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### A MESSAGE FROM

COMPANY

# DEIDRA MITCHELL, PRESIDENT & CEO. WASÉYABEK DEVELOPMENT



e are pleased to present the Michigan Non-Gaming Tribal Economic Impact Study (2019). This project highlights what tribes can do when they work together.

While I volunteered to coordinate and lead this effort, the recognition belongs to the tribal nations that came together to make this a reality. I thank each of them for their time and efforts in providing their data, as well as all they do to direct the economic diversification efforts of their respective tribes. It's also important to recognize the Michigan Economic Development Corporation (MEDC) for providing grant dollars to partially fund this study. Finally, I'd like to acknowledge Eric S. Trevan and Jon Deacon Panamaroff, the Native professionals who created the surveys, compiled and analyzed the data, and provided the report from which this publication was derived.

Michigan tribes have an ongoing commitment to overall prosperity in the region that dates back many centuries. This included traditional commerce and economic development between tribes as well as with European settlers. However, economic development means different things to different tribes. Viewpoints vary depending upon the types of natural, human and financial resources available, risk appetite, capital resources and the cultural alignment wishes of the tribe.

Often, a tribe's business approach encompasses not only the creation of revenue, but also environmental stewardship, career development opportunities, and community sustainment, all aimed at fulfilling the tribes' socio-cultural mission on behalf of their citizens and the communities in which they live and work. This balanced approach, along with the economic impact evidenced below, clearly demonstrates that tribal business entities (TBEs) have a significant, positive impact on jobs, wages, business development, expansion and the overall economic well-being of the State of Michigan and its local and regional communities.

In summary, 38 non-gaming business entities, owned and managed by nine federally-recognized tribes in Michigan, elected to participate in the study. Through the business performance of

these non-gaming TBEs, an economic impact of \$288,756,091 was realized in the State of Michigan in 2019. The economic multipliers resulting from the impact led to 1,847 jobs with an average wage of \$45,664. This study confirms the tribes' relevance to Michigan's economic development – even beyond their gaming activities.

It is my hope that whether you're an elected official, an investor, a potential business partner or a financial institution, you can see the tremendous impact and benefits of shaping business environments that include tribes for the benefit of all Michiganders.

Duian Mitchell

PRESIDENT & CEO, WASÉYABEK DEVELOPMENT COMPANY

### A NOTE RE: COVID-19

It must be noted that this study was conducted in late 2019, prior to the time when the COVID-19 outbreak reached Michigan. The COVID-19 global pandemic has created an unprecedented human and health crisis. The way in which we live, work and play is and may forever be changed. The measures necessary to contain the virus have triggered an economic downturn. At the time of this writing, there was great uncertainty about the length and severity of that downturn and how it might affect tribal nations.

On a positive note, tribes that have begun diversifying beyond gaming are seeing the benefit of that strategy, particularly during a time when most of gaming was forced to close its doors. This study highlights that, despite the effects of COVID-19 on the gaming and hospitality industries, tribes remain as committed, well-funded, diverse business partners in pursuit of bettering and supporting Michigan's economy.

### **ABOUT THE STUDY**



he economic development activity of nongaming tribal business entities (TBEs) within Michigan has a tremendous impact on tribal and regional economies, as well as the overall economy in Michigan.

The purpose of the Michigan Non-Gaming Tribal Economic Impact Study (2019) is to quantify and provide empirical data from which to discuss the benefits of TBEs in Michigan. Specifically, it analyzes jobs, business development and retention, expansion/development investments, and how and in what way TBEs impact overall economic development.

We trust that this study will help guide the planning and coordination among tribes and policymakers at the local, state and federal level. Our hope is that this planning and coordination will support the tribes' efforts to attract and deploy resources in tribal communities and in communities throughout Michigan. It would behoove us all, as residents of this great state, to understand the impacts created by these TBEs, not just for the tribal communities, but for the broader communities in which they operate.

Currently, all 12 federally recognized tribes of Michigan have some degree of non-gaming

economic activity. Many studies refer only to specific tribal gaming businesses, since they produce an abundance of economic activity. However, this study focuses on non-gaming business activities and isolates economic activity, removing gaming and tribal government financial flows.

The study was coordinated by the CEO of Waséyabek Development Company, LLC, a 100% tribally-owned economic development company of the Nottawaseppi Huron Band of the Potawatomi Indians and partially funded through a generous grant from the Michigan Economic Development Corporation (MEDC). Thirty-eight non-gaming business entities, owned and managed by nine federally-recognized tribes in Michigan, chose to participate in the study, and data from these tribes was collected and analyzed by Eric S. Trevan, Ph.D., and Jon Deacon Panamaroff, MPA.

The outputs are summarized to protect the confidentiality of the tribal business entities.

### PARTICIPATING BUSINESS ENTITIES ARE

### OWNED AND MANAGED BY THE FOLLOWING TRIBES:

Hannahville Indian Community Lac Vieux Desert Band of Lake Superior Chippewa Indians Little River Band of Ottawa Indians

Little Traverse Bay Bands of Odawa Indians Match-E-Be-Nash-She-Wish Band of Pottawatomi Indians (Gun Lake Tribe) Nottawaseppi Huron Band of the Potawatomi Indians

Pokagon Band of Potawatomi Indians Saginaw Chippewa Indian Tribe Sault Ste. Marie Tribe of Chippewa Indians



ribes were the original inhabitants in the area known today as the State of Michigan. Michigan tribes are part of a larger group known as The People of the Three Fires. The Three Fires Confederacy represents the modern-day Potawatomi/Pottawatomi, Ojibwa/Chippewa and Odawa/Ottawa Indians. Tribal citizens are also sometimes referred to as the Anishinabek.

Tribes have supported and been active in the economy of the region since before European contact. Despite federal policies that have kept multiple generations of tribal citizens from

actively participating in mainstream economic development and wealth creation, tribes have found ways to persevere and invest to build stronger tribal economies, including non-gaming business investments.

Tribal contributions in Michigan communities have triggered new jobs, career development opportunities, business expansion and generation of tax revenue. When tribes contribute to the financial balance across the region – in contrast to dollars and benefits migrating outside of the local and state economy – it creates a positive economic impact.

Tribes in Michigan and throughout the United States have faced incredible challenges throughout post-colonial American history, including illnesses, economic hardship, forced relocations and countless destructive U.S. federal Indian policies focused on the removal of Native Americans.

Tribes once occupied land that is now home to many of Michigan's thriving urban areas. Yet today, tribal trust land is often in remote areas that have no ties to the tribes' original lands. Today, tribes continue to face challenges including unemployment, impoverishment and diminished access to education and health care.

Despite these hardships, tribes have stayed resilient and endure in modern times as sovereign nations. This sovereignty is respected by the State of Michigan as expressed on the State website:

"Michigan is home to a total of twelve federally acknowledged Indian tribes that enjoy a special status under federal law and treaties. Federally acknowledged tribes are not merely organizations of citizens who happen to be of Native American descent. Rather, they are sovereign governments that exercise direct jurisdiction over their members and territory and, under some circumstances, over other citizens as well. Tribal governments provide a wide array of governmental services to their members, including lawmaking, tribal police and court systems, health and education services, and many more."

As of this writing, there are 574 federally recognized tribal nations; 12 are located in Michigan. As sovereign nations, tribes must seek financial means to support their governmental operations and programs that offer tribal citizens culturally appropriate healthcare, education, economic opportunity, and language and cultural preservation

opportunities. Tribal gaming, through tribally-owned casinos, is the most well-known manner in which tribes fund their government operations.

All 12 federally recognized tribes in Michigan have some sort of gaming operations. However, Michigan-based Native American tribes have started to leverage their casino revenues to launch non-gaming economic development initiatives to diversify their economies and create economic diversification strategies to ensure sustainability and economic benefits for the next seven generations.





he overall economic activity of non-gaming tribal business entities (TBE) within the state has a significant economic impact on their local economies as well as that of the State of Michigan.

The 38 tribal business entities that participated in this economic impact report have each operated for an average of 9.6 years. Based on the financial estimates, the research team was able to determine that there was an economic impact of at least \$288,756,091 throughout the State of Michigan in 2019. The economic multipliers resulting from the impact lead to other positive financial outcomes. These impacts resulted in a combined 1,847 jobs with an average wage of \$45,664 by Michigan TBEs.

Furthermore, there are positive tax revenue implications that continue to support public services. Even though there are different tax implications, indirect and induced revenue from TBEs in Michigan resulted in combined annual tax revenue of at least \$24,213,536.

# WHAT YOU NEED TO KNOW

THERE ARE:

**CREATING AN IMPACT OF:** 

**JOBS** 

\$45.6K

AVG. SALARY

**GENERATING:** 

\$288,756,091

\$24,213,536 IN FEDERAL AND STATE TAXES





### **OVERVIEW**

The study results show that Michigan TBEs make an important impact on Michigan's economy in terms of jobs, wages, tax revenue and industry diversification. These positive impacts are further realized in the regional and local communities where TBEs operate. The information provided shows results based on 2019 data.

The overall economic impact analyzes how inputs into the economy provide overall economic outputs. The output is then classified as direct, indirect and induced impacts. (Please see Methodology section for definitions.) The combination of these impacts provides the overall economic impact to the respective counties. Consistent with other economic impact studies using IMPLAN, the research team identified the impact of TBEs on the local economies.

### FACTS & FIGURES

TBE ECONOMIC IMPACT 2019

DIRECT

\$199,916,240

INDUCED

\$30,411,123

**INDIRECT** 

\$58,428,727

TOTAL

\$288,756,091

# NET WORTH & REVENUE

As a combined economic entity, the TBEs studied have developed a strong, diverse, portfolio of businesses that make a sizeable impact.

The combined balance sheets of the TBEs from nine Michigan tribes show substantial gross revenue. The TBEs have a combined asset base of no less than \$343,545,435 and a combined revenue amounting to at least \$228,437,357.

2019

**ASSETS** 

\$343,545,435

REVENUE

\$228,437,357

# JOBS & WAGES

The 38 Tribal Business Entities (TBEs) from nine tribes have operated for an average of 9.6 years.

Based on the financial estimates, the research team determined that the TBEs generated an economic impact of at least \$288,756,091 throughout the state. The economic multipliers

resulting from the impact lead to other positive financial outcomes. These impacts result in a combined 1,847 additional jobs with an average wage of \$45,664 by Michigan TBEs.



### FACTS & FIGURES

### TAX REVENUE

Economic impact assumptions utilize IMPLAN to calculate state and federal tax income as a result of the economic impact of tribal business entities.

This impact generates organic taxes directly through payroll taxes as well as through indirect and induced impacts from firms. This results in additional

income, social insurances, revenue and other related industry tax revenues. Even though TBEs can manage and have ownership interest in other domestic (e.g. LLC, S Corp, C Corp) and international enterprises, the study uses conservative state and federal estimates. The actual impact and realization of increased tax revenues may be much larger than estimated.

### 2019

STATE TAX

\$7,602,510

FEDERAL TAX REVENUE

\$16,611,026

### TOTAL TAX REVENUE:

\$24,213,536

# INDUSTRY DIVERSIFICATION

The intent of many tribal non-gaming economic development strategies is to diversify beyond gaming. In recent years, tribes, through their non-gaming tribal business entities, have invested in creating new companies in a variety of different industries that the tribal nations believe have long term sustainability for their communities and the surrounding areas.

### Number of TBE Industry Sectors Studied:

11

- Utilities
- Construction
- Manufacturing
- Retail Trade
- Finance and Insurance
- Real Estate and Rental & Leasing
- Professional, Scientific, and Technical Services

- Management of Companies & Enterprises
- Administrative, Support, Waste Management, Remediation Services
- Arts, Entertainment, & Recreation
- Accommodation and Food Service

# ECONOMIC IMPACT BY REGION

### TOTAL ECONOMIC IMPACT

\$ 39,689,899.24 \$ 12,023,465.93 229 JOBS

2 \$ -13,787,469.51 \$ -6,525,139.91 83 JOBS

\$ 51,451,141.80 \$ 27,265,106.26 636 JOBS

\$ 19,403,778.22 \$ 5,316,190.98 248 JOBS

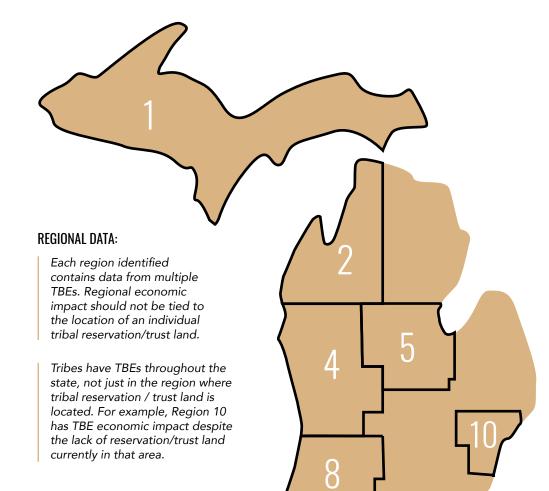
\$ 163,132,939.03 \$ 32,913,796.80 643 JOBS

\$ 1,290,864.18 \$ 298,478.45 8 JOBS Throughout Michigan, tribal business entities are impacting the state as a whole. In specific economic regions (MEDC Prosperity Zones), these impacts are tremendous and drive many positive economic factors.

#### LABOR INCOME

#### NOTE:

It is important to note that this analysis is specific to each region and data is summarized. The data submitted by the participating tribes is confidential. The researchers performed a double-blind study and cannot determine which information came from which TBE.





### PAST TO **PRESENT**

PRE - 1492

Indians planned in their own organized societies

No European colonial influence on land decisions

European colonization acquired and managed Indian lands under the Doctrine of Discovery

Colonial governments treated Indian tribes as governments

Post-revolutionary War: U.S. worked with tribes as governments

Focused on land control and management for colonization purposes

1492-1828 1828 - 1887

U.S. population & military growth - needed land, resulting in forced migration of Indians

> Military campaign: Indians relocated to reservations

Traded land for rights of selfgovernance

Land management was forcibly removed from tribes

1887 - 1934

Efforts to "Americanize" Indians

Dawes Act/General Allotment Act 1887: Separated communal land into separated tribal land

90,000,000 acres taken from tribes. most without compensation

Without land, tribes limited on culturally appropriate planning for their nations' future

1934 - 1945

**Allotment Policy** ended.

Created constitutional quidelines to frame tribal planning

Federal programs/ projects to help tribes

Tribes began planning efforts, but still restricted due to IRA constitution quidelines

1945 - 1968

Terminated federal recognition of more than 100 tribes

Public Act 280 1935

Imposed state and criminal jurisdiction

Loss of millions of acres of triballyowned land

Policy attempted to move Indians to urban areas

1968 - 2000

Self determination and self governance

Policies favored tribal control and planning

> Tribes managed federal programs

Tribal gaming Supreme Court decision California v. Cabazon Band of Mission Indians (480 US 202 [1987])

Gaming supported tribal planning for the future allocation of land and resources

U.S. policy found progress with tribal planning and management of lands

2000 - 2009

**President Clinton Executive Order** required consultation with tribes

President Obama reaffirmed Clinton **Executive Order** 

Convened White House Tribal Nations Summit

Reconciliation of nation-to-nation relationships

Strengthened tribal nations to plan appropriately for their culture and vision of the future

**2009 - PRESENT** 

Small Business Jobs Act 2010

Business and Economic **Development Policy** Agenda 2011

HEARTH Act 2012

General Welfare Exclusion Act of 2014

Tribes referred to as emerging domestic markets

**Economic progress** strengthened the need and desire of tribes to plan for multiple generations

**ECONOMIC EMPOWERMENT ERA** 

REORGANIZATION ACT

TERMINATION **PERIOD** 

**SELF DETERMINATION** PERIOD

NATION TO NATION **PERIOD** 

PRE-COLUMBIAN

**COLONIAL PERIOD** 

TREATY PERIOD

ALLOTMENT PERIOD



ribes are proven to be extremely relevant to Michigan's economic development – beyond their gaming activities. Despite historic hardships and the relative infancy of modern-day, non-gaming tribally-owned business entities, TBEs have found strategies to not only build stronger tribal economies but also to positively impact surrounding regional economies.

Today, as evaluated through this study, economic development entities from nine Michigan tribes own and operate 38 non-gaming tribal business entities with a combined net worth of \$267,832,455. The economic impact to the State of Michigan is at least \$288,756,091 and economic multipliers resulting from the impact lead to other positive financial outcomes:

JOBS CREATED	1,847
AVERAGE WAGES	\$45,664
STATE & FEDERAL	

\$84.342.178

\$24,213,537

**ADDITIONAL WAGES** 

**TAXES** 

POSITIVE IMPACT ON GDP

As community-owned business enterprises, the governance and mission of tribally-owned companies often differ from a traditional corporation. Following tenets of tradition, a tribally-owned entity will evaluate community support, the creation of jobs and environmental impacts, as well as revenue generation when evaluating the performance of a company. Often, employment and career development opportunities in areas in which tribal reservations are located are not as plentiful, and unemployment rates are much higher than the national average, making TBEs important community contributors and employers of choice.

The 12 tribal nations in Michigan recognize the strong government-to-government relationship with the State of Michigan and the imperative of working together toward economic prosperity for

their joint communities. Tribes have human, natural and financial resources that make them stable contributors and business owners. Public policy, investor postures and banking institutions should reflect ongoing support of TBEs to accelerate multiplier impacts that will provide optimal economic outcomes throughout the state.

As the economy begins to heal from the COVID 19 crisis, it will be critical to ensure tribal business activities are part of the overall economic recovery strategy of the State of Michigan. It will be more important than ever before that tribes work together with the state's policy makers to leverage their considerable resources to rebuild businesses, their communities and families in heavily impacted areas.

### **METHODOLOGY**

Economic impact analysis uses an Input/Output (I/O) model to estimate three types of impacts: direct, indirect and induced. These terms are another way of referring to initial, secondary and tertiary effects that ripple throughout the economy when a change is made to a given input level. By using I/O models, economists can estimate the change in output across industries due to a change in inputs in one or more specific sectors.

In order to provide economic impact estimates specific to I/O, the researchers utilized three different software packages to provide an enhanced I/O econometric model. aLocal was used for tabulating overall economic demand modules, which uses an econometric clustering analysis specific for industry and housing activity. Researchers also utilized the ESRI Business Analyst to guide the overall validity of the results. Finally, researchers utilized IMPLAN, a particular software used widely throughout the industry as a powerful tool for measuring I/O. The IMPLAN software uses publicly available data as well as private data sources. The output is then classified as direct, indirect and induced, which is defined as follows:

#### DIRECT

The direct impact of an economic shock is a fundamental change in expenditures. For example, building a bridge would require spending on cement, steel, construction equipment, labor and other inputs.

#### INDIRECT

The indirect, or secondary, impact would be due to the suppliers of the inputs hiring workers to meet demand.

### **INDUCED**

The induced, or tertiary, impact would result from the workers of suppliers purchasing more goods and services. This analysis can also be run in reverse, seeing what effects on inputs were likely the cause of observed changes in outputs.



By using an overall approach of triangulation, the research team provides a methodological approach to determine if the overall analysis aligns with other I/O approaches. Based on the samples provided by the tribal business entities, researchers have established the baseline impact for non-gaming tribal businesses in Michigan, understanding that this sample represents TBEs from nine tribes in the state.

#### GDP:

Using the national expenditure approach, the research team is able to apply specifics to the economic regions in the State of Michigan specific to the economies impacted by the tribal business entities. Based on the sum of income generated by labor and capital (Q=L\*K), this formula is represented as value-added within IMPLAN. The value-add will provide the impact on all output within specific Michigan counties. It is important to note that this analysis is specific to the respective counties. Summaries should not be interpreted as an impact on Michigan GDP since each analysis is unique and isolated.

### **RESEARCH TEAM**

The research was conducted and compiled by Native professionals, Eric S. Trevan, Ph.D., and Jon Panamaroff, MPA, both of whom are involved in tribal and mainstream economic and business research. They have both served in many professional positions guiding tribal economic development. This study provided a unique opportunity to not only bring public awareness to the topic but also to show how a robust and diverse tribal economy can strengthen the overall state economy.



ERIC S. TREVAN, Ph.D.

Eric S. Trevan is a national advocate for entrepreneurship, innovation and economic development. He is especially focused on working with small, minority and Native American businesses. He provides policy/research recommendations on a variety of community, planning, business, entrepreneurial and economic issues. His entire career has been to use strategies with advocacy, research planning and economic development in order to promote free-market equitable economic growth opportunities.

Currently, he is a member of the faculty (tenure-track) for The Evergreen State College with a focus on public administration, nonprofit administration, and public policy, which supports his research focus of local and tribal economies. He also serves as president of aLocal Solutions, a new Al market research software platform. Additionally, he completed his term as chairman of the board of directors for an investment/economic development corporation, Gun Lake Investments.

National leadership includes the past president/chief executive officer of the National Center for American Indian Enterprise Development. During his tenure, he led the effort to create approximately 9,600 jobs and \$950 million in government contract opportunities and expanded their national footprint. He also developed the first-ever National Native Business and Economic Development Policy Agenda in 2011.

Eric recently has served in government/tribal relations for the Heard Museum and held past leadership positions as chief operations officer-Pokagon Band of Potawatomi, CEO-Northside Economic Potential Group, director of planning and development-Whiteville, North Carolina, assistant city manager-Port Huron, Michigan and tribal operations manager-Nottawaseppi Huron Band of Potawatomi.

He earned his Ph.D. at Arizona State
University in community resources and
development, Watts College of Public
Service and Community Solutions (Local
and Tribal Economies), master's degree
in administration from Central Michigan
University, and a bachelor's degree in public
administration/economics from Western
Michigan University.





JON DEACON PANAMAROFF, MPA

Jon Deacon Panamaroff is the chief compliance officer & senior vice president of business integration for Koniag Government Services, chief executive officer of the Kodiak Brown Bear Center, both subsidiaries of Koniag, Inc, his Alaskan Native Regional Corporation, and president of the Board of Directors for the Koniag Educational Foundation.

Prior to returning to Koniag, he spent his professional career in finance and Native American economic development working with/for Native-owned corporations, community development financial institutions, the federal government and banks. He has held such positions as the president and CEO of Colville Tribal Solutions Corporation, Willapa Bay Enterprises Corporation and First Nations Oweesta Corporation, northwest zone credit manager for the Office of Indian Energy and Economic Development-Division of Capital Investments at the Department of the Interior, and vice president at Native American Bank.

Jon holds a Bachelor of Arts in Business Administration and a Bachelor of Arts in Psychology with departmental honors in both disciplines from Eastern Washington University (EWU). Jon also graduated with a Master of Public Administration from EWU, where he was awarded a McNair Scholar Fellowship. He has completed industry-focused programs at University of Washington, the Graduate School of Bank at Colorado and Harvard Business School. He is currently completing his Ph.D. at the Daniels College of Business at the University of Denver.

He is a former Udall Foundation Congressional Fellow & McNair Scholar Fellow. He has been named to the National Center for American Indian Economic Development's 40 Under 40 (2010), Eastern Washington University's 20 Under 40 (2013), and Alpha Kappa Psi's 40 Under 40 (2017). Jon grew up in Alaska on Kodiak Island and the Kenai Peninsula, where he was a commercial fisherman and logger. He is an enrolled member of the Native Village of Afognak in Alaska and a shareholder of Koniag, Inc.

Jon is currently serving or has served as a member of the Board of Directors for the Native American Contractors Association, Koniag Educational Foundation, Chief Seattle Club and sits on the Senior Advisory Board for the Haa Aani CDFI, Alaska Growth Capital (CDFI & CDE), Cherokee Nation Businesses CDE and National Maritime Law Enforcement Academy.

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