities have a committee on economic development and some have dedicated economic development staff.  Some municipalities have created EDCs but they are usually not involved in owning or operating businesses.	Similar approaches make it easier to coordinate joint work; when an EDC exists, partners can take advantage of activities allowed only to corporations.

**Services provided**

These services are commonly provided by both First Nations governments and municipalities:

- Ambulance, police, fire and emergency medical services
- Animal control
- Arts and culture
- Building permits and zoning
- Business licensing
- Bylaw enforcement
- Child care
- Cemeteries and burial grounds
- Economic development
- Emergency planning
- Garbage collection and recycling
- Infrastructure, including roads and bridges
- Long-term care and housing for seniors
- Land use planning
- Snow removal, road and sidewalk maintenance
- Social housing
- Social services
- Sports and recreation
- Water and sewage services

First Nations governments are also responsible for many of the services that provincial, territorial and federal governments provide to municipalities, such as education, health care and rules about the sale of alcohol.

How First Nations governments administer and deliver services depends on their size and other factors in the community. Members of some First Nations will access these services through programs administered by provinces (such as First Nations children attending provincially funded schools), usually under an arrangement between INAC and the service provider.

## Tool #7: Council resolution template

This tool provides a sample council resolution that communities can use to commit to the Joint CED Process at the end of Stage A. [Download Tool #7 in Microsoft Word.](#)

Use this tool to complete the [Next steps](#) exercise in workshop #1 (see item in Tool #4).

At the end of *Stage A: Connect*, each community should ideally pass a council resolution committing to the joint CED process. Completing the first three stages (A to C) takes 12–18 months and requires each community to commit to:

- Building a stronger relationship with their neighbours following the *Stronger Together* process.
- Organizing and participating in four 1.5-day joint workshops (one during *Stage A: Connect*, one during *Stage B: Vision* and two during *Stage C: Decide*). There should be a good representation of the elected officials, senior administration and economic development staff from each community at each workshop.
- Identifying two joint CED champions from each community (one elected official and one senior staff member) who will champion the process and host the joint meetings, and a joint CED coordinator who will coordinate logistics and communications.
- Ensuring that joint CED champions meet monthly or bi-monthly (by phone or in person) throughout the first three stages to organize the joint workshops.
- Providing any in-kind or financial resources required to hold the meetings (such as travel, meeting space, catering and facilitation costs).

The final stage (*Stage D: Act*) involves implementing the joint work plan and takes an additional 12–24 months depending on what the communities are trying to accomplish. The resources required vary by community and are determined at the end of *Stage C: Decide*.

Here are templates for municipal and First Nation council resolutions.

### 1. Template for municipal council resolution

WHEREAS relationships between First Nations and municipalities based on mutual respect and understanding bring shared benefits to all,

BE IT THEREFORE RESOLVED that [insert name of your community] enter into a community-to-community relationship with [insert name of partner community or communities] **in the spirit of lasting friendship and collaboration.**

BE IT FURTHER RESOLVED that in order to realize shared benefits, [insert names and titles of champions from both communities] have been named as the two joint CED champions and the following resources are committed to the relationship: [insert list of resources identified above].

### 2. Template for band council resolution

The text below can feed into the Band Council Resolution form used by Indigenous and Northern Affairs Canada. Change the wording, as needed.

DO HEREBY RESOLVE:

- To enter into a community-to-community relationship with [insert names of partnering communities] in the spirit of lasting friendship and collaboration.
- That in order to realize shared benefits [insert names and titles of champions from both communities] have been named as the two joint CED champions and the following non-financial resources are committed to building and maintaining the relationship: [insert list of non-financial resources identified above]. In addition, the following financial resources from our band funds are committed: [insert amount required].

## Tool #8: Sample agenda for workshop #2: Vision

This tool presents a sample agenda for the 1.5 day workshop in *Stage B: Vision*. It includes the workshop objectives, detailed facilitator's notes and guidance for the meeting summary. [Download Tool #8 in Microsoft Word.](#)

Use this tool during *Stage B: Vision, Step B1 Develop your relationship vision (workshop #2)* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

### Workshop objectives

By the end of this workshop, each community will ideally have:

- Shared their economic development priorities and identified potential areas for collaboration.
- Developed a draft Friendship Accord that reflects a shared vision for the future.
- Decided on a timeline to complete and approve the Accord.
- Developed stronger personal relationships and a deeper understanding and appreciation of their neighbours' culture, history and approach to government decision making.

### Detailed facilitator's agenda and notes

The tables below describe each activity, how long it takes, the preparation and materials needed and what information should be captured for the meeting summary. The facilitator should review [Tool #3: Plan and manage a joint workshop](#) and complete its pre-meeting checklist before the session begins.

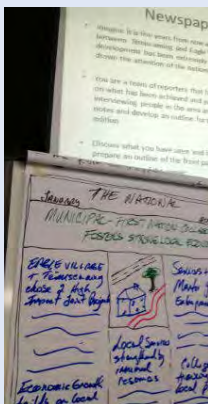
### Facilitator's notes for evening meeting

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting, if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> )	6–6:20 p.m.	Identify speakers in advance.	Briefly describe the evening, list who attended and note who welcomed participants to the meeting.
<b>Introductions and dinner</b>	Go around the room and invite each person to say their name, title or role and one reason why they are excited about strengthening the relationship with their neighbour(s). Then ask each person to find the person they know the least from the other community and sit with them during dinner.  Each pair should get to know each other and brainstorm 13 fun ways to celebrate the new relationship between their communities. Each pair should write their idea(s) on a sticky note, share them with the rest of their table and hand them to the facilitator.	6:20–7:10 p.m.	None.	Summarize ideas from sticky notes.

<b>Meeting objectives and review</b>	Present an overview of the stages and benefits of joint CED, review the main results of workshop #1 exercises (especially the community timelines and ideas for collaboration) and then present the objectives for workshop #2. Leave time for questions or comments.	7:10–7:40 p.m.	Prepare presentation(s), post timelines and bring copies of workshop #1 summary.	None.
<b>Sharing priorities for the future</b>	Ask a representative from each community to provide a 10–15 minute overview of their CED priorities from existing community plans (such as land use plans, official community plans, economic development strategies, etc.). Allow time for questions and record the top priorities from each community on a flipchart. This is also a chance for each representative to share other important updates on what is going on in each community.  Review the priorities as a group to identify shared interests and needs. Record these on the flipchart under the heading opportunities for joint CED. Shared priorities can be as broad as creating jobs or as specific as opening an animal shelter. Keep the flipchart notes for the full day workshop.	7:40–8:40 p.m.	Identify speakers and prepare presentation(s).	None. The priorities will be revisited again during the workshop.
<b>Closing</b>	Closing comments from community leaders.	8:40–9 p.m.		None.

**Full day workshop**

Item	Description	Time	Preparation and Materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; invite an Elder to open the meeting if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> ).	8:30–8:50 a.m.	Identify speakers in advance.	List who attended and note who welcomed participants.
<b>Introductions</b>	Go around the room and invite each person to say their name, title or role and share what they wish to accomplish during this meeting. If time allows, break into pairs (one person from each community) and ask pairs to identify one main thing that would be different in the future if their communities succeed in planning and working together.	8:50–9:20 a.m.	None.	
<b>Meeting objectives</b>	If there are new people in the room who did not attend the evening session, review the main results of workshop #1 exercises (especially the ideas for collaboration) and then present the objectives for workshop #2. Leave time for questions or comments. Circulate and review <i>Tool #5: Dialogue Principles</i> and ask for agreement to adopt them for the workshop.	9:20–9:40 a.m.	Print objectives, agenda, <i>Dialogue Principles</i> and workshop #1 summary for each table.	List the meeting's objectives.

<b>Review community timelines</b>	Review the historical and future timelines from workshop #1. Invite the group to add more events using sticky notes. If there are new people in the room that did not attend workshop #1, allow enough time for questions and answers.	9:40–10:15 a.m.	Tape the timelines from workshop #1 to the wall.	Take photos and note any changes or additions.
<b>Break</b>		10:15–10:30 a.m.		
<b>Share plans and priorities</b>	Review the flipchart notes that describe each community's priorities from the evening meeting. Ask each community if it has other plans or priorities to add, and allow for questions and answers.  Review the flipchart notes on opportunities for joint CED as a group, as well as the high-level collaboration ideas from workshop #1, and discuss whether there are more ideas to add.	10:30–11:15 a.m.	Post flipchart notes on community priorities and opportunities for joint CED.	List each community's plans and priorities. Type up the opportunities for joint CED.
<b>Shared vision</b>	<p>Use this Newspaper Headlines exercise to further explore opportunities for joint CED:</p>  <ol style="list-style-type: none"> <li>1. Form small groups of 4–6 people, made up of representatives from each community.</li> <li>2. Ask each group to imagine it is five years from now and the relationship between the communities has been so successful that a team of reporters is in the area to do a front-page feature. Using flipchart paper, each group has 20 minutes to create an outline of the front page that includes the name of the paper, the headlines about what has been achieved, and drawings to highlight some of their achievements.</li> <li>3. Have each group present its work and answer questions. Post the newspaper front pages around the room.</li> <li>4. Get back into small groups and give the groups 15 minutes to reflect on what they have heard and to identify three opportunities that would be the most strategic to pursue together. Write each opportunity on a sticky note.</li> <li>5. Have each group present their three opportunities and place their sticky notes on a flipchart.</li> <li>6. Work with all of the participants to review the list of opportunities and cluster similar opportunities together.</li> </ol>	11:15 am–12:15 pm	Set up tables for 4–6 people with flipchart paper and markers.	<p>Type up the headlines and include pictures of newspaper front pages, if possible.</p> <p>Type up the final list of grouped opportunities; note the number of times the same opportunity was identified.</p>



<b>Lunch</b>	Encourage participants to eat together by asking everyone to bring food to share, having food brought to the workshop venue, or making a group reservation at a nearby restaurant.	12:15–1:15 p.m.		
<b>Friendship Accord</b>	<p>Use the Friendship Accord activity below to draft an agreement that reflects the shared values and visions of the communities.</p> <ol style="list-style-type: none"> <li>1. Form groups of 2–4 people with members from each community. Identify someone to take notes in each group.</li> <li>2. Ask each person to spend 10 minutes reading the examples in the handout and highlighting sections or words that they would like to have in their Friendship Accord.</li> <li>3. Give each small group 15 minutes to discuss these questions and record their answers on the flipchart at their table: <ul style="list-style-type: none"> <li>• What did you like about the sample Friendship Accords?</li> <li>• What was missing from the samples that should be included in your Accord?</li> <li>• Is there anything you would take out that does not fit for your communities?</li> </ul> </li> <li>4. Ask each small group to report back and post their flipchart.</li> <li>5. Review the responses as a group to create a wish list for your Friendship Accord. Explain that a small team will use this list to complete a first draft after the workshop.</li> </ol>	1:15–2:30 p.m.	Provide flipchart paper and a highlighting pen to each group. Print copies of <i>Tool #9: Sample Friendship Accords</i> for each participant.	Summarize the wish list for the Friendship Accord.
<b>Key messages</b>	<p>Develop Key Messages to be shared with community members and decide how to celebrate the Friendship Accord. As a group, complete <i>Tool #10: Joint key messages</i>.</p> <ol style="list-style-type: none"> <li>1. Focus on joint messages about the opportunities for joint CED and the Friendship Accord. Record your key messages on flipchart.</li> <li>2. Discuss whether the group wants to organize a public signing of the Friendship Accord and explore ideas for how to do it. Share examples from the CEDI communities for inspiration (See <i>Stage B: Vision</i> of the <i>Toolkit</i>). Record on flipchart.</li> </ol>	2:15–3 p.m.	<p>Print copies of <i>Tool #10: Joint key messages</i></p> <p>Prepare slides or handouts on CEDI community celebrations.</p>	<p>Include the key messages identified.</p> <p>Summarize the discussion on public signing.</p>

<b>Break</b>		3– 3:15 p.m.		
<b>Working together</b>	<ol style="list-style-type: none"> <li>1. Identify next steps, process and timelines for sharing key messages, drafting and approving the Friendship Accord, creating the workshop summary and, if applicable, holding a public signing.</li> <li>2. Assign tasks and responsibilities for next steps; consider forming project teams, as needed, to do the work.</li> <li>3. Outline the steps in <i>Stage C: Decide</i> of the joint CED process and identify potential dates, participants and facilitator(s) for the next two workshops.</li> </ol>	3:15– 4 p.m.	Prepare summary of <i>Stage C: Decide</i> process to share with participants.	Summarize next steps, including responsibilities and timelines.
<b>Closing</b>	Ask participants to think of one message they would share with others in their community about the meeting today. Have them write their message on a sticky note, share it aloud with the rest of the group and post it on the flipchart.	4– 4:30 p.m.	None.	Type up these messages.

## Tool #9: Sample Friendship Accords

This tool helps communities create a Friendship Accord and includes two sample Accords. [Download Tool #9 in Microsoft Word.](#)

Use this tool to complete the Friendship Accord exercise in workshop #2 (see item in Tool #8).

A Friendship Accord publicly declares two or more communities' commitment to maintaining a long-term friendship. These agreements often begin with a preamble, and move on to a purpose statement, vision statement and a set of shared values or principles. They then outline each community's commitment to the relationship (such as holding regular meetings) and describe any limits that apply to the agreement.

### Instructions to small groups during workshop #2

1. Give each person about 10 minutes to read the two sample Friendship Accords below and to highlight sections or words that you would like to see in your communities' Friendship Accord.
2. Move into a small group and spend 15 minutes on the following three questions. Record your answers on flipchart paper so you can report back to the larger group:
  - a. What did you like about the sample Friendship Accords?
  - b. What was missing from the samples that should be included in your Accord?
  - c. Is there anything you would take out that does not fit for your communities?
3. Share your responses with the larger group, and then work as a full group to review all of the responses and create a wish list for your Friendship Accord. A small team will use this list to complete a first draft of the Accord after the workshop.

## A FRIENDSHIP ACCORD EVERYONE CAN READ

Madawaska Maliseet First Nation and City of Edmundston have their Friendship Accord available in three languages: English, French and Maliseet. Here is part of the Accord in Maliseet:

Lakutuwakon Wiciw Kci Uten Kapskusisok naka Wolastoqiyik Matawaskiye

WICIW

Meyawet naka Kapskusisoweyok Nuci-Putuwosoltitit, naka Sakomosq naka Nuci-Putuwosoltitit 'ceyok

KCITOMITAHASUWAKON

Wolastoqiyik Matawaskiye («Yuhtol Wikultiyeq») wewinomonya naka wolitahatomonya weci nisuwe ktahkomiq naka toqiw keq nituwitit.

WELAM:

Toqiw Yuhtol Wikultiyeq koti kpatatunya eli psi mili cepoltitit tokec naka 't-aqamihtunya eli nonowtoltitit eweketit kcitomitahasuwakon ci toqiw naka woli nonowtultinya ipocol wolessu ciw toqiw yuhot wikultiyeq.



## A Joint Friendship Accord Between the City of Edmundston and Madawaska Maliseet First Nation



### WITH RESPECT THAT:

- The Mayor and the Edmundston city council, and the Chief and council of the Madawaska Maliseet First Nation ("the Communities") recognize and accept that we share a territory and common interests.
- The Communities wish to close the social, spiritual, and economic gaps that exist between the two and enhance their relationship based upon mutual respect and recognition because this is beneficial to both communities.

### PURPOSE of this Agreement:

- The City of Edmundston and Madawaska Maliseet First Nation Friendship Accord provides the framework upon which The Communities, including their respective governments, residents and members, will collaborate with one another; and
- Targets will be set up, with steps and benchmark for progress, to make our communities better places for all the residents and visitors.
- We feel the need to develop mutual protocols and activities that engage First Nations leaders or their representatives on issues of initiatives of community economic development, and other matters that respect the heritage, the provision of services tailored to the culture and inclusive social participation. This may include a range of sectors, including:
  - Recreation
  - Tourism
  - Business
  - Wellness

### VISION to guide our work together:

We share our wisdom to build a better future for our children and generation to follow; two communities committed to trusting, celebrating and respecting one another, our ancestors and our environment.

### PRINCIPLES AND VALUES to guide our relationship:

We, The Communities:

- Acknowledge our past and histories but are not governed by them;
- Commit to honesty, mutual sharing and to building and maintaining strong mutual trust and respect, including of each other's customs and beliefs;
- Share values and culture in spirit and practice;
- Will enhance communication and information sharing by committing to open, frank, honest and straightforward interaction;
- Commit together to the importance of implementing solutions to address heritage protection and environmental stewardship;

- Will invest in the youth, the future of our communities, by providing accessible cultural, recreational, educational and professional opportunities;
- Respect the skills, governance authorities and respective community governance practice of the other community; and
- These values strengthen our community; and our collective, spiritual, economic and physical wellness. They also serve our common interests in accordance with the guidelines on accountability, transparency, inclusiveness, responsiveness and joint management.

PROCESS to sustain  
our relationship:

We, The Communities:

- Will establish a joint council, in consultation on issues of joint interest of both communities. The councils and their designated representatives will meet regularly at times determined to promote an open and constructive dialogue in order to define common priorities.
- Will establish concrete and effective procedures for cooperation on common issues, concerns, prosecution and initiatives based on favorable current opportunities to an open community and meetings in person;
- Will establish protocols to establish open and improved lines of communication;
- Agree that the Joint Council will develop a framework process, with elders of both communities as members, to address any misunderstandings or disagreements between The Communities;
- Agree that this Friendship Accord will be regarded as a “living document” intended to evolve as The Communities’ relationship evolves;
- Agree that the Council of any of The Communities can initiate a change process to this Friendship Accord at any time, with the understanding that amendments must be mutually agreed by the Councils of each of The Communities; and
- Agree that any of The Communities may withdraw from this Friendship Accord at any time.

COMMITMENT  
of each signatory  
community:

We, The Communities:

- Commit to maintaining our relationship as outlined in this Friendship Accord;
- Commit to building and maintaining strong mutual trust and respect with one another.

LIMITATION  
of the agreement:

Nothing in this Friendship Accord will be construed:

- To abrogate or derogate from any Aboriginal, constitutional, legal or Treaty rights of The Communities;
- To prejudice or affect any statutory power of decision or discretion of any of The Communities.

## FRIENDSHIP ACCORD

**BETWEEN Opaskwayak Cree Nation, Town of The Pas and Rural Municipality of Kelsey**  
**Three Communities – One Heart**



**WITH  
RESPECT  
THAT:**

The Chief and Council of Opaskwayak Cree Nation, the Reeve and Council of the Rural Municipality of Kelsey and the Mayor and Council of the Town of The Pas, Manitoba (hereafter called the Councils) recognize and accept that they share common boundaries and interests; and

The Councils and the communities they represent, located within the traditional territory of Opaskwayak Cree Nation, recognize the significant service of and contributions made by all peoples and organizations within the three communities as well as other neighbouring communities; and

The Councils desire to work together in a cooperative manner for the benefit of all residents of their respective areas; and

The Councils wish to strengthen the social, spiritual and economic ties that exist between the three communities and to establish relationships based upon mutual respect and recognition; and

The Councils unanimously agree that arrangements which support harmonization and mutual respect of these interests are beneficial for all communities

**PURPOSE:**

The Councils as governing bodies wish to establish stable and effective 'government to government' relations and a framework that will strengthen, enhance and honour our historical, political, economic, social and cultural relationships.

**VISION:**

We will share our wisdom to build a better future for our children and generations to follow. Three communities committed to trusting, celebrating and respecting one another, our ancestors and our environment.

**PRINCIPLES  
AND  
VALUES:**

Commit to build and maintain strong mutual trust and respect;

Acknowledge the history, past experiences and differences that impact current perceptions and opinions;

Respect each other's customs and beliefs; share values and culture in spirit and practice;

Strengthen the cooperative and supportive bond between governing bodies to promote the well-being of all for future generations;

Develop an effective and meaningful process that promotes cooperation on common issues, concerns, pursuits and initiatives based on ongoing opportunities for open communication and 'face to face' meetings;



Enhance communication and information sharing by committing to open, frank, honest and straightforward interaction;

Commit together to the importance of implementing solutions to address heritage protection and environmental stewardship;

Celebrate our shared northern lifestyle;

Improve our communities by making the region more economically vibrant and sustainable;

Invest in our youth, the future of our communities, by ensuring cultural, recreational, educational and career opportunities are readily available;

Address root causes relating to public safety, so that all residents and visitors feel safe in the community and region;

Listen to and consider concerns and suggestions expressed in good faith; and

Respect each other's diversity and respective jurisdictions, governing authority and governance practices.

**PROCESS:** The Councils agree to meet regularly, at least twice annually, to promote open and constructive dialogue and to agree on common priorities;

The Councils agree to establish a Joint Committee to identify processes to address these common priorities and to deal with any interim matters that arise between joint meetings;

The councils agree to establish working groups, from time to time as required, to work on identified common priorities;

Any specific Service Agreements that are required in the future will be reviewed and recommended by the Joint Committee prior to presentation to a Council/Council meeting or to individual Councils for approval

Should a misunderstanding arise between the Councils, any Council may, at any time, call a special Joint Meeting to resolve the issue. Where the councils are unable to resolve the issue, any party may request a facilitated resolution process; and

This agreement will be regarded as a 'living agreement' intended to evolve as the parties' relationship evolves. Any Council can initiate a change process to the agreement any time, with the understanding that any amendments must be mutually agreed to by all Councils.

**LIMITATION:** Nothing in this agreement will be construed:

- To abrogate or derogate from any Aboriginal, Constitutional or Treaty rights of the Opaskwayak Cree Nation;
- To prejudice or affect and statutory power of decision or discretion of any of the Councils, the Approving Officer or any other officer or official of Opaskwayak Cree Nation, the Rural Municipality of Kelsey or Town of The Pas; or
- To limit, prejudice or affect any continuing or future negotiations on land claims with the Government of Canada and/or Province of Manitoba

## Tool #10: Joint key messages

This tool provides guidance for planning joint First Nation-municipal communications. [Download Tool #10 in Microsoft Word.](#)

Use this tool to complete the key messages exercise in workshop #2 (see item in Tool #8). It can also be used in workshops #3 and #4 (see items in Tools #11 and #15).

First Nation-municipal partners can strengthen their relationship by coordinating external communications to residents, local businesses, other governments and stakeholders to let them know that your communities are committed to collaboration.

At the end of each workshop, participants can use the questions below to develop a set of key messages to share with community members.

1. As a group, discuss what information you wish to share with community members, stakeholders and other nearby communities. Use these questions to help identify:
  - a. Messages about what you have learned.
    - What is the most important thing you learned today?
    - How has your perspective changed today?
  - b. Messages about why you are working with your neighbour.
    - Imagine you are on the street and a community member asks you why you were meeting with your neighbouring municipality or First Nation all afternoon: What would you say?
    - How would you answer if someone asked you, “Why is it important to collaborate with your neighbours?”
    - What would you like to tell others in the community about your experience at the workshop today?
  - c. Messages about what was accomplished during the workshop.
    - What actions did your communities commit to today?
    - What did your communities decide today?
    - What ideas are you exploring for collaboration?
2. As a group, discuss and agree on two or three key messages to share about the day, as well as any other messages you want to share in a joint communication.
3. As a group, discuss how you will jointly communicate and share these key messages. It could be through a joint press conference, media release, newspaper article or event.
4. As a group, briefly discuss and agree on a process for joint external communications. This refers to messages sent out to the media, community members, stakeholders and other orders of government on behalf of the partnership. Be sure to identify who the spokespeople will be.

## Tool #11: Sample agenda for workshop #3: Prioritize

This tool presents a sample agenda for the first 1.5 day workshop in *Stage C: Decide*. It includes the workshop objectives, detailed facilitator's notes and guidance for the meeting summary. [Download Tool #11 in Microsoft Word](#).

Use this tool during *Stage C: Decide, Step C1 Identify options for joint CED (workshop #3)* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

### Workshop objectives

**By the end of this workshop, each community will ideally have:**

- Shared information and updates from each community.
- Reviewed and updated the opportunities for joint CED that emerged from *workshop #2: Vision*.
- Assessed each opportunity and identified a short list of options to explore further.
- Developed a joint approach and key messages to share with other community members, stakeholders and the media.
- Identified next steps for refining the options, including setting up project teams (as needed) to work on analyzing each short-listed opportunity, and consulting/engaging the community, stakeholders and other orders of governments.
- Developed stronger personal relationships and a deeper understanding and appreciation of their neighbour(s).

### Detailed facilitator's agenda and notes

The tables below describe each activity, the length of time it will take, the preparation and materials needed and what information should be captured for the meeting summary. The facilitator should review [Tool #3: Plan and manage a joint workshop](#) and complete its pre-meeting checklist before the session begins.

## Facilitator's notes for evening meeting

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> ).	6–6:30 p.m.	Identify speakers in advance.	Briefly describe the evening, list who attended and note who welcomed participants to the meeting.
<b>Introductions and dinner</b>	Go around the room and invite each person to say their name, title or role and to share one reason they are excited about strengthening the relationship with their neighbour(s). Then ask each person to find a person they do not know well from the other community to sit with during dinner. Each pair should share what they are currently working on and discuss this question at their table: What economic development ideas and outcomes are they most excited about for the region?	6:30–7:10 p.m.	None.	
<b>Review next steps and workshop #2 results</b>	Present an overview of Stage C of the joint CED process, and share the key messages from workshop #2 (particularly the Friendship Accord and opportunities for joint CED). Leave time for questions or comments.	7:10–7:30 p.m.	Identify speakers, prepare presentation(s) and make copies of workshop #2 summary.	
<b>Sharing plans and priorities</b>	Ask a representative of each community to give a 20-minute presentation on an aspect of their history, culture or plans that relates to one or more of the opportunities for joint CED identified in workshop #2.  Allow time for questions and discussion. This is also a chance for the community representatives to share other important updates about what is going on in their community. Note: Extend the meeting to 9 p.m. if you expect a lot of updates.	7:40–8:20 p.m.	Identify speakers and prepare presentation(s).	Note what plans were shared.
<b>Closing</b>	Closing comments and reflections from community leaders.	8:20–8:30 p.m.		None.

## Full day workshop

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; invite an Elder to open the meeting if appropriate (see <i>Tool #3: Plan and manage joint workshop</i> )	8:30–9 a.m.	Identify speakers in advance.  Print agenda with objectives for each table.	List who attended and note who welcomed participants.
<b>Introductions</b>	Go around the room and invite each person to say their name, title or role and to share one thing they wish to accomplish during this meeting. Then ask each participant to find someone they do not know well from the other community and spend five minutes each sharing an exciting idea for joint CED.	9–9:30 a.m.	None.	
<b>Updates and summary of workshop #2</b>	Present a summary of the key messages and decisions from workshop #2, especially the list of opportunities for joint CED and the Friendship Accord. If new people are in the room that did not attend workshop #2, allow more time to describe what occurred and for questions and answers.  Invite each community to share updates about CED from their community, such as upcoming plans or events.	9:30–10 a.m.	Print copies of workshop #2 summary and the Friendship Accord.	Note what updates were shared.
<b>Break</b>		10–10:15 a.m.		
<b>SWOT analysis of opportunities for joint CED</b>	Review and assess the opportunities for joint CED using a SWOT analysis:  Review the opportunities for joint CED identified in workshop #2; discuss them as a group and add any new ideas (also refine or remove ideas, as needed). Choose the most promising opportunities — five at most — for more analysis. (Note: these five opportunities will be referred to as options for joint CED from now on.)  Break into small groups (one for each option) by interest or expertise, while maintaining similar numbers and community representation in each group.	10:15–11:30 a.m.	Print copies of opportunities for joint CED from workshop #2 and <i>Tool #12: Joint SWOT analysis</i> .	Record the results of the SWOT analysis for each option for joint CED.

	<p>Present <i>Tool #12: Joint SWOT analysis</i> and give each group 45 minutes to use it with their option for joint CED (writing on flipchart paper). This activity will identify each option's main results, strengths, weaknesses, opportunities and threats.</p> <p>Ask each group to post their flipchart and present their analysis to the group as a whole. Discuss as a group and add ideas and comments.</p> <p>Once all groups have presented, ask participants if there are any options for joint CED that they want to add or remove from the list.</p>		<p>Provide flipchart and markers for each table. Divide flipchart into four equal parts and title them top-left: Strengths; top-right: Weaknesses; bottom-left: Opportunity; and bottom-right: Threats.</p>	
<b>Prioritize options for joint CED</b>	<p>Review and prioritize the options for joint CED by breaking into groups of 4–6 people, with balanced community representation.</p> <p>Give each group 30 minutes to decide on priorities and rank the list of options using <i>Tool #13: Prioritize joint CED options</i>.</p> <p>List options for joint CED on a flipchart at the front of the room and ask each group to write their ranking and share their reasons with the whole group.</p> <p>As a full group, select 1–3 options to explore further. Use the ranking and priority-setting questions as a guide. Note that choosing a single large project or plan, or a few smaller projects, keeps joint work manageable for a new partnership; other options can always be pursued at a later date.</p>	11:30 a.m.–12:30 p.m.	<p>Print copies of <i>Tool #13: Prioritize joint CED options</i></p>	<p>List the short-listed options and summarize the rationale for selecting the top 1–3 options.</p>
<b>Lunch</b>	<p>Encourage participants to eat together. By asking everyone to bring food to share, having food brought to the workshop venue, or making a group reservation at a nearby restaurant. Invite others (such as staff, councillors or external people) to join the lunch.</p>	12:30–1:15 p.m.		
<b>Explore short-listed options for joint CED</b>	<p>Use <i>Tool #14: Scope vision, actions and values</i> to develop a high-level vision for each of the short-listed options. Divide into groups if you have more than one short-listed option, and then complete these steps in groups:</p> <p>Give each person 10 minutes to complete the Vision section of <i>Tool #14: Scope vision, actions and values</i> on their own. Ask each participant to write their responses on sticky notes and post them on flipchart paper.</p>	1:15–3:30 p.m.	<p>Print <i>Tool #14: Scope vision, actions and values</i> for each participant; provide 3 sheets of flipchart paper and pens for each table.</p>	<p>Summarize the draft vision, outcomes, activities, questions and consultation ideas for each option.</p> <p>Record the agreed-upon values.</p>



	<p>Spend 20–30 minutes reviewing responses as a group to come to agreement on i) the draft vision (refer to the example in the handout) and ii) desired outcomes (refer back to expected benefits that participants identified during the SWOT analysis).</p> <p>Give each person 10 minutes to complete the <i>Actions</i> section of <i>Tool #14: Scope vision, actions and values</i> on their own. Have them write their responses on sticky notes and post them on flipchart paper.</p> <p>Spend 20–30 minutes reviewing responses as a group and coming to agreement on potential activities, the main questions that need to be answered and what consultation may be needed to refine the short-listed options (refer to examples in the handout).</p> <p>When each small group has finished, come together as a full group and let each group present the results of their discussions. Discuss and refine suggestions and record them on a flipchart.</p> <p>Spend 20–30 minutes doing the <i>Values</i> section of <i>Tool #14: Scope vision, actions and values</i> and coming to agreement on how best to work together. Record on flipchart.</p>			
<b>Break</b>		3:30–3:45 p.m.		
<b>Wrap up, consultation and next steps</b>	<p>Review the remaining steps in <i>Stage C: Decide</i> and discuss these next steps:</p> <p>Identify leads from each community to continue work on each of the short-listed options for joint CED.</p> <p>Determine next steps for consulting potential partners and community members on each of the short-listed options (Step C2).</p> <p>Identify potential dates, participants and facilitator(s) for the work planning workshop (Step C3).</p> <p>Identify lead(s) and a timeline for finishing the workshop summary.</p>	3:45–4:30 p.m.	Prepare summary of Stage C process to share.	List next steps and include how these steps will be completed, including responsibility and timelines.

	Discuss how to manage joint internal and external communications in the coming weeks. Identify contact people and any main messages to share with the community and media at this time.		Optional: Other participants (staff, Council, external) may join for wrap up and closing	
<b>Closing</b>	<p>Get into pairs (one representative from each community) and spend five minutes discussing the question: How will we keep the momentum going to further explore the short-listed options? Write ideas on sticky notes and present them to the full group.</p> <p>Invite participants to give a closing statement if they would like to.</p>	4:30–5 p.m.	None.	Summarize notes on maintaining momentum.

## Tool #12: Joint SWOT analysis

This tool provides guidance for conducting a SWOT (Strengths, Weaknesses, Opportunities and Threats) analysis. [Download Tool #12 in Microsoft Word.](#)

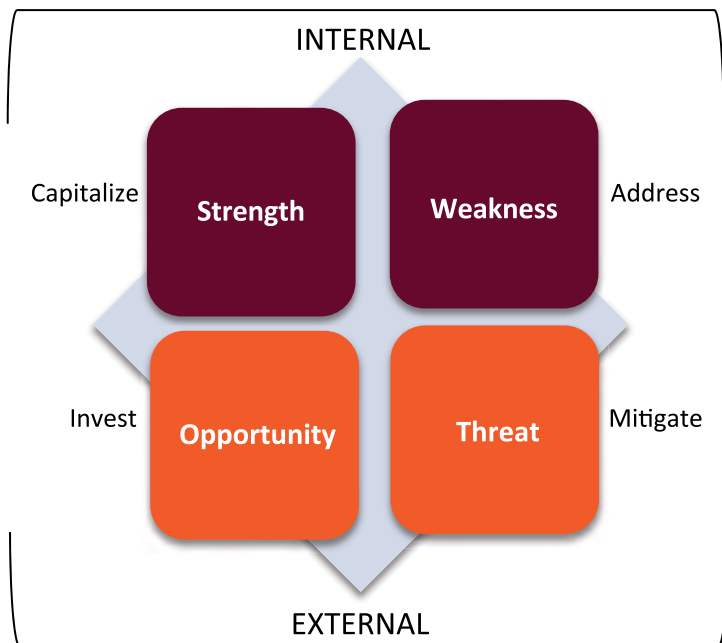
Use this tool to complete the *SWOT analysis of opportunities for joint CED* exercise in workshop #3 (see item in Tool #11).

A SWOT analysis is a structured way to evaluate a project or idea.

As shown on the right, it looks at strengths that people can build on, weaknesses that need to be addressed, opportunities to invest in, and threats to identify and mitigate.

Strengths and weaknesses are internal (under the direct control of partners), whereas opportunities and threats are external (not controlled by the partners).

Conducting a SWOT analysis for a specific project or plan will be a familiar practice for many people working in the field of economic development. However, partners may not be familiar with analyzing initiatives from the vantage point of a partnership rather than a single community.



A joint SWOT analyzes the partnership's strengths, weakness, opportunities and threats. One community's weakness is often the other's strength. By working together, communities can reduce risks and create a stronger project or plan. This tool can help you prioritize opportunities for joint CED based on what is most strategic to pursue jointly. Partners should focus on seeing where strengths and opportunities overlap, rather than on looking at the potential weaknesses and threats faced by a certain course of action.

An alternative analysis tool is SOAR (Strengths, Opportunities, Aspirations and Results). To learn more, visit. <http://asq.org/service/body-of-knowledge/tools-SOAR>.

### Instructions

The questions in this exercise are intended to spark conversation and brainstorming. Not all the questions require full answers.

1. Each small group will explore a specific idea for joint CED (such as a joint tourism strategy). Ask someone to take notes on what people say and to report back to the larger group.
2. Take 10–15 minutes to discuss what would be involved in pursuing this opportunity for joint CED and the benefits you could expect by doing so. Capture the discussion on a flipchart.
3. Take a new flipchart paper and divide it in four equal sections (strengths, weaknesses, opportunities, and threats).

4. Using the questions below, take 10–15 minutes to discuss your partnership’s internal strengths and weaknesses, as they relate to your idea.

STRENGTHS	WEAKNESSES
<ul style="list-style-type: none"> <li>• How would working jointly on this idea be a win-win situation?</li> <li>• Do our communities’ strengths build on one another (are they complementary)?</li> <li>• Would working jointly on this idea maximize what we already do well as partners?</li> </ul>	<ul style="list-style-type: none"> <li>• Are there reasons why we should not undertake this?</li> <li>• As a partnership, what would need to improve so we can achieve the results we want?</li> <li>• What is our partnership lacking in terms of necessary knowledge, skills, capacity or motivation?</li> </ul>

5. Using the next set of questions, take 10–15 minutes to discuss the external opportunities and threats related to your idea.

OPPORTUNITIES	THREATS
<ul style="list-style-type: none"> <li>• What real opportunities exist?</li> <li>• What opportunities might be available to us as communities working in partnership (rather than us doing this alone)?</li> <li>• What is going on around us that could be useful?</li> <li>• Who can support our partnership and how?</li> </ul>	<ul style="list-style-type: none"> <li>• What immediate obstacles does our partnership face?</li> <li>• Who might cause problems in the future and how?</li> <li>• What external factors over which we have limited control might cause difficulties for our partnership?</li> </ul>

6. Share your discussion with the larger group.

## Tool #13: Prioritize joint CED options

This tool can help communities set priorities among your options for joint CED. [Download Tool #13 in Microsoft Word.](#)

Use this tool to complete the *Prioritize options for joint CED* exercise in workshop #3 (see item in Tool #11).

Add your short-listed options for joint CED in columns A to E of the table below.

1. Score each option from 0 to 3 for each question, where 3 is Definitely; 2 is Probably; 1 is Maybe; and 0 is Definitely not.
2. Add up the scores for each column (a higher score means it is a higher priority) and use them to help you rank your options.

	Options				
Prioritization questions	A	B	C	D	E
Does the option provide major benefits for each partner community and the region as a whole?					
Are there advantages to pursuing this option together rather than on our own, as separate communities?					
Is there a shared vision and a high level of interest and commitment from the leadership of all partner communities?					
Could this option come into conflict with any other community initiatives (plans, projects, etc.)					
Are the partner communities ready to take on this work? Do they have the resources (time, money, skills and knowledge					
Are there external partners (funders, organizations, governments) that are supporting or may want to support this option?					
Does this project have a high probability of success?					
Total score:					
Final Ranking:					

## Tool #14: Scope vision, actions and values

This tool will help you explore and describe your priority options for CED. It contains three sections: Vision, Actions and Values. [Download Tool #14 in Microsoft Word.](#)

Use this tool to complete the Project Scoping exercise in workshop #3.

### Vision

Complete the following activity to create a draft vision statement and a set of high-level outcomes for each option on your short list.

1. Take 10 minutes on your own to work on this creative exercise for one of the short-listed options. Write your responses on sticky notes (one response per sticky note).
  - Imagine what your community and region will look like 10 years from now if you succeed at implementing this joint CED option:
    - o How has this opportunity made a difference in the community? What has changed?
    - o What do you see and what is happening?
    - o What are people talking about?
2. Post your sticky notes on the flipchart at the front of the room.
3. As a group, take 20–30 minutes to review everyone's comments and to work on:
  - A draft vision statement. See the example.
  - Potential project outcomes. An outcome is a result or change in the communities based on successfully implementing the option, such as more tourism or more new businesses.

### DRAFTING A JOINT VISION STATEMENT

An effective joint vision statement is:

- Easy to understand and share with others.
- Inspiring and uplifting for all.
- Easily communicated.

Town of Témiscaming, Municipality of Kipawa and Eagle Village First Nation, QC developed this vision for their joint tourism strategy:

*We want to create a memorable experience by welcoming visitors to share our natural beauty, cultural heritage and friendliness.*

### Actions

1. Take 10 minutes on your own to answer the questions below for one of the short-listed options. Write your responses on sticky notes (one response per sticky note):
  - What actions could the two communities take to achieve the vision and outcomes?
  - What research do we need to do and what questions do we need to answer to further scope out this option?
  - Who do the communities need to talk with to scope out this project and determine its viability (such as potential funders, partners, community members, local businesses)?
2. Post your sticky notes on the flipchart at the front of the room.



3. As a group, take 20–30 minutes to review everyone’s comments and draft a list of:

- Actions that the communities could take.
- Research you need to do to scope out the option.
- Consultations needed to scope and validate the option.

### Values

Complete the following activity to create a set of shared values for working together.

1. As a group, brainstorm a list of values that are ideal for working together. Refer to the example in the box below. Discuss these questions:

- How do we want to treat each other in this process?
- How would we describe a successful partnership and relationship?
- What principles do we want to use to guide our joint work?
- How do we want our joint work to be seen, experienced and remembered by all involved?

## SHARED VALUES FOR WORKING TOGETHER

Values describe how participants intend to behave and make decisions when they are doing joint work.

Town of Témiscaming, Municipality of Kipawa and Eagle Village First Nation, QC developed these values for their joint work:

- |                |                 |
|----------------|-----------------|
| 1. Respectful  | 5. Leaders      |
| 2. Devoted     | 6. Genuine      |
| 3. Neighbourly | 7. Diverse      |
| 4. Unique      | 8. Enthusiastic |

## Tool #15: Sample agenda for workshop #4: Work plan

This tool presents a sample agenda for the second 1.5 day workshop in *Stage C: Decide*. It includes the workshop objectives, detailed facilitator's notes and guidance for the meeting summary. [Download Tool #15 in Microsoft Word](#).

Use this tool during *Stage C: Decide, Step C3 Develop joint work plans and structures (workshop #4)* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

### Workshop objectives

**By the end of this workshop, each community will ideally have:**

- Reviewed the short list of joint CED options that emerged from workshop #3 and shared any updates from their scoping and engagement activities since the last workshop.
- Decided on 1–3 priority joint initiatives and developed a work plan for each one.
- Decided on a joint governance structure for managing the work and developed a draft terms of reference.
- Agreed on a timeline and process for next steps, including sharing key messages and engaging with their communities.
- Developed stronger personal relationships and a deeper understanding and appreciation of their neighbour(s).

### Detailed facilitator's agenda and notes

The tables below describe each activity, how long it will take, the preparation and materials needed and what should be captured for the meeting summary. The facilitator should review *Tool #3: Plan and manage a joint workshop* and complete its pre-meeting checklist before the session begins.

## Facilitator's notes for evening meeting

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting if appropriate (see <i>Tool #3: Plan and manage a joint workshop</i> ).	6–6:30 p.m.	Identify speakers in advance.	Briefly describe the evening, list who attended and note who welcomed participants to the meeting.
<b>Introductions and dinner</b>	Go around the room and invite each person to say their name, title or role and to share one benefit they are already seeing from strengthening the relationship with their neighbour(s). Then ask each person to find a person they do not know well from the other community to sit with during dinner.  Each pair should share what they are currently working on and discuss this question at their table: How can we maintain momentum for joint CED over the next year?	6:30–7:10 p.m.	None.	None.
<b>Review next steps and workshop #3 results</b>	Present an overview of the rest of Stage C of the joint CED process, and share the key messages from workshop #3 (especially the short list of joint CED options). Answer any questions and accept comments.  Present an overview of <i>Sustaining the relationship</i> . Invite people to share their ideas for maintaining momentum over the next year and record on flipchart.	7:10–7:40 p.m.	Identify speakers, prepare presentation(s) and make copies of workshop #3 summary.	Summarize ideas for maintaining momentum.
<b>Updates on opportunities for joint economic development</b>	Ask the people who were leads for the 1–3 priority options identified in workshop #3 to lead a 10–20 minute discussion on the work done to date.  Allow time for questions and discussion. This is also a chance for these representatives to share other important updates about what is going on in their community. Note: Extend the meeting to 9 p.m. if you expect to hear a lot of updates.	7:40–8:20 p.m.	Identify speakers and prepare presentation(s).	High-level summary of discussion.
<b>Closing</b>	Closing comments and reflections from community leaders.	8:20–8:30 p.m.		None.

## Full-day workshop

Item	Description	Time	Preparation and materials	Meeting summary
<b>Opening and welcome</b>	Opening message and welcome from the leaders of each community; plan for a First Nations ceremony or prayer to open the meeting if appropriate (see <i>Tool #3: Plan and manage joint workshop</i> ).	8:30–9 a.m.	Identify speakers in advance.  Print agenda with objectives for each table.	List who attended and note who welcomed participants. Include objectives and agenda.
<b>Introductions</b>	Go around the room and ask each participant to state their name and title or role, and to share one thing they wish to accomplish during this meeting.  Then ask each participant to find someone they do not know well from the other community and spend five minutes discussing these questions: How are local organizations and community members responding to the First Nation-municipal partnership? What can we do to get them more engaged?	9–9:30 a.m.	None.	
<b>Updates and review of workshop #3</b>	Present a summary of the key messages and decisions from workshop #3, especially the list of priority options and next steps.  Invite each community to share CED updates from their community, such as upcoming plans or events.	9:30–10:00 a.m.	Bring copies of the joint meeting summary for workshop #3.  Identify speakers.	Note what updates were shared.
<b>Select priorities for work planning</b>	If there are new people in the room who did not attend the evening session, ask the people who were leads for the 1–3 priority options identified in workshop #3 to provide a brief update of work done since the last workshop, including any consultations and research on how the option has evolved and whether any new, promising options have emerged.  As a full group make a final decision on which of the 1–3 priority options to work on now and which to defer until later.	10–10:30 a.m.	Identify speakers.	Summarize discussion and decision on priority options.
<b>Break</b>		10:30–10:45 a.m.		

<b>Work planning</b>	<p>Divide into groups (one for each priority option) based on interest, expertise and community representation. Each group will use <i>Tool #16: Joint work plan template</i> to develop a work plan for their priority option.</p> <p>Start by completing <i>Objectives, partners and actions</i>.</p>	10:45 a.m.–12 p.m.	Print copies of <i>Tool #16: Joint work plan template</i> .	Type notes into template and include in summary.
<b>Lunch</b>	Encourage participants to eat together. Asking everyone to bring food to share, having food brought to the workshop venue, or making a group reservation at a nearby restaurant. Invite others (such as staff, councillors or external people) to join the lunch.	12–12:45 p.m.		
<b>Work planning continues</b>	<p>Continue working in small groups on the work plan for each priority option using <i>Tool #16: Joint work plan template</i>.</p> <p>Complete <i>Timelines, leads and resources</i></p>	12:45–1:30 p.m.	See above	Type notes into template and include in summary.
<b>Governance structures</b>	<p>Use <i>Tool #17: Joint governance terms of reference template</i> to identify the governance structures that need to be in place to i) manage the overall joint CED partnership and ii) deliver specific projects.</p> <p>Present the governance structure options using the handout.</p> <p>Discuss as a group what structure(s) are best for your partnership. Take the time to come to consensus.</p> <p>Use the guiding questions in the handout to move through the template as a group. Fill in enough information so that a small team can complete a draft later.</p>	1:30–2:15 p.m.	Print <i>Tool #17: Joint governance terms of reference template</i> for each table and have a live version on screen.	Capture decisions made live directly in the template.
<b>Break</b>		2:15–2:30 p.m.		
<b>Governance structures continues</b>	Complete the discussion on governance structures.	2:30–3:15 p.m.	See above.	See above.

<b>Joint communications</b>	<p>Discuss how the communities will manage joint internal and external communications in the coming weeks.</p> <ol style="list-style-type: none"> <li>1. As a group, review <i>Tool #10: Joint key messages</i> and brainstorm key messages to share with community members, other governments, stakeholders and the media. Record responses on flipchart.</li> <li>2. Come to agreement on two or three key messages.</li> <li>3. Identify contact people for the joint partnership and for each CED initiative who will respond to questions from the media and others.</li> </ol>	3:15– 3:45 p.m.	Print copies of <i>Tool #10: Joint key messages</i> .	Include contact people and the key messages identified.
<b>Wrap-up and next steps</b>	<p>Review the steps that remain in <i>Stage C: Decide</i> and the recommendations for <i>Stage D: Act</i> and for the final part of the process, <i>Sustaining the relationship</i> on page 57. With the whole group:</p> <p>Review the day's main decisions and identify next steps.</p> <p>Determine the next steps needed to complete and approve the work plans and the terms of reference, including more consultations. Assign people to lead these tasks and set timelines.</p> <p>Decide when the next meetings will be for the leads, working group and project teams (as needed), and how often the joint work plan will be reviewed and updated.</p> <p>Identify the lead(s) and timing for finishing the workshop summary.</p>	3:45– 4:30 p.m.	<p>Prepare summary of <i>Stage C: Decide</i> process to share.</p> <p>Optional:</p> <p>Other participants (staff, councillors, external) may join for wrap-up and closing.</p>	Summarize next steps, including responsibilities and timelines.
<b>Closing</b>	<p>Get into pairs (one person from each community in a pair) and spend five minutes discussing the question: How will we maintain momentum and engage others in the community? Write ideas on sticky notes and present them to the full group. Invite a closing statement from each community leader.</p>	4:30– 5 p.m.	None.	Summarize notes on maintaining momentum.



## Tool #16: Joint work plan template

This tool provides instructions and a template to help develop a joint work plan for an option for joint CED. We suggest that each group use a computer to fill in the template that appears as the last page of this tool. This will be easier than working on it with a pen or pencil. [Download Tool #16 in Microsoft Word.](#)

Use this tool to complete the [Work planning](#) exercise in workshop #4 (see item in Tool #15).

### Objectives, partners and actions

Strategic objectives describe how you will work to achieve your vision.

Partners are organizations that can share the burden and maximize your initiative's benefits.

Actions describe specific steps the communities will take to achieve their joint objectives.

As an example, the three communities of Témiscaming, Kipawa and Eagle Village First Nation in Quebec developed the following vision, objectives and actions for their joint tourism strategy (See [Appendix A: Resources](#) for the link to their full joint tourism strategy):

#### Vision

We want to create a memorable experience by welcoming visitors to share our natural beauty, cultural heritage and friendliness.

#### Strategic objectives

1. Create local awareness and let the communities know about the joint tourism strategy.
2. Support business development, entrepreneurship and private investment, ongoing support and training for customer service providers in the area.
3. Create strong collaboration and communication with regional stakeholders.
4. Showcase the Algonquin culture and our natural environment through a robust communication and marketing plan.

#### Actions for objective #4: Showcase Algonquin culture

- Develop a marketing plan (inventory of attractions, signage, slogan, brand image, marketing tools such as a common tourism map) to promote tourism in all three communities.
- Promote the region at the sportsmen's and tourism shows, through social media, internet sites, brochures, events, souvenir items, etc.
- Display the Algonquin culture with an Algonquin festival held off reserve, exhibits at the Train Station Museum, at the 75th Park and Temusique.
- Create Interactive walking trails, interpretation centre to explain Algonquin culture.
- Create a traditional Algonquin village to showcase traditional lifestyle.

### Instructions

1. As a small group, review the draft vision and your SWOT analysis results for the joint CED option that you worked on in *workshop #3: Prioritize*. Add the vision to the joint work plan template.
2. Assign someone to take notes. This person will record draft ideas on a flipchart (steps 3–5 and 9) and then copy the final text into the joint work plan template. This step will be easier to do using a computer, rather than by hand.

### Objectives

3. Take 10–15 minutes to brainstorm key factors that will likely have a positive or negative impact on your success and write them on a flipchart. Review these factors and group similar ones together (this points to the grouping being an important key factor).
4. Take 10–15 minutes to discuss these two questions (record responses on a fresh sheet of flipchart paper):
  - a. **Positive factors:** What actions could we take to maximize the benefits?
  - b. **Negative factors:** What actions could we take to address the risks?
5. Take 15–20 minutes to draft 1–5 objectives that address both the negative and positive key factors identified above. Begin each objective with an action word (verb) such as, “develop,” “create” or “explore.” Refer to the tourism strategy example from the CEDI partners in Quebec.
6. Once complete, create a new joint work plan template for each objective and add in the objective under vision for each. (Note: Use copy and paste to create new joint work plan templates.)

### Partners

7. For each objective, brainstorm organizations that you could partner with to share the burden and maximize the benefits. This includes funders who might want to support the success of this action.
8. Identify someone who can reach out to each potential partner and set a time to report back.

### Actions

9. Take 15–20 minutes to brainstorm the possible actions that the communities could take to achieve each of the strategic objectives. Record ideas for each objective on a separate piece of flipchart paper.
10. As a group, select and prioritize 1–5 actions for each objective and add the prioritized actions to the appropriate joint work plan template. Add or delete rows as necessary.

### Timelines, leads and resources

Assigning timelines, resources and responsibilities for each action will:

- provide clarity.
- help to keep the project on track.
- provide a baseline for reporting purposes.

**Instructions**

1. For each action, estimate start and end dates in the joint work plan template.
2. For each action, assign both a lead community and a lead person (as needed) in the joint work plan template.
3. For each action, identify the required resources (human, financial and physical) in the joint work plan template.
4. Schedule a meeting for a small team to complete the joint work plan by adding outputs and identifying immediate next steps (see below). Decide who will attend and how to review and approve the completed joint work plan.

**Completing the joint work plan**

The team tasked with completing the joint work plan will need to identify outputs and immediate next steps for each action. An easy way to do this is to add two columns to the far right of each joint work plan template and label them outputs and next steps.

Outputs are specific, tangible results produced as a result of an action, such as a meeting, feasibility study or plan. For each action, think about what must be done in order to accomplish it. For example, if the action is to conduct a survey to understand the community's interest level in expanding tourism, the outputs are completed actions i.e., a finished survey and a report. As another example, if the action is to obtain community feedback through an engagement session, the output is the report that summarizes the input.

Once you know what your outputs are, be sure to identify next steps and adjust timelines, leads or resources as needed. Then, circulate the joint work plan to elected officials and staff in each community so they can review and approve it.

## Joint work plan template\*

Vision:

Objective #1:

Potential partners:

Actions	Start and end dates	Lead community and lead person	Resources (human, financial, physical)
1.		•	•
2.		•	•
3.		•	•
4.		•	•
5.		•	•

\*Create a separate joint work plan template for each objective.

## Tool #17: Joint governance terms of reference template

This tool provides instructions and a template to guide the drafting of a joint CED working group and project team terms of reference. [Download Tool #17 in Microsoft Word.](#)

Use this tool to complete the [Governance structures](#) exercise in workshop #4 (see item in Tool #15).

Up to this point, communities have relied on a joint CED champions group to lead joint CED work. As communities transition from visioning and work planning to action, they require a more formal joint governance structure to manage the partnership and implement the joint CED activities.

CEDI recommends that communities set up a joint CED working group or joint council to manage and coordinate the overall joint CED process and establish project teams as needed to lead each of the individual initiatives.

For new partnerships, CEDI recommends creating a joint CED working group with a formal mandate and terms of reference. This joint CED working group replaces the joint CED champions group and may be supported by one or more project teams. The group's mandate is to:

- **Maintain the economic development relationship** through regular meetings and communications.
- **Share information** on community activities, projects and events of common interest.
- **Discuss issues and opportunities** related to regional development and the relationship.
- **Identify joint priorities and initiatives** to strengthen the relationship and advance CED in the region.
- **Develop joint plans** and oversee their implementation and report on progress.
- **Coordinate activities** on joint initiatives and projects (such as managing the work of project teams).
- **Coordinate communications** related to joint activities and the partnership in general.

### CONSENSUS-BASED DECISION MAKING

Ensuring that all parties agree with decisions will help bridge differences between partners. It also ensures that everyone is fully involved in implementation. Building consensus is most important when the partners have significant differences in size, population or revenue.

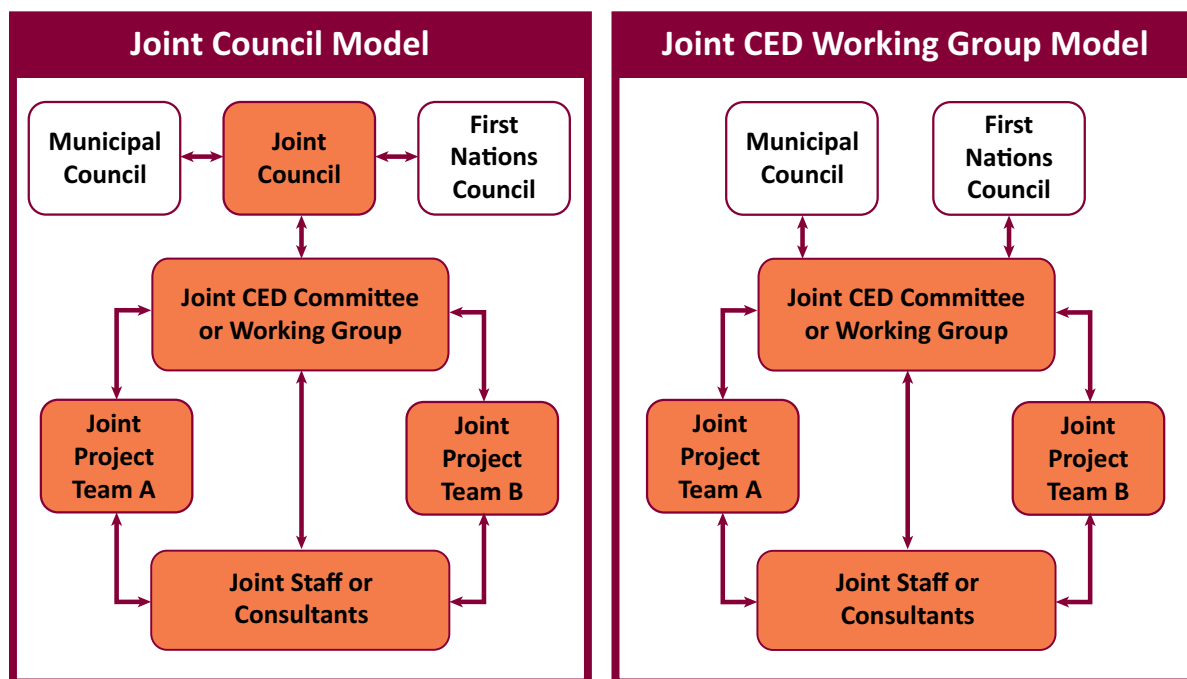
CEDI recommends adopting one of the consensus models developed by the Slave Lake tri-council described on the next page.

In many ways, the joint CED working group is a formal version of the joint CED champions group. They have a similar composition with elected officials from each community along with their senior administration and/or economic development staff. The representatives from each community report back and are accountable to their respective councils and administrations.

Communities may also wish to have stakeholder representation on their joint CED working group. Communities may also choose to hire a consultant or a shared staff person to support their joint planning and project work.

Alternatively, some partners may choose to set up a joint council. It differs from a joint CED working group in that it is responsible for managing the communities' overall relationship and partnership, whereas the joint CED working group is only responsible for joint economic development. A joint council is also responsible for sharing key information and updates about their communities overall. Communities that set up a joint council may want to create a sub-committee (or joint CED working group) to manage their joint economic development activities.

The joint council and joint CED working group roles are summarized below:



## JOINT FIRST NATIONS-MUNICIPAL CED GOVERNANCE STRUCTURES

The diagrams present two different governance structure models: One with a joint council and one without. In the first model, the joint CED working group reports directly to the joint council whereas in the second model, joint CED working group members report to their respective councils.

Generally, the joint council model is more suited to a mature partnership that wants to coordinate a broader range of activities. The second model is more suitable for a newer partnership looking to coordinate activities around a specific issue, such as tourism promotion, and complete specific tasks together, such as a project to build a Visitor Centre.

### Instructions

1. Review this tool on your own while the facilitator describes the structure models using examples from the CEDI communities.
2. Answer these questions as a group to help you reach consensus on what structure(s) are needed for your partnership:
  - a. Given what we want to do, which structure would be better for us – a joint council or a joint CED working group model?
  - b. Which structure would each of our councils be comfortable with?
  - c. Do we need a project team? Do we need more than one?



3. If you choose a joint CED working group model, go through the template below as a group. Change it as you need based on answers to the guiding questions. Have someone use the computer to capture responses and put them into the template. This will help a small team complete a full draft later.

On the other hand, if you choose a joint council model, refer to the [Tri-Council and CAO Secretariat Governance Protocol](#) for terms of reference that apply to a joint council.

### Template for a joint CED working group terms of reference

This template is for a joint CED working group with a single project team. It is only a starting point. Communities will need to adapt it to their needs.

### Mandate

- What is the mandate for the joint CED working group and the project team? How does the mandate relate to the vision for the joint initiative?

### Membership

- Who will take participate from each community? Team members may include elected officials, economic development officers, chief administrative officers, etc.
- How will there be equal representation from the communities? i.e., two elected officials from each community, CAO/Band manager, economic development officer from each community etc.
- What other organizations could also be involved and how many of their representatives will participate? Organizations may include a Chamber of Commerce, Economic Development Corporation, etc.

### Dialogue Principles

- What *Dialogue Principles* has your partnership committed to using?

### Roles and Responsibilities

- What roles will people play? Beyond joint CED working group participants and joint project team members, other likely roles include chairperson, administrator and coordinator.
- What responsibilities will each role have? Please refer to the following suggestions on responsibilities for each potential role.

#### Working group participants

- o Attend meetings or send a substitute.
- o Report to council(s), relevant committees, etc.
- o Complete tasks such as giving feedback on meeting agendas and on joint meeting summaries; read material before the meeting, etc.
- o Adhere to *Dialogue Principles*.
- o Declare any real or perceived conflicts of interest.

#### Working group chairperson

The role of the chairperson(s) is to ensure that working group meetings run smoothly by keeping to the agenda and making sure people follow the group's *Dialogue Principles*. Communities may wish to have one person from each community as co-chairs, have a neutral third party be the only chairperson or rotate the responsibility among the communities. Duties include:

- o Preparing the meeting agenda in consultation with representatives from partner communities.
- o Reviewing and disseminating joint meeting summaries.
- o Running meetings in accordance with *Dialogue Principles*.

#### **Working group administrator**

Based on how often meetings occur and the number of people involved, there can be a large amount of administrative work. The role of administrator should be assigned to one person who has the skills and time to carry out these duties:

- o Take accurate meeting minutes and complete joint meeting summaries.
- o Help to prepare and send out meeting agendas.
- o Manage meeting logistics.
- o Manage the budget and maintain records.

#### **Project team members**

These people should have skills and knowledge related to the initiative and be able to:

- o Attend meetings or send a substitute.
- o Report to council, relevant committees, etc.
- o Complete tasks such as giving feedback on the meeting agenda and joint meeting summaries; read material before the meeting, etc.
- o Adhere to *Dialogue Principles*.
- o Declare any real or perceived conflicts of interest.

#### **Joint project coordinator**

This person should have skills that relate to the successful project completion or plan development, and should be able to:

- o Take accurate meeting minutes and complete joint meeting summaries.
- o Help to prepare and then send out meeting agendas.
- o Manage meeting logistics.
- o Manage the budget and maintain records.

### **Meetings**

- How often will meetings be held? How will the location be chosen?
- What will be the process be for submitting agenda items?

#### **Budget**

- o How will the costs of joint meetings and joint activities be covered?
- o If applicable, how will funds be allocated for the coordinator? While the cost of a coordinator may be shared by the partners, one community will need to be the official employer (employer of record).

#### **Reporting**

- o How often and on what issues should joint CED working group participants report back to their own councils and vice versa?
- o How often and on what issues should project team members report back to the joint CED working group and vice versa?

**Decision making**

- How many participants from each community will need to be present to reach quorum?
- How will decisions be made? CEDI recommends the consensus models developed by the Lesser Slave Lake Region tri-council and adopted by the other CEDI community partnerships. We believe they ensure that all parties agree with decisions made by the partnership. Seeking consensus on all decisions will help bridge differences between partners and ensure that everyone is fully involved in implementation. Building consensus is most important when partners have significant differences in size, population or revenue.

Lesser Slave Lake Region tri-council's consensus models use three steps to make decisions. First, consensus among each individual member of the tri-council is sought. If this cannot be achieved, consensus among the three councils, as opposed to individual members, is sought. If consensus can still not be reached, the chairperson asks the tri-council if it wishes to proceed to a majority vote of councils (one vote per council) to break the deadlock. In the rare event that a majority vote of councils settles a matter and one of the councils acting as a whole feels that it cannot support the decision, it has the right to opt out of the decision by providing written notice of its decision to opt out within five working days. Learn more by reading the Tri-Council and CAO Secretariat Governance Protocol; a hyperlink is provided in [Appendix A: Resources](#).

**Conflict resolution**

- How will you resolve conflict if it arises? A conflict resolution process aims to resolve issues where the parties differ but seek agreement. This is different from a process that creates winners and losers. Depending on the initiative that the joint group is set up to address, it may be necessary to include a conflict resolution process. No matter what the subject is, having this kind of process in place will help you deal with issues that may arise in a way that strengthens instead of weakens the partnership. We recommend it for all partnerships.

Here are some tips, based on Aboriginal conflict resolution and inter-municipal best practices, to help you develop a conflict resolution process for your partnership:

- o Identify potential issues before they become problems and seek to manage them.
- o Create a process that allows partners to raise a concern.
- o Decide what will happen when a concern is raised, such as holding a joint meeting to discuss the issue.
- o Commit to using your Dialogue Principles in all discussions.
- o Jointly agree on a statement of the problem before the meeting and decide whether an outside facilitator is a good idea.
- o Begin by agreeing on the "facts" or the objective aspects of the issue. You may need to gather information before the meeting.
- o Allow each partner to present their position without interruption and then allow for the group as a whole to ask questions and present possible solutions.
- o Commit to exploring options together and negotiating a solution that all partners can agree to.

**Review date**

- How often should the partner communities review the terms of reference?

**Signatures**

- The chief and the mayor sign and date the agreement.

## Tool #18: Conduct a relationship check-in

This tool provides guidance for doing a relationship check-in once a year. [Download Tool #18 in Microsoft Word.](#)

Use this tool during *Stage D: Act, D5 Conduct annual check-in* (see *Chapter 3: A guide to joint First Nations-municipal CED*)

### Preparation and materials

Complete these two exercises once a year during a meeting of the joint CED working group. Allow at least two hours to do both exercises.

Set up the room with tables for groups of 4–6 people. Provide sticky notes and markers and hang the flipchart paper timelines (see below) nearby. Print a copy of this tool and the most recent joint work plan for each table.

For the timeline exercise, tape together 2–3 sheets of flipchart paper end-to-end and draw a line lengthwise. On the first half of the timeline, write **This past year** and on the second half, write **This coming year**.

### Exercise #1: Timeline exercise — Highlights of the last year and hopes for the future

Time: 45 minutes

1. Form mixed community groups of 4–6 participants.
2. As a small group, spend 10–15 minutes brainstorming highlights from the past year of collaboration. Record the highlights on sticky notes (one idea on each note). Highlights could include important events, milestones that you reached, challenges you faced and proud moments.
3. Ask each small group to share their responses and post them on the first half of the timeline (**This past year**).
4. Go back into small groups and spend 10–15 minutes brainstorming your hopes for the year ahead. Record ideas on sticky notes (one idea on each note).
5. Ask each small group to share their responses and post them on the second half of the timeline (**This coming year**).
6. Discuss as a whole group. Look for similarities and differences in responses.

### Exercise #2: Group discussion — Lessons learned and changes required

Time: 75 minutes

1. Form small mixed community groups of 4–6 participants.
2. Give participants five minutes to silently reflect on these questions:
  - a. As an elected official or staff member, what have I learned this year about working together in partnership?
  - b. As an elected official or staff member, what have I learned this year about joint planning?

4. As a small group, spend 10–15 minutes rating yourselves on a scale of 1 to 10 (where 1 is low and 10 is high) for each question below. Record the ratings and the reasons for the rating.
  - a. How well do we know and understand our shared priorities, needs and goals?
  - b. How do leadership and staff perceive the partnership?
  - c. How would you rate your ability to build and maintain trust and resolve disagreements?
5. As a small group, spend 10–15 minutes talking about what could be done in the next year to improve your ratings. Record responses.
6. Ask each small group to share its responses with the larger group.
7. As a full group, spend 15–20 minutes thinking about each of your joint initiatives and joint work plans using the following questions:
  - a. Does the joint initiative we have chosen continue to inspire the joint CED working group and enjoy broad support?
  - b. In terms of the joint work plan, are actions taken meeting the partnership's objectives and vision as expected?
  - c. Has any feedback come from elected officials, staff, community members or stakeholders that we need to act on?
8. Identify any next steps required to strengthen the partnership and improve performance in the coming year.

## Tool #19: Renew your partnership agreements

This tool provides guidance for reviewing and renewing your partnership agreements (such as the Friendship Accord, joint CED working group terms of reference, etc.). [Download Tool #19 in Microsoft Word.](#)

Use this tool during *Stage D: Act, Step D5 Conduct an annual check-in* (see *Chapter 3: A guide to joint First Nations-municipal CED*).

Review your partnership agreements during a combined joint CED working group and project team(s) meeting. Allow at least 90 minutes for this exercise.

1. Set up the room so that each small group has its own table with sticky notes and markers. Print a copy of this tool for each participant.
2. Divide into groups by community and spend 30–40 minutes on the health check template on the next page.
  - a. Answer the questions in the first section, *Clear and robust agreements*. Discuss each question and reach consensus on a score of 1 to 10 (10 being the highest and 1 being the lowest) for the section as a whole (not for each question within the section). Write down the group's reasons for the score and describe how your community would like the partnership agreements to be improved. Improvements can be either to the actual agreements or to how they are being implemented.
  - b. Repeat for the second section, *Making decisions and working jointly*.
  - c. Add your scores for the two sections to obtain a total partnership agreement score.
3. Have one rep from each community present their results, including the reasons for each score and ways they would like to see the partnership improve. Record responses on flipchart.
4. After both communities have presented their scores and reasons, open the meeting for discussion. Be sure to practice *Dialogue Principles* as you discuss ways the partnership agreements can be improved.
5. Identify next steps for improvements and assign responsibilities and timelines.

Partnership agreements health check	Score (out of 10)	Reason for score	Ways to improve
<b>Clear and robust agreements</b>			
How clear and useful are your partnering agreements?			
Is the division of roles and responsibilities among partners fair?			
Are costs and benefits of joint activities shared fairly?			
Is your community able to invest adequate resources (human, financial and physical) into the partnership?			
Are your processes for information sharing and holding joint meetings working well enough?			
<b>Making decisions and working jointly</b>			
Are each partner's unique strengths being incorporated in the work of the partnership?			
Do you and your partners build and maintain trust?			
Do you and your partners communicate well?			
Have you resolved disagreements in a positive way?			
Are you and your partners open to and able to have difficult conversations when necessary?			
<b>Partnership agreement score</b>			



## Chapter 5: Case studies from the CEDI communities



Photo: Trent Allen, Opasquia Times

“

**The big check mark in all of this so far is the constant reminder to include our neighbours. Doing so has created a much more open relationship with plenty of positives along the way.**

Mayor Jim Scott, Town of The Pas

”

## Sawridge First Nation, Town of Slave Lake and Municipal District of Lesser Slave River No. 124, Alberta



	Sawridge First Nation	Town of Slave Lake	MD of Lesser Slave River
Population	389	6,782	2,929
Elected leaders	Chief Roland Twinn	Mayor Tyler Warman	Reeve Murray Kerik
Websites	<a href="http://www.sawridgefirstnation.com">www.sawridgefirstnation.com</a>	<a href="http://www.slavelake.ca">www.slavelake.ca</a>	<a href="http://www.md124.ca">www.md124.ca</a>

### From disaster recovery to economic development

These communities are 250 km north of Edmonton along the southwestern shore of Lesser Slave Lake. Sawridge First Nation relies largely on own-source revenue to provide services, is governed by an assembly of all adult band members living on-reserve and operates under its own constitution (rather than the Indian Act).

After devastating wildfires in 2011 affected the lives and livelihoods of everyone in the region, the three communities received \$64 million in disaster funding from the Alberta government. They formed a tri-council to lead the recovery efforts of the region and to provide regional strategic planning. The tri-council allocated funds and undertook a variety of initiatives including developing a regional growth plan and establishing the

economic development committee. This committee developed the joint *Slave Lake Regional Tri-Council Economic Development Strategic Plan: 2012-2015* and hired a joint Economic Development Officer.

### Deepening their relationship

When the communities applied to CEDI they wanted to step back from disaster recovery and focus on building a stronger relationship and partnership. To do this, they drafted a Friendship Accord and signed it at the third annual Honouring the Fire Round Dance in 2014. This was the first time that the district and town participated in the traditional Cree round dance. Mayor Warman and Reeve Kerik brought their families and invited members of their communities to participate. Nearby First Nations who attended the event said they were inspired by what they saw in this deepening relationship.

Reflecting on the experience, Reeve Kerik said, “Not only have we worked together well as colleagues, but we have also become wonderful friends in the process.”

**Collaboration highlights: Integrating planning, economic development and communications**

- The joint land inventory was developed from in 2013–2014 to take a regional land use approach. The goals were to identify what land was available for what purpose, avoid duplication and find ways to collaborate. The three jurisdictions developed a regional growth plan that is the basis for growth in the region. Sawridge will use the regional growth plan as its guide in land use planning, while the two municipalities created an intermunicipal development plan that governs their land use. Both documents were ratified in 2015.
- The communities hosted a regional CED symposium in the fall of 2014 where tourism emerged as a common priority. The symposium focused on reducing duplication and enhancing collaboration among nine regional economic development initiatives and organizations. The involvement of funders in the symposium helped to speed up the identification of joint opportunities. Work on a Slave Lake Regional Tri-Council Economic Development Committee tourism marketing strategy started in 2015. It aims to identify and promote Aboriginal cultural and history, such as the historic signing location of Treaty 8 along Lesser Slave Lake.
- Slave Lake Regional Tri-Council joint communications policy was developed in response to a communication breakdown during the 2011 wildfires. The policy outlines how the three communities will communicate with each other when the unexpected occurs, and includes guidelines for communicating about economic development and emergency management. The policy also provides for briefings of new staff and elected officials, and it supports collaboration among the three communities, to ensure long-term sustainability. The communications policy is now incorporated as part the Slave Lake Regional Tri-Council governance protocol .

**Lessons learned: Using consensus decision making to build and maintain trust**

The tri-council developed a three-step consensus process to help balance their differences in size. Members of the tri-council cite it as a reason for their success. As described by Mayor Warman below, they struggled with consensus at first; then they realized that consensus only works when people understand that what benefits one, benefits all.

“Trust is the biggest thing. If you don’t have that trust, you don’t have anything. Initially, we struggled through it because we were trying to keep score all the time and you can’t do that. Everything we do as an individual project is not going to benefit us all equally — it never will. And if we’re trying to do that, we’ll never get anything done. But collectively as a whole, all those projects, there’s a benefit for all of us.

Mayor Tyler Warman,  
Town of Slave Lake, AB

**Relationship building and joint CED milestones**

May 2011: Wildfires destroy one third of the town and much of the surrounding area; a Tri-Council is formed to work on recovery.

May 2012: Tri-council forms an economic development committee, develops a joint economic development strategy and hires an Economic Development Officer.

Oct. 2013: The three communities join CEDI to work on building a stronger relationship.

Jan. 2014: A joint workshop focuses on relationship building and labour market issues; a Friendship Accord is drafted and tourism is identified as an opportunity for joint CED. The tri-council launches a joint website that features all three communities; its goal is to attract residents and businesses.

May 2014: The communities sign a Friendship Accord and celebrate during an event called Honouring the Fire Round Dance, hosted by Sawridge First Nation.

Jan. 2014: The communities complete a joint land inventory and shared land use plans as part of developing a regional growth plan.

Sept. 2014: Construction begins on a Legacy Centre that includes a hall for meetings and events, a daycare centre, and office space for lease to community organizations. The Legacy Centre will also serve as an evacuation centre for the region. All three communities contribute funds to build it.

Nov. 2014: The partners develop a draft communications policy and hold the first regional economic development symposium in the area.

More details on the Alberta partnership can be found here: <http://www.fcm.ca/home/programs/community-economic-development-initiative/participating-communities.htm>. A link to the Slave Lake Regional Tri-Council Economic Development Strategic Plan (2012–2015) and regional growth plan can be found in *Appendix A: Resources*.



## Lac Seul First Nation, Municipality of Sioux Lookout and



Photo: Tim Brody, Sioux Lookout Bulletin

	Lac Seul First Nation	Kitchenuhmaykoosib Inninuwug	Municipality of Sioux Lookout
Population	1,204 on-reserve 2,327 off-reserve	995 on-reserve 443 off-reserve	5,037
Websites	<a href="http://www.lacseul.firstnation.ca">www.lacseul.firstnation.ca</a>	<a href="http://www.bigtroutlake.firstnation.ca/">http://www.bigtroutlake.firstnation.ca/</a>	<a href="http://www.siouxlookout.ca">www.siouxlookout.ca</a>

### Kitchenuhmaykoosib Inninuwug, Ontario

#### Far apart but interconnected

The Municipality of Sioux Lookout and Lac Seul First Nation are 30 km apart in northern Ontario, while their partner, Kitchenuhmaykoosib Inninuwug (KI), is 400 km farther north and accessible only by airplane or winter road. Sioux Lookout serves as a health, education, transportation and service hub for nearby First Nations, such as Lac Seul, as well as for 31 far north First Nations like KI.

The communities had a range of reasons for joining the CEDI program. A Friendship Accord between Lac Seul First Nation and Sioux Lookout was developed through FCM's Community Infrastructure Partnership Program and signed in 2012; however, the communities cited racism as an ongoing problem.

KI had a long-time desire to form a partnership with its neighbours, but its remote location was a challenge.

#### Combining assets to address a crisis with food costs

The partners are developing a proposal and business model for a Regional Distribution Centre (RDC) that will provide cheaper, healthy and fresh food and consumer goods to as many as 31 northern First Nations and create jobs for people in Lac Seul.

The RDC has good strategic value in that remote northern communities in the region struggle with high costs and a lack of healthy food. This creates health problems.

Each partner brings complementary assets to the project. Sioux Lookout owns an empty warehouse at the airport and its staff has business development experience. KI is a shareholder in

Wasaya Airlines, the airline that serves most of the other 30 northern First Nations communities, and brings firsthand knowledge of northern food challenges and community relationships across the north. For its part, Lac Seul First Nation has a training centre and a labour force that can manage and run the RDC.

**Collaboration highlight: Building broad support creates momentum**

The communities prepared joint funding proposals, jointly hosted a First Nations-municipal economic development conference and started talking to regional stakeholders about the idea of a joint distribution centre. This led to an invitation to visit Sysco's food preparation and distribution centre in Winnipeg, where the CEDI champions group learned more about logistics.

Their efforts attracted a lot of interest and offers of support. By December 2014, the project had received \$168,000 in funding from CEDI, FedNor and the Northern Ontario Heritage Fund Corporation. They used the funding to hire a project coordinator and a consulting firm that is completing a feasibility study.

The first step in the feasibility study was to visit and engage the 31 far north First Nations that will be the RDC's main customers. While there, they began to collect data on the needs and priorities of the communities, and to explain the project to them and gain their support.

All of the far north First Nations communities were invited to a community gathering called Breaking Down Barriers — Building New Economies in late April 2015. It provided a chance to meet, validate the research results and begin exploring business models for the RDC. At the same time, eight mayors and 16 chiefs came together, in a historic first meeting of its kind, to look at other areas for regional CED.

This work led to the creation of a labour market working group (LMWG) in March 2015, co-chaired by Sioux Lookout and Lac Seul. The LMWG was tasked with developing a community human resource plan that included a general skills inventory of the region and an analysis of skills shortages and job forecasts for the future — especially for the mining sector. From this, a community employment and training plan will follow to address the need for skilled labour and to forecast training needs.

The LMWG is also working to create a Sioux Lookout marketing campaign to attract skilled workers to the area. It will highlight the benefits of living and working in Sioux Lookout to new graduates, foreign workers and skilled workers from the region.

**Lessons learned: Overcoming distance and a painful past**

The Ontario partnership has been challenged by KI's remote location. However, this challenge became an asset when the partners chose an RDC as their joint project. KI brings a unique knowledge of the needs of fly-in First Nations communities that will be the project's end users.

Despite already having a relationship and being neighbours, people from Sioux Lookout and KI were unfamiliar with Lac Seul's history. During a relationship-building workshop, the participants saw a slide show set to music called A History of Lac Seul. It told how the land was flooded, described the impact of residential schools and set out how these events have affected both the people and

**In most cases, fly-in communities are overlooked when economic development opportunities arise. First Nations in isolated locations have something to contribute towards regional economic development initiatives by partnering with interested municipalities including year-round accessible First Nations as is the case with this initiative.**

Kitchenuhmaykoosib Inninuwug Band  
Council statement

the community. The slide show also highlighted the community's accomplishments. Participants were visibly moved and found the history lesson to be valuable for their work together.

#### **Relationship building and joint CED milestones**

June 2012: Before joining CEDI, Sioux Lookout and Lac Seul First Nation sign a Friendship Accord.

Nov. 2013: First workshop convenes the three communities, which identify five opportunities for joint CED.

Apr. 2014: Second workshop develops a short list of three priorities and selects the RDC as a final choice. Partners also draft terms of reference for a joint CED working group and technical working team.

May–Sept. 2014: The partners develop joint funding proposals and officially launch the RDC at Ke-ondaatiziying (How We Will Sustain Ourselves) a joint First Nations-municipal regional CED conference.

Oct.–Jan. 2015: Partner communities sign terms of reference for a joint CED working group, do research and meet with stakeholders.

Nov. 2014: Sysco, a large food distributor, hosts a study tour of its facility in Winnipeg.

Sept.–Dec. 2014: The partnership receives \$168,000 from funders to pay for a project coordinator and feasibility study.

Feb. 2015: The Minister for FedNor, Greg Rickford, announces funding and attends launch of the feasibility study. The RDC project team holds a lessons learned review to share progress with elected officials, the project coordinator and feasibility study consultants.

Apr. 2015: Chiefs of 30 far north First Nations are invited to a meeting to provide input on the feasibility study. Eight mayors and 16 chiefs gather for the first time to discuss regional development issues.

March 2015: A labour market working group co-chaired by Lac Seul and Sioux Lookout begins research to understand and address regional skill shortages and labour imbalances.

May 2015: CEDI partners complete video summarizing the historic meeting of chiefs and mayors in Lac Seul in April.

More details on the Ontario partnership can be found at: <http://www.fcm.ca/home/programs/community-economic-development-initiative/participating-communities.htm> and [www.farnorthrdc.ca](http://www.farnorthrdc.ca)



## Eagle Village First Nation, Town of Témiscaming and Municipality of Kipawa, Quebec



	Eagle Village First Nation	Town of Témiscaming	Municipality of Kipawa
Population	261 on-reserve 568 off-reserve	2,385	474
Elected leaders	Chief Lance Haymond	Mayor Nicole Rochon	Mayor Norman Young

### From co-existing to collaborating

These communities are located in a resource-rich region of Quebec approximately 70 km northeast of North Bay, ON. Témiscaming is home to a Tembec pulp and paper production centre that employs 850 people.

The Town of Témiscaming and Eagle Village First Nation applied to the CEDI program and described their relationship as: “We live next door to one another yet don’t necessarily know each other — we co-exist.” Even so, they shared a desire to take a regional approach to diversifying their economies away from resource development.

In particular, the communities saw the opening of a new provincial park — Opemican Park — as a way to support tourism growth. Given the size of their communities, the two partners decided a regional approach would better attract tourists, so they asked the nearby Municipality of Kipawa to join them.

“  
The three of us together are  
one voice and we hope it will  
make a difference when we go  
to different levels for all types of  
support.”

Danielle Gravelle, director general,  
Municipality of Kipawa, QC

The three communities decided to develop a joint tourism marketing strategy and focus on coordinating the work of their Economic Development Officers. They chose to showcase Algonquin culture in their tourism efforts since it would offer something unique in the region and draw both Canadian and international tourists. This would benefit all three communities economically, as well as help to revive Algonquin culture, beliefs and practices. The communities expressed this in their joint vision statement, “We want to create a memorable experience by welcoming visitors to share our natural beauty, cultural heritage and friendliness.”

**Collaboration highlight: Building capacity through a peer mentor, study tours and consultation**

Once the three communities identified joint tourism promotion as their priority they formed a CEDI champions group and worked hard to determine how to approach the project. The communities used a volunteer peer mentor with a lot of planning experience in Quebec municipalities to help guide the team of three EDOs. (Peer mentors are experienced municipal or First Nations staff or elected officials who agree to provide advice and support, as a volunteer or for a small honorarium.) Together, they developed a shared vision, mission and values for a joint tourism marketing strategy, did research on the current context and identified strategic themes for joint tourism.

Realizing that more research was needed, the three communities went on two study tours to learn about tourism initiatives related to First Nations culture and provincial parks. They also obtained extensive tourism data.

The three communities then held a spaghetti supper and joint consultation with more than 80 community members, business owners and other important stakeholders to get their input on their strategy. This was possibly the first joint First Nation–municipal community consultation in the region.

**Using the *Dialogue Principles* to have difficult conversations**

CEDI’s first two community partners in Quebec faced a significant challenge over a proposed open pit mine early on in the joint CED process.

Some Témiscaming elected officials and community members supported the mine

because it would help to diversify the economy. Meanwhile, some Eagle Village elected officials and community members opposed the mine due to concerns over its environmental and social impacts. Before the launch of the joint CED process, the mining company met with each community individually, but the municipality and the First Nation had not met to discuss the issue. As a result, rumours and tensions were growing between the two communities.

After the mine issue came up multiple times, the CEDI team decided to use the *Dialogue Principles* to help the two communities hold a productive conversation and address “the elephant in the room.” Meeting participants used the Principles to share how they felt and practiced listening to each other with curiosity instead of judgment. By the end of the session, they came to realize that this disagreement did not have to hold back their relationship because they agreed on many other issues and they knew collaboration would benefit both communities.

**Merging approaches to community consultation**

Eagle Village First Nation, Municipality of Kipawa and Town of Témiscaming, QC each had different opinions on when, how and why to consult community members about their joint tourism strategy idea. Some municipal councillors thought they should wait until the strategy was finished whereas their First Nations partners explained that they wanted guidance from the community on how to proceed.

Together they came up with a third way: a joint consultation. The partners shared some of their initial joint tourism ideas and left it to community members to validate and add input. This approach respected and brought together both approaches and was a great success. More than 80 community members, business leaders and other important stakeholders participated in the combined spaghetti supper and joint consultation. Community members became engaged and stepped forward to offer to volunteer in future joint events.

**Relationship building and joint CED milestones**

Sept. 2013: Workshop identifies three opportunities for joint CED, all related to tourism. The communities decide to invite Municipality of Kipawa and Wolf Lake First Nation to join the partnership.

Jan. 2014: Workshop attracts more than 15 economic development stakeholders to discuss tourism. Municipality of Kipawa agrees to join the partnership and the three communities decide to draft a Friendship Accord. The three communities select a joint tourism marketing strategy as the focus for joint CED.

June 2014: The partners sign a Friendship Accord on National Aboriginal Day, marking the first time the neighbours celebrate this day together on-reserve.

June–Sept. 2014: The three communities' EDOs work with a peer mentor on joint planning. The partners, along with representatives of local tourism ventures, go on a study tour to Algonquin Park and Huntsville, Ontario.

Oct. 2014: The partners go on a second study tour. They visit Wendake and Temiscouata National Park in Quebec to learn about cultural tourism operations. The CEDI champions group develops a joint tourism vision, mission statement, values and objectives.

Feb. 2015: The partners organize a joint community consultation to get feedback on their tourism approach and strategic objectives.

April 2015: Work to refine their strategic plan begins. The partners focus on short-term actions and create a technical working group that includes the director of Opemican Park and other stakeholders, to ensure local economic spin-offs from park construction. They decide to develop a joint tourism strategy.

June 2015: In early June, a Neighbours' Party features Algonquin ceremonies, a barbeque, a garage sale, a plant exchange and a fishing contest. In late June, community members from all partner communities celebrate National Aboriginal Day together at Eagle Village. Both events provide opportunities for cultural learning.

For more details on the Quebec partnership visit [www.fcm.ca/cedi/participatingcommunities](http://www.fcm.ca/cedi/participatingcommunities).

## Appendices



“

The way I see it, we're not going to have sufficient human resources for prospective employers from just within the reserve and we need some help to get people job ready; but we do have resources in the region, and when we make the area commercially viable, everyone benefits. We all recognize we won't see results right away, but in the long run, this joint marketing plan is going to make the business community more aware of the area.

Brian Titus, CEO Sqewel Development Corporation, in Exchange,  
Summer 2015, Local Government Management Association of British Columbia

”

## Appendix A: Resources

There are many resources to help you craft your first agreement or hold a joint meeting. The resources are classified under eight themes; these and additional resources and tools are available on the online Toolkit resource page: <http://www.fcm.ca/home/programs/community-economic-development-initiative/toolkit/resources.htm> which will be updated as new resources become available.

### Community economic development

The following websites have extensive free resources on community economic development:

- [The Canadian CED Network](#)
- [Centre for Innovative & Entrepreneurial Leadership](#): Community resources and publications and external articles and websites
- Ontario Ministry of Municipal Affairs and Housing: [Municipal Planning and Financial Tools for Economic Development Handbook](#)
- Federation of Canadian Municipalities: [Resources on local economic development](#)

Cando also has 16 Guidebooks for Economic Development Officers available for purchase at <http://www.edo.ca/edo-tools/guidebooks>.

### First Nations in Canada

The resources below have been selected for their quality, accuracy and Canada-wide perspective.

#### Introductory resources

- [Wab Kinew's Walk Through History](#): A very brief clip from the award-winning 8th Fire documentary. Wab Kinew takes a walk through the history of the troubled relationship between Aboriginals and non-Aboriginals in Canada
- [First Nations in Canada](#) (25 pages): A comprehensive look at Aboriginal history in Canada as told by INAC
- [Quality of Life of First Nations](#) (two pages): A fact sheet published by the Assembly of First Nations (AFN) in 2011 on the daily realities of First Nations across Canada and the reasons for how these came to be
- [Debunking Myths Surrounding Canada's Aboriginal Population](#) (eight pages): A TD Economics special report dissects myths. Examples include: "Aboriginal people do not pay taxes," "Aboriginal people do not pay for post-secondary education," "Aboriginal people are falling behind in the job market," "Aboriginal businesses are not successful," etc.



**For further knowledge**

- Federal Government Funding to First Nations – The Facts, the Myths, and the Way Forward (31 pages): An excellent look at the funding relationship between First Nations and the Government of Canada as told by the Assembly of First Nations (AFN).
- 8th Fire “It’s Time” (45 min.): An episode of an award-winning documentary about Aboriginal peoples. Topics addressed include the need to improve relationships between Aboriginal and non-Aboriginal peoples, the young and fast-growing Aboriginal population, common misconceptions about Aboriginal people, and the need to “take a new look at the relationship”.
- Aboriginal People: Economic Conditions (10 pages): An encyclopedia article which offers a good overview of economic conditions faced by Aboriginal people and their historical context.
- The Aboriginal Progress Report 2015 (72 pages): The report tracks and assesses the progress of First Nation, Inuit and Métis people between 2006 and 2011 compared to the non-Aboriginal population and identifies the gaps in economic outcomes that remain.
- Some information on First Nations communities, including a list of chiefs and councils, is available on Community Profiles, produced by INAC.
- Your Guide to Municipal Institutions in Canada offers an overview of Canadian municipalities. It includes information on responsibilities by province or territory, how municipal taxation works, and decision-making and democratic processes.

Bob Joseph of Indigenous Corporate Training Inc. has created and made freely available the following resources, all of which are available at <http://www.ictinc.ca/first-nations-municipal-community-economic-development-initiative>:

**Behaviour and cultural etiquette**

- Working effectively with Aboriginal Peoples: 19 must do’s for local government
- 21 Things not to say or do when working effectively with Aboriginal Peoples
- First Nation protocol: Thanking the host Nation, why you should.
- First Nation protocol: Gift Giving, how do you know if it is appropriate and/or expected

**Learning and understanding**

- Aboriginal Elders
- Aboriginal Peoples: A guide to terminology
- 11 things you should know about Aboriginal oral traditions
- Aboriginal Peoples are all the same, right?

**Friendship Accords and relationship agreements**

A comprehensive list of sample accords and agreements is provided on the Toolkit website. A few examples include:

- Memorandum of Understanding on Cooperation and Communication (Cheam First Nation, District of Kent, Scowlitz First Nation, Seabird Island Band, Stó:lo Tribal Council, Sts’ailes First Nation and Village of Harrison Hot Springs, BC)
- Sioux Lookout Friendship Accord (Municipality of Sioux Lookout, Lac Seul First Nation, Cat Lake First Nation and Slate Falls First Nation, ON)

- A Joint Friendship Accord Between the City of Edmundston and Madawaska Maliseet First Nation, NB

### Joint CED plans and strategies

A comprehensive list of sample plans and strategies is provided on the [Toolkit website](#). A few examples include:

- [Slave Lake Regional Tri-Council Economic Development Strategic Plan: 2012–2015](#) (Town of Slave Lake, Sawridge First Nation and Municipal District of Lesser Slave River No. 124, AB)
- Tri-Council Regional Growth Plan (Town of Slave Lake, Sawridge First Nation and Municipal District of Lesser Slave River No. 124, AB)
- [Cormorant Island Economic Development Strategy](#) (Village of Alert Bay and 'Namgis First Nation, BC)

### Joint governance terms of reference

A comprehensive list of sample terms of reference is provided on the [Toolkit website](#). A few examples include:

- Joint CED working group terms of references: City of Edmundston and Madawaska Maliseet First Nation, NB and Municipality of Sioux Lookout, Lac Seul First Nation and Kitchenuhmaykoosib Inninuwug, ON
- Joint council terms of reference: Town of Slave Lake, Sawridge First Nation, Municipal District of Lesser Slave River No. 124, AB

### First Nation-municipal planning

First Nations and municipalities both use a variety of planning approaches, two of the most common appear below:

- Comprehensive community planning is a holistic process that enables a community to build a roadmap to sustainability, self-sufficiency and improved governance capacity. These overarching plans are created through a community-led process and address key planning areas, all of which are interrelated and interdependent: Governance, land and resources, health, infrastructure development, culture, social issues and the economy. INAC published [Comprehensive Community Planning for First Nations in British Columbia](#).
- All provinces and territories require local governments to develop official plans (also known as comprehensive community plans, general municipal plans or official community plans) that incorporate the vision and framework for land use and development in their community. Most Official Plans integrate land use, economic, environmental, transportation and community facilities into a broad strategy to direct growth and development in a sustainable manner. For more information, contact your province or territory's municipal affairs department.

Other processes and trends that are relevant for First Nation and municipal planning include:

- [Your Guide to Municipal Institutions in Canada](#) offers an overview of Canadian municipalities. It includes information on responsibilities by province or territory, how municipal taxation works, and decision-making and democratic processes.
- The National Aboriginal Economic Development Board (NAEDB): Additions to Reserve: Improving the Economic Success of Urban Additions to Reserves [Part One](#) 2014 (32 pages) and [Part Two](#) 2015 (101 pages): This study examines the cases of six First Nations with reserves adjacent to urban centres and estimates the substantial fiscal and economic benefits they have achieved for both themselves and the neighbouring municipalities.



- Treaty Implementation in BC: A Path Forward. A resource guide to support Treaty First Nation, regional district and local government collaboration and planning. 2012 (82 pages): A resource guide with tools created to help Treaty First Nations, regional districts and local governments improve regional planning, collaboration and service delivery as treaties are implemented across BC.
- Community to Community Forum: Jointly organized by the Union of British Columbia Municipalities and the First Nations Summit, regional community to community (C2C) forums bring together First Nations and local governments from across BC to discuss common goals and opportunities for joint action. Since 1999 close to 500 regional C2C forums have been held in communities across the province.

### Community consultation

Many resources exist on effective stakeholder and public engagement; below are three that can help you get started:

- 2007 (INAC). Chapter 6: Community Engagement provides information on ways to engage your members and a case study of how the Squamish First Nation was able to reach their objectives through engagement.
- 2006 (International Association for Public Participation). A comprehensive list of ways to engage your community members with guidance on choosing the best technique based on your objectives and constraints.
- 2007 (FCM). A look at ways to engage marginalized members of your community, including women and youth.

## Appendix B: A guide to building strong First Nations-municipal relationships

Across Canada, municipalities and First Nations are working together to make stronger communities, improve regional standards of living and cooperate on services. Intergovernmental relationships bind communities together in a positive way and encourage collaboration and development. This appendix is designed to help you create, enhance and maintain effective First Nations-municipal relationships. It contains three parts:

- i. Collaborating with First Nations: A resource for municipal officials
- ii. Collaborating with municipalities: A resource for First Nations
- iii. Fostering strong relationships.

### Collaborating with First Nations: A resource for municipal officials

This is a resource for municipal staff and elected officials on how to interact respectfully with First Nations people and communities. It covers topics such as terminology, culture, governance structures, rights and funding. *Appendix C: Key milestones in First Nations-Canada relations* contains a list of important dates (milestones) in First Nations-Canadian relations since Canada's Confederation.

#### Terminology<sup>1</sup>

Many Canadians are unsure about what terms to use when referring to Aboriginal peoples. This section introduces you to basic terms and offers tips on choosing the right terms for different contexts.

Aboriginal peoples refers to the original inhabitants of Canada and includes three groups – First Nations, Inuit and Métis. All have distinct heritages, languages and beliefs. Section 35 of the Canadian Constitution recognizes and affirms the Aboriginal

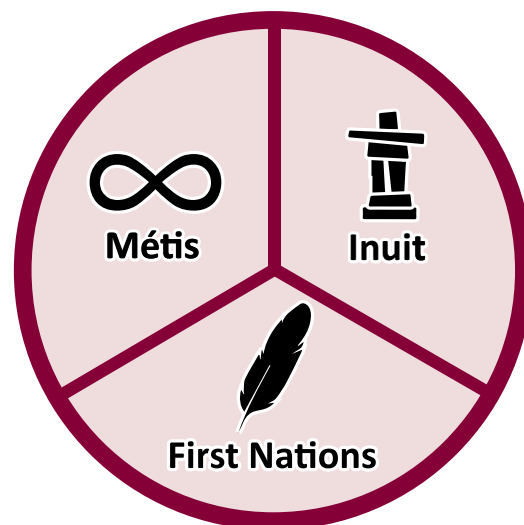
and treaty rights of the Aboriginal Peoples of Canada.

Two other terms are often used interchangeably with Aboriginal: Native and Indigenous. Native is a general term that refers to a person who comes from a certain place. The term Native does not refer to a specific Aboriginal people (such as **First Nation**, **Métis** or **Inuit**). In the United States, the term Native American is in common use to describe Aboriginal peoples.

**Indigenous** is a term that refers to pre-colonial societies around the world. It is often used in international, transnational or global contexts, as in the Indigenous rights movement. In Canada, the term **Aboriginal** is generally preferred to **Native**, which some people may find offensive. The term Indigenous is becoming more common as some Aboriginal groups and individuals begin to see themselves as part of a global movement for Indigenous rights.

**Inuit** refers to Aboriginal peoples who traditionally live in the Arctic regions of Canada. Their current territory is known as Inuit Nunangat and spans parts of the Northwest Territories, Labrador, northern Quebec and Nunavut.

**Métis** refers to a collective of cultures and ethnic identities that resulted from unions between Aboriginal and European people in what is now



<sup>1</sup> This section borrows heavily from Indigenous Foundations, an information resource developed by the First Nations Studies Program at the University of British Columbia

Canada. The word first referred to the children of these relationships, but over generations it has come to refer to the distinct cultural identities these communities developed. The term does not include all people with mixed Indian and European heritage; rather, it refers to distinctive peoples who, along with their mixed ancestry, developed their own customs, way of life, and a group identity distinct from their Indian or Inuit and European forebears. The legal definition of Métis refers to people who self-identify as Métis, have ongoing ties to a historic Métis community and are accepted as such by that community.

**First Nations** refers to Aboriginal peoples of Canada who are neither Inuit nor Métis. The term has come into use in the last few decades to replace the term **Indian**, which some people find offensive. It is a collective term that refers to the approximately 50 nations living in Canada before contact with people from Europe. As a singular term, **First Nation** can refer to a community, usually a reserve, which is a part of the larger pre-contact nation. It can also refer to an individual, namely a First Nations person.

The term **Indian** refers to the legal identity of a First Nations person who is registered under the Indian Act.

- A **Status Indian** is a person who is registered as an Indian under the Indian Act. Status Indians have certain rights and privileges, such as being exempt from taxes under certain circumstances (see subsection on rights of First Nations below) and being eligible for certain services provided by the federal government.
- **Non-status Indians** are people who consider themselves to be Indians or members of a First Nation but whom the federal government does not recognize as Indians. They may be unable to prove their status or may have lost status.
- Some people are denied status because of discriminatory practices in the past; this applies especially to women. Non-status Indians do not hold Aboriginal or treaty rights.

The term Indian should be used only when referring to a First Nations person with status under the Indian Act and only within its legal context. Otherwise, the term is considered outdated and may be deemed offensive.

[\*Appendix A: Resources\*](#) also provides links to help you learn more about the differences among Aboriginal peoples.

## First Nations culture

There is no pan-Canadian First Nations spirituality, culture or history. There are 618 First Nations communities in Canada made up of at least 50 First Nations with distinct cultures, languages and histories.

Each First Nation community is administered by a Band Council and may be made up of a single or multiple reserves. A reserve is a tract of land legally owned by the Crown. It is set apart for the exclusive use of an Indian band.

## TIPS ON USING THE RIGHT TERMS AND GRAMMAR

Here are five tips to follow when referring to First Nations:

1. If you do not know what term to use, ask! People prefer different terms. Note that the terms **Indian** and **Natives** have fallen out of favour and can be seen as offensive.
2. Use the most specific term possible, often the community's name or cultural group, rather than a general term such as **Aboriginal**. For example, it is better to say, "the Cree community of \_\_\_\_" rather than, the "Aboriginal community of \_\_\_\_."
3. Use the name the community uses for itself, especially if it is in their own language. For example, use Opaskwayak Cree Nation instead of The Pas Indian Band.
4. When writing, always capitalize all terms and names. For example, aboriginal should appear as Aboriginal.
5. Do not use possessives, such as our Aboriginals or Alberta's First Nations.

Many communities have replaced the term Band with First Nation. This recognizes that they are part of a larger Nation whose traditional territory is larger than the reserve. For this reason, this Toolkit uses the term First Nations communities to refer to individual bands.

### Interacting with First Nations Elders

Elders are men or women in the First Nations community whose wisdom about culture, spirituality and life is recognized. An Elder is not defined by their age, but by the respect they have earned from their community. Members traditionally value the input of Elders in matters related to the community, whether such matters deal with traditional or modern issues.

Each First Nation community in Canada has its own unique set of Elder protocols. In general, Elders should be invited to open, bless or welcome meetings that involve Aboriginal people. Ask your First Nation neighbour what would be best for the meeting you are planning, and for help in following protocol.

For more information on Elders and on inviting an Elder to your event, see *Aboriginal Elders* by Bob Joseph of Indigenous Corporate Training Inc. More resources are provided in [Appendix A: Resources](#).

### Attending First Nations cultural events and celebrations

Municipal officials are encouraged to attend their neighbour's cultural events and celebrations, if invited to do so. If there is an event you would like to attend and you have not been invited, ask first if it is okay to do so. Then ask what the protocol is for attending (should you bring a gift, is there a dress code?). Be aware that protocols may vary from community to community. Ask your neighbour for guidance.

### First Nations governance structures

Most First Nation communities operate under the Indian Act, as administered by Indigenous and Northern Affairs Canada, as well as under a treaty that applies to a certain region. The Indian Act is the Canadian federal law that pertains to Indian status, bands and Indian reserves.

According to the Indian Act, each band will have one chief who is elected either by majority vote by the community at large or by majority vote of the

elected councillors. After a chief is elected, he or she is still considered a councillor and is able to vote in community affairs. Councillors may be elected by the community at large or by electoral wards or sections. According to the Indian Act, there must be at least one councillor for every 100 band members, although each band council may have a minimum of two and a maximum of 12 councillors. Chief and council are elected for two-year terms in accordance with the Indian Act.

The band administration is responsible for ensuring that all the services and activities that the council must or decides to undertake are administered to the community, and is led by a band manager or chief administrative officer.

A growing number of First Nations have their inherent rights to self-government and self-determination recognized by the federal government and have their own Agreement or Constitution. Modern treaties recognize inherent rights to self-determination and self-government. Each self-government structure is different.

Tribal councils are a grouping of bands from a region with similar interests that join together on a voluntary basis. Tribal councils can offer services and programs to their member First Nations and may form agreements with other federal departments such as Health Canada and Natural Resources Canada.

Representatives of tribal councils are usually chiefs or elected band council members and are extremely flexible as to the issues they address. INAC has devolved many of its advisory functions to tribal councils and they may as a result be responsible for economic development, comprehensive community planning, technical services and band governance issues. Funding from INAC is based directly on the services that the tribal council provides.

### Rights of First Nations

The Canadian Constitution, 1982, section 35 recognizes and affirms Aboriginal and treaty rights.

- **Aboriginal rights** are inherent rights that were in place before and continue after European contact, as long as they were not surrendered in treaty.
- **Treaty rights** are those set out in both historic and modern treaties. Although the Canadian

Constitution recognizes these rights, it does not specifically define them. The United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP), to which Canada has concurred, defines these rights in international law. They are being clarified in Canada through legal challenges and negotiation. These include rights to land, self-determination and self-government.

- **Aboriginal title** refers to the right to land itself, not just the activities that may occur on land. In some parts of the country, treaties dating back to the 1700s set apart lands for Aboriginal peoples; this continued across much of Canada through the 1900s. Some areas of Canada have no treaties, and therefore, some First Nations still have Aboriginal title to these areas. Law suits and negotiation are addressing conflicts between First Nations and Crown claims to the land.

Some registered Treaty Indians enjoy certain rights or benefits, including reserve lands, hunting and fishing rights, and payment of annuities (depending on the terms and conditions of their treaty agreement).

Status Indians do not have to pay federal or provincial tax on income earned while working on-reserve for a company located on-reserve. In some provinces, some Status Indians do not pay provincial sales tax. Status Indians do not have to pay the GST on goods delivered to the reserve. If the goods are purchased off-reserve and not delivered to the reserve, Status Indians must pay applicable taxes.

Both Aboriginal or treaty rights and title are considered communal rather than individual. Aboriginal title recognizes a First Nation interest in the land, rather than individual ownership of that parcel of land. A person may hold Aboriginal or treaty rights, for example to hunt or fish, as a member of the collective.

### First Nations funding

First Nations receive funding from the federal government; this may be supplemented with revenues from band-owned properties or businesses and from other sources such as property taxes, user fees and payments from resource development companies.

## Collaborating effectively with municipal governments: A resource for First Nations

There are more than 3,700 municipalities in Canada. They vary greatly in population, size, geography and capacity. Therefore, when considering working with a nearby municipality, it is important to take time to learn the specifics of their unique community, government and needs.

### Municipal structures<sup>2</sup>

In Canada, the legislative assembly of each province creates municipalities and modifies their boundaries as needed. For this reason, the legislation and regulations that guide municipalities vary considerably from one Canadian province to another, and they take into account the province's individual characteristics, especially its geography, demographics and economy.

In each province, a ministry of municipal affairs is responsible for the application of, and compliance with, the general rules surrounding municipal operations and taxation.

There are nearly 3,700 municipal, inter-municipal, regional and metropolitan authorities that deliver public services to local communities in Canada.

Municipal institutions can be split into two large categories, depending on their responsibilities and boundaries within which they operate. The first category refers to organizations called single-tier or lower-tier municipalities, which have full responsibility for municipal public services throughout their geographic boundaries. The vast majority of Canadian municipal institutions, such as cities, towns and townships, fall into this category.

The second category includes upper-tier municipalities, whose mandate covers a wider territory comprising several lower-tier municipalities, such as districts, counties and urban agglomerations. These are known as regional municipalities or metropolitan municipalities.

<sup>2</sup> Information in this section is adapted from [Your Guide to Municipal Institutions in Canada](#), an FCM publication.

From the very beginning, municipalities have had to work together with their neighbours to tackle issues of regional interest. Provincial authorities have set up various types of inter-municipal authorities or boards, whose areas of operation extend beyond the boundaries of individual municipalities. These include multi-purpose authorities (such as regional districts and counties) and special-purpose authorities (such as water boards or solid waste authorities).

Regional district councils are made up of elected municipal officials from several lower-tier municipalities who have been appointed or elected to represent their lower-tier municipality on the regional district council. Regional district councils have a variety of regional responsibilities including medium and long-term land use planning and economic development.

### Municipal governance

The municipal council is the main decision-making and policy-making body that determines the municipality's general guidelines for intervention, and passes all budgets, policies and programs that the administration will be responsible for implementing.

The municipal council is made up of a mayor and municipal councillors. The size of the council is decided by the provincial authorities in accordance with the size of the municipality. Municipal elections take place on a set date, with majority voting and a first-past-the-post system. Terms of office last for three or four years, depending on the province, and voting takes place simultaneously in all municipalities in the province, but never at the same time as a federal or provincial election. Elections are subject to provincial regulations, in particular the relevant municipal elections act.

The mayor is the main political and administrative contact for the municipality, responsible for reporting municipal council decisions to citizens and ensuring that they are carried out.

Every municipality has a public administration to fulfil responsibilities and make sure that municipal council decisions are implemented. At the head of the municipal administration is a Chief Administrative Officer or City Manager who is responsible for the municipality's overall services.

### Municipal funding

Like First Nations, municipalities across Canada have diverse sets of issues and differing levels of capacity to deal with challenges. Of every tax dollar collected in Canada, only eight cents go to municipal governments. With that amount they must deliver an ever-expanding complement of human and physical services. From child care to housing to social assistance, municipal governments are taking over a share of the social services cost once borne by the federal and provincial governments.

Municipalities often face financial constraints due to the large number of services that they are responsible for providing to their residents versus the limited amount of funding that they can derive from property taxes — particularly for municipalities with small populations.

The primary source of local funding is the property tax (about 40% of municipal revenues). This tax on real estate assets targets all property within the municipality's boundaries, and it is the responsibility of local political authorities to set taxation levels in accordance with their annual expenditure.

The sale of goods and/or service charges is another main source of municipal income, accounting for about 16% of revenues. This can include services that a municipality provides for its citizens in exchange for payment, for example, recreational activities.

Transfers from federal, provincial and/or territorial governments make up about 40% of municipal revenues. In some cases, the funding is conditional on its use for activities targeted by government programs. Other government payments are unconditional and are mainly provided for those municipalities that are unable to generate sufficient revenue from property taxes. Government transfers that are attached to specific capital projects take the form of loans, which can be repaid

To learn more about Canadian municipalities, including their range of responsibilities, types of taxation, decision making and democratic processes refer to *Tool #6: First Nations and Municipal governance and legislation* and FCM's *Your Guide to Municipal Institutions in Canada*.



## Fostering strong relationships

This section presents tips for building strong relationships and working in cross-cultural environments.

### Nation-to-nation: Principles for a renewed relationship

The Royal Commission on Aboriginal Peoples issued its final report in November 1996. The five-volume, 4,000-page report covered a vast range of issues; its 440 recommendations called for sweeping changes to the relationship between Aboriginal and non-Aboriginal people and governments in Canada. The report presents four principles for a renewed relationship.

#### 1. Recognition

The principle of mutual recognition calls on non-Aboriginal Canadians to recognize that Aboriginal people are the original inhabitants and caretakers of this land and have distinctive rights and responsibilities flowing from that status. It calls on Aboriginal people to accept that non-Aboriginal people are also of this land now, by birth and by adoption, with strong ties of love and loyalty. It requires both sides to acknowledge and relate to one another as partners, respecting each other's laws and institutions and co-operating for mutual benefit.

#### 2. Respect

The principle of respect calls on all Canadians to create a climate of positive mutual regard between and among peoples. Respect provides a bulwark against attempts by one partner to dominate or rule over another. Respect for the unique rights and status of First Peoples, and for each Aboriginal person as an individual with a valuable culture and heritage, needs to become part of Canada's national character.

#### 3. Sharing

The principle of sharing calls for the giving and receiving of benefits in fair measure. It is the basis on which Canada was founded, for if Aboriginal peoples had been unwilling to share what they had and what they knew about the land, many of the newcomers would not have lived to prosper. The principle of sharing is central to the treaties and central to the possibility of real equality among the peoples of Canada in the future.

#### 4. Responsibility

Responsibility is the hallmark of a mature relationship. Partners in such a relationship must be accountable for the promises they have made, accountable for behaving honourably, and accountable for the impact of their actions on the well-being of the other. Because we do and always will share the land, the best interests of Aboriginal and non-Aboriginal people will be served if we act with the highest standards of responsibility, honesty and good faith toward one another.

From Highlights from the Report of the Royal Commission on Aboriginal Peoples, available at: <http://www.aadnc-aandc.gc.ca/eng/1100100014597/1100100014637>

### Tips for building strong relationships

Here are some general tips to keep in mind when building a First Nations-municipal relationship.

#### 1. Be respectful

A successful working relationship will be based on a solid foundation of respect. This means taking time to learn about your partner, their values, perspectives and community. Being respectful also means carefully considering the impact of your actions on the other.

Generally speaking, members from both parties should contact their counterpart in the other government or community. Mayors, as political leaders, should approach the chief of a First Nation, also a political leader. Band managers should approach chief administrative officers (CAOs) as they are both heads of administration. Public works staff should feel comfortable speaking with public works staff from their neighbouring communities.

This may change over time as relationships grow, but it is especially important at the beginning of a relationship to show respect and ensure your concerns are addressed in face-to-face meetings with the right person.

Other tips include:

- It is important to not just talk when you need something — get to know each other as individuals.
- Take time to learn about community history, achievements and challenges.



- Refusing food or drink from the host may be considered disrespectful.
- Communicate in person rather than by email or telephone.

## 2. Communicate openly

The best way to get to know your neighbour is to have regular face-to-face meetings where open and respectful communication is encouraged. Agreements cannot be negotiated by correspondence; the issues are too complex for such an approach. Open, in-person discussions will help avoid misunderstandings. Tips include:

- Let people finish what they are saying and respect silences after someone has finished speaking.
- Be prepared to work in a highly emotional environment when discussing some issues, and be prepared to listen and not take an issue personally.
- Never refer to First Nations as stakeholders nor use the term institutionalize; both have negative associations.
- Some First Nations individuals avoid direct eye contact as a sign of respect; do not interpret this as shyness or being untrustworthy.
- Remember, keep things light! Humour is important.

## 3. Create value for both parties

Creating mutual goals and keeping your eye on the big picture will help relationships move forward and help everyone strive to overcome obstacles.

## 4. Have realistic expectations

Although it may be obvious, it is worth stating that the issues to be addressed in joint CED cannot be resolved in only one meeting. The goal of the first meeting between the municipality and First Nation should simply be for each party to gain a better understanding of the other party's concerns and what may be needed to address them.

## 5. Use bottom-up approaches

When working between governments, it is easy to forget that cooperation and solid relationships also need to occur at a community level. By engaging citizens in information sessions, workshops and consultations, the entire community benefits and cooperation agreements will be more widely accepted.

## 6. Practise integrity

Practising integrity means working honestly and openly and following through on promises and obligations. It is closely linked with being trustworthy and being able to trust others, all of which are important to keep in mind while building relationships.

Tips include:

- Make an effort to show respect for your partner community by attending community events (e.g., gatherings, open houses, powwows) and meetings when you are invited. This is a positive way to show interest in improving government-to-government relationships and to demonstrate a willingness to build relationships between communities.
- If you are unable to attend, try to make an effort to follow up and ensure that you can meet or attend another upcoming event.

## 7. Use resources and experts

Don't go it alone! Although the process of relationship building seems overwhelming, there are plenty of resources, contacts and experts available to help you. They can answer any questions you may have about relationship building and community economic development planning, dispute resolution, service agreements and community infrastructure. Refer to our annotated bibliography and case study section for more information.

## 8. Be flexible

While working in large groups and dealing with complex issues, it is easy to become frustrated and overwhelmed and to experience delays. By being flexible, you are being responsive to change and reducing stress and disappointment if things do not go exactly as planned.

## 9. Practise equality

Make sure that everyone in the relationship feels like they are being treated fairly. If people are being treated differently, ensure the reasons why are well understood.

## 10. Think long term

Plan for the long term and establish where you would like to see your community in 25–50 years. You will then be better able to establish your priorities today and identify possibilities for collaboration in the future.

## 11. Clarify decision-making processes and responsibilities

To make your partnership most effective, it is important that both parties clarify decision-making processes (i.e., consensus-based) and that parties understand their responsibilities to attend meetings, participate in decisions and use dispute resolution techniques as necessary. It is important for everyone to understand exactly what the various actors can offer and what they cannot. By being open, it is easier to establish each actor's role in achieving shared objectives.

Other tips include:

- Plan a sufficient amount of time for meetings, especially if decisions need to be made.
- Try to avoid situations with authoritative decision making or imposed solutions; look for building consensus in the group, and decisions will be more legitimate.
- Individuals can become uncomfortable if asked to make decisions for the group. Oftentimes, community consultation, collective decision making and permission to make decisions must occur.

## 12. Establish systems for dispute resolution

In cases where there are disagreements among parties, an established dispute-resolution system can help parties resolve conflict before relationships are negatively affected.

## Cross-cultural awareness

In the context of First Nation and municipal partnerships, it is important to consider cross-cultural similarities and differences since each

group's cultural values will shape their beliefs, perceptions and actions at individual and community levels. Often times for partnerships to be successful, a period of getting to know each other is necessary to create a foundation of trust. This section discusses the benefits of establishing cross-cultural awareness.

## Benefits of cross-cultural awareness

Cross-cultural awareness encourages the recognition of cultural differences while also noting similarities through which communication, understanding and relationships can be forged. The following points reflect the value of gaining a stronger sense of cross-cultural awareness:

- Reduces misunderstandings and enhances trust

Understanding and trust can be deepened when each government is more aware of how its and the other government's cultural background influence their perceptions, values and decisions.

- Aids in planning, setting goals and problem solving

Each government can plan and problem-solve more effectively as they will be more attentive to what is important to them and the other party.

## Ways to increase cross-cultural awareness

Building cross-cultural awareness early on can provide opportunities to examine cultural views and encourage open, honest communication. You may wish to include these topics in a workshop or meeting:

- **Debunk prejudices and stereotypes.** It may be useful to take time to discuss ways to challenge prejudice that exists and recognize how it is holding your relationships back. Explore questions such as:
  - o What stereotypes exist in your community?
  - o How have they been affecting your community?
  - o What impact do stereotypes have on you? On your partner?
  - o What is the best way to address these challenges in your communities?

- **Learn about each other's culture.** It is important to learn about each other's cultural traditions, cultural protocols and unwritten social rules, and cultural events. Inviting your partnering community to an event such as a festival or powwow can cultivate greater culture understanding and respect.
- **Identify management style and administrative processes.** Sometimes First Nation–municipal relationships can face challenges related to a lack of knowledge of political and administrative structures. Communities must also be aware of challenges that both municipal and First Nation administrations face (i.e.,

underfunding, lack of capacity, limited resources). Areas to discuss include the following:

- o Leadership differences (staff functions/responsibilities, election process, etc.)
- o Organizational process and operations (funding, decision making process, etc.) discussing your community's vision and goals

*Appendix A: Resources* provides resources to help you debunk stereotypes and increase your understanding of your neighbour.

## Appendix C: Key milestones in First Nations-Canada relations

We encourage municipalities to research the specific history of their neighbouring First Nation. Historical information is often included on the community's website and more can be found through an online search.

Here are some key dates and milestones in First Nations-Canada relations post-Confederation:<sup>3</sup>

- 1867:** The British North America Act gives the Canadian federal government responsibility for relations with Aboriginal peoples in line with the 1763 Royal Proclamation's recognition of Aboriginal claims to lands and requirement to enter into treaties with Aboriginal peoples.
- 1871–1921:** The Numbered Treaties, a series of 11 treaties signed between First Nations and the Crown covering land in parts of modern day Alberta, British Columbia, Manitoba, Ontario, Saskatchewan and the Northwest Territories, are signed.
- 1876:** The Indian Act is passed, replacing self-government for First Nations and making them wards of the federal government.
- 1920:** The Indian Act is amended to make it mandatory for Aboriginal children to attend a residential school. First Nations children are forcibly removed from their homes and sent to church-run schools where they are forbidden from acknowledging their Aboriginal heritage and culture or speaking Aboriginal languages. The last residential school closed in 1996, but their painful legacy continues today.
- 1951:** Major changes to the Indian Act remove a number of discriminatory rules.
- 1960:** First Nations people are given the right to vote in federal elections.
- 1973:** In the Calder case, the Supreme Court held that Aboriginal rights to land did exist, citing the 1763 Royal Proclamation.
- 1975:** Quebec signs the James Bay and Northern Quebec Agreement settling Cree and Inuit land claims for \$225 million in compensation and opening the way for new hydro projects.
- 1982:** The Constitution of Canada is enacted and Section 35 recognizes and affirms the existence of Aboriginal rights prior to Confederation. The Constitution does not define Aboriginal rights, leaving this up to the courts to define.
- 1985:** Significant changes are made to the Indian Act, including allowing Aboriginal women who married a non-Aboriginal man to keep their status and pass it onto their children.
- 1996:** The Royal Commission on Aboriginal Peoples culminates with the release of a five-volume, 4,000-page report. This report details a 20-year plan, with recommendations for improving the well-being of Aboriginal people and strengthening relationships between Aboriginal and non-Aboriginal people and governments.

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<sup>3</sup> This list of key dates borrows heavily from: <http://www.ctvnews.ca/key-dates-in-canadian-first-nations-history-1.758413>

- 2000:** The federal government approves the Nisaga’a Treaty, giving the tribe about \$196 million over 15 years plus communal self-government and control of natural resources in parts of northwestern British Columbia.
- 2005:** The Kelowna Accord calls for spending \$5 billion over five years to improve native education, health care and living conditions. Paul Martin’s minority Liberal government fell before the accord could be implemented.
- 2008:** The Truth and Reconciliation Commission of Canada launches. Prime Minister Stephen Harper offers a formal apology on behalf of the Government of Canada for its role in the administration of residential schools. Read the full text of the apology at <https://www.aadnc-aandc.gc.ca/eng/1100100015644/1100100015649>
- 2010:** Canada signs the United Nations Declaration on the Rights of Indigenous Peoples: [http://www.un.org/esa/socdev/unpfii/documents/DRIPS\\_en.pdf](http://www.un.org/esa/socdev/unpfii/documents/DRIPS_en.pdf)
- 2011:** A winter housing crisis in the northern Ontario community of Attawapiskat rivets national attention on poor living conditions in First Nations communities. The Idle No More movement begins, with Aboriginal peoples across Canada protesting and hosting teach-ins to address the living conditions on reserves and oppose measures in Bill C-45 that seek to amend the Indian Act.
- 2014:** A landmark Supreme Court decision recognizes the Tsilhqot’in First Nation’s Aboriginal title to a specific tract of land in BC. Read the full text of the decision at [http://www.fns.bc.ca/pdf/William\\_en\\_\(SCC-2014\).pdf](http://www.fns.bc.ca/pdf/William_en_(SCC-2014).pdf)
- 2015:** The Truth and Reconciliation Commission concludes after seven years of gathering statements from former residential school survivors. Findings show that up to 6,000 children died in residential schools and that the residential school system amounted to “cultural genocide”. Learn more at <http://www.trc.ca/websites/reconciliation/index.php?p=312>

## Appendix D: Glossary and list of acronyms

### List of frequently used acronyms

CAO	Chief Administrative Officer
Cando	Council for the Advancement of Native Development Officers
CED	Community Economic Development
CEDI	Community Economic Development Initiative
EDO	Economic Development Officer
FCM	Federation of Canadian Municipalities
INAC	Indigenous and Northern Affairs Canada
RDC	Regional Distribution Centre

### Glossary

**Aboriginal peoples:** The original inhabitants of Canada who can be subdivided into three groups: First Nations, Inuit and Métis. These groups have distinct heritage, languages and beliefs and are linked only by being the original peoples of Canada, not by a shared ancestry. Section 35 of the Constitution of Canada recognizes and affirms the Aboriginal and treaty rights of the Aboriginal peoples of Canada.

**Aboriginal rights:** the rights that are specific to Aboriginal peoples in Canada, based on their traditional occupancy of the land before first contact with European settlers. Rights are based on tradition and culture and therefore vary from group to group. Common examples of Aboriginal rights include fishing, trapping and hunting.

**Aboriginal self-government:** A government that has been designed and implemented by Aboriginal peoples.

**Additions to Reserve:** A parcel of land which is added to a First Nation's existing land base. Additions to Reserve are used to: fulfill an existing legal obligation (such as treaty land entitlements and negotiated settlements) for community additions (such as normal community growth); create a new reserve and other additions (including addressing a community relocation and economic development); and for additions arising from decisions of the Specific Claims Tribunal.

**Alternative dispute resolution (ADR):** Refers to a number of methods to assist in resolving disputes outside the court system.

**Band:** A body of Indians as defined under the Indian Act and declared to be a band by the Governor General in Council for the purposes of the Act. The term First Nation is often used in place of band.

**Band council resolution:** A written decision made by a band council. The decision is made during a council meeting and must have the majority support of council members.

**Best practice:** The best technique for delivering a desired outcome.

**Bylaws:** A form of legislation passed by a municipal government with regard to matters under its jurisdiction. Bylaws relate mainly to land use, public order, road closings, some expenditures and similar issues. First Nations that develop a land code under the First Nations Land Management Act can also develop more extensive laws governing reserve lands than the bylaws allowed under the Indian Act.

**Capacity building:** Assistance provided to a group or individual to improve competencies and skills in a particular area.

**Chief:** The leader of a First Nation community or council who is elected by members of the First Nation, by the councillors according to the Indian Act, or through custom elections as defined in self-government agreements.

**Crown:** In Canada, and in other Commonwealth countries that recognize Queen Elizabeth II as the formal head of state, the state (or government) is commonly referred to as “the Crown.”

**Economic development officer:** Responsible for facilitating, promoting and ensuring community economic development by securing opportunities for business development and increasing local employment under the direction of leadership and council.

**Elder:** A man or woman of any age whose wisdom about spirituality, culture and life is recognized by the community. The community and individuals will normally seek the advice and assistance of elders in various traditions and contemporary areas.

**First Nations:** A term that has come into use in the last few decades to replace the term “Indian”, which some people find offensive. First Nation person refers to an individual of indigenous ancestry who is neither Inuit nor Métis. The Government of Canada differentiates between Status Indians, Non-Status Indians, Treaty Indians and registered Indians (see definitions for each term).

**First Nations Land Management Regime:** The Framework Agreement on First Nation Land Management and the First Nations Land Management Act (FNLMA), which together provide an opportunity for First Nations to opt out of land-related sections of the Indian Act and assume jurisdiction over their reserve lands and resources under their own land code. The FNLMA is a federal law enacted in 1999 and amended in 2001 and 2012. It provides signatory First Nations the authority to make laws in relation to reserve lands, resources and the environment. Under the FNLMA, First Nations have the authority to create their own system for making reserve land allotments to individual First Nations members. They also have the authority to deal with matrimonial real property interests or rights.

**Friendship Accord:** A type of agreement that publicly declares two or more communities’ commitment to maintaining a long-term friendship.

**Indian:** The legal identity of a First Nation person who is registered under the Indian Act. See Status Indian and Non-Status Indian.

**Indian Act:** Canadian federal legislation first passed in 1876, and amended several times since then. It sets out certain federal government obligations and regulates the management of Indian reserve lands, Indian moneys and other resources. Among its many provisions, the Indian Act currently requires the Minister of Aboriginal Affairs and Northern Development to manage certain moneys belonging to First Nations and Indian lands and to approve or disallow First Nations bylaws.

**Mayor/Reeve:** The elected head of municipal government who presides at council meetings and who can also make recommendations to council. Mayors are elected by universal ballot.

**Métis:** As defined by the Supreme Court, “Métis” does not encompass all individuals with mixed Indian and European heritage. Rather, it refers to distinctive peoples who, in addition to their mixed ancestry, developed their own customs, way of life, and recognizable group identity separate from their Indian or Inuit and European forebears.

**Municipality:** All authorities that have municipal responsibilities, such as local administrations, metropolitan and regional municipalities, as well as a variety of sectoral and multisectorial organizations. Examples are towns, townships, cities, regional county municipalities, metropolitan municipalities, as well as many others. Each provincial government establishes its own terminology.



**Non-Status Indians:** People who consider themselves to be Indians or members of a First Nation but who are not recognized as Status Indians by the Government of Canada. Some are unable to prove their status or they have lost status rights. Others are no longer considered Status Indians because of discriminatory practices in the past, especially toward women. Non-Status Indians are not entitled to the same rights as Status Indians.

**On-reserve community:** Where First Nations members reside on a reserve, comprising physical infrastructure, community services, and installations.

**Off-reserve:** People, services or objects that are not part of a reserve but relate to First Nations

**Registered Indian:** a person who is defined as an Indian under the Indian Act and who is included on the Indian Register maintained by the federal government.

**Reserve:** A tract of land, the legal title to which is held by the Crown, set apart for the use and benefit of an Indian band.

**Service agreement:** A formal or informal agreement between a First Nation and a municipality that allows one party to purchase local services from the other, rather than each party providing the services separately to their respective communities.

**Stakeholders:** Organizations or population groups that can affect or be affected by your partnership's actions and objectives and are, therefore, important to involve in decision making. Aboriginal communities are not stakeholders; rather they are "rights holders" who have constitutional rights beyond those of the non-Aboriginal population. For example, a corporation may have an interest in how a municipality allocates land use and can advocate for their interests, but a First Nation may have a legal right that is affected by that decision and can launch legal action to defend those rights.

**Status Indian:** A person who is registered as an Indian under the Indian Act. The Act sets out the requirements for determining who is an Indian for the purposes of the Act.

**Treaty:** An agreement between the federal government and a First Nation that defines the rights of the First Nation with respect to lands and resources over a specified area and may also define the self-government authority of a First Nation.

**Treaty Indian:** A Status Indian who belongs to a First Nation that signed a treaty with the Crown.

**Tribal council:** Traditionally an autonomous body with legislative, executive, and judicial components. Contemporary councils usually represent a group of bands to facilitate the administration and delivery of local services to their members.