



Building Authentic Partnerships:

Aboriginal Participation in Major Resource Development Opportunities



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Cover Art: The Totem Beaver

The beaver symbolizes hard work, determination, creativity, and persistence. A builder by nature, the beaver uses all available resources to complete tasks. The spirit of the beaver encourages co-operation and team work, and helps individuals understand that by working with others, goals can be accomplished that cannot be achieved alone. The beaver is strategic, creative and indefatigable.

Acknowledgements

On behalf of Canada's Public Policy Forum and our project partners, I wish to thank the individuals and organizations across Canada who participated in our dialogue, *Aboriginal Participation in Major Resource Development Opportunities*.

This report synthesizes the results of six roundtable discussions with leaders from First Nations, Inuit and Métis communities along with executives from the Canadian resources, legal and financial sectors, university and college executives and senior government officials. The regional dialogues were held between May and August, 2012, with the support and leadership of Michael Wernick, Deputy Minister of Aboriginal Affairs and Northern Development Canada (AANDC). Engagement with four federal departments contributed to this collaborative effort. For that, I also thank Serge Dupont, Deputy Minister of Natural Resources Canada, Patrick Borbey, President of the Canadian Northern Economic Development Agency, and Ian Shugart, Deputy Minister of Human Resources and Skills Development Canada. The teams of each of these departments, led by the exceptional efforts of AANDC Director General Allan Clarke and Senior Policy Manager Danielle Bélanger, provided invaluable research and guidance.

These roundtables were convened to address the question of how to advance meaningful engagement among Aboriginal communities, the resource sector and other key partners. Authentic partnerships with First Nations, Inuit and Métis communities will ensure the benefits of resource development are shared fairly and that projects move forward sustainably. The shared responsibility for seizing development opportunities is reflected throughout the report, and in specific action recommendations for each sector.

This initiative represents an important first step in creating a national space for dialogue among leaders from all sectors on this important public policy issue. The conversation could also be expanded to encourage the development of local solutions in other resource-rich regions of the country, including Quebec, Atlantic Canada, and the Prairies.

I would like to thank the Aboriginal communities and Elders who graciously welcomed us to their lands and provided us with warm prayers and best wishes at the start of each roundtable. I would also like to thank the hosts of our roundtables: Lorraine Mitchelmore, President and Country Chair, Shell Canada; Dr. George Iwama, President and Vice-Chancellor of the University of Northern British Columbia; Greg Pollock, President and CEO of Advocis; Francine Blackburn, Executive Vice-President, Regulatory and Government Affairs and Chief Compliance Officer, RBC; and Niels Kristensen, President of Rio Tinto's Diavik Diamond Mine.

Finally, special thanks to our team at the Public Policy Forum, including Vice-President, Julie Cafley for leading this project, Executive Vice-President Paul Ledwell for his advice and for moderating the Prince George roundtable, Mary-Rose Brown for her research and project co-ordination, Dianne Gravel for her project assistance, Sarah Mills-McEwan for her research assistance and Mathias Schoemer for designing this report.



David Mitchell
President and CEO
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Lead Partner



Aboriginal Affairs and
Northern Development Canada

Affaires autochtones et
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Natural Resources Canada
Ressources naturelles Canada

Canadian Northern Economic Development Agency
Agence canadienne de développement économique du Nord

Human Resources and Skills Development Canada
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Our Hosts



RioTinto



Executive Summary

Aboriginal Canadians are on the cusp of a fundamental societal shift.

Over the next several years, more than 500 Aboriginal communities across Canada will find themselves living right in the heart of some of the biggest oil, gas, forestry and mining projects Canada has seen in decades. Debates over pipelines, accelerated foreign investment, and the push for a national energy strategy have turned a spotlight on the central role that Aboriginal communities can play in resource development.

Leadership from all sectors is required to unlock the vast benefits that are presented by our resource wealth. Natural resource companies are recognizing that their operational success relies on strong, authentic community engagement. Private sector initiatives have already demonstrated positive examples in areas such as revenue sharing, skills training, and business development for Aboriginal communities. Now corporations and governments need to build on these successes to keep up with the rapid pace of development, moving beyond superficial consultations toward genuine engagement. Aboriginal communities must also assume a leadership role to help forge these relationships, to develop local and adaptive solutions that will be essential to success.

If genuine engagement happens early, mutually beneficial partnerships can be established, common goals set and action ignited.

From May to August 2012, the Public Policy Forum hosted a series of roundtable discussions in five Canadian cities on improving Aboriginal participation in resource development projects. More than 150 participants from the resource and financial sectors, First Nations, Inuit and Métis communities, and governments engaged in honest and passionate debates about challenges, best practices and new approaches. Four federal government departments supported this initiative; senior leaders from provincial and territorial governments in each region participated as well.

An employee of Diavik Diamond Mines Inc in Northwest Territories.



David Mitchell, President and CEO, Public Policy Forum; Mohawk Elder Paul Skanks; Michael Wernick, Deputy Minister, Aboriginal Affairs and Northern Development Canada; Jacynthe Côté, Chief Executive Officer, Rio Tinto Alcan



This report highlights the most promising opportunities for action that emerged from the discussions, summarized around five challenges.

1-Building Authentic Partnerships: Relationships are critical to successful ventures. But Aboriginal communities, industry, academic institutions, and governments need to build trust. Strong relationships will encourage the development of adaptive local solutions to the challenges and opportunities of resource development.

2-Developing Human Capital: Aboriginal communities continue to face significant barriers to education and training. Innovative, accessible programs at all levels will help Aboriginal Canadians develop the skills and competencies they need to join the new class of entrepreneurs, skilled workers and leaders.

3-Enhancing Community Control over Decision-Making: Aboriginal communities must have greater control over local decision-making processes to create sustainable, self-directed economic development.

4-Promoting Entrepreneurship and Business Development: Communities need to build capacity so they can negotiate complex transactions and develop their own business opportunities.

5-Increasing Financial Participation: A culture of self-reliance and entrepreneurialism in Aboriginal communities depends on access to capital, which will lead to more opportunities for wealth creation, equity participation and long-term sustainability.

Through greater engagement, we can put substance to the discussions surrounding Aboriginal self-determination and prosperity. This means creating equal partnerships built around common goals. Bringing all parties together is the first step towards developing resource development strategy that will allow Aboriginal communities to realize their full potential while benefitting all Canadians. This report outlines the spark of a conversation that needs to grow into enduring relationships and authentic partnerships.

Introduction

Canada is a world-leader in the extraction and export of natural resources. The mining, energy and forestry sectors generate tremendous wealth, and opportunities abound for further development.

“Early engagement is essential.”

Aboriginal Canadians are at the centre of many existing or potential natural resources projects. Vast areas slated for exploration and development intersect and overlap directly with traditional territories, subjecting proposed developments to legal requirements to consult with First Nations, Inuit and Métis communities.

Development offers many of these communities the chance to improve local economic and social conditions. Projects can lead to jobs, updated critical community infrastructure, and better education and health systems. Closer involvement in development projects will allow communities to lead efforts for long-term sustainability through greater oversight. This is a once-in-a-generation opportunity to propel First Nations, Inuit and Métis communities into leadership positions in the resource sector and related businesses, while securing Canada’s economic prosperity well into the future.

The federal government’s 2012 Budget highlighted the importance of the resources sector. Over the next decade, Canada will see an anticipated \$650 billion

investment in more than 600 major projects across the country. The Responsible Resource Development Initiative is a central element of the federal government’s plans for promoting job and wealth creation in Canada. Provincially, these efforts are complemented by the Quebec *Plan Nord*, Ring of Fire Secretariat in Ontario, the Churchill Falls development in Labrador, and oil sands development in Alberta.

These projects offer the potential for significant benefits to Aboriginal communities, who have increasingly sought more meaningful engagement in the sector as participants, proponents and partners in major projects. Resource development offers the prospect of sustainable business opportunities, long-term employment and own-source revenues. Between 1998 and 2009, for example, Aboriginal businesses secured \$3.7 billion in contracts from the oil sands industry.¹ With cumulative capital expenditures in oil sands expected to grow to \$95 billion by 2015 and \$180 billion by 2020, opportunities for Aboriginal businesses to fill the supply chain needs of the energy industry could grow significantly.² In the mining industry, investment over the next decade is projected to be \$136 billion, indicating further opportunities for Aboriginal communities to engage in business development activities to support the sector.³

As Canada’s fastest growing and youngest population, Aboriginal Canadians also offer a vital source of human capital to fill the thousands of jobs that these projects will create. As the prospect of labour shortages looms

Dave Porter, President and CEO, First Nations Energy and Mining Council of BC



near, it is becoming evident that Canada is rich in natural resources but poor in human resources. The resources sector is facing a retirement crunch and demand for skilled labour is growing. Currently, Aboriginal Canadians represent approximately 7.5% of the mining workforce and 10% of that of the oil sands, but with strategic investments in human capital development, this could expand greatly.

Aboriginal culture and history can also provide important contributions to the development of opportunities. Traditional knowledge is an important source of expertise for land use and environmental management. This knowledge can be used to strengthen the performance of resource projects by enhancing operational sustainability and expediting the remediation of land once a project is completed.

Our ability to responsibly develop our resources depends on securing the social license to operate. To gain this, governments and industry must engage locally to ensure that environmental, social, and economic impacts on the community are fully taken into account, and that profits are shared.

A series of challenging, and at times, fractious Aboriginal-private-public partnerships in the Ring of Fire, Attawapiskat, the James Bay lowlands and along the route of the Northern Gateway pipeline provide important lessons for improving multi-stakeholder collaboration. Aboriginal leaders have a special role to play in developing relationships and building trust with private and public leaders. As community representatives, band chiefs and council members need to ensure that their constituents' needs are communicated to decision-makers and considered during consultations.

Aboriginal leaders also have a duty to educate their people on the benefits and risks of all projects and operations. While it is true that Aboriginal communities face exceptional barriers that have stymied their development, Aboriginal leaders can improve relationships by continuing to work constructively with both government and business.

A growing number of success stories reveal a burgeoning spirit of partnership between Aboriginal communities and industry. However, efforts to advance the industry and communities must be rapidly expanded. Resource deals happen fast and can turn on a dime, yet the relationships and knowledge that underpin these success stories can take years and even decades to develop.

This report represents the conclusions of *Aboriginal Participation in Major Resource Development Opportunities*, a project aimed at uncovering how the resource sector, government and Aboriginal communities can work together. More than 150 leaders from across these sectors explored how collaborative action can help us seize new opportunities, overcome barriers and emulate best practices emerging in Aboriginal community-led resource development. Roundtables

convened in cities across the country explored related themes:

- **Ottawa: Introductory Roundtable**
- **Calgary: Labour Market Development**
- **Prince George: Community Readiness**
- **Toronto: Financial Literacy and Financing**
- **Yellowknife: Lessons Learned from the North**

This is just the beginning of the discussion. Dialogues should also be held in Quebec, the Prairies and Atlantic Canada to build on the common themes that have emerged, reflecting consensus about the actions needed to:

- **Build authentic partnerships**
- **Develop human capital**
- **Enhance community control over decisions**
- **Promote entrepreneurship and business development**
- **Increase financial participation**

“ We must be realistic and recognize the challenge we are taking on. We are asking communities that have been frozen in time economically to jump from the 18th century to the 21st.”

1. Aboriginal Affairs and Northern Development Canada, *Discussion Paper: Aboriginal Participation in Major Resource Development*. August 2012.
2. Ibid.
3. Ibid.

Tackling these subjects will require attention to other significant issues. For example, the need to achieve greater social, economic, and health outcomes in many communities is undeniable. Often, these issues are closely related to the lack of trust stemming from historical abuses; resolving them requires that healing processes be respected and facilitated.

Building community capacity is another noteworthy priority that encompasses many issues related to the themes of this report. Community planning and land use plans are necessary to identify the level of development that current capacity can support.

Varying regional needs and conditions should also be considered. In the North, for example, partnerships and collaboration provide strong examples for other regions to follow, yet infrastructure and skills development demand greater attention. In other regions, partnerships and business acumen require significant focus.

Clarifying the roles of government, industry and communities, and eliminating red tape and bureaucracy are important considerations for the issue of resource development broadly. Where possible, this report identifies how to effect such changes. It also outlines opportunities to streamline efforts into inter-sectoral collaboration that will help leverage the strengths of each sector and create balanced outcomes.

These recommendations articulate a path to action for which all sectors bear responsibility. In some cases, the diverse needs of Aboriginal communities and specific regions point to the requirement for flexibility and adaptive approaches. Through partnerships, collaboration, and meaningful engagement based on relationships of trust, this path will lead to a more prosperous, sustainable future not only for First Nations, Inuit, and Métis communities, but for all Canadians.

Selected Best Practices from Coast to Coast to Coast



Canada's Public Policy Forum convened leaders from all sectors in roundtable discussions in five communities between May and August 2012. They shared examples of effective community engagement initiatives and innovative business partnerships that could be duplicated elsewhere.

For a more complete list and descriptions of best practices, please see Appendix 2.

Challenge #1: Building Authentic Partnerships

Canada's Aboriginal communities are an integral part of Canada's natural resource sector. Collaboration is taking place between resource industry leaders and Aboriginal communities through a number of formal and informal arrangements. However, it is not enough.

"The new battlefield is business and if we want to ensure our future we need to make sure we have the best skills, the best advisors, the best partners possible."

Aboriginal communities, industry and governments need to work collaboratively to develop major project opportunities across Canada. Authentic partnerships based on mutual relationships of trust are required to advance business development in Aboriginal communities and in the resources sector more broadly.

First Nation, Inuit and Métis communities are at the centre of a growing number of resource-sector development opportunities. Greater labour force participation and increased entrepreneurialism are creating new wealth and driving the desire to create new businesses. Much of this activity is in the resources sector, and it is expected to balloon. As noted by roundtable participants, partnerships with non-Aboriginal businesses are important to advance Aboriginal business development and to take advantage of major project opportunities.

In all of our roundtable discussions, participants stressed the need for greater collaboration and relationship-building between stakeholders. This was repeatedly mentioned as the key first step in generating the engagement and trust required to fuel innovation and build capacity. In the North, for example, the environment for partnerships is well-advanced, which has created an appetite for development unmatched in other regions of the country. Local Aboriginal leaders attribute this interest in development to the openness of industry to engage with Aboriginal leaders and the strength of partnerships between local business and Aboriginal leaders..

Successful partnerships are invariably based on open communication and engagement. Working with Aboriginal communities requires sensitivity to the fact that they are not homogenous entities and their

Lessons from the North

Successful and prosperous partnerships on natural resource development are one of the few things that don't need to be flown into Northern Canada – these mutual partnerships between industry, aboriginal businesses and local communities are already there, and flourishing. The South should pay close attention.

Driven by demographics, and the dominant nature of the resource sector in the region, such authentic partnerships have long existed, and have proven crucial to the sector's success and the region's economic development.

Larger resource companies are fully integrated into local, aboriginal partnerships. Companies in the region often incorporate community readiness upfront in the process of scoping resource development potential, and socioeconomic plans are drawn up to account for both community and industry-related goals. While infrastructure and labour force capacity remain pressing issues, authentic partnerships between communities, government and industry have developed unique ways to support mutual advancement. Long-term planning to account for all sectors' needs, and for who can best meet them, allows better strategic alignment of resources towards development opportunities. This also offers better understanding of each sector's specific needs and capacities, and creates the best chances for home-grown aboriginal businesses to thrive.

The processes of devolution and land-claims settlement in the North, while still ongoing in some parts, have also proven to be successful and have allowed for greater certainty in governance systems.

So too can the North offer examples of ways to build effective partnerships outside of the industry sector – specifically with government. Input from northern communities has frequently pointed to successful partnership arrangements with Canadian Northern Economic Development Agency. Such collaborations are frequent in the North, and certainly worthy of broader national emulation.

histories, needs, and desires vary greatly. Similarly, Aboriginal communities need to better understand the goals, operations, and priorities of industry. Comprehensive knowledge of the consequences and requirements of development activities will better position Aboriginal communities to participate in project discussions and decision-making processes. Governments also need to be more transparent, strategic and coordinated in their activities. These issues point to a need to engage and build relationships early in the development process.

Many of the communities facing opportunities for development are remote and sparsely populated, while their industry counterparts are large multi-nationals. Engagement requires local capacity to allow communities to negotiate with industry in an effective way. The provision of independent expertise and advice and the sharing of best practices between Aboriginal communities and businesses is an important way to ensure negotiation and other business skills are transferred from one community to another. Participants agreed that it is beneficial for a proponent to have an experienced community mentor them through business development.

Aboriginal communities and corporations should be encouraged to expand their empathy for each other through cross-cultural knowledge exchange. A clear understanding of different perspectives and priorities will allow stakeholders to accept and appreciate the need for unique business practices and processes.

Finally, the Supreme Court of Canada has established the Crown's Duty to Consult with Aboriginal communities over development that would impact traditional lands. As demonstrated by the proposed Northern Gateway pipeline, failing to fulfill this obligation is not just

The Raglan Agreement, signed in 1995 between the Makivik Corporation and Raglan mine in the Salluit and Kangiqsujuaq regions in northern Quebec, is an Impact and Benefit Agreement noted for its success. In 1992, six years prior to production beginning at Raglan, Xstrata Nickel mine representatives met with members of the Makivik Corporation and agreed to initiate a formal consultation process. The profit-sharing arrangement includes a commitment to provide 4.5% of operating profit to the community partners once the mine has recouped its initial capital investment. As of the end of 2011, Xstrata has provided \$115,000,000 which includes \$102,000,000 in direct payments of profit sharing under the Raglan agreement. The funds are placed in a trust, which in turn distributes 30% to Kangiqsujuaq, 45% to Salluit and 25% of the money to the Makivik Corporation benefiting 14 communities in the Nunavik region, allocated based on an evaluation of needs. The mine, Inuit, and government bodies continuously develop on-the-job training and education opportunities, and work towards targets for Inuit employment and procurement from Inuit businesses.

politically unwise; it can also lead to serious economic fallout. A lack of authentic engagement can create costly delays and even threaten the very future of a project.

Admittedly, exactly what this duty entails is not always clear. This has led to superficial interpretations, which limits the formation of genuine partnerships. Aboriginal communities are concerned that this duty is not being respected, or that it is merely being implemented as part of a "check-the-box" approach. Industry often feels that government is offloading consultation duties on them. We need to answer important questions about when and how to consult, and what successful fulfillment of this duty looks like.

We also need to clarify the role and responsibilities of the federal government in major project development. Existing governance structures should accommodate

Terry Audla, President of Inuit Tapiirit Kanatami; **Pita Aatami**, National Aboriginal Economic Development Board





the partnering of relevant departments and agencies, so that federal activities can be more coherent and better coordinated.

We did not hear that it is the sole responsibility of any one party to act alone. Instead, participants firmly stated that first and foremost, collaboration and partnership-led development is essential across the sector.

Recommendations

- **Encourage relationship-building and public engagement at an early stage in the process of resource development to build trust and develop local solutions.**

Relationships developed before the pursuit of formal consultation and approvals offer the opportunity to clarify positions, develop respect, and identify mutually beneficial goals in a transparent manner. Increasing partnerships will also allow the development of local solutions reflective of community needs and values. All stakeholders (Aboriginal communities, governments, and the private sector) bear responsibility for opening up channels of communication early on in the development process.

- **Build community capacity through knowledge transfer between Aboriginal communities, to provide a foundation for partnerships with industry.**

Knowledge transfer from one Aboriginal community to another prepares communities with limited experience to engage in negotiations with prospective industry partners, and should be facilitated. Aboriginal communities can provide the leadership for this objective.

- **Clarify a “whole-of government” approach to the Crown’s Duty to Consult.**

Canada needs protocols or guidelines on the Duty to Consult, in order to clarify a number of key questions, including when engagement should start, how to design effective processes and when the legal Duty is deemed to be fulfilled. This is the responsibility of the federal government, but there is also room to create mechanisms such as Memoranda of Understanding (MOUs) with provincial governments to offer greater clarity on the requirements.

Organizations such as the **First Nations Energy and Mining Council** in BC have developed substantial tools to share knowledge across communities, including templates for Exploration Agreements and Impact and Benefit Agreements. FNEMC has developed a number of tools, including:

- Exploration Agreement Template
- First Nations Mining Policy Template
- First Nations Mining Protocols and Agreements

The FNEMC also hosts workshops and discussion sessions to review best practices and provide expertise on issues related to resources sector business development.

The **Mi’kmaq-Nova Scotia-Canada Tripartite Forum** was formed in 1997. This political accord affirms the commitment of the federal and provincial governments and Nova Scotia First Nations representatives to addressing issues of mutual concern. Through the agreement, the 13 Mi’kmaq chiefs, the province of Nova Scotia and the Canadian Federal government engage in nation-to-nation discussions designed to implement the Mi’kmaq Nation’s right to self-determination.

Challenge #2: Developing Human Capital

“Individual companies have been very good at engaging entry-level workforce locally. Now that we are seeing the second generation of mining employees emerge, we need to get more education available - through distance education and through partnerships within the industry.”

Across Canada, the need for skilled workers is increasing, driven in part by the resources sector. As the youngest and fastest-growing population in Canada, Aboriginal peoples provide a valuable talent pool from which the sector could draw. The challenge is to increase access to, and interest in, skills development, to ensure these individuals are qualified to fill positions as they arise.

Job creation in the resources sector is expected to grow over the next decade, driving the possibility of skills gaps and labour shortages. Aboriginal communities offer a vital source of skills and leadership. Aboriginal Canadians are projected to make up an increasing proportion of the working age population over the next 10 years.¹ This represents tremendous potential to the resources sector, which is facing a retirement crunch.

Aboriginal Canadians need skills and education so they can get and keep these jobs. High school diploma rates for on-reserve (40.2%) and urban (63.7%) First Nations populations are much lower than the general population (78.4%).² The 2006 Census reported that only 41% of the First Nation population and 36% of the Inuit population have some form of post-secondary education significantly lower than the non-Aboriginal population rate of 61%.³

Attachment to the labour market is also a challenge that limits the participation of Aboriginal populations. The labour mobility rate (the percentage of individuals who have moved to another geographical location in the past year for employment) for First Nations people living on-reserve is 4.6%; for First Nations living off-reserve in an urban setting it is 10.6% and living off-reserve it is 9.6%.⁴ The mobility rate for the non-Aboriginal population

living in an urban setting is 5.8% and in a rural setting is 5.7%. This suggests First Nations people are more likely to be unable or unwilling to move away from their communities for work.⁵

Aboriginal Canadians need access to essential skills and learning at all levels, from K-12 to adult education. Primary and secondary schools provide important foundations in basic literacy and numeracy. The literacy rate among Aboriginal populations is improving, but remains much lower than that of the general population. The 2003 International Adult Literacy and Skills Survey found that in Canada, 57% of Aboriginal people aged 15-64 displayed low levels of literacy (levels 1-2 out of 5)⁴, indicating that their reading skills may not be sufficient to hold industrial employment or to pursue training opportunities. In contrast, 41% of non-Aboriginal Canadians displayed low levels of literacy.⁵

Addressing the essential skills gap between Aboriginal and non-Aboriginal Canadians is fundamental to developing the human capital needed to fill well-paying jobs in the natural resources sector. At the same time, more data is needed to create effective labour market programs and to ensure that current programs are focused on the needs of industry. A database of skills or other mapping instrument could be one way to ensure alignment between skills training programs and the needs of the labour market.

The long-term needs of the sector as a whole as well as those of specific major projects should also be considered by Aboriginal communities, policymakers and industry. As projects mature, so too do the skills requirements of the project and the community surrounding it. Human capital will be the most important wealth-generator of the next century, so long-term strategies are required to build it. This approach is being taken in some projects, such as in the Ring of Fire development, where life-cycle needs of the project are being assessed to enable the development of long-term human resources development strategies. For other projects and the sector as a whole, mapping instruments could also provide a valuable way to track immediate as well as long-term, projected labour needs.

Increased access to universities, colleges, and apprenticeship programs is also necessary. While the rate of post-secondary educational attainment among

1. Aboriginal Affairs and Northern Development Canada, *Discussion Paper: Aboriginal Participation in Major Resource Development*. August 2012.

2. *ibid.*

3. *ibid.*

4. *ibid.*

5. *ibid.*

Aboriginal youth has risen, it too falls well below that of the general population. Several barriers impede the ability of individuals and communities to access higher education, including: aversion to leaving the community; lack of funding; lack of role models; and limited awareness of available funding sources (e.g. bursaries and scholarships). Investing in local learning and distance education opportunities will benefit Aboriginal youth.

It is also estimated that less than 1% of the Aboriginal population is employed in the financial services sector. It is essential to develop more Aboriginal financial administrators, accountants and other professionals who are familiar with the challenges and opportunities these communities face. Bold efforts are required to attract greater numbers of Aboriginal youth to careers in finance.

Finally, developing pre- and post-employment skills is also essential to help translate innovative training arrangements into jobs. As more opportunities for education and training become available, mentorship and career counseling to support the transition to work will help ensure successful employment.

Partnerships with the private sector are key to aligning programs and objectives with the organizations that will eventually provide jobs. Companies like Xstrata Nickel and DeBeers reflect the private sector's increasing tendency to become more deeply involved in skills training and development. Formal arrangements whereby industry administers training programs and apprenticeships directly in communities have, in some cases, facilitated more meaningful participation in projects. Through such initiatives, community members develop certified skills, prepare for jobs, and eventually progress in their field. These partnerships, often encapsulated in Impact and Benefit Agreements or Memoranda of Understanding, could be emulated and adapted by other communities and companies.

An excellent example of multi-sectoral collaboration is provided by the Mine Training Society, which coordinates and leverages the efforts of stakeholders to streamline programs while focusing on the long-term needs of the North. The development of regional and sectoral training hubs, operating in a similar fashion to the Mine Training Society, should be encouraged, with industry, Aboriginal and government partners coming together to screen, select, train and place Aboriginal Canadians in the relevant jobs. These hubs will leverage the efforts of industry, governments and communities, and allow for greater responsiveness to the needs of both industry and communities.

Yukon College in Whitehorse, Yellowknife is presently undertaking a feasibility study for the establishment of a training, research and education **Centre for Northern Innovation in Mining (CNIM)** in the territory. The proposed center would undertake research projects in the sector, as well as delivering accredited programming in mining and related technologies. The feasibility study is being completed in two stages. The first stage consisted of data collection that provided a comprehensive socio-economic portrait of the territorial, national and global context that the center would operate within. Phase two will consist of further economic research on the exploration, mining and service and supply industries that will benefit from mining, and the recommended models of governance, funding avenues, program delivery and research opportunities that the centre could provide. The Feasibility Study will be completed in Fall 2012.



Yukon College student working in welding lab

Photo credit: Archbuild.com



A pan-Northern training strategy is currently being developed by higher education institutes and territorial governments, which could serve as a model for other regions in Canada. The federal government, industry and Aboriginal communities should support the development of the pan-Northern education strategy and take immediate steps towards developing similar pan-regional strategies elsewhere in Canada.

At the roundtables, we did not hear that the key to success is simply more money to start new programs – instead, aligning current programs and creating opportunities for collaboration is the key.

Recommendations:

- **Create an integrated human resource matching system to map data about the needs of the sector alongside data about the talents of communities.**

Mapping labour demand and supply needs, in both the short-term and over the life-cycle of proposed projects, can be used to create greater alignment between training programs and the needs of the sector. This system could be integrated into existing data collection functions in the federal government. Collaboration and data sharing between governments, industry and Aboriginal communities will also be required.

- **Expand opportunities for K-12 and advanced education among Aboriginal communities, especially remote communities, as well as creative and flexible approaches, such as online and community-based programs, and increased training partnerships with industry.**

Greater access to funding and increased local opportunities locally are required to increase the educational attainment of Aboriginal youth. The federal government has primary responsibility for delivering education to Aboriginal communities and should therefore take the lead, but collaboration with Aboriginal communities, industry and provincial governments could provide opportunities to provide innovative programs.

- **Develop regional and sectoral hubs to leverage efforts of industry, governments and Aboriginal communities.**

Collaborative initiatives that bring together industry, Aboriginal communities and governments are important to ensure the alignment of objectives and programs aimed at increasing labour market participation. These hubs could be developed jointly by industry associations, governments and Aboriginal communities and existing Aboriginal institutions.



Challenge #3: Enhancing Community Control over Decision-Making

Advancing Aboriginal participation in major resource development opportunities is fundamentally an issue of governance. Enhanced authority for locally-based decision-making will ensure that flexible and adaptive solutions are developed to allow Aboriginal communities to realize the benefits of major projects. Additionally, issues related to the broader regulatory and governance environment should be examined to ensure clarity and predictability for businesses exploring development opportunities.

The legislative and regulatory environment has a clear impact on business development and major project opportunities. The private sector needs more clarity about the risks and benefits of moving ahead with a project. Additionally, local accountability and authority for decision-making is increasingly viewed as an essential capacity for Aboriginal communities.

There was a broad consensus that the *Indian Act* impedes the economic future of Aboriginal Canadians by limiting local decision-making authority, stifling entrepreneurialism and restricting the market-oriented activities of individuals on reserve lands. While participants did not identify significant issues with *Indian Act* provisions directly related to resource development (e.g. Mining and Timber regulations), it is clear that the current legislative environment on reserve lands acts as an indirect barrier to participation in major resource projects in several ways:

- By creating an uneven regulatory environment and imposing land and environmental management processes that are inconsistent with those in neighbouring provincial jurisdictions, which creates lengthy delays and additional costs for business;
- By imposing governance frameworks which require frequent elections (often every two years) and rely on community referenda and subsequent ministerial approval for decision-making, which hampers the ability of business to create long-term relationships with communities; and
- By restricting access to capital, which prevents bands from participating in resource opportunities both on and off reserve lands, limiting the ability of band- and member-owned businesses to seize entrepreneurial opportunities.

Existing opt-in legislative frameworks, such as the *First Nations Land Management Act* and the *First Nations Fiscal and Statistical Management Act*, offer options

for First Nations communities to gain greater local control and were recognized by roundtable participants as useful tools. However, a high degree of community capacity is typically required to enter into these legislative agreements; consideration might be given to assisting communities with resource opportunities to develop the capacity to enter into such regimes. Ongoing settlement of land claims will offer greater certainty and stability.

Participants singled out Comprehensive Land Claim Agreements (CLCAs) as models for streamlining and simplifying regulatory systems. They give communities clarity and consistency while limiting bureaucratic delays to approval. For example, Yukon Territory has adopted a “single-window” approach where one body has authority for regulation. In the absence of a single regulator, other jurisdictions, such as Northwest Territories, have made regulatory co-operation a priority. The federal Responsible Resource Development Initiative, announced in Budget 2012, is another process established to build more consistent, accountable and meaningful processes for regulation and consultation.

“Aboriginal communities offer Canada and the rest of the world a storehouse of understanding for environmental problems, sustainability and cold climate engineering.”

Leadership from the federal government’s regional development agencies (RDAs) could also provide an important way to develop the strategies and partnerships that support greater Aboriginal participation in resource development. The Canadian Northern Economic Development Agency (CanNor) plays an essential role in the North by connecting stakeholders and developing local solutions to a range of challenges, including education, infrastructure and business development. The federal government could explore ways to encourage other RDAs to advance Aboriginal participation in resource development.

Aboriginal communities emphatically do not want to sit back and accept the status quo. Accountable, predictable decision-making processes including custom elections codes, self-government regimes, community land-use planning and the separation of

politics from business should be considered by First Nations, Inuit and Métis communities and the federal government as essential to greater participation in, and benefits from, resource opportunities.. The capacity for transparent financial governance should also be considered, through the establishment of independent institutions that can perform treasury functions. This will contribute to long-term community sustainability.

Recommendations

- **Improve Aboriginal institutional capacity through the formation of regional centres of expertise.**

Centres of expertise should be created or, where they exist, drawn upon in order to assist in and facilitate knowledge exchange between communities to develop community readiness. All stakeholders including industry and governments have a role and an interest in supporting such institutions. New and strengthened institutions could provide authority for and increased resources to support decision-making capacity. Existing Aboriginal institutions and governments could work collaboratively to develop models for centres of expertise across Canada.

- **Advance community control over decision-making by implementing governance reform through the settlement of land claims where possible, or the use of opt-in frameworks such as the *First Nations Land Management Act* and the *First Nations Fiscal and Statistical Management Act*.**

Local decision-making authority for Aboriginal communities is an important element of governance reform, and has the potential to advance economic development. The federal government should expedite efforts to settle land claims or facilitate the use of opt-in frameworks for governance reform.

- **Streamline regulations to provide the private sector with certainty, transparency and predictability.**

Federal and provincial/territorial governments should advance efforts to clarify regulatory requirements and streamline processes. This will increase investor certainty that local decision-makers can be held accountable for the regulatory environment.

The First Nations Financial Management Board provides tools and guidance to First Nations to support the development of capacity and confidence in financial management and reporting systems. Established by the *First Nations Fiscal and Statistical Management Act*, the FNFMB will ensure standards and certification, as well as provide guidance and capacity development to First Nations communities seeking to borrow from the First Nations Finance Authority.

Responsible Resource Development is the federal government's plan to create jobs, growth and long-term prosperity by streamlining the review process for major projects. The plan includes the introduction of legislation that will advance a system-wide approach for improved federal reviews of major resource projects. It also proposes several program measures to help build more consistent, accountable, meaningful and timely consultations with Aboriginal groups in order to help reduce the potential for delays, legal risks and uncertainty.

The Plan will also reduce the number of federal departments and agencies responsible for environmental assessments from 40 down to 3 (CEAA, NEB and the Canadian Nuclear Safety Commission).

- **Provide a clear and predictable response to resource development opportunities through the creation of comprehensive community plans and other supports to enable process-based decision-making models.**

Aboriginal communities should examine ways to move towards clear and predictable decision-making models. Comprehensive community development plans could be used as tools to provide transparency and clarity with regards to communities' expectations and desires for development.

- **Develop capacity for transparent financial governance through the development of independent institutions to perform treasury functions.**

Financial accountability is an important element of governance reform and is required to provide investors and community members with certainty as to the use of revenues from resource participation. Aboriginal communities could create independent institutions, such as treasuries, which would enhance financial accountability.

Challenge #4: Promoting Entrepreneurship and Business Development

“Canada’s aboriginal youth are innovative and smart. We need to find a way to harness and encourage this capacity.”

Aboriginal Canadians need more entrepreneurship and a greater capacity for business development to secure their future in the context of resource development opportunities. It is essential that Aboriginal businesses meet market demands and fill the needs of the supply chain.

Entrepreneurship entails private sector risk-taking and investment in the pursuit of economic growth. Combining increased business acumen with access to financing will create optimal conditions for Aboriginal economic development.

Financial literacy is the foundation of greater capacity for decision-making. Community members need to be able to interpret financial statements, balance the books and perform general financial transactions. Major resource projects could also result in a major influx of commercial activity, which will require an understanding of complex financial and business management functions. Communities and businesses must also be prepared to evaluate the risk of participating in these projects, which are typically more complex and risky than other revenue sources.

As noted by national Task Force on Financial Literacy, Aboriginal financial institutions that integrate training into their operations have had the largest impact on financial literacy in the past 30 years.⁶ Organizations such as the Aboriginal Financial Officers’ Association have also developed a number of programs and initiatives to advance these skills. These programs and initiatives could be expanded and enhanced to provide greater opportunities across Canada to advance financial literacy among Aboriginal Canadians. We need to make a special effort to reach community leaders, who bear the responsibility for financial decision-making.

Developing strategic, sustainable business plans for participating in resource projects presents communities with a range of challenges, from attracting experienced, trustworthy professional advice to developing

internal capacity for evaluation and decision-making. Sustainable, effective community-led development can be facilitated through knowledge transfer between Aboriginal communities and business leaders, as well as through the establishment of business incubators and hubs to house independent expertise.

Small teams of Aboriginal experts could provide a vital source of mentorship on issues such as community/land-use planning, business development and negotiating transactions and agreements with industry.

The Tâichô Investment Corporation is an example of successful community development. Negotiations over the Tâichô region land claims began in the early 1990s. At the same time, a number of major mines were being opened, leading communities in the region to actively start discussing business opportunities. The confluence of early development and land claim settlement meant that industry had to engage with local communities.

Key partnerships from both government and industry have developed over time to deliver everything from skills development and training to business development advice, allowing Aboriginal businesses to flourish. The main vehicle for this is the Tâichô Investment Corporation (TIC), which owns a number of businesses and operates several joint venture partnerships with other groups and companies.

At the same time, the community has also made it clear that respect for the environment and for traditional lifestyles remain priorities. As a result, trusting relationships are the foundations of a collaborative environment marked by a high level of engagement between mine and community leadership.

Leadership from the TIC noted some key factors in success, including: being organized and ready for participation when opportunities arise; understanding clearly the impacts of development; setting goals for development; anticipating how devolution and self-government will impact a community’s participation in opportunities; and developing mutually supportive relationships with industry.

6. Collin, Dominique, *Aboriginal Financial Literacy in Canada: Issues and Directions. Prepared for the Task Force on Financial Literacy*. February 9, 2011. Available online: http://publications.gc.ca/collections/collection_2011/fin/F2-201-2011-eng.pdf Retrieved 1 October 2012

These teams could be located in regional hubs that act as independent clearing-houses of best practices. These hubs could provide vital services such as the development of templates for Impact and Benefit Agreements or other common legal framework agreements.

“Innovative solutions can come from looking inward: where do we have influence for positive change, not just as individuals, but as companies?”

Finally, expanding access to procurement opportunities for Aboriginal businesses will promote development. For example, procurement opportunities in the Tâîchô region of Northwest Territories have spawned dozens of vibrant Aboriginal businesses that provide environmental services, transportation, logistics and other vital services to support the resources sector. The Tâîchô Investment Corporation further encourages the growth of these businesses with support and advice.

Recommendations:

- **Cultivate business development through incubators and independent expertise.**

Small teams of Aboriginal leaders and professionals with business experience could be deployed quickly from regional hubs to provide independent advice and share best practices. Some Aboriginal communities and institutions are looking for ways to share the expertise that they have developed. Federal, provincial and territorial government could help advance these efforts by providing greater support to Aboriginal institutions.

- **Expand efforts to improve Aboriginal financial literacy.**

Support for Aboriginal financial institutions and other organizations such as the Aboriginal Financial Officers' Association is required to scale up and extend existing programs aimed at

developing financial literacy. Aboriginal institutions could take the lead by expanding their efforts, but greater operational support is needed and could be provided by the federal, provincial and territorial government.

- **Increase Aboriginal community and businesses' access to procurement opportunities.**

Increase ability of Aboriginal and businesses to access procurement opportunities through the use of performance bonds, backed by a fund established using public and private sector support.

In 2009 the **McKay Business Incubator** opened in the Dorothy McDonald Centre in Fort McKay in northeastern Alberta, a collaboration between Suncor and the Fort McKay First Nation. The business incubator is a centre offering local, relevant incubator services to community members of Fort McKay and is dedicated to helping Aboriginal entrepreneurs develop business ideas from concept to implementation. The centre is a three-year pilot project that aims nurture entrepreneurs by facilitating business planning and startup activities. Day-to-day services are provided by a staff supported by an advisory committee of legal, accounting, marketing and entrepreneurial experts

The Aboriginal Financial Officers Association of Canada is a centre for excellence and innovation in Aboriginal finance and management. Through training, certification and other programs, the AFOA acts as a resource and hub for training and capacity development. Some notable programs and initiatives in the area of financial capacity building include:

- Certified Aboriginal Financial Manager designation
- Financial Management resources and training packages
- IBA Community Toolkit: Negotiation and Implementation of Impact and Benefit Agreements
- Elected Leadership resources and training packages

Challenge #5: Increasing Financial Participation

Resource development projects are massive and require staggering capital investments. Many Aboriginal communities face difficulties in securing the finances needed to acquire equity directly. Equity participation is seen by many Aboriginal leaders as the most meaningful way to engage in major resource opportunities, but is also the most difficult position to secure. Access to capital from the private sector is limited despite a growing recognition among financial institutions of the potential in Aboriginal communities. Data for Aboriginal business loans demonstrate strong performance and low default rates, yet banks have been slow to respond because Aboriginal people are generally unable to leverage assets in ways other Canadians can. Aboriginal financial institutions and community development corporations could offer an alternative if their resources were greater, but these organizations are limited in size and fund small business investments, not major resource projects.

Access to debt financing could be secured through the use of a sovereign guarantee by the federal government, constituting a transfer of risk from the private sector to government. The oversight framework of the *First Nations Fiscal and Statistical Management Act* provides access to capital markets and could be used to help facilitate these arrangements.

The capacity to issue bonds could provide Aboriginal communities with debt financing. Federal, provincial and municipal governments have this ability, and through the First Nations Finance Authority, First Nations and Aboriginal governments do as well. However, the capacity to utilize this resource is limited and should be further explored.

Venture capital could also be used to finance capital projects or equity participation for Aboriginal communities. With greater awareness, this relatively unexplored avenue could offer a potential source of funds.

Resource revenue sharing—a system where some of the revenues industry pays to government is distributed directly to the community—could be an important means of distributing wealth and benefits. Several Aboriginal communities have successfully negotiated resource revenue sharing agreements with provincial/territorial governments or industry. Most of the agreements with governments have been made with

communities with comprehensive Self-Government Agreements. These negotiations require a significant degree of expertise and capacity, bringing us back to the need for business acumen and financial literacy. Several provinces, territories and private proponents have signaled a willingness to enter into resource revenue sharing agreements with Aboriginal communities.

Own-source revenues offer another opportunity to create greater wealth for use in financing business development or equity participation in projects. These revenues can be generated in a range of ways, including through property taxation, leasing, Impact and Benefit Agreements, or resource revenue sharing agreements. Once these revenue streams are developed, standard policies and procedures can be created to provide clear and predictable decision-making processes. However, there are concerns about the consistency of how the federal government treats own-source revenue. Modern treaties generally have provisions that allow for reductions of net transfers from the federal government, but these arrangements do not exist for non-self-governing communities.

The Keeyask generation site is an area currently being studied for possible hydroelectric development in northern Manitoba, in the Split Lake Resource Management Area. The **Keeyask Hydropower Limited Partnership (KHLP)** is a collaborative effort between Manitoba Hydro and four Manitoba First Nations – Tataskweyak and War Lake (acting as the Cree Nation Partners), York Factory, and Fox Lake. Together, the 5 parties negotiated the “Joint Keeyask development agreement,” an agreement that governs how the Keeyask project will be administered, managed and developed. The four Manitoba First Nations, known collectively as the Keeyask Cree Nations, together have the right to own up to 25 per cent of the partnership, and Manitoba Hydro will own at least 75 per cent of the equity of the partnership. Individual Adverse Effects Agreements with the four Nations have also been signed, which identify potential negative impacts of the Keeyask Project, and outline measures to mitigate or avoid these impacts.

Recommendations

- **Increase Aboriginal communities and entrepreneurs' access to financing opportunities for from both the private sector and governments.**

Enhanced access to finance will help facilitate equity participation in major resource projects. Governments should consider providing seed funding to help leverage investments from the financial sector and venture capital community.

- **Review the federal government's treatment of own-source revenue to provide consistency across Aboriginal communities.**

The federal government should review its treatment of the own-source revenues of Aboriginal communities, taking into consideration their impact on the investment climate and Aboriginal perceptions of equity.

The Ontario Aboriginal Loan Guarantee is a \$250 million fund offered by the Government of Ontario to support Aboriginal participation in renewable energy infrastructure in Ontario (e.g. wind, solar, hydroelectric). Announced in 2009, the program provides a loan guarantee to purchase up to 75 per cent of an Aboriginal corporation's equity in an eligible project.

Lower Churchill River projects: The Government of Canada signed a Memorandum of Agreement with Nalcor Energy and Emera Inc. demonstrating support the Lower Churchill River projects. The Government also issued an RFP to seek financial expertise to undertake due diligence required for a loan guarantee.

Michael Wernick, Deputy Minister of Aboriginal Affairs and Northern Development Canada, Jacynthe Côté, Chief Executive Officer of RioTinto Alcan



Conclusion: Building a Strategy for Action

First Nations, Inuit and Métis communities are instrumental to Canada's economic future. Opportunities need to be seized by all parties. In some cases, this will require collaborative action, while in other cases the actionable recommendations are directed to a specific stakeholder. The following key areas for action emerged as the most promising recommendations identified by Aboriginal communities, industry and governments in this cross-country dialogue to increase Aboriginal participation in major resource development:

Forming authentic partnerships

- Encourage relationship-building and public engagement at an early stage of the resource development process to build trust and develop local solutions.
- Build community capacity through knowledge transfer between Aboriginal communities, to provide a foundation for partnerships with industry.
- Clarify a whole of government approach to the Crown's Duty to Consult.

Developing human capital

- Create an integrated human resources matching system to map data about the needs of the sector alongside data about the talents of communities.
- Expand opportunities for K-12 and advanced education among Aboriginal communities, especially remote communities, as well as creative and flexible approaches, such as online and community-based programs, and increased training partnerships with industry
- Develop regional and sectoral hubs to leverage efforts of industry, governments and Aboriginal communities.

Enhancing community control over decision-making

- Improve Aboriginal institutional capacity through the formation or use of existing regional centres of expertise.
- Advance community control over decision-making by implementing governance reform through the

settlement of land claims where possible, or the use of opt-in frameworks such as the *First Nations Land Management Act* and the *First Nations Fiscal and Statistical Management Act*.

- Streamline regulations to provide the private sector with certainty, transparency and predictability.
- Provide a clear and predictable response to resource development opportunities through the creation of comprehensive community plans and other supports to enable process-based decision-making models.
- Develop capacity for transparent financial governance through the development of independent institutions to perform treasury functions.

"There already is a collection of interested players...but these players need to work together to enhance our capacity for actually working as a community."

Promoting entrepreneurship and business development

- Cultivate business development through incubators and independent expertise.
- Expand efforts to improve Aboriginal financial literacy.
- Increase Aboriginal community and business access to procurement opportunities.

Increasing financial participation

- Increase Aboriginal communities and entrepreneurs' access to financing opportunities for from both the private sector and governments.
- Review the federal government's treatment of own-source revenue to provide consistency across Aboriginal communities.

At the truckshop at Jack Pine Mine, Shell Albian Sands, Alberta



Photographic Services, Shell International Ltd.

We have a unique opportunity to advance the economic independence of Aboriginal Canadians. Our challenge is to use major resource development projects strategically to deliver results for these communities, and for Canada as a whole.

If done right, resource development will buttress Canada's position as a world economic leader that can respond to the growing global demand for commodities, while serving as an example for other countries grappling with issues of Aboriginal engagement. National debates are beginning to reflect a consensus that resource development must be inclusive in terms of shared benefits. Now is the time to turn from debate to action.

The insights offered in this report provide a roadmap for which all sectors bear responsibility. The recommendations cover diverse areas, yet common

elements are evident: the need to leverage authentic partnerships for collaborative action, and to develop local community capacity to drive long-term, sustainable development.

Encouraging initiatives have emerged in recent years, attesting to the growing recognition among governments, industry and Aboriginal communities of the need for collaborative action. These examples should be shared broadly and replicated when possible.

Finally, the conversation ignited through this project must continue. Bringing together leaders from Aboriginal communities, industry and governments on a regular basis to share ideas, highlight best practices and discuss barriers is essential for progress. Through enhanced dialogue we will form authentic, meaningful relationships and realize the full potential of Canada's Aboriginal communities and the resources sector.

Appendix 1: Actionable Recommendations from Regional Roundtables

Building Authentic Partnerships	City	Lead Responsibility for Implementation
<p>Encourage relationship-building and public engagement at an early stage in the process of resource development to build trust and develop local solutions. Relationships developed before the pursuit of formal consultation and approvals offer the opportunity to clarify positions, develop respect, and identify mutually beneficial goals in a transparent manner. Increasing partnerships will also allow the development of local solutions reflective of community needs and values. All stakeholders (Aboriginal communities, governments, and the private sector) bear responsibility for opening up channels of communication early on in the development process.</p>	Ottawa, Calgary, Prince George, Toronto, Yellowknife	All stakeholders
<p>Build community capacity through knowledge transfer between Aboriginal communities, to provide a foundation for partnerships with industry. Knowledge transfer from one Aboriginal community to another prepares communities with limited experience to engage in negotiations with prospective industry partners, and should be facilitated. Aboriginal communities can provide the leadership for this objective.</p>	Calgary, Prince George, Toronto, Yellowknife	Aboriginal communities
<p>Clarify a whole of government approach to the Crown’s Duty to Consult. Canada needs protocols or guidelines on the Duty to Consult, in order to clarify a number of key questions, including when engagement should start, how to design effective processes and when the legal Duty is deemed to be fulfilled. Mechanisms such as MOUs with provincial governments could also offer greater clarity on the requirements.</p>	Calgary, Prince George, Toronto, Yellowknife	Federal government
<p>Promote cross-cultural exchanges between corporate Canada and First Nations, Inuit and Métis communities. In conjunction with Aboriginal Awareness weeks, Corporate Awareness weeks convened with Aboriginal communities will help facilitate understanding and build relationships.</p>	Calgary	Private sector
<p>Explore innovative models for relationship-building on an ongoing basis. The “four-by-four” model demonstrates one such way to provide a regular forum for collaboration and engagement.</p>	Calgary	Aboriginal communities, Private sector
<p>Develop protocols for consultation and accommodation to allow for greater transparency and predictability surrounding major resource development opportunities</p>	Prince George	Federal government
<p>Improve collaboration between governments and the private sector. Improving transparency around existing agreements and investing in relationship-building activities facilitates increased collaboration.</p>	Prince George, Calgary	Private sector
<p>Facilitate knowledge transfer among Aboriginal communities. Both private sector participants and Aboriginal leaders noted that negotiation processes are often improved when proponents have another community to help them work through the process.</p>	Prince George, Calgary Toronto, Yellowknife	Aboriginal communities
Developing Human Capital	City	Lead Responsibility for Implementation
<p>Create an integrated human resources matching system to map data about the needs of the sector alongside data about the talents of communities. A database of skills or other mapping instruments can be used to create greater alignment between training programs and the needs of the sector.</p>	Calgary	Federal government
<p>Expand opportunities for K-12 and advanced education among Aboriginal communities, especially remote communities, as well as creative and flexible approaches, such as online and community-based programs, and increased training partnerships with industry. Greater access to funding and increased local opportunities are required to increase the educational attainment of Aboriginal youth.</p>	Calgary, Prince George, Toronto, Yellowknife	Federal government
<p>Develop regional and sectoral hubs to leverage efforts of industry, governments and Aboriginal communities. Collaborative initiatives that bring together industry, Aboriginal communities and governments are important to ensure the alignment of objectives and programs aimed at increasing labour market participation.</p>	Prince George, Toronto	Private sector, Aboriginal communities

Incorporate pre- and post-employment training into education and skills development initiatives. Developing the soft skills and competencies required for success in the workplace is a way to improve the success rates of existing training programs.	Calgary	Federal government
Support education, especially post-secondary: Basic and advanced education are fundamental to developing essential skills, financial literacy and business acumen for communities and entrepreneurs. Education supports for K-12, and improved access to post-secondary, such as scholarships, co-ops and internships would improve education rates.	Calgary	Private sector, Aboriginal communities
Expand training and education: Successful training partnerships exist in the North between governments, industry and Aboriginal communities. These programs, often established through MOUs, could serve as models for other communities and companies looking for skills development among potential employees. Further opportunities for post-secondary education are needed as industry in the North matures and the need for professionals increases.	Yellowknife	Private sector, Aboriginal communities
Achieve baseline social conditions: The local conditions on reserve vary greatly across the country. To be able to fully participate in major resource development opportunities, a continued focus on achieving minimum levels of social and health indicators in Aboriginal communities is required.	Toronto	Aboriginal communities, Federal government

Enhancing Community Control over Decision-Making	City	Lead Responsibility for Implementation
Improve Aboriginal institutional capacity through the formation of regional centres of expertise. Centres of expertise should be created or, where they exist, drawn upon in order to assist in and facilitate knowledge exchange between communities to develop community readiness. All stakeholders including industry and governments have a role and an interest in supporting such institutions.	Toronto, Prince George	Aboriginal communities and institutions, Federal government
Advance local control by implementing governance reform through the settlement of land claims where possible, or the use of opt-in frameworks such as the <i>First Nations Land Management Act</i> and the <i>First Nations Fiscal and Statistical Management Act</i>. Local decision-making authority for Aboriginal communities is an important element of governance reform, and which offers potential to advance economic development.	Prince George, Toronto, Yellowknife	Federal government
Streamline regulations to provide the private sector with certainty, transparency and predictability. Federal and provincial/territorial governments should advance efforts to clarify regulatory requirements and streamline processes. This will increase investor certainty that local decision-makers can be held accountable for the regulatory environment.	Calgary, Prince George, Toronto, Yellowknife	Federal government, Provincial/Territorial governments
Develop comprehensive community plans on reserves and among Aboriginal communities. In order to be able to engage in negotiations and seize economic opportunities, Aboriginal communities should develop internal plans that articulate their goals and positions on issues of land use and development.	Prince George	Aboriginal communities
Improve Aboriginal institutional capacity. This could include the development of new institutions, as well as the provision of resources for current institutions whose reach is limited. These organizations would be mandated to share best practices and expertise related to participation in major resource development opportunities, such as how to negotiate Impact and Benefits Agreements.	Prince George	Aboriginal communities
Provide a clear and predictable response to resource development opportunities through the creation of comprehensive community plans and other supports to enable process-based decision-making models. Aboriginal communities should examine ways to move towards clear and predictable decision-making models. Comprehensive community development plans could be used as tools to provide transparency and clarity with regards to communities' expectations and desires for development.	Toronto, Prince George	Aboriginal communities

<p>Develop capacity for transparent financial governance through the development of independent institutions to perform treasury functions. Financial accountability is an important element of governance reform and is required to provide investors and community members with certainty as to the use of revenues from resource participation. Aboriginal communities could create independent institutions, such as treasuries, which would enhance financial accountability.</p>	Toronto	Aboriginal communities
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Promoting Entrepreneurship and Business Development	City	Lead Responsibility for Implementation
<p>Cultivate business development through incubators and independent expertise. Small teams of Aboriginal leaders and professionals with business experience could be deployed quickly from regional hubs to provide independent advice and share best practices.</p>	Prince George, Toronto, Yellowknife	Aboriginal communities and institutions, Federal government
<p>Expand efforts to improve Aboriginal financial literacy. Support for Aboriginal financial institutions and other organizations such as the Aboriginal Financial Officers' Association are needed to scale up and extend existing programs aimed at developing financial literacy.</p>	Toronto	Aboriginal communities and institutions
<p>Increase Aboriginal community and business access to procurement opportunities. Increase ability of Aboriginal communities and businesses to access procurement opportunities through the use of performance bonds, backed by a fund established using public and private sector support.</p>	Toronto, Yellowknife	Federal government
<p>Create business acumen development teams. Transferring knowledge from community-to-community in a nimble and efficient manner is important given the size, complexity, and speed of resource development opportunities. One way to facilitate this could be through the development of expert teams, led by Aboriginal communities and entrepreneurs, who can train other communities and individuals on the complexities of negotiating and structuring agreements.</p>	Toronto	Aboriginal communities and institutions

Increasing Financial Participation	City	Lead Responsibility for Implementation
<p>Increase Aboriginal communities and entrepreneurs' access to financing opportunities for from both the private sector and governments. Enhanced access to finance will help facilitate equity participation in major resource projects. Governments should consider providing seed funding to help leverage investments from the financial sector and venture capital community.</p>	Toronto, Prince George	Federal government
<p>Review the federal government's treatment of own-source revenue to provide consistency across Aboriginal communities. The federal government should review its treatment of the own-source revenues of Aboriginal communities, taking into consideration their impact on the investment climate and Aboriginal perceptions of equity.</p>	Yellowknife, Prince George, Toronto	Federal government
<p>Explore the use of a sovereign guarantee. The federal government could improve access to capital by using its sovereign guarantee to back loans for Aboriginal communities. This should be explored as an important way to enhance the options available to communities seeking sources of capital.</p>	Toronto, Prince George	Federal government
<p>Allow Aboriginal communities to earn equity stakes. The private sector could explore alternative arrangements for Aboriginal communities to gain equity stakes in resource development opportunities, such as negotiating long-term equity positions to be earned by the communities over pre-determined periods of time.</p>	Toronto	Private sector
<p>Improve access to capital. Aboriginal communities need access to capital in order to gain equity positions in projects. Governments could provide seed funding, for example in the form of low-interest loans, to secure financing.</p>	Yellowknife, Toronto	Federal, Provincial/ Territorial governments

Appendix 2: Roundtable Results: Best Practices

Building Authentic Partnerships

Ottawa

The Baffin Island iron ore project included significant participation by the Inuit community during the sampling stage of project development. This was due to the provision of on-the-job training opportunities and the engagement of community elders to provide leadership and mentorship to youth during training. An Impact Benefit Agreement is currently being negotiated for the project.

The Business-Ready Investment Development Gateway program, established by Westcap Management, demonstrates how to effectively built business capacity within First Nations and Métis communities. BRIDG operates across Saskatchewan in communities working towards the completion of major investment transactions.

Pinehouse, Saskatchewan: In the late 70's the Métis community of Pinehouse was labeled by the Fifth Estate the "drinking capital of Northern Saskatchewan". This brand sparked a drive among the leadership to create changes for the community and its future. Thirty years later, Pinehouse is thriving thanks to a community-centered approach and has taken ownership and pride in their future growth. Pinehouse is dedicated to establish sound business practices to create long term sustainable employment ventures that will generate wealth within the community. They see the importance of developing board governance policies to ensure the separation of business and political bodies. Pinehouse representatives hope to create a professional economic strategic plan that will continue to improve community wellness.

Muskowekwan First Nation: Home to 625 band members, from a total membership of 1,570, the First Nation is in the process of incorporating Muskowekwan Ventures Corporation in order to identify opportunities generated by the exploration, construction and operation of potash mines for oil and gas wells; the construction and operation of storage facilities, and grain and livestock industries; and to formulate strategies and tactics for seizing these opportunities.

The Keeyask Hydropower Limited Partnership (KHLP), a collaborative effort between Manitoba Hydro and four Manitoba First Nations – Tataskweyak and War Lake (acting as the Cree Nation Partners), York Factory,

and Fox Lake, concerning the Keeyask generation site in northern Manitoba. Together, the five parties negotiated the "Joint Keeyask development agreement," an agreement that governs how the Keeyask project will be administered, managed and developed. The four Manitoba First Nations, known collectively as the Keeyask Cree Nations, together have the right to own up to 25 per cent of the partnership, and Manitoba Hydro will own at least 75 per cent of the equity of the partnership. Individual Adverse Effects Agreements with the four Nations have also been signed, which identify potential negative impacts of the Keeyask Project, and outline measures to mitigate or avoid these impacts.

The Mi'kmaq-Nova Scotia-Canada Tripartite Forum, formed in 1997, affirms the commitment of the federal and provincial governments and Nova Scotia First Nations representatives to addressing issues of mutual concern. Through the agreement, the 13 Mi'kmaq chiefs, the province of Nova Scotia and the Canadian Federal government engage in nation-to-nation discussions designed to implement the Mi'kmaq Nation's right to self-determination. The forum creates a formal, negotiating process for the resolution of outstanding jurisdictional issues between the three parties. The Forum is comprised of Executive, Officials, Steering and Working Committees and each committee has representation from the Nova Scotia Mi'kmaq, the Province of Nova Scotia and the Government of Canada. All parties work together to discuss and resolve issues of mutual concern.

The Raglan Agreement, signed in 1995 between the Makivik Corporation, Raglan mine, Salluit First Nation and Kangiqsujuaq First Nation, is an Impact and Benefit Agreement noted for its success. In 1992, six years prior to production beginning at Raglan, Xstrata Nickel mine representatives met with members of the Makivik Corporation and agreed to initiate a formal consultation process. The profit-sharing arrangement includes a commitment to provide 4.5% of operating profit to the community partners once the mine has recouped its initial capital investment. As of the end of 2011, Xstrata has provided \$115,000,000 which includes \$102,000,000 in direct payments of profit sharing under the Raglan agreement. The funds are placed in a trust, which in turn distributes 30% to Kangiqsujuaq, 45% to Salluit and 25% of the money to the Makivik Corporation benefiting 14 communities in the Nunavik region, allocated based on an evaluation of needs. The mine, Inuit, and government bodies continuously develop on-the-job training and education opportunities, and work towards targets for Inuit employment and procurement from Inuit businesses.

Labour Market Development

Calgary

Bursary programs help students deal with the extra cost associated with training or education programs. Bursaries could help to support education and training by offering recipients funding for a wider array of education-related needs, such as child care, or travel costs.

Community Futures Treaty Seven “Four-by-four” model brings together four companies and four communities, four times annually to share information and discuss common objectives.

Energy and environmental services are an area where Aboriginal entrepreneurs have successfully emerged. Governments and industry could look for ways to leverage Aboriginal expertise in the areas of energy and environmental services to boost local employment.

The McKay Business Incubator is a collaboration between Suncor and the Fort McKay First Nation in northeastern Alberta. The business incubator is a centre offering local, relevant incubator services to community members of Fort McKay and is dedicated to helping Aboriginal entrepreneurs develop business ideas from concept to implementation. The centre is a three-year pilot project that aims nurture entrepreneurs by facilitating business planning and start-up activities. Day-to-day services are provided by a staff supported by an advisory committee of legal, accounting, marketing and entrepreneurial experts

Memoranda of Understanding for long-term objectives formalize long-term objectives help to provide clarity around outcomes and responsibilities. This is important for the long-term success of training and education efforts. This approach was identified as a best practice in a program for the delivery of pre- and post-employment skills.

The Oil Sands Leadership Initiative’s (OSLI) Janvier-Chard Project in Sekweha is a sustainable community pilot project in the hamlet of Janvier-Chard, 94km southeast of Fort McMurray. As a result of this collaborative work, the community formed a voluntary, non-profit board called Sekweha, which means “for the youth” in Dene / Chipewyan. Its vision is to create a healthy, safe and sustainable community that helps children and youth gain the knowledge, confidence and skills they need to make a positive contribution to their own future and that of their community.

Sekweha provides the structure for developing youth-led projects in the community, and has developed a skilled group of youth within the community who are delivering activities and programming, including youth-operated summer culture camps; youth-to-elder councils; the development and operation of a youth centre and programs; a youth-to-industry program; and, StartSmart, a school program offered at Father R. Perin School.

School Plus, a grant program offered by Enbridge, provides funds for K-12 schools to provide extracurricular activities and school experiences aimed at enhancing engagement and education completion rates among Aboriginal youth.

Shell Canada has made the formation of authentic engagement a priority for its staff by providing opportunities for cultural exchanges and training. **Aboriginal Awareness Weeks**, organized regularly, offer the chance for staff to learn the culture and traditions of Aboriginal communities. Shell employees are also given the opportunity to participate in treaty events and make connections through a company-wide Aboriginal Network.

The University of Calgary Aboriginal Relations Leadership Certificate developed in partnership with ATCO and Aboriginal communities will provide training for recent graduates from a variety of disciplines on relationship-building with Aboriginal partners.

Women Building Futures, based in Edmonton, offers bursaries to support pre-employment training for Aboriginal women in the building and construction industry.

Community Readiness

Prince George

The Active Measures Program is increasingly being used by the federal government to improve the social outcomes of Aboriginal people by moving them off income support assistance to jobs. Many First Nations organizations are already implementing Active Measures on reserve, leveraging funds from different sources including Aboriginal Affairs and Northern Development Canada, Human Resources and Skills Development Canada, provinces, private sector and NGOs.

Community awareness and engagement training session in the North, led by the Canadian Northern Economic Development Agency, delivers information and increases awareness in Aboriginal communities about what participation in a major resource development opportunity entails.

The **First Nations Energy and Mining Council in BC** has developed substantial tools to share knowledge across communities, including templates for Exploration Agreements and Impact and Benefit Agreements. The FNEMC also hosts workshops and discussion sessions to review best practices and provide expertise on issues related to resources sector business development.

New Gold's New Afton resource revenue sharing agreement with the Stk'emlupsemc of the Secwepemc Nation is believed to be the first three-way agreement of its kind (between the BC government, New Gold, and Secwepemc Nation), which will deliver one-third of the mine's royalties to the Aboriginal community.

Financing and Financial Literacy

Toronto

The Aboriginal Financial Officers Association of Canada is a centre for excellence and innovation in Aboriginal finance and management. Through training, certification and other programs, the AFOA acts as a resource and hub for training and capacity development. Some notable programs and initiatives in the area of financial capacity building include:

- Certified Aboriginal Financial Manager designation
- Financial Management resources and training packages
- IBA Community Toolkit: Negotiation and Implementation of Impact and Benefit Agreements
- Elected Leadership resources and training packages

British Columbia's Clean Energy Act (CEA) of 2010 created the First Nation Clean Energy Business Fund (FNCEBF). FNCEBF was created to support and facilitate increased First Nations participation in the development of new, clean, renewable energy projects and promotes increased First Nation participation through:

- Capacity funding (e.g. feasibility studies or to engagement activities);
- Equity funding to acquire equity stakes in established projects or to develop community-led projects; and
- Revenue sharing from clean energy projects.

Since being launched in 2011, the fund has allocated approximately \$2.5 million for capacity and equity funding to 48 First Nations.

The First Nations Financial Management Board provides tools and guidance to First Nations to support the development of capacity and confidence in financial management and reporting systems. Established by the *First Nations Fiscal and Statistical Management Act*, the FNFB will ensure standards and certification, as well as provide guidance and capacity development to First Nations communities seeking to borrow from the First Nations Finance Authority.

Indigenous Business Australia is an agency of the Australian government with the mandate to identify, develop and assess investment opportunities with Indigenous corporations. IBA supports joint business ventures through loans and technical support in a range of industries, including mining and mine services.

The National Aboriginal Capital Corporations Association is a representative body that encompasses many of the institutions created in the past two decades dedicated to providing access to capital for Aboriginal entrepreneurs and communities for the establishment of small- and medium-sized businesses. Many Aboriginal Financial Institutions and the NACCA also serve as resources for capacity development and business advice to communities. For example, the Waubetek Business Development Corporation has provided business services and commercial financing to more than 1,130 Aboriginal businesses.

The Ontario Aboriginal Loan Guarantee is a \$250 million fund offered by the Government of Ontario to support Aboriginal participation in renewable energy infrastructure in Ontario (e.g. wind, solar, hydroelectric). Announced in 2009, the program provides a loan guarantee to purchase up to 75 per cent of an Aboriginal corporation's equity in an eligible project.

Lessons from the North

Yellowknife

The Akaitcho Business Development Corporation supports business development and entrepreneurship within the Yellowknife Dene First Nation, administering financial and technical assistance, and helping to nurture positive relationships with industry. For example, the Chamber of Mines and the Akaitcho BDC have signed a Memorandum of Understanding dedicated to exploring ways to work with industry.

The Centre for Northern Innovation in Mining (CNIM) Feasibility Study, currently being undertaken by Yukon College in Whitehorse, Yellowknife. The College is presently undertaking a feasibility study for the establishment of a training, research and education Centre for Northern Innovation in Mining (CNIM) in the territory. The proposed center would undertake research projects in the sector, as well as delivering accredited programming in mining and related technologies. The feasibility study is being completed in two stages. The first stage consisted of data collection that provided a comprehensive socio-economic portrait of the territorial, national and global context that the center would operate within. Phase two will consist of further economic research on the exploration, mining and service and supply industries that will benefit from mining, and the recommended models of governance, funding avenues, program delivery and research opportunities that the centre could provide.

The Mine Training Society is a collaborative effort of industry, governments, and Aboriginal partners to match Aboriginal Northerners with training and employment in diamond mines. By working closely with the education systems and local communities in Northwest Territories, the MTS is also able to act as a hub for planning and prioritizing responses to the needs of communities and the mining industry.

MTS Partners:

- Aboriginal Partners
 - Lutsel K'e Dene First Nation
 - North Slave Métis Alliance
 - Tli Cho Government
 - Yellowknives Dene' First Nation

- Government Partners
 - Education Culture and Employment
 - Government of Northwest Territories
 - Government of Canada
 - Human Resources and Social Development Canada
 - Aboriginal Skills and Employment Partnership
- Industry Partners
 - BHP Billiton Diamonds Inc.
 - Diavik Diamond Mines Inc.
 - De Beers Canada Inc.

The Tâichô Investment Corporation is an example of successful community development. Negotiations over the Tâichô region land claims began in the early 1990s. At the same time, a number of major mines were being opened, leading communities in the region to actively start discussing business opportunities. The confluence of early development and land claim settlement meant that industry had to engage with local communities.

Key partnerships from both government and industry have developed over time to deliver everything from skills development and training to business development advice, allowing Aboriginal businesses to flourish. The main vehicle for this is the Tâichô Investment Corporation (TIC), which owns a number of businesses and operates several joint venture partnerships with other groups and companies.

At the same time, the community has also made it clear that respect for the environment and for traditional lifestyles remain priorities. As a result, trusting relationships are the foundations of a collaborative environment marked by a high level of engagement between mine and community leadership.

Leadership from the TIC noted some key factors in success, including: being organized and ready for participation when opportunities arise; understanding clearly the impacts of development; setting goals for development; anticipating how devolution and self-government will impact a community's participation in opportunities; and developing mutually supportive relationships with industry.

Appendix 3 : Participant List

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