B.C. First Nation Community Economic Development Survey

COMPLETE FINDINGS
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Produced by the B.C. Ministry of Jobs, Economic Development and Competitiveness in partnership with the Indigenous Business and Investment Council (IBIC); the BC Assembly of First Nations (BCAFN); the New Relationship Trust (NRT); and the National Consortium for Indigenous Economic Development (NCIED) at the University of Victoria.
Executive Summary

The B.C. First Nation Community Economic Development Survey offers insights regarding how First Nations experience, coordinate, and deliver economic development.

First Nations have a long history of pursuing trade and markets within the context of sustainable economies; however, colonialism virtually eliminated those markets over the last 140 years. Today, First Nations’ economic resilience is evident in their pursuit of economic opportunity in a manner consistent with Indigenous worldviews.

Indigenous individuals, businesses and communities are reclaiming their place in the economy, both individually and in partnership with industry and various levels of government, including other First Nations. These findings may be useful for those making an impact in the economic lives of Indigenous peoples as leaders, champions and partners.

Many of the results show areas of broad consensus across the province. We have also taken care to highlight some differences across regions of B.C., so that everyone can see some of their story reflected in the numbers.

The survey is a collaboration of the B.C. Ministry of Jobs, Economic Development and Competitiveness (MJEDC); the Indigenous Business and Investment Council (IBIC); the BC Assembly of First Nations (BCAFN); the New Relationship Trust (NRT); and the National Consortium for Indigenous Economic Development (NCIED) at the University of Victoria.

From April 30 to October 31, 2018, the contracted survey provider, the Naut’sa mawt Tribal Council, invited Chiefs and Councils, economic development corporations (EDCs), and economic development managers (EDMs) to participate in the survey.

The survey received 209 complete responses including 113 chiefs and councillors, 38 EDCs, and 58 EDMs from all eight of B.C.’s economic development regions.

Geographical breakdowns are done by aggregating B.C.’s economic development regions: The North refers to the North Coast, Nechako, and Northeast; the Interior refers to the Cariboo, Kootenay, and Thompson Okanagan; and the Southwest refers to the Mainland/Southwest and Vancouver Island/Coast.

The ten findings highlighted in this Executive Summary are statistically significant and provide a broad understanding of the survey and its results. The survey’s complete findings are found in the main body of this report.
Top Ten Findings:

1. Definition of Economic Development
First Nations’ definitions of economic development are all-encompassing. Every option in the survey received between 88% and 99% support, including notions of community well-being and benefit, self-governance and self-sufficiency, creation of a positive business climate and relationships, and building of managerial expertise and business capacity.

2. Connection between Economic, Cultural and Social Values
First Nations take an interconnected view of economic, cultural, and social values. Upholding community values in conjunction with meeting social and cultural practices, including community engagement and consultation with Elders are critical activities that need to be addressed as economic priorities.

3. Approaches to Economic Development
First Nations are taking a rigorous approach to economic development. There is a high rate of use of formal structures such as strategic planning, economic development corporations, community engagement and feasibility studies in establishing economic development priorities.

4. Opportunities for Economic Development
First Nations are seeking economic development opportunities from a wide variety of sources, such as their own administrative staff, community-owned businesses and community members, as well as government initiatives and programs, and private sector procurement. The notable sources of opportunity are from community engagement, direct approaches from outside parties, and Chief and Council.

5. Economic Activities
First Nations are participating across a wide range of sectors including natural resource harvesting and value-added production, tourism and hospitality, construction, agriculture and aquaculture, technology, and retail. Forestry is most commonly mentioned as the strongest sector, followed by tourism and construction.

There are significant regional differences: mining is more prevalent in the Interior and the North. The Southwest is more focused on seafood, which appears to be forming clusters of industry amongst aquaculture, fisheries and value-added production.

6. Regional Differences in Entrepreneurship
There are sectoral and regional differences in entrepreneurship. In First Nations where the oil & gas sector is a strength, existing businesses are more likely to bring forward opportunities, while community engagement is a common approach for finding economic opportunities in forestry and construction communities.

Northern First Nations economic developers were significantly more likely to see working with entrepreneurs as part of their responsibilities, and to offer seed funding as a business support. Understanding these trends can help to leverage strengths and address any barriers to Indigenous entrepreneurship.

7. Demand for Economic and Business Development Support
There is strong demand for a broad suite of business and economic development support including: entrepreneurial training, business mentorship and apprenticeship, improved access to business financing, doing business outside of the community, and toolkits and online resources.
Executive Summary

Most EDCs and EDMs are taking advantage of a wide range of resources and training, including access to conferences and workshops, participation in regional organizations, and liaisons with other Indigenous communities in the region. At the same time, a lack of training is the third most common challenge cited by EDMs, suggesting the need for a better understanding of overall training requirements at the community level.

8. Community Economic Development Champions

Community champions, those involved in economic development but not part of a formal organization, are an important economic development resource, especially for supporting Chief and Council where no EDC or EDM has been established. The use of community champions is more prevalent among northern First Nations and those that consult with other First Nations and regional stakeholders.


B.C. First Nations are well-advanced in terms of economic development regulations and policies. Eighty to ninety per cent of First Nations have a structured approach in the form of policies and laws, administrative procedures, and resource use agreements.

Sixty-five to seventy-five per cent of First Nations have a formalized approach to business in the form of legally incorporated companies, joint ventures and mentorship networks.

10. Importance of Communication

Good communication among Chiefs and Councils, economic development corporations (EDC), and economic development managers (EDM) is essential to effective economic development. For First Nations where communication is not a barrier, EDMs feel significantly more successful on every single economic development metric.
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Introduction

The B.C. First Nation Community Economic Development Survey offers insights regarding how First Nations experience, coordinate, and deliver economic development.

These findings may be useful for those making an impact on the economic lives of Indigenous peoples as leaders, champions and partners. Many of the results show areas of broad consensus across the province.

We have also taken care to highlight some differences across regions of B.C., so that everyone can see some of their story reflected in the numbers. The report proceeds as follows:

Section 2. Method and Data discusses the survey design, data collection, and presentation of results in this report.

Section 3. Perspectives on Economic Development establishes the definitions and perspectives which frame economic development among B.C.’s Indigenous communities.

Section 4. Roles and Relationships looks at how chiefs, councillors, economic development corporations, and economic development managers see their roles and responsibilities for economic development.

Section 5. Opportunities and Sectors analyzes the economic development methods and sectors which present the greatest opportunities for Indigenous communities.

Section 6. Delivering Economic Development connects the priorities and perspectives to the actual activities undertaken to deliver economic development.

Section 7. Assets and Challenges explores the assets Indigenous communities have for their economic development efforts, as well as the challenges they face.

Section 8. Interpretation of Data discusses the methodology and how to interpret the graphs.

This report is also available online: gov.bc.ca/economicdevelopment

If you have any questions about the B.C. First Nation Community Economic Development Survey, or if you are interested in further analysis of the data, please e-mail us at: economicdevelopment@gov.bc.ca.
Methods and Data

This section discusses the survey design, data collection, and presentation of results in this report.

Survey Design and Delivery

Three versions of the survey were designed and released: one for First Nations’ Economic Development Corporations (EDCs), one for Economic Development Managers (EDMs), and one for Chiefs and Councillors.

From April 30 to October 31, 2018, the contracted survey provider, the Naut’sa mawt Tribal Council, invited Chiefs and Councils, economic development corporations (EDCs), and economic development managers (EDMs) to participate in the survey.

Data

The three surveys had a total of 268 people begin the questionnaire, of which 209 finished it. These 209 complete responses include 113 chiefs and councillors, 38 EDCs, and 58 EDMs. The responses came from across all eight of B.C.’s economic development regions, and the survey included 75 communities which are at least partially urban, as shown in Tables 2.1 and 2.2.

Included in the survey was the option to identify which community each person represented. Among the 209 complete responses, 154 chose to identify their community, with representation from 93 of B.C.’s 203 First Nations.

All questions in the survey were framed as a five-point scale (Disagree, Somewhat disagree, Neither agree nor disagree, Somewhat agree, Agree). The figures in this report show the percentage of people who said Agreed or Somewhat agreed with the options presented.

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<thead>
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<th>Region</th>
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<td>Thompson-Okanagan</td>
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<table>
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<tr>
<td>Urban</td>
<td>17</td>
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<tr>
<td>Both</td>
<td>58</td>
</tr>
</tbody>
</table>
2. Methods and Data

Geographic Regions Used

Respondents in the survey identified which of B.C.’s eight economic development regions they were located in. However, to get sample sizes big enough to attain statistical significance, these regions had to be amalgamated into bigger areas.

Figure 2.3 shows how the eight regions were divided into the three used in this report: North, consisting of the North Coast, Nechako, and Northeast; Interior, consisting of Cariboo, Thompson Okanagan, and Kootenay; and Southwest, consisting of Mainland/Southwest and Vancouver Island/Coast.

Analysis Included in this Report

The survey data can be analyzed in almost limitless ways to explore how certain trends vary across geography, community size, and other characteristics. In this report, however, breakdowns are only included where statistically significant differences can be found. If some potentially interesting analysis seems to be missing, this is probably the reason. All survey results, including breakdowns by community characteristics, can be found in the appendix.

The graphs in this report present results as a percentage of total respondents measured on the vertical axis, with the categories on the horizontal axis. In some cases, options from the same survey question are presented in different graphs to improve the flow of the analysis. Footnotes indicate where this has been done.

Responses in the surveys were given on a five-point scale of “Strongly agree,” “Agree,” “Neither agree nor disagree,” “Disagree,” or “Strongly disagree.” The percentages used here indicate the proportion of respondents who selected “Strongly agree” or “Agree.” Respondents who chose the “Not applicable/Don’t know” option are dropped for that question. The only question which did not use this five-point scale is “Does your community have an economic strategy or plan?” for which the only two options were “Yes” and “No.”

A comprehensive discussion of the methodology and how to interpret the data is available in Section 8. Interpretation of Data.
Economic, Social, and Cultural Priorities

The first step in analyzing First Nations’ approaches to economic development is to understand how that term is understood. Figure 3.1 shows the scope of what is included in Chiefs’ and Councillors’ idea of economic development in B.C. Each of the ten options presented were selected by more than four in five respondents.

Despite this consensus, there is a sign that internal priorities come first for most Chiefs and Councillors: financial self-sufficiency and building a future for youth are part of the idea of economic development significantly more often than relations with non-Indigenous communities or securing outside investment.

Figure 3.1: Definitions of economic development | Chief and Council
3. Perspectives on Economic Development

Economic development is deeply linked to social and cultural priorities. Of all the possible ways to conceptualize economic development in Figure 3.2, the idea that it is a separate priority is the least popular.

Chiefs and Councillors were significantly more likely to say that projects must have payback to their communities' values than they were to see economic development as separate, or even to prioritize social and cultural issues over economic ones. This suggests that an integrated view of economic, social and cultural issues characterizes much of First Nations' economic development in B.C.

Figure 3.2: Connection among economic, social and cultural priorities | Chief and Council
Establishing Priorities

In terms of the processes Chiefs and Councils use to establish their priorities, Figure 3.3 shows a diversity of approaches. While all the options presented are used widely in B.C., more formal structures, strategic planning, community engagement and feasibility studies, are significantly more popular than establishing priorities through community members or champions who approach Chief and Council.

Underlying the trends in Figure 3.3, Figure 3.4 shows that, among Chiefs and Councils who take time to consult with other First Nations and regional stakeholders, it is more common to rely on being approached by community members, than it is to use community engagement processes.
Roles in the Community

Figure 4.1 shows how likely Chiefs and Councillors are to have a given type of person or organization involved in their community’s economic development. EDCs and EDMs are similarly common, with over 65% of Chiefs and Councillors having an organization or the personnel employed.

Proactive community champions are significantly less common than EDCs or EDMs.

This aligns with the results discussed in Figure 3.3, which shows that community champions are one of the least common sources of economic development opportunities.

However, Figure 4.2 shows that community champions are significantly more common in the North than in the Southwest of B.C..

Figure 4.2: Incidence of proactive community champions, by region | Chief and Council

1 Figures 4.1 and 7.2 present subsets of options from the same question in the original survey.
4. Roles and Relationships

Chiefs and Councillors

Chiefs and Councillors responding to the survey were given five options to describe their roles and responsibilities, as displayed in Figure 4.3.

The top four are similarly popular, with no significant difference among them.

Managing projects is clearly the least common responsibility.

Figure 4.4 shows that, if a Chief or Councillor in a given community describes their role using any of the three most common options, there is a greater than 90% chance that their colleagues do as well.\(^2\)

However, the rate of consensus is significantly lower when it comes to managing projects, a responsibility which typically falls to Councillors.

\(^2\) It should be noted that this figure includes communities who had only one Chief or Councillor responding – that is, it includes respondents who only agreed with themselves.
4. Roles and Relationships

Economic Development Corporations and Managers

EDCs and EDMs were also given options for describing their responsibilities, presented in Figure 4.5 (on next page). The trend here seems to be a focus on internal opportunities, as captured by the top three most popular options. The more technical aspects of economic development, including entrepreneurship support and responding to Requests for Proposals, were significantly less prevalent than any of the community focused or community member focused options in the top three.

Figure 4.5: Responsibilities

The options listed in this graph have been changed slightly from the original survey for the sake of readability.

3 The options listed in this graph have been changed slightly from the original survey for the sake of readability.
4. Roles and Relationships

Figure 4.6 shows how EDCs and EDMs described their roles. Under 70% of EDCs and EDMs feel they act on behalf of Chief and Council, and under 60% have total independence in their decision making – significantly less than those who actively seek out opportunities or represent the community to outside parties. However, these findings don’t reveal a significant difference between EDCs and EDMs.

Finally, it is interesting that marketing and promoting one’s community was selected significantly less often than representing the community to outside parties.

Figure 4.7 shows that EDCs are significantly more likely to feel they have total independence than EDMs, which is consistent with the arms-length structure of EDCs.

This is worth noting for First Nations looking to either commit to independent decision-making in their economic development, or to gain greater control over its direction.

Figure 4.7: Agreement that “I have total independence in my decision making” | EDCs and EDMs

4 Figures 4.6 and 7.4 present subsets of options from the same question in the original survey.
Opportunities and Sectors

This section analyzes the economic development methods and sectors which present the greatest opportunities for First Nation communities.

Sources of Economic Development Opportunity

Economic development opportunities come from a wide range of sources, as shown by the even spread across all the options presented in Figure 5.1. However, creating opportunities through community engagement led by EDCs or EDMs is significantly more popular than ideas coming from community businesses or community members. This reinforces the importance of having EDCs and EDMs who can lead this kind of active outreach.

Figure 5.1: Source of economic development opportunities | EDCs and EDMs
5: Opportunities and Sectors

Interestingly, **Figure 5.2** shows that First Nations with fewer than 400 members living on reserve are significantly more likely to create opportunities through interaction with other Indigenous communities and networking with parties involved in economic development. This suggests that some sort of EDC or EDM function is important regardless of on-reserve population size.

**Sectors**

Respondents to all three surveys were asked to select their strongest economic sectors from a list of 16 options. The results are presented in **Figure 5.3**. Forestry is the strongest sector, followed by tourism and construction, all of which are significantly more common than anything except the services sector.

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5 The options listed in this graph have been changed slightly from the original survey for the sake of brevity and readability.
5: Opportunities and Sectors

Most of these strengths are spread across the province, but Figure 5.4 shows that fisheries, aquaculture, and value-added seafood are all more common in the Southwest than in the Interior, and mining is more common in the North and the Interior than in the Southwest.

Figure 5.4: Strongest economic sectors, by region | Chief and Council, EDCs, and EDMs

In keeping with the geographically concentrated strengths in aquaculture, there is evidence that First Nation communities are establishing local clusters in seafood-related industries.

Figure 5.5 shows the likelihood that, if at least one respondent from a given community said the fishery sector is a strength for their community, others from that community would say the same of fisheries, aquaculture, or value-added seafood. The rate of consensus for each sector is above 60%.

Figure 5.5: Strongest economic sectors, among nations with at least one respondent selecting “fisheries” | Chief and Council, EDCs, and EDMs
Opportunities by Sector

There are some differences in where communities find their economic development opportunities based on their strongest sectors. Figure 5.6 shows that communities with oil and gas as a key sector are significantly more likely to find opportunities from existing businesses, government or regional contracts, and social procurement or legal accommodation.

The involvement from government and regional contracts and from social procurement makes sense given the negotiations and contracts around oil and gas development. However, the increase in businesses proactively seeking out opportunities to grow is an encouraging sign that the growth of oil and gas communities comes not only from resource revenues, but also from dynamic internal economies.

A similar trend can be seen in Figures 5.7 and 5.8, which show that community engagement is a significantly more prevalent source of opportunity in forestry and construction communities. This further supports the pattern of First Nations taking advantage of sector growth to develop and strengthen their own economies.
Delivering Economic Development

This section connects the priorities and perspectives to the actual activities undertaken to deliver economic development.

Activities of Chief and Council

The ways Chiefs and Councillors deliver economic development are shown in Figure 6.1. In keeping with the strategic focus of their roles shown in Figure 4.3, the most common economic development activities of Chiefs and Councillors have to do with creating strategic plans, hiring EDMs, and establishing EDCs.

The other four options are all comparably popular. This focus on strategic plans is shown by 68% of Chiefs and Councillors saying their community has a plan.6

Interestingly, while 44% of Chiefs and Councillors rely on community champions to deliver economic development (+10%/-9%, 18 times out of 20), this number is significantly higher among communities where at least one Chief or Councillor said they assign economic development responsibilities to a Councillor.

6 Based on our sample, we can be 90% confident that the real-world figure is between 55% and 79%.
Business Needs and Supports

The business needs the EDCs and EDMs have identified are almost universal, as shown in Figure 6.2. There are no significant differences in the frequency of the needs at all, nor do these vary significantly across regions or community size.

There is, however, greater differences in the forms of support EDCs and EDMs offer their businesses. Figure 6.3 shows that connecting business with people who can help them realize their goals is the most popular form, significantly more popular than feasibility studies, helping with Band approvals, or offering seed funding. Seed funding is the least popular option, and is also likely to be the most resource-intensive.
Interestingly, Figures 6.4 shows that seed funding is a significantly more common approach in the North than in the Southwest. Figure 6.5 shows that EDCs and EDMs in northern communities are also more likely to describe their role as working with community entrepreneurs or that alternative funding mechanisms are available in the Interior and Southwest regions.

Promoting the Community to Outside Parties

Communities take a diverse set of approaches to promoting themselves to outside parties, as shown in Figure 6.6. The clear exception is the use of BC Bid and other online vehicles for promotion, which is used significantly less often than any other options.
Interestingly, the popularity of word-of-mouth promotion is especially high among communities with fewer than 400 on-reserve members, as shown in Figure 6.7. This could be due to budget restrictions, or because information flows effectively through conversation in smaller communities.

Figure 6.7: Use of word of mouth to promote communities, by on-reserve population
Chief and Council
This section explores the assets First Nations have for their economic development efforts, as well as the challenges they face.

Resources for Chief and Council

Figures 7.1 shows three forms of economic development infrastructure in place for Chiefs and Councillors. All three are available for over 80% of respondents, indicating the common ground among First Nations economic development ecosystems in B.C.
Along with these shared structures, Figure 7.2 shows four types of economic development resources which are available to a majority of B.C. First Nations.

This includes formal assets like joint ventures and Impact Benefit Agreements, as well as the resources that come from active business communities.

Resources for EDCs and EDMs

The economic development resources listed in Figure 7.3 are also similar in their availability for EDCs and EDMs, with no significant differences among the four.

7 Figures 4.1 and 7.2 present subsets of options from the same question in the original survey.
However, there is more interesting variation in the aspects of EDCs and EDMs roles listed in Figure 7.4. While more than three quarters of EDCs and EDMs felt they had access to training, significantly fewer felt they had access to a clear mandate and roadmap. Still, the 66% of EDCs and EDMs who have a clear roadmap is almost identical to the 68% of Chiefs and Councillors who have a strategic economic development plan (as discussed in Figure 6.1).

Finally, less than half of EDCs and EDMs feel they have sufficient time to do their work.

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Figure 7.4: Resources available as part of EDCs’ and EDMs’ roles® | EDCs and EDMs

I have sufficient time to work with community businesses or would-be entrepreneurs

**Figures 4.6 and 6.4** present subsets of options from the same question in the original survey.
Challenges

Figure 7.5 shows the challenges facing EDMs. Lack of government initiatives, programs and policies to support economic development is seen as the biggest barrier, and is significantly more common than anything except land base or lack of training.

Figure 7.5: Challenges for economic development⁹ | EDMs

There is also an interesting change in the perception of barriers among EDMs who offer entrepreneurs seed funding for business development.

Among these EDMs, Figure 7.6 shows that lack of government support is significantly less likely to be seen as a barrier than lack of interest from community members to go into business.

This is the opposite of the trend from the overall sample in Figure 7.5.

⁹ The options listed in this graph have been changed slightly from the original survey for the sake of brevity and readability.
7: Assets and Challenges

Importance of Communication

The last finding in this report highlights how important it is for EDMs to have open communication with their communities and leadership. Figure 7.7 lists the metrics by which communities feel they are having economic success. EDMs who feel their barriers include communication issues with the people they are responsible to, or with their community as a whole, feel significantly less successful on every single metric. These results indicate that without clear communication across economic development organizations and staff, it is difficult to achieve any goals or work through any other challenges.

Figure 7.7: Areas of success in communities where communication is or is not a barrier | EDMs
This section discusses the methodology and how to interpret the graphs.

The graphs in this report present results as a percentage of total respondents measured on the vertical axis, with the categories on the horizontal axis.

Additionally, the graphs include 90% confidence intervals for each result. These help account for the fact that we are attempting to analyze all of B.C. using 209 responses. Confidence intervals show the range where we expect the real-world number should be, 90% of the time, based on our survey data.\(^\text{10}\)

For questions that only concern EDCs or EDMs, it is slightly easier to predict the results of all of B.C. based on 96 responses, since there should only be 203 EDCs and 203 EDMs in the province – one for each nation. This is accounted for by using finite population corrections;\(^\text{11}\) which allow us to use slightly narrower confidence intervals on the relevant questions.

\(^{10}\) Rather than typical confidence intervals, which assume that numbers have an infinite range of possible values and extend the same distance above and below the estimate, the confidence intervals presented in this report use a Wilson continuity correction, which more accurately represents statistics that range from 0% to 100%.

\(^{11}\) Some communities or First Nations did submit two responses to either the EDC or EDM surveys. In these cases, both responses are simple assigned a weight of 0.5.

Figure 8.1 uses some fictional example data to show how graphs are presented in this report. In this made up survey, 79% of people in the sample said that its fun to read survey reports cover to cover. Using the 90% confidence intervals, we see that we expect somewhere between 71% and 85% of people in the real world to feel this way, 18 times out of 20.

The 90% confidence intervals are also useful for highlighting which differences we should be paying attention to. As a rule of thumb, if the 90% confidence intervals of two estimates do not overlap, the difference between them is considered statistically significant at the 90% confidence level. This means we expect that the difference we see in our sample has a 90% chance of existing in the real world.
For example, in Figure 8.1, we can see that people were significantly more likely to feel that it's fun to ready survey reports than they were to only take the results they needed. However, the difference between the number of people taking the results they need and those who get put to sleep by reading survey reports is not significant. Therefore, we cannot say with confidence that one of these groups is bigger than the other in the real world.

Figure 8.1: Example of graphs in this report

12 The data in this graph are intended as an example, and not based on any real survey.
B.C. First Nation Community Economic Development Survey

Complete Findings