

**Linking Indigenous Communities with Regional Development  
Project Kick-off Workshop  
Hotel Musee Primere Nations, Wendake First Nation  
Quebec City, Canada  
September 19-21, 2017**

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*The OECD is launching a new thematic project that examines how Indigenous communities can be better linked with regional economic development. This kick off workshop brought together key project stakeholders including Indigenous leaders from Canada, Colombia, Sweden and Australia and government officials from Canada, Colombia, and Peru. Officials from Australia, Canada, the European Commission, Sweden, and the United States also joined via webcast. The purpose of the workshop was to i) share policy lessons and insights in relation to Indigenous economic development; ii) discuss project outputs, methodology and timeline and iii) determine the next steps for the project.*

Day 1, Information Sharing and Discussion, September 19, 2017

*Day one of the launch focused on sharing information and holding dialogue with Indigenous leaders. It involved a dialogue with Indigenous leaders about the project framework and approach, discussions about good practices related to Indigenous economic development, and research and evidence.*

**Session 1: Welcome and launch of the project**

Opening prayer by **Local Elder Oney Mayer**

**Grand Chief Konrad Sioui welcomed the group to Wendake First Nation.** He spoke of the friendship between the Indigenous leaders present and the connections between them including past fact finding missions to assess human right issues of Indigenous peoples in Peru, Nicaragua and Colombia. Grand Chief Konrad Sioui noted the importance of international collaboration such as the UN Declaration of the Rights of Indigenous Peoples, and the work of Rigoberta Menchu in denouncing human rights violations.

Grand Chief Konrad Sioui spoke about the need to **think about economic development from a comprehensive perspective**, including the importance of combining business development with skills upgrading and training to ensure that community members can be fully included in economic development. Wendat First Nation has been exemplary in this regard; it has established a training centre which empowers individuals and helps them to fight substance abuse and suicide.

Grand Chief Konrad Sioui of Wendat Nation noted that the development of **Indigenous peoples is in their own hands – that is why this meeting is important**. He further remarked that 150 years of Canada’s Constitution is not celebrated by all Indigenous people because it does not adequately acknowledge First Nations and was constructed for the French and the English. In terms of economic development, access to resources and how these are shared with the provinces always have to be negotiated and fought for by First nations because, according to the constitution, First Nations must stay in Reserves waiting for welfare. It is critical to fight this victimization discourse because it is a trap. This effort is tremendously important because it is focussed on economic development.

**Dawn Madahbee-Leach, Indigenous Champion for Canada**, remarked that the Wendake people are known to be entrepreneurial and progressive, and have successfully retained their language. It is fitting that the launch of the project is taking place in a community that has been so successful and that demonstrates what can be achieved. The OECD’s project on regional development which will examine leading practices to engage Indigenous communities is a project that the world has needed for a long time. **Inclusiveness in a circle – when Indigenous communities thrive in a region the whole region thrives**. Being outside of the circle and not being part is what usually has been felt by Indigenous communities. It is critical Indigenous communities are able to decide on the types of development that take place – **including the right to not** develop should that community so wish in order to protect the land and environment for future generations.

**Marie-Chantal Girard, Vice President of Policy and Communications, Canada Economic Development for Québec Regions** welcomed the group and acknowledged the efforts that it has taken to initiate the project from conception to the launch event (1 year). She noted that this project aims to be as inclusive and creative as possible. **The wellbeing and inclusion of Indigenous peoples is a priority for the government of Canada**. She noted that this project will contribute to the assessment of regional projects and programmes so they can deliver inclusive growth and will explore how they can contribute to regional economic development. It will be a great opportunity to share policy lessons and insights and it is critical that the project’s outcomes benefit Indigenous communities.

**Chris McDonald, OECD**, provided a brief overview of the project purpose and goals. He emphasized the **importance of engaging and working with Indigenous communities throughout the project**. He spoke about the OECD and remarked that the OECD sees Indigenous communities as an important element for regional economic development and inclusive growth. He noted that Indigenous self-determination is very important and this means not just rights but also self-sufficiency – income, jobs, and entrepreneurship. The project will explore such elements as land as key to place-based policies for Indigenous economic development and gaps in socio-economic outcomes as well as assets. This project will also provide a platform for Indigenous communities to connect to each other and across the OECD. Within the OECD, this project will raise the profile and importance of Indigenous issues. The OECD will provide an objective assessment of policies and tailored advice to governments to support the implementation of better policies.



### ***Session 2: Introducing the Framework and the Approach***

**Chris McDonald, OECD** presented the **general framework for the project**. The key questions at a global level are focused on the following:

- **Development trends and statistics:** What is the role and contribution of Indigenous peoples to regional/national economies, and which factors constrain/enable their economic participation at a regional level?
- **Land and economic development:** What are the key features of governance arrangements that enable Indigenous communities to realise the development potential of land and related natural resources, including negotiating benefits with investors to create sustainable business and employment opportunities?
- **Indigenous business growth:** What policies help promote Indigenous entrepreneurship and innovation opportunities in rural areas, particularly in the tradeable sector?
- **Governance and capacity building:** What incentives and mechanisms should be implemented to support an integrated place-based approach to development that is inclusive of, and empowers, Indigenous communities?

The proposed inputs to the work will include: a literature review; analysis of qualitative data (survey to national /sub-national governments and survey to participating Indigenous communities; notes and observations from missions to countries; relevant policy documents and reports; analysis of quantitative socio-economic, land use, and investment data from national statistical and administrative sources.

Following the presentation, **a panel discussion with Indigenous leaders offered reflection and insights and lessons for the project** (Mr. Stefan Mikaelsson, Sweden; Ms. Dawn Madahbee-Leach, Canada; Luz Mary Narvaez Fusiarena and Rogelio Mendoza Gomez, Colombia).

**Stefan Mikaelsson, Chair of the Livelihood Committee, Sami Parliament of Sweden** spoke about economic development in the northern Swedish context. He noted that there was for a time a belief that economic growth lay in mega projects. However, despite extensive forestry, building dams and establishing mining activities, many of these projects resulted in a lack of profitability, environmental degradation, and continued population loss. He noted **the importance of smaller-scale projects** for sparsely populated areas and the role of Indigenous communities in fostering such an approach.

**Rogelio Mendoza, Colombia**, represents a small part of the Indigenous communities in Colombia. He noted that many Indigenous communities in Colombia do not have a clear and sustainable development strategy. It is important for them to participate in this project to learn about experiences of Indigenous peoples around the world. They are part of Indigenous groups where there is still biodiversity and strong local culture. In order to address their development opportunities, it will be important to think about each group's needs. It is critical to **support conservation of Indigenous cultural heritage as people who can manage bio-diversity as part of their cultural traditions**. It is important for them to participate in the OECD project in order to learn about how to implement projects that really solve Indigenous issues. It was emphasized that **alternative economic development** approaches are critical in order to support biodiversity while maintaining and strengthening traditional knowledge, in dialogue with communities.

**Luz Mary Narvaez Fusiarena, Colombia** noted the **remoteness and lack of accessibility of many Indigenous communities in the Amazonia**, including issues with technological adoption (no internet), knowledge gaps, and distance from urban agglomerations. She further noted that future generations should become acquainted with western culture and their knowledge in order to determine what they can benefit from for their own culture (e.g. health, and education).

**Dawn Madahbee-Leach, Indigenous Champion for Canada**, spoke of her experience with financing Indigenous businesses which has helped to create 35,000 businesses. Financing is highly connected to regional economic development. **Dawn Madahbee-Leach** noted that it is important to respect the decisions of Indigenous communities to not to develop own resources should they so choose and to value conservation. Indigenous peoples have a deep attachment to the land that non-Indigenous peoples may not understand. Indigenous people have used the land to support their livelihoods for thousands of years.

It is critical that **Indigenous communities are able to make informed decisions about development opportunities**. The ability to do so is lacking in some cases because not enough knowledge and expertise. To this end, a [Centre of Excellence for Sustainable Mining and Exploration](#) is being established in recognition that Canadian natural resource development requires sophisticated planning, collaboration, assessment, implementation, and remediation strategies that are calculated to minimize negative environmental, socio-economic, and cultural impacts. Becoming educated takes a long time – all people must understand the consequences of projects, not only leaders. Some communities have chosen to use their resources sustainably and under their own terms. Enterprises have to rethink strategies following opposition from communities, ultimately improving projects.

Reflecting on **exemplary examples of economic development in Indigenous communities**, panel members noted:

- Increasing demand for cultural and environmental tourism.
- *Organizacion Internacional Comunidades Indigenas* in Bogota.
- Australia's [Reconciliation Action Plans](#).
- Canada's Indigenous Fisheries: Rainbow trout is one of the first areas where Indigenous communities have used their own jurisdiction and employed own traditional techniques (aquaculture) for food security. In New Zealand, fisheries have been given to the Maori people with great success (see [Maori Fisheries Trust](#) for more information).
- Energy and wind power generation. For example, Indigenous communities in northern Ontario are home to solar farms and wind farms.

In response to being asked for **one recommendation for national governments** to improve economic development for communities, panellists recommended:

- That the [United Nations Declaration of Rights of Indigenous Peoples](#) be recognized as national legislation and for there to be concrete actions following Canada's [Truth and Reconciliation Commission](#) (Canada).
- That the Swedish Parliament addresses inadequacies in how [Indigenous Sami women's rights](#) are addressed in legislation related to reindeer herding (Sweden).
- To build a **participative model of governance** together with Indigenous communities so that Indigenous communities can participate in all stages of development (Colombia)

### ***Session 3: Innovation project/programme examples from participating countries***

*Moderator: Christopher Duschenes*

*The purpose of this session was to hear from countries about good examples of projects or programmes that link Indigenous communities to regional economic development.*

**Jack Stevens, Acting Director, Office of Indian Energy and Economic Development (IEED), US Department of Interior** spoke about their **grants programme** that has been in place since 2007. This funding is available to help ensure that Indigenous communities fund economically feasible projects. One successful example funded through this programme is an Iron ore industrial park which wanted to attain access to a rail line. The Iron Horse Indian Line is now the first Indian owned rail-line in the US. Four countries are in negotiation to obtain leasing for this industrial park. This development is supported through competitive grants through a proposals process and a [foreign trade zone](#) that creates an opportunity for a community to import and export and avoid tariffs in order to achieve a market advantage. Funding for feasibility studies are based on the potential of the project for job creation. Another major consideration is the replicability of the approach.

**Dawn Madahbee-Leach** described the work of [Waubetek Business Development Corporation](#), an Aboriginal-owned and controlled organization that delivers business financing and economic development services to First Nations and Aboriginal businesses located throughout North-Eastern Ontario. Community leadership has advised the corporation on what to focus on: i) tourism; ii) fisheries; iii) mining and mineral development – were the first three economic strategies. Starting in 1997, a tourism strategy has been adopted through the

collaboration of 27 communities covering a population of 50 000 (the [Great Spirit Circle Trail](#)). The community created **cultural integrity guidelines** to help establish what would be done with tourism. This initiative has been very successful; it has connected the community to visitors from around the world, led to the development of eco lodges and resorts, hotel conference centres and has generated an estimated excess of 30 million dollars in economic activity.

This was an initiative of the First Nation governments through a regional organisation. Funding was provided by the Canadian federal government for the tourism strategy and the province supported the initiative by involving members in trade shows. Informed decisions making was critical to the success of this project. The tourism industry is complex and experts were hired to help navigate this complexity and the community sought comparative knowledge from other operators. Better ways to measure the impact of such activities are needed.

In **Sweden**, the importance of **connecting transport and increasing access** to support Indigenous communities was noted. **Northern Sweden needs stronger structures** that are part of linked strategies in order to build capacity in the tourism sector.

**Maria Teresa Ramirez, Colombia**, noted the importance of Colombia's recognition of Indigenous rights for economic development and self-determination. Indigenous reserves received the right to self-government but this needs to be linked to the human rights situation and cultural capital. There are **over 800 reserves** and they are recognised in the Constitution as ancestral regions. **Each territory has certain ways of governing itself which is unique**. In proposals for economic development, these place-based assessments need to be recognised. Some Colombian businesses deliver services to Indigenous communities but in reality, many of these endeavours face a complicated financial solution and this model has not been successful.

Colombia's Department of Commerce and Tourism has a "social inclusion" programme that is aimed at Indigenous communities. There are **collective plans against the victimisation of Indigenous peoples** – there is a need to recognise the real authority of these territories and to establish a model that is not imposed by the government. In Colombia a key issue is the right to self-develop and long run development objectives. For this, it is important to **recognise the impact of profit on communities and how profit is shared**.

It was noted that Canada's [National Aboriginal Economic Development Board](#) has done work on [financial readiness](#) for communities becoming involved in big projects (in advance of the project start). There are some great examples across Canada of how those decisions are being made. A key issue is how revenues are distributed. A forum to share best practices will help deal with these issues and provide better information to communities about generating benefits from major projects.

**Flavia Noejovich, Ministry of Inter-Cultural Affairs, Peru** noted common challenges related to the participation of Indigenous people in economic development such as the need to identify and protect Indigenous designs in commercial use (intellectual property). Peru has adopted a [national declaration for material cultural patrimony](#) but this does not give special legal protection. There is a need to balance the interests of entrepreneurship with cultural interests and rights that should not be marketed. How and when should cultural capital be used for economic development and when should it not? Governments can help

communities to build capacity and information about the market but at the end of the day, they have to decide about market opportunities and what they want to do with their assets.

**Sweden** offered an example of successful innovation and critical success factors. Swedish parliament has protected high mountains and nearby areas; however, this did not involve Indigenous peoples. In 1996 UNESCO established [Laponia](#) which consists of protected areas and nature reserves at the borders to Norway. After 10 years of standstill, the regional government proposed the establishment of a management board for these assets involving representatives from regional government, municipalities, environmental protection agency and under the chairmanship of a Sami person and representatives of the 9 local Sami villages with grazing and travel, hunt and fishing rights in Laponia. The management board represents an example of local acceptance to increased visitors without harming the pristine nature and interfering with reindeer husbandry. This initiative has increased knowledge for visitors about Sami culture and built a feeling of togetherness in the municipalities.

In closing this session it was remarked that panellists provided a range of interesting and diverse examples. These examples raise the importance of:

- Establishing the feasibility of development initiatives and **having the right expertise to make informed decisions.**
- **Community-driven** development initiatives.
- The replicability of development models and the importance of building **networks.**
- The fundamental importance of recognised **rights, constitutions and conventions** as a lever for economic development.
- **Open communication** and **involvement** with different **levels of government.**
- **Intellectual property** and **ownership.**

#### **Session 4: Research and best practice**

**Chris McDonald**, OECD, presented the OECD's research on regional and rural development, and Indigenous communities in Latin America, North American and the Arctic. He outlined the OECD's regional development framework and some key policy issues that the study could tackle including: identifying **growth drivers** in rural areas; increasing participation in **Global Value Chains** and **adding value** in these domains; enhancing **urban-rural linkages**: addressing place-based **poverty and social exclusion** and; tackling **long term challenges** such as enhancing service provision (planning, ICT) and **adaptation to climate change**. He further noted that Indigenous communities are important to regional and national wellbeing. Indigenous communities have a unique connection to land including legal recognition/rights and stewardship of land, sea, and resources and are key players in shaping tradeable sectors and investment climate. They have unique business and employment opportunities (e.g. ecotourism, food and agriculture, natural resource management) that can diversify regional economies. However, there remain significant barriers to economic participation and Indigenous peoples tend to experience poorer socio-economic outcomes (health, education, housing, and employment) – this is latent potential and key to achieving inclusive growth.

Some key trends for Indigenous policy include:

- **Self-determination** now accepted as a principle across most countries – has led to the creation of **self-governing and semi-autonomous** Indigenous organisations at national and subnational levels
- **Linked to land rights** (rights to use land for traditional purposes, participate/ determine future land use, and negotiate benefits from resource extraction) **with important variations between countries**
- **National policy priority** because of entrenched inequalities and recognition of historic institutional discrimination
- **Policy shift from subsidies toward mobilising potential** (unlocking the value of land, access to finance, education and skills, capacity building)

**Jonathan Barr, OECD** presented LEED's work on *Boosting Local Economic and Employment Development in Indigenous Communities* which has three key areas of focus: i) improving education and skills training for Indigenous communities; ii) supporting job creation through SMEs and entrepreneurship policies and; iii) supporting local governance led by Indigenous communities. This project is based on a case study approach Canada and Australia. The Canadian case studies have focussed on implementation of the Aboriginal Skills and Employment Training Strategy in: i) Community Futures Treaty Seven, Calgary; ii) Centre for Aboriginal Human Resources Development, Winnipeg; iii) Mawiw Council, New Brunswick; iv) Matawa Employment and Training, Thunder Bay. The Australian case studies focus on urban job active providers to inform new employment services framework. The project has demonstrated the importance of colocation of services to work with Indigenous people to get them into higher value added jobs.

It was noted that [Whitecap Dakota First Nation](#) are a **strong example of a successful employment and skills strategy**. In 2014 Whitecap Dakota First Nation signed a partnership agreement with the Saskatoon School Division which made the [Whitecap Elementary School](#) an official part of Saskatoon Public Schools, the first school on a reservation to do so in Saskatchewan. The school incorporates Whitecap Dakota culture into the curriculum through traditional Dakota language lessons taught by an Elder along with support from Whitecap's community. It was further noted that the [2016 Aboriginal business survey](#) is an excellent resource on Aboriginal entrepreneurship in Canada.

Participants discussed the **limitations of official statistics** to understanding Indigenous entrepreneurship. For example, in Sweden it was noted that it is very difficult to gain data on Indigenous people and **Sami are not recognised in the official statistics**. This is also reflected in health care sector that there are special needs for Indigenous communities. If you are not part of the statistics then you are not visible as a community. There is also a **lack of information in the case of Colombia**. There was a census in 2005 and since then there has been a commitment to improve the design of the questions being asked and the level of information in order to make them more relevant for local development. There are Indigenous organisations that are going to participate in the development of these questions. It is a huge challenge to gather information on the Indigenous population in Colombia. For example, there are 15 poverty variables, but these do not consider Indigenous specificities

In terms of the **quality of data** it was noted that:

- Canada once had a [First Nations Statistical Institute](#) (established 2006 under enabling law. The institute was **tasked to produce higher quality information, and enable better usage of First Nations**

**statistics for all users.** However, this initiative was subsequently dismantled in the late 2000s. This was an institute managed by first nations and for first nations.

- The [Aboriginal Economic Progress Report](#) was established in 2012 and is updated every 3 years. It was noted that some data that government collects on Indigenous communities in Canada is not shared with them.

#### Summary from Day 1:

- **Place-based approach to regional development** – maximising growth potential, community-led, focus on assets, enabling role for government
- **Dialogue with indigenous leaders** – informed decision-making, realising opportunities linked to land, traditional knowledge and culture, better data to support development, and role of women in economic development
- **Innovative projects** – clear vision that builds on assets and is developed by the community, financial and technical support to develop projects, and flexibility in government support so it is adapted to regional/local conditions
- **Research** – recognition about data and methodological challenges – but the need to move beyond “what happen” to “how it happened and why”

Day 2: Shaping the framework and methodology, September 20, 2017

*Day two of the launch focused on shaping the project framework and methodology. Participating jurisdictions presented on Indigenous trends and issues, their approach to Indigenous and regional economic development, and what they would like the project to focus on. A workshop was conducted on the thematic report and country case studies.*

**Session 6: Current Policy Framework and Approach to the Project (Part A)**

In this session each participating country and the European Commission was asked to present on the following points:

- Key information about the Indigenous population e.g. population, geographic distribution, and socio-economic outcomes;
- Country's policy and governance framework and key programmes regarding Indigenous economic and/or regional development;
- Recent reforms and policy changes which are relevant to the project;
- Policy challenges and opportunities you would like this project to focus on; and,
- How they are planning for the project to be implemented (broad outline of number/location of communities, key stakeholder groups we will engage with).

**Inga Thoresson-Hallgren, Director General - Ministry of Enterprise and Innovation, Sweden** gave a presentation about Sweden's current policy framework. Sweden is interested in learning about existing tools, actions and regulations and how they work for Sami people, for regional and rural development, and how they can be improved. Sweden has a **decentralised regional policy** and there are political **county boards** that are responsible for economic strategies. The region decides about state funding and provides grants. EU regional fund programmes provide funding for activities for Sami enterprises. Rural policy in Sweden is a bundle of measures within different policy areas and is shaped by the Common Agricultural Policy under the EU. Sweden is in the process of adopting a **new bill for coherent rural policy** which may provide an important opportunity for reform.

**European Commission – Fiona Harford, DG MARE, European Commission presented the EU's work on Arctic Policy** which began in 2008. The policy was updated policy in 2012 and in April 2016 a [Joint communication on an integrated EU Arctic Policy](#) was adopted. This policy framework is built on three pillars: i) climate change and environmental protection; ii) sustainable development in the Arctic; and, (iii) international cooperation.

- For **climate change**, there is a big investment in climate research in the EU so that we can respond in a more effective way. There are measures to address climate change adaptation and mitigation within the framework of the Paris agreement to keep temperature increases to 1.5 degrees Celsius.
- For **sustainable development, the EU** is supporting a shift to the low carbon economy and harnessing traditional knowledge and bringing innovative solutions to the market. Linked to innovation we are interested in green and blue growth – e.g. through renewable energy and sustainable maritime activities.

- For **international cooperation**, the EU is trying to work with established international partners and structures (e.g. Arctic Council), promote scientific cooperation and establish a binding agreement to regulate Arctic High Seas fisheries. We are also establishing a dialogue with Indigenous peoples. At the EU this has always been a priority – in the Arctic they are the people experiencing the challenges and they have to be involved in policy. They have an influential voice, but more can be done. The dialogue is an annual meeting where representatives from EU institutions meet with Indigenous people’s representatives. A final issue is the streamlining of EU funding to identify investment priorities in the Arctic through the **Arctic Stakeholders Forum**. This is a new approach.

The **Arctic Stakeholders Forum** is a temporary initiative bringing together governments, regions and Sami Council, and has been designed to identify investment priorities on how to improve EU funding for the 2020+ perspective. The Forum will produce a summary report in 2017. There is an interest to continue a structured dialogue about the types of investments that are needed and how to access EU funding. As part of the stakeholder forum the Sami council provided input which shows the unique challenges they face including the borders that divide them, and extreme cold conditions. There can also be conflicting interests with big business (e.g. people engaged in reindeer husbandry do not feel adequately consulted for infrastructure projects – and the need for **free, prior and informed consent**). In terms of access to funding, Sami are not asking for large funds, but are having **difficulty accessing funding**. The EU is often looking for economies of scale and **preference tends to be given to larger projects** and Sami do not have the **institutional capacity** to access this funding.

**Maria Teresa Orejuela Department of National Planning (Colombia)**, noted that the Colombian constitution acknowledges some individual and collective rights such as the need to consult Indigenous peoples especially if there are projects and development activities and on administrative issues. There is a possibility for Indigenous people to be recognised as a territorial unit which comes along with resources for better services and self-government and participation in the decision making process. There is a need to better develop and reinforce the possibility of Indigenous peoples to participate in developments and invest in these types of developments. In order to access funding **Indigenous communities often have to go through municipalities** and this can be problematic. Planning tools for Indigenous communities and regional development need to be improved.

In 2014 and following the organisation of Indigenous peoples in social organisations the new **decree for territorial units** was created in 2015. This established a certification so that Indigenous communities can directly manage their resources. In a way such communities become more autonomous but it also means that communities need to comply with several regulations. In these forms of territorial management, there is a larger vision about the territory and **connections between rural and urban areas**. Indigenous peoples have asked for specific consultation spaces for themselves. There is a Ministry of Indigenous Affairs and they are in charge of managing actions with First Nations and they address human rights issues and the delivery of services is done through the rest of the governmental structure. The rulings of the Constitutional Court have demanded that programmes are more relevant to Indigenous peoples and consider consultation, the wellbeing of families and having benefits adapted and customised.

**In discussion**, participants remarked that the EU approach could encapsulate a fourth pillar for the project on capacity development and institutional support. This could assist Indigenous people to be more informed and build that capacity to make informed decisions on any developments taking place in their regions. Also, under climate change and environmental protection, it would be important to consider **payments for land stewardship**. Under the third pillar for international cooperation, recognition of Indigenous nations, the rights of the UN declaration and reconciliation could be added.

The European Commission noted that **institutional support is something that the EC has had feedback on from Indigenous communities such as the Sami council**. The Council is a small structure which also needs to reach out to their communities across a large area and this is challenging for them. The EC hope to help address this through EU funding. In terms of the feedback dynamic in the stakeholder forum, they are so engaged to drive forward the agenda. The other issue of coordination – this is one of the main problems that have been identified – there are different funding streams for research and regional development and there are not always synergies and these funds are managed by different people.

**Stefan Mikaelsson** noted that the Sami Council had a chance 1998 to discuss with the EU parliament the policy for Indigenous peoples outside of the EU. The development of rights for Indigenous peoples and domestically with Sweden and Finland has moved on. In 1751 the borders between Denmark- Norway and Sweden were defined. The Sami Nation was given rights in this treaty and this is still a valid document today. In 1992, the Nordic Sami Council held a conference in Helsinki. Representatives from Kola Sami Organisations (from the Russian Federation) attended and applied for membership and became members. The organisation changed their name and became the Sami Council and the Sami family was united again and the community was cohesive. This was only 25 years ago and not much has developed in Sweden and Finland – despite the European Parliament appeal to immediately and without delay ratify ILO 169. It is important to ratify this human rights instrument - rights for Indigenous peoples are not a threat to non-Indigenous people. Today the situation is improved and Indigenous people are acknowledged in the constitution of Sweden, and the Sami parliament is in the unique position to be able to govern our future. **Stefan Mikaelsson** thanked Sweden for increasing the budget to Sami parliament.

**Sweden** confirmed that the right to land use is connected to reindeer husbandry and that there is a gender issue in this as well. Also agree that rights of Indigenous peoples are connected to economic development. They expressed hope that the OECDs study can help improve regional and rural development polices. The Sami are in many types of regions and there are many actors involved and it's a decentralised system. Sweden noted that it has raised its ambition to address the needs of the Sami people and this project will help the Sami take part more in their development.

## **Session 7: Current Policy Framework and Approach to the Project (Part B)**

### **Day 2. Session B**

**Christopher Deschenes, Indigenous and Northern Affairs Canada**, began by outlining the importance of understanding the complexity associated with this policy area due to different legislative frameworks, land rights, and the variety in conditions across the national territory (from those near cities to remote areas).

Communities have been established through land reservation schemes, and only the Inuit have fully settled land rights claims. Some people identify as First Nations but do not have legislative protections, which is most complex with the Metis. There is great potential for Indigenous people because of increasing claims over land, access to natural resources, and they are relatively young population. However, significant gaps remain between Indigenous and non-Indigenous populations. The Government of Canada has a strong commitment to renew and fundamentally change the relationship with Indigenous people, which was made clear in the charter letters given by the Prime Minister to incoming Ministers. The Government has put in place a significant financial programme across different agencies coupled with greater autonomy in decision making at the community level. Priorities for reform include addressing regulatory frameworks related to Indigenous land, access to capital, and addressing deficits in infrastructure (including access to clean water, education and health services).

**Dawn Madahbee Leach** pointed out that in the past 30 years Supreme Court rulings in Canada have become progressively in favor of Indigenous peoples. The balance of power has now shifted and policy is responding. In terms of access to capital it is not only about lending but also the support services provided to entrepreneurs and businesses to help them grow and access new markets.

**Warren Mundine from the Australian Indigenous Chamber of Commerce** gave an overview of Indigenous policy and economic development issues in the Australian context. Historically, Aboriginal Affairs has been a state issue with the Federal Government playing a more active role over the past 4 decades. Since the 19<sup>th</sup> century, in rural remote areas, an Indigenous economy developed largely based around working in the agricultural industry. The incorporation of Indigenous people into national labour market arrangements resulted in the loss of jobs, welfare dependency, and associated social challenges. The big game changer in Australia was the recognition of land rights after the 1993 High Court ruling on the Mabo case. In recent years there has been some progress in closing the gap in outcomes between Indigenous and non-Indigenous populations; however, still significant challenges related to economic participation. Increasing recognition in Australia for the need to focus on how to support the growth and development of Indigenous business – this is the key.

**Flavia Noejovich, Ministry of Intercultural Affairs**, provided an overview of Peru's policy approach for Indigenous communities. There are approximately 4 million Indigenous people in the country with only about 50% of them have recognized title over land. There has been a long road to recognition in Peru, a specific Vice-Ministry was created in 2010, and policy base is being strengthened. This includes policy related to traditional knowledge and land and natural resources, health and education, prior consultation, isolated Indigenous peoples, engaging with Indigenous communities, and developing data. Some of the key initiatives are:

- Taking a role in coordinating Indigenous issues across government – mainstreaming an inter-cultural approach into health, justice and education – this includes translation and communicating/ engaging in a way that recognizes the cultural context.
- A National Permanent Working Group on Indigenous Policies and 4 regional working groups on Indigenous policies have been established so far with Indigenous organisations to shape the policy agenda and identify gaps (with the agenda set by these organisations).

- establishing a process for prior consultation related to administrative and legislative measures affecting Indigenous communities (communities do not have a veto right but agreements have to be honored).

Some of the key challenges in the Peruvian context relate to engaging and providing services to groups in isolated/remote locations and the lack of continuity in projects and programs for Indigenous communities due to the reliance on financing from donors.

### Session 8: Workshop/ Roundtable to shape key project components

Chris McDonald, OECD briefed participants on the proposed structure for the thematic report based on four elements:

- **Chapter 1:** Indigenous development trends and statistics
- **Chapter 2:** Making Indigenous land management work for regional economic development
- **Chapter 3:** Promoting Indigenous business development opportunities in a regional context
- **Chapter 4:** Implementing change: leadership, capacity and governance
- **Appendix:** Indigenous data and institutional profiles from OECD and non-OECD countries

In discussion, participants noted the following considerations when structuring the thematic report (Table 1).

Theme	Feedback
Trends and statistics	<ul style="list-style-type: none"> <li>• The needs to consider Indigenous communities in <b>urban versus rural areas</b>, as conditions in the two are very different.</li> <li>• The issue of <b>defining territories and scale</b>. Need to be clear about the baseline of a region. There may be best practices around co-management regimes or wildlife management in settled claim areas. These depend on how regions are defined.</li> </ul>
Land	<ul style="list-style-type: none"> <li>• In terms of capacity, there is the capacity to be directly involved in regional economic development but also to generate benefits (benefit agreements) by not being involved and outlining what is needed to have the <b>social licence to operate</b>. In some cases, the social license to operate involved cash, or resource revenue sharing, which has been transformative for some communities.</li> <li>• The role of Indigenous people in <b>preserving land</b> and recognising the value of that. This includes estimating the costs of not using land properly and using it in a traditional way (land as an ecosystem service).</li> </ul>
Business	<ul style="list-style-type: none"> <li>• Examine where Indigenous people stand within <b>global value chains</b>. Indigenous people tend to be at the lower end and do not get the benefits of industries and sectors.</li> <li>• Need to differentiate between <b>individual entrepreneurs</b> and <b>collectively owned band businesses</b>. There is a mix of both types. Band corporations and benefits to band corporations are very different than successful entrepreneurs who are individuals. And then there is the issue of how bands advocate for those interest as well as their own.</li> </ul>
Capacity and governance	<ul style="list-style-type: none"> <li>• Importance of differentiating between <b>Indigenous communities and Indigenous organisations</b>.</li> </ul>

	<ul style="list-style-type: none"> <li>• Include a discussion in the report on participating countries’ <b>legislative frameworks to assess how engagement can be obstructed or facilitated</b> by these frameworks.</li> <li>• Important to highlight <b>where conflict occurs</b> and the process and the need for a <b>negotiated process</b> to determine a win-win solution.</li> </ul>
Output	<ul style="list-style-type: none"> <li>• Focus recommendations towards <b>policy makers at the highest level</b>.</li> </ul>

**Chris McDonald, OECD** briefed participants on the results of the project questionnaire and the identified focus areas for each country case study. Participants were then asked to address the following points in a workshop format:

- Indigenous communities to engage in this project;
- Any particular economic analysis you’d like to focus on;
- Key policy topics you’d like to focus on (and the rationale for this); and,
- Topics related to institutions and multi-level governance (including self-governance).

The main points from this discussion are outlined below.

Theme	Feedback on country case studies
Land	<ul style="list-style-type: none"> <li>• Territorial focus on <b>rural areas</b> (inland and coastal areas) to get a mixture of different groups of people.</li> </ul>
Business	<ul style="list-style-type: none"> <li>• For Sweden, <b>border crossing between states</b>.</li> <li>• The <b>social responsibilities</b> of businesses—duties of large companies to have rules about human rights; local production and involvement.</li> <li>• <b>Successful Indigenous business</b>; value chains, involving Indigenous people; the economic results of different project and donors that target Indigenous peoples economic development; biodiversity and natural resource conservation.</li> <li>• <b>Business development</b> – businesses that are commercial, profitable and sustainable.</li> </ul>
Capacity and governance	<ul style="list-style-type: none"> <li>• The capacity of communities to make <b>informed decisions</b></li> <li>• Facilitating relationships <b>with municipalities</b></li> <li>• <b>Information systems</b>, access and use by Indigenous communities in order to help them plan and foster their own development.</li> <li>• The relationship between <b>local and regional development plans</b> and the management of natural resources and budgets.</li> <li>• An analysis of the <b>tax revenue</b> from mining and how it can benefit Indigenous people.</li> <li>• How to link Indigenous governance based on customary laws to local and regional governments.</li> </ul>

### Summary from Day 2:

Day two of the launch focused on shaping the project framework and methodology. Participating jurisdictions presented on indigenous trends and issues, their approach to indigenous and regional economic development, and what they would like the project to focus on. Two main themes emerged: 1) Indigenous business and entrepreneurship and supporting traditional livelihoods and 2) governance and how decisions are made by and for indigenous communities and the need to have capacity and the right data and information and ensuring that the organisations that act on behalf of indigenous communities are integrated with other governance structures.

Consensus was achieved in the following areas:

- **Rural areas** and the OECD regional development framework as a starting point for analysis;
- **Land** as an asset for economic development, and supporting the growth of **indigenous businesses** in a rural context (particularly access to markets and participation in value chains);
- Building the capacity of indigenous organisations to make **informed decisions** and regional economic development, and **addressing multi-level governance challenges**; and,
- **Adapting the project methodology** based on the unique characteristics of different indigenous communities.

Day 3: Summary and feedback, September 21, 2017

*Discussions on day 3 focussed on project methods, engagement and communications including the proposed implementation schedule.*

**Session 8: Workshop/ Roundtable to shape key project components (continued)**

**Chris McDonald, OECD**, began by presenting on the project methods. Analysis of the key policy and governance issues will begin with a **literature review** (existing academic research, policy evaluations) to understand current state of knowledge and develop initial propositions related to the project questions. Content/ thematic analysis of **qualitative data** will then be undertaken from the following sources:

- Survey to national /sub-national governments to collect an assessment of current policy and governance settings, and information on data sources
- Survey to participating place-based Indigenous communities to collect information about local/regional conditions
- Notes and observations from missions to countries (meetings with key policy stakeholders and place-based Indigenous communities and, workshops/knowledge-sharing activities)
- Relevant policy documents and reports

The OECD project team will also undertake analysis of **quantitative socio-economic, land use, and investment data** from national statistical and administrative sources (e.g. descriptive, correlation, use of micro data to estimate economic contributions).

Theme	Feedback on project methods
General comments	<ul style="list-style-type: none"> <li>• It is helpful to have a <b>variety of countries participate</b> and we will learn from this diversity.</li> <li>• Try in the analytical part of the report to make a portrait of not just the reality now, but also the <b>potential and what the economic profile could be</b>.</li> <li>• <b>Indigenous peak/ advisory bodies</b> can advise on which communities to engage.</li> <li>• Methods should build upon <b>existing events and data collection processes</b> within countries.</li> </ul>
Qualitative methods	<ul style="list-style-type: none"> <li>• <b>Ownership of data is important</b> and we should involve first nations in collection of data.</li> <li>• Indigenous communities are asked to report back on a massive amount of information and <b>we need to make this as easy as possible</b> for them to answer. Surveys can also be sent to peak/ representative organisations to ensure an “Indigenous voice” in the process.</li> <li>• <b>Indigenous people want to make informed decisions</b> – need to dig deep into the case studies and this is going to be where more of the data comes from – we need to focus on leading practices.</li> <li>• <b>Roundtables</b> are a good format to gain community input to the study. These have been used in Canada before.</li> </ul>

Quantitative methods	<ul style="list-style-type: none"> <li>• Would be useful to include literature/assessment of opportunity costs – i.e., what does effective <b>economic development</b> do in terms of not costing in other areas such as social programmes. This is part of the case for investing in economic development.</li> <li>• Would be interesting to know value captured from natural resource based industries within regions, and the <b>role/ contribution of Indigenous businesses</b> in that.</li> </ul>
Communication of findings	<ul style="list-style-type: none"> <li>• A positive outcome would be to inform townships, municipalities and provinces the <b>value of including Indigenous people in economic development</b> in a larger scale.</li> <li>• <b>One can learn a lot more from failure than from success.</b> Often you get a better understanding of the problems. Also need to speak to policy makers and convince them of change.</li> <li>• Look at how we can communicate the findings of this work in other <b>international forums</b>.</li> </ul>

**Chris McDonald, OECD** provided some initial feedback on these points. We need to adapt the OECD methodology to **ensure we work in an appropriate way with Indigenous communities**. So for example, we don't need to send a survey to communities if this is not appropriate. We can gather this data on mission, and also send a survey to peak/ representative bodies. The OECD is committed to ensuring that Indigenous leaders have a voice in the project, but that Indigenous leaders and governments will determine how that voice is captured. **Case studies and identification of good practices is very important.** However, the risk is you collect a lot of good stories that don't add up or allow you to form conclusions or principles about what works which is supported by evidence. This is very important for influencing policy makers. In this project we need to strike an appropriate balance between case studies and quantitative analysis.

**Chris McDonald, OECD** provided a basic outline of the proposed approach to communications for the project. This includes the use of a **webpage** to provide information about the project scope and participants, proceedings and photos from events, project outputs and links to other resources. There is also a proposal to establish an internal **OECD network on Indigenous wellbeing** – raise visibility, build capacity, and coordinate input to work (jointly with the OECD Education Directorate which is conducting work on Indigenous school education). Ensuring we are all active on active on **social media**, particularly in relation to missions (e.g. #OECDIndigenous #OECDrural). Recognising there is also potential to raise visibility about the project through engagement with **national and local media** on mission (e.g. knowledge-sharing events), and participation in events to **engage other international organisations and forums** to promote knowledge-sharing and raise visibility (UN/ILO, World Bank, APEC, Davos, IADB, ADB).

### Next steps and strategy

Participants were also given an outline of a proposed **schedule for missions** in 2018, which takes into account climatic conditions in the participating countries.

**Participants** were supportive of this proposal and made the following questions, observations and suggestions to improve it:

- Maximise opportunities to promote and communicate the project within countries at **existing forums and events** on economic development

- We should also consider **non-traditional audiences** (such as financial institutions) and how we can tailor the messaging for them
- The OECD should provide some assistance to provide **communications products** for the project (e.g. press releases, short explanatory statement, FAQs) – the OECD team indicated that some basic communications products such as these will be delivered for participating countries.
- Need to consider **intermediate outputs so we can keep up momentum** for the project over the 2 years - the OECD team indicated that a mid-term project workshop could form this function, missions and proceedings from events will also be important in this respect.
- **Can we use the webpage as a tool for networking?** OECD indicated we could use blogs (e.g. making some short observations after missions), and also use social media to build networks and interactions related to the project.
- In terms of coordinating **scheduling** amongst participating countries: 1) sharing the criteria that we have established when we select our case studies to have a view of the outcome, knowledge and information sharing; 2) provide all countries with an update on the missions and the key themes emerging from them.

**The OECD team then outlined the immediate next steps for the project**, which is to develop country implementation plans for the project with Australia, Canada, Colombia, Peru, and Sweden (incl. European Commission).

**Indigenous leaders concluded the session with the following:**

- Dawn Madahee-Leach from Canada shared a gift with all and spoke about our circle.
- Luz Mary Narvaez and Rogelio Mendoza from Colombia spoke about the relationship of Indigenous peoples with the land, and shared their ceremonial symbols and practices with us.
- Warren Mundine from Australia spoke about the spiritual relationship between Indigenous peoples and gave thanks to Wendake for having us. In Australia see economic development as part of the survival of our culture and making our culture strong - this should be parts of all forums on a global stage.
- Stefan Mikaelsson thanked us for the opportunity to participation in the event and shared a joik (traditional Sami song) with us.

**Summary from Day 3:**

- Indigenous communities face fatigue in terms of being consulted and participating in research – important to clearly explain benefits, build relationships with individual community leaders, and be flexible in our approach.
- Desire to be interactive and transparent in how we communicate project activities and progress over next 18 months (e.g. sharing reports from missions, and the use of blogs and social media).
- Identify opportunities to leverage planned events (national and international) related to indigenous economic development.
- Importance of indigenous leaders being involved in missions as experts/peer reviewers and providing opportunities to strengthen relationships between leaders across countries.

### **Workshop Participants:**

#### **Australia**

- Mr. Warren Mundine, Chairman, Australian Indigenous Chamber of Commerce

#### **Canada**

- Dawn Madahbee Leach, Interim Chairperson, National Aboriginal Economic Development Board - General Manager - Waubetek Business Development Corporation
- Christopher Duschenes, Director General - Economic Policy Development Branch, Indigenous and Northern Affairs Canada
- Neil Burnett, Director - Research, Policy and Legislative Initiatives Directorate Indigenous and Northern Affairs Canada
- Patrick Watson - Manager, Policy, Research and Legislative Initiatives, Indigenous and Northern Affairs Canada
- Stéphane Greffard - Director, Lands and Economic Development, Indigenous and Northern Affairs Canada – Quebec
- Frédéric Lessard - Manager, Economic Development. Indigenous and Northern Affairs Canada – Quebec
- Marie-Chantal Girard, Vice-President, Policy and Communications, Economic Development Canada for the Quebec Regions
- Emese Rettégi, Chief of team p.i., External research and networking, Economic Development Canada for the Quebec Regions
- Serge Desrosiers. Senior Policy Analyst, Economic Development Canada for the Quebec Regions
- Emmanuel Bertrand-Gauvin, Coordinator Business Women Project, First Nations of Quebec and Labrador Economic Development Commission
- Lynne Laviolette Cabinet and Parliamentary Affairs, Canadian Northern Economic Development Agency
- Katie Cadorette, Federal Economic Development Agency for Southern Ontario

#### **Colombia**

- Rogelio Mendoza Gomez, Indigenous Leader
- Luz Mary Narvaez Fusiamena, Indigenous Leader
- Maria Teresa Ramirez Orejuela, Coordinadora Equipo de Asuntos Étnicos-DDTS, Department of National Planning

#### **European Commission**

- Fiona Harford, Directorate for Maritime Affairs and Fisheries

#### **Peru**

- Flavia Noejovich, Ministry of Inter-Cultural Affairs

#### **Sweden**

- Stefan Mikaelsson, Chair of Livelihood Committee, Sami Parliament of Sweden
- Inga Thoresson-Hallgren, Director General, Division for Sustainable Growth, Ministry of Enterprise & Innovation

- Patrik Johansson, Deputy Director - Division for Regional Growth and Cohesion Policy, Ministry of Enterprise and Innovation
- Lena Lind, Ministry of Enterprise and Innovation

**OECD**

- Chris McDonald
- Ana Moreno Monroy
- Jonathan Barr
- Tamara Krawchenko

**United States**

- Jack Stevens, Acting Director in the Office of Indian Energy and Economic Development, US Department of Interior
- Fiona Teller, Special Assistant, Assistant Secretary of Indian Affairs, US Department of Interior

**Wendake First Nation**

- Konrad Sioui, Grand Chief – Wendake
- Oney Maher, Elder