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**METIS SOCIETY OF SASKATCHEWAN**

**and**

**SASKNATIVE ECONOMIC DEVELOPMENT CORPORATION**

**A Concept Strategy For The  
Economic Development of Saskatchewan Metis**

**January, 1993**

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## **I. PURPOSE OF THIS PAPER**

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The purpose of this paper is twofold:

Firstly, to offer a solution overview to the economic development and self-sufficiency of Saskatchewan Metis ultimately reducing the fiscal impact upon government; and,

Secondly, to request the human and financial resources necessary to flush out and refine a more comprehensive strategy or solution built upon a partnership of Saskatchewan Metis, the Provincial Government and the Federal Government.

The need for a more comprehensive strategy is threefold;

Firstly, to fully communicate the economic problems Saskatchewan Metis currently experience in regard to the economic development of their communities and their people;

Secondly, to identify gaps and inadequacies in present economic development programs designed to promote Saskatchewan Metis economic development; and

Thirdly, to make modifications to and additions to existing economic development programs which will 1) enable Saskatchewan Metis to achieve their economic development goals on an equal footing with other Canadians, including other Aboriginal Canadians, and 2) serve as programs of self-sufficiency breaking away from the government dependency status-quo.

## **II. EXECUTIVE SUMMARY**

Despite various initiatives in recent years, little headway has been made in improving the economic circumstances of Saskatchewan Metis. Saskatchewan Metis continue to face ever increasing high unemployment, welfare dependency and social/cultural disintegration.

Saskatchewan's only Metis-owned economic development institution, Sasknative Economic Development Corporation, while supporting some small businesses, has no resources to address the broader objectives and needs for economic development, job creation and self-sufficiency of Saskatchewan Metis.

It is proposed that an economic development strategy for Saskatchewan's Metis be prepared which identifies new ways to enable Saskatchewan Metis to a) achieve their economic

development goals b) reduce the fiscal impact of their economic dependency and c) contribute to the overall development of Saskatchewan.

The mission of a Saskatchewan Metis Economic Development Strategy should be to enhance the economic and social circumstances of Saskatchewan Metis so they can enjoy a quality of life consistent with that enjoyed by mainstream Canadians.

An economic development strategy alone will not eliminate high unemployment and the underdevelopment of the Metis communities, particularly in the north. Economic and social development are inextricably linked. There must be parallel developments in education, training and cultural and social support.

The goals of an economic strategy will be to 1) redirect resources currently being used to maintain Metis people in unhealthy dependency circumstances, 2) allow Saskatchewan Metis to take control of their own economic development and 3) provide a single agency where Metis can go to access economic development resources and 4) identify and make available sources of equity capital for Metis participation.

A successful economic development strategy for Saskatchewan Metis must be based on the following guiding principles:

- . programs must be managed, staffed, delivered and administered by qualified Saskatchewan Metis
- . initiatives must follow a partnership approach
- . a "Single Window Approach" should be used for developmental, funding and support services.
- . decision making processes must be streamlined
- . goals and objectives must be clearly stated
- . Saskatchewan Metis and their communities must take the initiative in development and in wealth creation
- . government agencies and the private sector must respond with appropriate resources
- . a full range of financial resources and economic development services must be made available
- . criteria must be developed for project and proposal evaluation
- . parallel developments in education, training and cultural and social support services must be developed
- . an evaluation system must be developed
- . economic development must be separate from political processes
- . input must be provided by Metis communities.

The essential elements of this strategy include existing programs within SNEDCO's Small Business Division plus the following additional elements to be included in an Economic Development Division:

- . Research and Planning
- . A Sectoral Strategy
- . A Metis Equity Capital Fund
- . A Financial Institution
- . Technical and Professional Services
- . A Project Specific Training Strategy
- . Follow-Up and Support Services
- . Shared services of existing Snedco small business programs, particularly of an External Delivery Agency.

### **PROPOSAL FOR A COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY**

A one year project or task force is proposed to prepare a comprehensive economic development strategy for Saskatchewan's Metis. The project will include effective consultation with existing Metis institutions and communities and will carry out all other research and development functions required.

The project's methodology will involve a combination of consultation, study of relevant reports, programs, etc., specific project identification and development of a comprehensive plan for Metis economic development.

It is proposed that a steering committee of five persons be established by the Metis Society of Saskatchewan and the provincial and federal governments. This committee would be chaired by SNEDCO's CEO and would also include two persons with business and/or economic development experience in the Metis community, one person from the financial sector and one person with experience in larger business operations.

The SNEDCO CEO would be responsible for day-to-day management of the task force. Support services will be attached to SNEDCO's existing administration unit. It is proposed that this project be located in Regina.

The estimated cost of the project for one year is \$327,000. The following funding is proposed:

|                       |                  |
|-----------------------|------------------|
| Federal Government    | \$250,000        |
| Provincial Government | 57,000           |
| SNEDCO                | <u>20,000</u>    |
| Total                 | <u>\$327,000</u> |

### III. THE CURRENT ECONOMIC CIRCUMSTANCES OF SASKATCHEWAN METIS

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For most of the last century, the majority of Metis in Saskatchewan have lived on the urban and rural fringes of society in poverty circumstances looking in from the outside. They were only able to enter the labour force as seasonal, casual or part-time workers. In the north, most Metis traditionally followed a subsistent life style living off the land. Hunting, fishing, trapping and gathering were the economic mainstay. Although they remained independent, they also lived in poverty circumstances having access denied to almost all of the amenities provided by a modern economy.

In the past fifty years, successive governments have undertaken a variety of initiatives to try to change this. In the north, people were encouraged to relocate to central communities where education and other social services would be provided and where it was believed an economic base could be developed. In the southern agricultural belt, people were encouraged to relocate to larger communities where again there were better social/educational services and where it was believed there would be better job prospects. The result is that today the large majority of our people live in the towns and villages of the north and in the cities of the south yet seemingly little headway has been made in assisting Metis people to participate in the Social/economic mainstream.

Statistics Canada census information and other studies which have been done indicate that the majority of the Metis of northern Saskatchewan are unemployed, are dependent on welfare and experience a high degree of social/cultural disintegration. In the south, the situation is not significantly better.<sup>1</sup> A study commissioned by Canada Employment and Immigration Commission in 1991, in the Regina region, indicated the following:

- . More than 50% of the 350 persons interviewed for the study had incomes below the poverty line.
- . 60% depended on welfare payments for their income.
- . 40% had no work experience and 75% were unemployed.
- . 61% had not completed high school and only 8% had some post high school education and training.<sup>1</sup>

### IV. THE NEED FOR A MORE COMPREHENSIVE ECONOMIC DEVELOPMENT STRATEGY

#### A. Current Programming

The current economic development program delivered by SaskNative Economic

Note: See bibliography at end of report for footnote references.

Development Corporation (SNEDCO) is a Small Business Loans program. This is supported with some equity enhancement and business advisory support services. The federal government delivers the Aboriginal Business Development program which provides grants for a wide range of business projects as well as some funding to carry-out research, feasibility studies and prepare business plans. The province also provides small grants for businesses which meet the province's funding criteria.

SNEDCO has a pool of financial, development and support services limited to assisting in small business development. It has no resources at present to address the broader objectives and need for economic development and job creation of Saskatchewan Metis communities. It also has no mechanism by which it can encourage the creation of wealth within the Metis community.

It would appear that the various government programs are not well coordinated and, in particular, the decision making processes in government programs require so much documentation and processing time that, in many cases, aspiring entrepreneurs are discouraged from trying to tap into these programs or the opportunity is no longer available or feasible by the time decisions are rendered.<sup>2</sup> However, this assumption needs to be supported by an in-depth assessment of present programs before major program changes are put in place.

Although current programs do support and enable success for some small businesses, they do not attack the need for job creation and self-sufficiency of Saskatchewan Metis in a significant way. In fact, statistics from C.E.I.C. and Stats Canada suggest that the rate of unemployment among Metis people has increased over the past 10 years.<sup>3</sup> A depressed provincial economy has contributed to some of this increase in unemployment. However, the major increase has resulted from the large percentage of the Metis population which was under 16 years of age a decade ago, having now moved into the labour market.

It is clear that the efforts aimed at economic development and job creation, although enjoying some success, have not been sufficient to absorb this new Metis labour force into the labour market. In addition, those Metis who entered the labour force have experienced a number of barriers which inhibited their movement into the economic mainstream either as employees or managers or as entrepreneurs. This suggests that an economic development strategy alone will not be successful in solving the problems of high unemployment and of the underdevelopment of the Metis communities particularly in the north. A 1975 study done for the Canadian Council on Rural Development noted the following:

\*Economic development and social development are inextricably interwoven; together they constitute one single indivisible development process aimed at serving fundamental human purposes.\*<sup>4</sup>

actual results. With this feedback it is possible to adjust and fine tune the system to be closer aligned to achieving the desired results.<sup>9</sup>

- l) The process of economic development must be separated from the political process so as to ensure that decision making is based on economic and social criteria and not on political criteria. The MNC report comments on this issue as follows:

The separation of politics from the decision making process is one issue that continually surfaces when discussing this subject. If politics finds its way into a rationale decision making process then the implication is that funds will not necessarily be directed to their best end use. Furthermore, political loans/grants/etc. are typically made to businesses that cannot justify assistance based solely on business merits and consequently are likely to fail. Thus the program ends up suffering an inevitable loss. If a program makes enough of these decisions then it will quickly deplete its available funding and become a financial failure . . . .

A decision making process that can be strongly affected by politics is likely to produce decisions that are not in the best interests of the people the organization is designed to serve. The larger the separation, the more stability there is to the organization which in turn enhances the likelihood of success.<sup>9</sup>

- m) Services and programs will only be effective if they address the needs and concerns of each Metis community. By getting input from each Metis community it is highly likely that the resulting initiatives will give people what they want and consequently people will support and use them.

## VI. MISSION STATEMENT

The mission of the Saskatchewan Metis economic development strategy will be to enhance the economic and social circumstances of Saskatchewan Metis so that they are able to enjoy a quality of life consistent with that enjoyed by mainstream Canadians.

The strategy will be a model for other provinces to follow - a partnership model whereby Metis, the Provincial Government and the Federal Government acted as full partners in the development and implementation of a strategy to the mutual benefit of its partners.



## VII. GOALS AND OBJECTIVES FOR A SASKATCHEWAN METIS ECONOMIC DEVELOPMENT STRATEGY

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### A. Goals

The goals of the strategy are as follows:

- 1) To redirect resources from programs currently being used to maintain Metis people in unhealthy dependency circumstances to economic programs and initiatives and parallel support services which provide them with an opportunity to become economically self-supporting and independent, reducing the fiscal impact upon government(s) and instilling pride among Metis and their Saskatchewan partners.
- 2) To empower Saskatchewan Metis and to allow them to take control of their own economic development through the management, staffing and delivery of programs and services delivered by institutions owned by the Saskatchewan Metis.
- 3) To provide a one stop or single window agency where Metis people can go to access the resources required to undertake economic development initiatives.
- 4) To identify and make available sources of equity capital for Metis participation in entrepreneurial and economic ventures.

### B. Objectives

#### 1) Ownership Objectives

- . To broaden the economic organizational infrastructure of SNEDCO and bolster its resources.
- . To employ qualified Saskatchewan Metis, wherever possible, to manage, administer and deliver the SNEDCO economic development programs and to train Metis on a mentor basis to eventually provide for full Metis staffing.
- . To develop a delivery and decision making process for economic projects where decisions are made jointly by Metis and their development partners.
- . To encourage and assist Saskatchewan Metis to develop local and/or regional economic development structures which they manage and administer on an accountable basis to their people and to their development partners.

## 2) Infrastructure Objectives

- . To establish one delivery system which can provide the full range of research, planning, development, and support services required to initiate and maintain viable businesses and economic projects either on an independent, cooperative or joint venture basis.
- . To enable local/regional Metis economic development agencies to take a lead role in identifying economic development opportunities and to commission research feasibility studies, and plan and determine which initiatives should proceed and how they should proceed.
- . To enable Regional Economic Development Authorities (Redas) to act as resource coordinators for the community activities within their region.

## 3) Resource Use Objectives

- . To cooperate with governments in identifying present dependency maintenance resources which would be better utilized if redirected to economic programs and parallel program needs.
- . To cooperate with governments to develop the criteria for the redirection of dependency maintenance resources.
- . To cooperate with governments in identifying sources of equity capital for Metis participation i.e. resource sharing/royalties, land base utilization, immigrant investment funds, venture capital, tax transfers, etc. or some combination thereof.
- . To cooperate with governments, Crown Corporations, cooperatives and the private sector to determine the methodology and action plan implementation for acquiring equity capital for Metis participation.
- . To work with funding agencies and institutions to ensure that financial, human and other support resources are delivered in an efficient and timely way.
- . To develop a network of economic projects, small businesses and a financial institution which can create wealth by retaining income within the Saskatchewan Metis community.
- . To encourage and promote savings and investments by Saskatchewan Metis which can increase the financial resources available to a Saskatchewan Metis

financial institution through "leverage". The MNC estimates that there are 80,000 Metis in Saskatchewan. If they used a Metis financial institution for their banking services, this would generate a considerable amount of deposits which could lever up capital for economic development initiatives.

## VIII. THE ESSENTIAL ELEMENTS OF AN ECONOMIC DEVELOPMENT STRATEGY

### A. Present Program Elements

SNEDCO, an institution managed Metis and staffed primarily by Metis, currently delivers the following services:

- . Small Business Loans Program
- . Supplementary Equity Loans Program
- . Business Advisory Services

SNEDCO is also in the process of submitting a proposal to become an External Delivery Organization (XDO) for the Aboriginal Business Development Program (ABDP) in Saskatchewan. It is the position of SNEDCO that consideration should be given to the delivery of the province's small business grants program through the SNEDCO delivery system in keeping with the "single window" approach to service delivery.

SNEDCO is also in the process of submitting a proposal to acquire the resources necessary to deliver a Community Enterprise Development Program (CEDP) - a series of training/seminar modules aimed at providing aboriginal business owners with the necessary manager skills for survival.

### B. Additional Program Elements

Metis leaders are of the view that there is a need for SNEDCO to have a second delivery capacity which we will refer to as the Economic Development Division. We are of the view that this program should contain the following program elements:

- . Research and Planning
- . A Sectoral Strategy
- . A Metis Equity Capital Fund
- . A Financial Institution
- . Technical and Professional Services
- . A Project Specific Training Strategy
- . Some Follow-Up and Support Services
- . Shared services of existing SNEDCO small business programs, particularly the XDO.

The following is a brief description of each of the proposed elements:

- 1) **Research and Planning** - This function would include doing research on a number of economic development initiatives specific to Saskatchewan Metis. Examples could include:
  - determining the feasibility and the essential details for a successful strategy in economic sectors such as wild rice, forestry, tourism, fishing, manufacturing, processing bio-technology, uranium etc., specific to a potential local, regional or provincial initiative. Such research should be sub-contracted to independent third party researchers who have specialized knowledge and skills in specific sector strategies.
  - working with existing research agencies such as the Saskatchewan Research Councils (S.R.C.) in developing a new and innovative approach to economic development.
  - identifying specific economic development opportunities and how Saskatchewan Metis could best take advantage of them.
  - doing follow-up research on operational projects to determine the results and success and to assess the effectiveness of program resources and services delivered to operational projects.

The planning function will include participation with other technical and professional disciplines to prepare implementation and operating plans for selected projects.

- 2) **Industry Sectoral Strategies**

There has already been considerable work done on potential sectoral strategies and opportunities by S.R.C. and private sector consultants. Previous studies need to be updated and implementation and operating plans need to be developed for those with the greatest immediate development opportunity. The person responsible for this function would actively work with Redas, government agencies, cooperatives and private joint venture partners to develop and implement industry sectoral strategies. SNEDCO can facilitate the gathering of information and the undertaking of research to develop sectoral strategies. Such studies could be sub-contracted by SNEDCO and/or by its development partners.

### 3) **Metis Equity Capital Fund**

This function will involve 1) attracting and raising capital to undertake joint ventures and strategic investments and 2) the actual seeking out of potential joint venture partners for SNEDCO and/or local/regional Metis owned entities.

Capital sources can include resource sharing revenues/royalties, taxation transfers, land base utilization, venture capital, immigrant investment and conventional loans. Loans could be from a single source or syndicated amongst some Metis financial institution, FBDB, SEDCO, and other conventional lending/granting institutions.

Joint venture partners may be Cooperatives such as the Saskatchewan Wheat Pool to participate in a sectoral strategy to develop the wild rice industry. Another possibility could be a joint venture with Credit Union Central to establish and develop a Saskatchewan Metis Credit Union. Other possibilities might be to seek joint venture partners such as the Federal Business Development Bank (FBDB) to participate in projects such as the processing of rough fish, the development of a tourist complex or other feasible projects. Other joint venture opportunities could include partnerships between SNEDCO and a private industry such as Esso, Cameco or Saskoil to undertake the development of a specific initiative to participate in or provide services to specific projects.

The objective would be threefold including the generation of cash flow and self-sufficiency for SNEDCO, the opening of some high tech industrial and other job opportunities to Saskatchewan Metis and to facilitate Metis participation as owners of industry.

### 4) **Financial Institution**

SNEDCO presently has a limited loan fund of \$5 million. If everything goes well, this fund may be able to produce enough loan interest and revenue to cover the basic SNEDCO administration and service costs of today. There is little chance that this capital pool can grow under present circumstances.

A desirable option may be to use the existing capital base topped up by relatively small federal and provincial contributions, to joint venture a Metis Credit Union with Credit Union Central. By using the funds in this way, the available capital could be levered many times. The source for such leverage could be customer deposits, Metis institutional deposits and borrowing of surpluses from Credit Union Central. Such a financial institution could provide the capital for low risk business and consumer loans and mortgages and medium risk loans both for small business and for other more major

economic development projects identified above. As well, a levered financial institution has a greater capacity to provide after care services to projects in need and to absorb losses from projects which fail.

This same financial institution could perform fiduciary services and manage investments or deposits of other Metis entities and clients.

**5) Grants Program Facilitator (An External Delivery Agency)**

There are a variety of granting programs currently available. Some of these such as CAEDS and SIMAS programs are for Aboriginal owned and controlled projects. Others are for projects in the mainstream of economic development such as funds from regional development programs, the western diversification fund, etc. SNEDCO's goal is to have an external delivery organization within SNEDCO's Economic Development Division to do all of the work-up of larger projects to be funded from existing government funding resources. Some of the funds for project grants which are provided for in CAEDS and SIMAS should be earmarked specifically for delivery to larger projects developed by the Economic Development Division of SNEDCO or which are developed jointly with Redas, Cooperatives or private sector partners.

**6) Technical and Professional Support Services**

A broad range of services will be required to plan, develop and implement economic projects. Most of these services could be commissioned and contracted as needed from the private sector. It would, however, be desirable to have some staff capacity to provide or ensure the provision of financial and personnel management and marketing assistance to projects since most projects may require such services. Also, there needs to be a staff capacity to do public relations for SNEDCO, REDAs and for operational and planned economic projects.

**7) Project Specific Training**

A general economic development training program and cross cultural training program should be planned, developed and implemented by existing training institutions. In addition, a variety of training specific to individual projects will be required. Such training will need to take place on-the-job or in a similar already operating industry. There needs to be a capacity to identify, plan, develop and monitor such on-the-job training. In

addition, SNEDCO needs to work with or parallel to training institutions to ensure that Metis graduates also have access to jobs in the economic mainstream.

**8) Follow-Up Services**

Once a project is operating there needs to be a capacity to do follow-up and to provide or ensure the provision of follow-up support services as necessary. Follow-up would be a dual function. Firstly, to monitor and evaluate operational projects and secondly, where needed, to provide or ensure the provision of a variety of support and aftercare services.

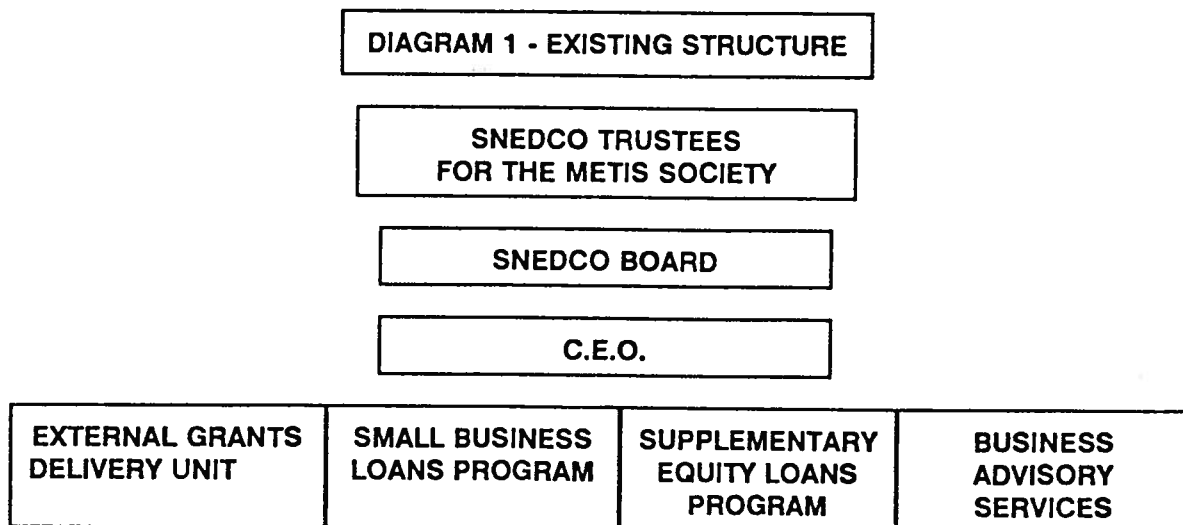
**9) Shared Services**

The Economic Development Division needs to be able to draw on the expertise of the existing Small Business Development Program and vice versa.

**IX. MANAGEMENT AND CONTROL STRUCTURES**

**A. Organizational Structure and Roles**

As stated earlier, the objective is to broaden the infrastructure of SNEDCO and bolster its resources so as to have the economic development program managed and implemented by a Saskatchewan Metis owned institution. This approach should be implemented for the very reasons outlined in the MNC paper.<sup>9</sup> These reasons are to provide for a rationale decision making process that is not subject to undue influence or interference; to address the needs and concerns of its users at large; and to have one entity that is accountable and responsible for the use of financial resources and the delivery of services.



Under the existing structure, the MSS political organization's role is as follows:

- . To propose and lobby broad policy directions and initiatives.
- . To appoint the SNEDCO Trustees which in turn appoints the SNEDCO Board of Directors.
- . To receive reports and inform the membership of activities and results.
- . To ensure that the services of other MSS affiliated agencies are coordinated to support the initiatives of an economic strategy.

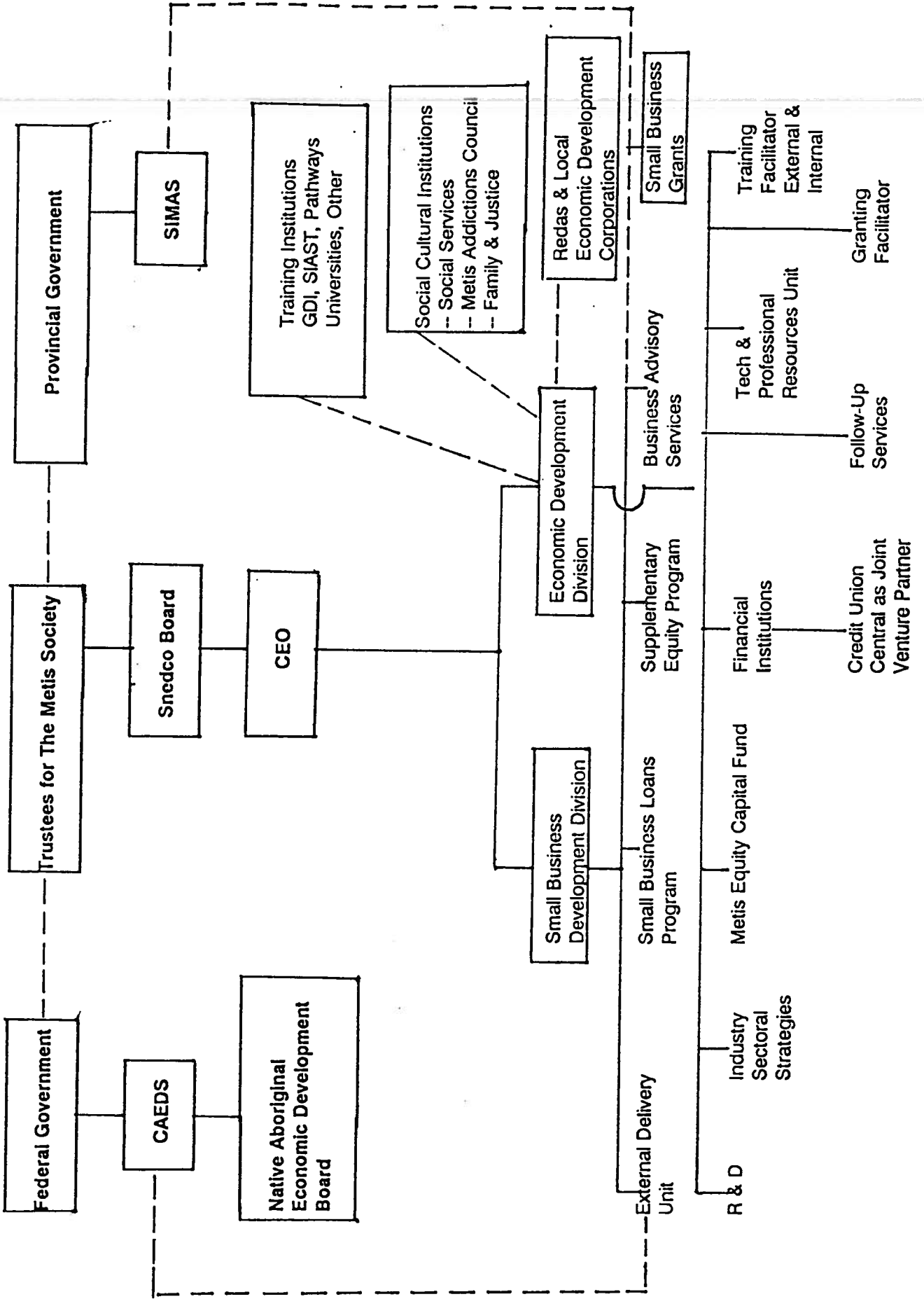
The role of the Trustees, SNEDCO board, CEO and staff would remain as at present. The expanded SNEDCO role would not only involve administering and delivering its own resource base, but acting as an agent to deliver provincial and federal government development and support services relevant to their loans and grants programs which are directed at Saskatchewan Metis economic development. Diagrammatically the structure would be as shown on the following page.

Under this Partnership Structure, the roles of the various participants or partners would be as follows:

- . MSS as at present (described above.)
- . Federal government agencies would deliver funds and loans but would devolve all project development and service delivery functions to SNEDCO.
- . Provincial government agencies would deliver funds and loans but would devolve all project development and service delivery functions to SNEDCO.
- . private and cooperative sector partners would be a source of: expertise; loan capital; and, equity.
- . SNEDCO would be accountable and responsible to its partners (MSS and federal and provincial governments).
- . Aspiring Redas would be responsible for identifying regional and local economic development projects and initiating requests for research studies and other services they require. Redas would be separately incorporated organizations, operated separately from political structures.
- . The Trustees would function as at present.
- . The SNEDCO board and its CEO would take on the additional role of developing economic policies and criteria for overseeing successful delivery of the Economic Development Division programs.



DIAGRAM 2 - PROPOSED PARTNERSHIP STRUCTURE



The various program elements should be identified and in place but initial staffing could be stayed for contract or commissioned staff.

## **B. Regional Economic Development Authorities (Redas)**

We have made reference on several occasions to Regional Economic Development Authorities (Redas). This would be a new structure the purpose of which is to shift the initiative role for Economic Development Strategies and projects to the local or regional community level. The province currently has legislation in place to provide for such authorities to be formed by a cluster of regional communities. It assists them with a variety of support services and programs. There is no reason why this provincial initiative could not be accessed by Metis communities. This proposed economic development program provides for such Authorities to be part of a Metis Institutional system for economic development. The structure and objectives of these authorities could be as follows:

### **1) Structure**

A regional board made up of equal numbers of leaders and business persons from the communities in the region. Regions could be consistent with the geographic areas now used for Local Aboriginal Management Boards of Pathways. Board size should be limited to 8 to 10 persons to make for effective and efficient decisions. Board members would serve on a volunteer basis. These authorities should be incorporated as non-profit organizations. Directors could be jointly appointed by MSS area directors and local community councils or MSS locals. Persons holding political office should not be eligible for appointment.

### **2) Role**

With the support of the SNEDCO partnership structure, the general role and functions of Redas could be as follows:

- . To initiate community and regional economic planning.
- . To investigate, research and develop proposals for projects and sectoral strategies in the region.
- . To develop a strategy to bring capital to the region.
- . To be an advocate on behalf of individuals and corporations from the region seeking financing for their project proposals.
- . To be a liaison between SNEDCO, governments, cooperatives and the private sector.

- To undertake strategic investments and joint ventures with other economic development stakeholders.
- To assist in the monitoring and evaluation of regional economic development initiatives.
- To coordinate socio-economic services required for regional projects.<sup>4</sup>

### 3) **Staffing**

To function successfully Redas will require a resource coordinator and a secretary.

### 4) **Local Community Economic Development Authorities**

Some communities may exist in areas where there is not a natural regional cluster of communities who can set up Redas. Examples are Green Lake and Cumberland House. These communities may wish to establish their own local Redas and some already have. In other instances, a community in a specific region may have a specific project which is unique to that community. Some local communities may wish to develop a partnership with an existing Reda such as in Regina. This would provide them with access to the full range of research, public relations and planning services of existing Redas which would not be feasible in a stand alone operation. It would also provide valuable access to businesses looking for development opportunities in these communities.

## **C. Information System**

An effective and efficient information gathering system is essential for the success of the proposed economic development strategy. Information gathering will have the following purposes:

- 1) To keep SNEDCO informed of how various projects are progressing so that problem areas or service needs of a project can be identified and appropriate services can be offered and/or arranged.
- 2) To enable SNEDCO and its partners to evaluate its programs, policies and criteria to determine what works? What needs to be modified? What program enhancement is required?
- 3) To provide information on program results to its partners which in turn provides information to their constituents.

- 4) There also needs to be a feeding down of information to projects and specifically to Redas about economic development opportunities and about new developments, initiatives or services which might enhance their regional or local economic initiatives.

## **X. REQUIRED HUMAN AND FINANCIAL RESOURCES**

In keeping with the objective of employing Saskatchewan Metis to manage, staff, administer and deliver the programs, a survey of the available trained technical and professional resource pool in the Saskatchewan Metis community must be undertaken to identify this resource pool. Where Metis people are not available for specific functions, resource people from outside the Metis community will need to be recruited. These must be professionals who understand Metis cultural, political and economic systems and needs or who are prepared to participate in cross-cultural training to learn about these systems and needs. Their role will be to fill positions on a mentor basis until Metis people are professionally and technically trained and/or to train Metis staff on-the-job within a specified period of time. To do the latter successfully, there needs to be a training plan for each person being trained in this way.

In terms of human resources required to implement the Economic Development Division role as outlined above, the following would be required:

- . No additions to Trustees or SNEDCO board would be required.
- . The present CEO would take on direct responsibility to manage and supervise the new program division.
- . The existing administrative unit could be enhanced so as to also provide the admin support services ensuring the most efficient use of resources. At least one additional staff person would be needed in the initial stages for admin functions plus one or two secretarial staff.
- . The Research and Development unit would require a full-time coordinator.
- . Initially responsibility for industry sectoral strategies and the Metis Equity Capital Fund could each be assigned one staff person.
- . The development of a strategy for a financial institution could be undertaken by a joint venture task force spearheaded by the lead joint venture partner. Once such an institution was in place, it would need its own complete complement of staff.
- . Responsibility to oversee the delivery of services relevant to grants programs could initially be combined under one staff person and his/her complement of staff.

The technical and professional resource pool needs could initially be hired from the private and public sector. In the longer term when sufficient projects are in place to justify full-time staffing, this unit could supply expertise in financial management, personnel management, marketing and public relations as a minimum.

### Training

An economic development strategy cannot be successful in achieving the goals of creating employment for Saskatchewan Metis unless it is supported by parallel developments in the educational and training institutions. Therefore, a full-time staff person would be required. This person would have the dual role of coordinating both external and internal arrangements for training programs. This person could also work with existing training and employment agencies to ensure that Metis people also have access to the mainstream labour market.

The role would involve identifying the human resource needs of various, but specific economic development projects and the kinds of knowledge and skills required. The training coordinator would then work with existing institutions (Gabriel Dumont Institute, Pathways, New Careers Corporation (NCC), SIAST, Universities, etc.) to either develop appropriate training programs or if programs exist to secure space in these programs for Saskatchewan Metis. In some cases, existing programs may need to be modified or augmented to meet the human resource needs of Saskatchewan Metis economic development. Also, it may be necessary to provide for cross-cultural training for SNEDCO joint venture partner staff and for Metis project staff in specific economic development projects.

A sectoral development opportunity where some immediate attention should be directed is Uranium mining. The provincial government has set employment targets for northern employment in these mining projects. However, these targets have not been met due to insufficient numbers of trained people in the northern labour force coupled with biases in the selection process. SNEDCO needs to work with the province and potential joint venture partners to identify job opportunities and service contract opportunities in both existing and planned future projects. This should include the identification of specific job knowledge and skill requirements for various management, professional and trade opportunities. This information should then be translated into training programs within existing training institutions and integrated with appropriate on the job training. This will enable Metis people to take advantage of available and/or future job and economic opportunities in the mining sector.

The same concept should be adopted to any sector holding viable employment opportunities.

Another role would involve working with specific Metis owned and controlled projects, proposed and existing, to ensure that appropriate project specific training is in place. The training coordinator might assist in developing these or work with private sector consultants to develop appropriate training. This could involve a mentor system of training where a Saskatchewan Metis person would work along side a qualified and experienced non-Metis person and be trained on-the-job. In some initiatives, the joint venture partner will be able to assume the responsibility to provide the on-the-job training before a new project becomes operational.

### **Social/Cultural Support Services**

The necessity for appropriate social/cultural support services to augment economic development initiatives was identified earlier in this report. SNEDCO does not have a mandate or capacity to undertake developments in these areas. However, the Metis people and their existing organizations must be aware of the need for these support services. They must work to develop parallel structures and services to ensure that Redas, local communities and specific economic projects have access to such resources. The Research and Development unit should also have the responsibility to identify these needs relevant to the economic development program and must work with lead personnel in social and cultural institutions and with affected communities to ensure that appropriate services are developed and/or available as needed. In the case of larger projects such as a financial institution, the organization itself might consider developing some internal service capacity or contracting needed services for its staff or use the resources of its joint venture partners. Such services could include family counselling, child care, addiction counselling and recreation services.

## **XI. PROPOSAL FOR A COMPREHENSIVE STRATEGY**

It is not possible within the scope and time framework of this paper to prepare a detailed strategy. Therefore, the proposal at this time is limited to a summary request for the humane and financial resources necessary to flush out, refine and develop a comprehensive strategy in presentation or "salable" form.

### **A. Scope of the Request**

- . To develop more detailed statements of mission, goals and objectives.
- . To identify and evaluate existing economic development programs and delivery mechanisms of government, the Metis institutions and the private sector and to

recommend how they can be co-ordinated and integrated to a "single window" strategy, managed, staffed, administered and delivered by SNEDCO.

- . To evaluate how well current financial development and support services achieve their objectives and to propose modifications and additions to these programs if necessary.
- . To propose general policies and roles for the various stakeholders in the overall system of program delivery.
- . To develop in detail the proposed structures for SNEDCO's Economic Development Division.
- . To develop in detail the program elements for the strategy and the specific program criteria.
- . To identify human resource needs for the strategy, available Metis resources and other human resource needs.
- . To propose a general training strategy including the identification of training institutions and resources.
- . To outline in detail the delivery strategies and systems for the program.
- . To develop in detail the concepts of regional economic development authorities (Redas) including their role in economic development and how they can be resourced.
- . To develop the details for a industry sectoral strategy.
- . To develop the details for a Metis Equity Capital Fund.
- . To examine the proposal for a financial institution and identify, 1) the need and viability of a financial institution, 2) how such an institution could best be established, 3) its financing role in economic development, 4) potential consumer financing, 5) deposit policies, 6) wealth creation, and 7) to identify a branch network staffed by Metis serving Saskatchewan.
- . To develop the details for the required information systems.
- . To propose the details for ongoing program evaluation.
- . To identify funding sources in government and to identify the scope of infrastructure and project specific funding required to ensure project success.

## **B. Time Frame For the Project**

A one year project or task force is proposed to allow for effective consultation with existing Metis institutions and with Metis communities, and to carry out all other research and development functions identified above.

## **C. General Methodology**

The methodology would involve a combination of the following:

- . Consultations with existing Metis institutions.
- . Consultations with appropriate government agencies and personnel.
- . Consultations with Metis people at the community level.
- . Consultations with cooperatives and private industry where opportunities are thought to be available.
- . Consultations with other Aboriginal groups currently delivering economic development programs.
- . Consultations with SIAST, the Universities, etc.
- . Study of files and reports of the existing Metis economic development programs of SNEDCO.
- . Study of files and of reports of other Aboriginal Economic Development programs and study of relevant government reports and other research studies as necessary.
- . Study of other available literature.
- . Identification of some specific projects for joint venturing and/or industry sectoral strategies.
- . A critical analysis of all information against the stated mission, goals and objectives of various existing programs.
- . The development of a draft comprehensive plan for Metis economic development. This plan would then be shared with Metis institutions, Metis people, government agencies and other stakeholders for their reactions and input prior to preparing the final plan.



- To identify a central location for the office of the new SNEDCO Division with consideration of a northern presence and delivery capacity.

#### **D. Steering Committee**

It is proposed that a steering committee of five persons be established jointly by the Metis Society of Saskatchewan, the provincial government and the federal government. The committee should consist of the following:

- The SNEDCO CEO as chair.
- Two persons with business and/or economic development experience in the Metis community.\*
- One person from the financial sector and one person with experience in larger business operations.\*

\*Persons holding a political office should not be eligible for appointment. At least two committee members (in addition to the SNEDCO CEO) should be Saskatchewan Metis.

The steering committee would select a task force and meet monthly to supervise and give direction to its efforts. Steering Committee members would serve in a volunteer capacity but all their out-of-pocket expenses would be covered.

The CEO should be responsible for day-to-day management and supervision of the task force. The support services should be attached to the existing SNEDCO admin unit.

#### **E. Human Resource Needs for the Task Force**

To successfully carry out the project, the following task force members would be required:

- Reporting to SNEDCO's CEO, a project director to plan and organize the work, to supervise other task force members, provide program reports to the Steering Committee, participate in specific consultation functions and the preparation of the final draft strategy. This person must have a background of knowledge and experience in economic development and joint venturing.
- A consultation coordinator to plan and organize all consultation processes, to record feedback, prepare consultation reports and to participate in developing the final report.
- A field worker who under the direction of the consultation coordinator will organize and hold consultation workshops at the local and regional level with Metis people and prepare reports on feedback.

A researcher to locate, read, and evaluate reports, file information and studies, to prepare reports on findings and to participate in the preparation of the final draft strategy.

Support staff including a secretary/receptionist and administrative assistant.

#### F. Other Resources

Office space, furnishings and equipment, research supplies plus any other support services required to deliver the comprehensive strategy.

#### G. Location

Since business resource centres and federal and provincial government central office are predominately in Regina, it is proposed that this one year project or task force will need to be located in Regina. This would enable SNEDCO to contribute a portion of the necessary resources.

#### H. Summary Budget

##### EXPENDITURES

|  |               |                         |
|--|---------------|-------------------------|
| Project Coordinator (\$4,500 X 12 months)      | \$54,000      |                         |
| Consultation Coordinator (\$3,500 X 11 months) | 42,000        |                         |
| Field Worker (\$3,000 X 10 months)             | 30,000        |                         |
| Researcher (\$3,000 X 11 months)               | 33,000        |                         |
| Admin. Assistant (\$2,500 X 11 months)         | 27,500        |                         |
| Secretary/Receptionist (\$2,000 X 11 months)   | <u>22,000</u> |                         |
| <b>Sub-Total</b>                               |               | <b>\$208,500</b>        |
| Staff Benefits @ 10%                           | \$21,000      |                         |
| Travel & Sustenance (\$3,000 X 11 months)      | 33,000        |                         |
| Community Consultations                        | 15,000        |                         |
| Committee Expenses                             | 10,000        |                         |
| Rent   | 14,000        |                         |
| Leasehold Improvements                         | 6,000         |                         |
| Furnishings and Equipment                      | 5,000         |                         |
| Telephone, Fax                                 | 6,000         |                         |
| Supplies, Postage, Copying                     | 6,000         |                         |
| Sundry   | <u>2,500</u>  |                         |
| <b>Sub-Total</b>                               |               | <b><u>118,500</u></b>   |
| <b>TOTAL EXPENDITURES</b>                      |               | <b><u>\$327,000</u></b> |
| <b>REVENUE</b>                                 |               |                         |
| Federal Government                             | \$250,000     |                         |
| Province                                       | 57,000        |                         |
| Snedco*  | <u>20,000</u> |                         |
| <b>TOTAL REVENUE</b>                           |               | <b><u>\$327,000</u></b> |

\* Would contribute rent and leasehold improvements from its present office building in Regina.

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7. Partnership For Renewal, A Strategy For the Saskatchewan Economy, November 1992.
8. The Saskatchewan Native Economic Corporations Business Plan Report, 1985.
9. Metis National Council Economic Development Master Plan, A Discussion Paper, 1992.



February 8, 2000

MNS Senators, MNLA Members, Métis Women of Saskatchewan and Provincial  
Métis Youth Council

Dear MNS Members:

The Métis National Council has embarked on year two of a three year process to develop a Métis Nation Agenda which hopefully will get the endorsement of the federal government/cabinet as their policy with respect to Métis rights.

As part of this year's process, a second round of consultations is currently taking place (the first one was last year). The primary purpose of this year's consultation is to get your views on the Final Report from last year, as well as the Moving Forward Document given to the federal government in July 1999.

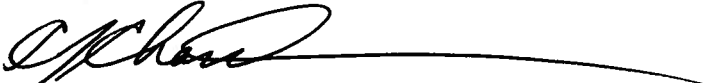
The Métis National Council is now moving into a position where we can collectively place before the federal government a document which will set the stage for a long-term relationship between Canada and the Métis Nation. With your continued support of the Métis Rights Agenda, we should be able to make some substantial movement over the next few years through an agreement which the Métis National Council is currently attempting to negotiate with the federal government based on last year's consultations, and the feedback we have received to date.

In order to better assist you in understanding the current developments, enclosed is a copy of a newspaper published last week which sets out the stage where we are at in terms of pursuing a "Métis Nation Agenda".

If you have any questions, or wish to make recommendations, comments or suggestions, please forward them to my office, or directly to the Métis National Council in Ottawa. The addresses are contained in the newspaper.

Thank you for your support and cooperation on this most important initiative.

Yours for Métis self-determination

  
Clem Chartier  
President