

*Ministry of  
Aboriginal Relations  
and Reconciliation*

**2005/06  
Annual Service Plan Report**



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## Message from the Minister and Accountability Statement

I am pleased to present the Ministry of Aboriginal Relations and Reconciliation 2005/06 Annual Service Plan Report.

The report outlines our achievements during the fiscal year ending March 31, 2006.

This report reflects ongoing efforts to fulfil our mission: to provide leadership, negotiate treaties, work with all partners including provincial ministries, Aboriginal organizations and the federal government, build relationships and close the socio-economic gap between Aboriginal people and other British Columbians.

The 2005/06 Ministry of Aboriginal Relations and Reconciliation Annual Service Plan report compares the actual results to the expected results identified in the Ministry's 2005/06 – 2007/08 Service Plan Update. I am accountable for those results as reported.

The year covered by this report saw significant developments, such as the New Relationship with First Nations, the Transformative Change Accord and the First Ministers' Meeting. We will continue building our relations with First Nations, Métis and urban Aboriginal people, based on mutual respect, recognition and reconciliation with the goal of achieving practical progress for all British Columbians.

In our Ministry, we support the government's Five Great Goals outlined in this report. We strive to ensure that Aboriginal people in the province are included in efforts to reach those goals and that they share in the benefits.

A handwritten signature in black ink, appearing to read 'Tom Christensen'. The signature is stylized and fluid, with a long horizontal line extending to the left.

Honourable Tom Christensen  
Minister of Aboriginal Relations and Reconciliation

June 30, 2006



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## Highlights of the Year

The Ministry of Aboriginal Relations and Reconciliation realized several important successes last year. The following are highlights:

- British Columbia and Canada signed Agreements-in-Principle with the Yale First Nation and the Yekooche First Nation. Approval of these Agreements-in-Principle indicates that these treaty tables are making real progress towards Final Agreements.



*Map outlining traditional territories for Yale and Yekooche First Nations. Both First Nations are currently involved in the British Columbia Treaty Process. During the fiscal year of 2005/06, Yale and Yekooche First Nations both signed Agreements-in-Principle with British Columbia and Canada.*

- British Columbia signed Framework Agreements with Musqueam, Lax Kw'alaams and Tlowitsis First Nations. These agreements establish the issues to be negotiated at these treaty tables. The signing of a Framework Agreement signifies completion of stage three in the six-stage BC Treaty Commission negotiation process.
- The Ministry led the provincial effort in preparing for the First Ministers' Meeting (FMM) with Aboriginal leaders in Kelowna, November 25–27, 2005 and also played a lead role in the national process for planning the FMM. The historic meeting, following 18 months of cross-Canada collaboration, resulted in a communiqué outlining how the provincial and federal governments and Aboriginal leaders would work together to achieve substantial improvements in the overall quality of life for Aboriginal people in the areas of health, education and housing. British Columbia, the federal government and provincial First Nations leaders then went further and signed the Transformative Change Accord, which focuses on actions and priorities for this province.
- The Ministry established a working relationship and dialogue with the First Nations Leadership Council (FNLC). The FNLC is composed of political executives from the First Nations Summit, Union of BC Indian Chiefs and the BC Assembly of First Nations.

The FNLC and British Columbia are committed to on-going discussions founded on the principles of mutual respect, recognition and reconciliation of Aboriginal rights.

- British Columbia enacted legislation to establish the New Relationship Trust and appointed a board to administer its \$100-million budget. The Trust is charged with funding initiatives to build long-term capacity for First Nations throughout British Columbia so they may effectively participate in land and resource management and social programs for their communities.
- The provincial government allotted an additional \$1-million to the First Peoples' Heritage, Language, and Culture Council for the preservation of First Nation languages in British Columbia.
- Fifteen Treaty-Related Measures totaling \$633,018 were initiated to aid First Nations with land and resource planning and management as well as capacity development.
- The Ministry continued to make substantial progress at six Final Agreement treaty tables. In addition, negotiations continued to advance at 40 other treaty tables within the BC Treaty Commission process.



# Purpose, Vision, Mission and Values

## Purpose

The Ministry of Aboriginal Relations and Reconciliation is charged with the responsibility of negotiating treaties and other agreements with First Nations in British Columbia to support economic investment in the province and to build capacity within British Columbia's First Nations.

The Ministry also has a key role in creating, stimulating and coordinating programs and policies in collaboration with Aboriginal people, whether living on reserve or in urban centers, so they become partners and share in the benefits of reaching government's Five Great Goals to:

1. Make British Columbia the best educated, most literate jurisdiction on the continent.
2. Lead the way in North America in healthy living and physical fitness.
3. Build the best system of support in Canada for persons with disabilities, special needs, children at risk and seniors.
4. Lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management, bar none.
5. Create more jobs per capita than anywhere else in Canada.

## Vision, Mission and Values

### Vision

Economic and social benefits for Aboriginal people are achieved through collaborative change. Treaties and other agreements, based on respect and recognition of Aboriginal rights and title, are concluded.

### Mission

The Ministry provides leadership by working collaboratively with other provincial ministries, Aboriginal organizations, the federal government and other partners to support relationship-building and the elimination of the socio-economic disparity between Aboriginal people and other British Columbians. The Ministry also negotiates and implements treaties and other arrangements with First Nations to provide sustainable economic opportunities and to increase certainty over Crown land and resources in British Columbia.

### Values

The Ministry of Aboriginal Relations and Reconciliation recognizes that achievement of its goals depends on the continued support of a professional, skilled and knowledgeable workforce. Employees work to accomplish these goals in a progressive, innovative and

results-oriented manner. They deliver services efficiently, effectively and with a clear sense of pride and purpose encompassing the following values:

**Accountability** — being accessible and responsive to our partners and stakeholders; measuring and reporting on our performance at all levels.

**Innovation** — possessing flexibility and creativity in developing solutions, embracing technological change to capture new opportunities, and making strategic investments in people.

**Respect and Integrity** — treating our partners and stakeholders as clients, focusing on dedicated and respectful service, placing value on diversity and differing opinions, and conducting ourselves in an ethical and professional manner.

**Trust and Honesty** — maintaining open and transparent activities and actively responding to public, partner and stakeholder feedback.

## Strategic Context

The Ministry of Aboriginal Relations and Reconciliation is central to fulfilling the government's long-term vision for the province and leads the rest of government in establishing cross government initiatives to increase the social and economic capacity of all Aboriginal persons<sup>1</sup> throughout British Columbia.

In fulfilling this role, the Ministry collaborates with other ministries on their Aboriginal initiatives including:

- a) With the Ministry of Education on increasing Aboriginal graduation rates and literacy programs (including Aboriginal languages);
- b) With the Ministry of Health on improving Aboriginal health outcomes to the provincial average within a decade;
- c) With the Ministry of Children and Family Development on developing a strategy to better coordinate funding and support for Aboriginal children's services;
- d) With the Ministry of Labour and Citizens' Services on extending broadband Internet access to 100 First Nations communities across British Columbia;
- e) With the Ministry of Community Services, Public Service Agency on increasing Aboriginal representation in public service and expanded access to employment opportunities;
- f) With the Ministry of Tourism, Sport and the Arts on developing an Aboriginal Tourism Blueprint, which includes the celebration of the North American Indigenous Games in the Cowichan Valley in 2008;
- g) With the Ministry of Forests and Range to increase First Nations participation in forestry and planning with respect to the Mountain Pine Beetle devastation; and
- h) With the Ministry of Agriculture and Lands to integrate First Nations perspective into land use planning.

Contributing to the success of the Five Great Goals, the Ministry faces an array of external and internal challenges, as well as opportunities, which affect its planning context.

## External Factors

Externally, the Ministry seeks to manage the uncertainty associated with reconciling Aboriginal rights and title with Crown title, as well as its impact on decisions about provincial lands and resources.

Court decisions on Aboriginal rights impact the legal obligation to consult First Nations. By developing and implementing an effective framework for consultation with First Nations, fewer decisions will be challenged in court — that reduces legal costs for everyone.

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<sup>1</sup> Aboriginal includes First Nations (status, non-status, on and off reserve), Métis and Inuit wherever they may reside throughout British Columbia.

Relationship building with Aboriginal organizations and service delivery agencies helps build partnerships for social and economic development. Negotiations with First Nations strive to establish agreements to enhance economic opportunities, support social development and eventually lead the way to treaties.

Not all First Nations in British Columbia are participating in the BC Treaty Commission process. Development of a new relationship consultation framework will assist in establishing lasting agreements. British Columbia is also interested in revitalizing the treaty process to better use interim measures and other arrangements to deal with the pragmatic concerns of individual First Nation communities.

## **Internal Factors**

Internally, the Ministry is in a strong position to provide advice, identify opportunities and remove barriers. This came about because of a solid history of relationship-building between ministries, a unified mandate and more integrated decision-making.

Working with other ministries, the Ministry of Aboriginal Relations and Reconciliation strives to ensure that government's collective commitment to the Five Great Goals over the next decade will be met for Aboriginal people as well as for the general population. It is understood that only when Aboriginal people are involved in the development of programs, policies and measures will British Columbia be able to achieve these goals.

# Service Delivery and Core Business Areas

The Ministry of Aboriginal Relations and Reconciliation is responsible for the negotiation of treaties and other agreements with First Nations to support economic investment in the land base, build capacity and play a lead, cross government role in facilitating Aboriginal perspectives related to the implementation of the Five Great Goals.

## Service Delivery

The Ministry works with other ministries and agencies across government to narrow the social and economic gap between Aboriginal and non-Aboriginal British Columbians and to achieve long-term reconciliation through treaties and other lasting agreements.

The Ministry sits at the treaty table alongside the federal government and First Nations to negotiate and implement workable arrangements (i.e., economic development projects, interim measures, treaty-related measures and treaties) that will lead to greater certainty on land and resource use. Various interest groups and local governments provide input to these negotiations.

## Core Business Areas Overview

All work produced by the Ministry of Aboriginal Relations and Reconciliation comes from one of five core business areas: Negotiations, Reconciliation, Aboriginal Relations, Executive and Support Services, or First Citizens Fund.

### Core Business Area: Negotiations

Negotiations include the processes required to successfully conclude the negotiation of treaties and other agreements reconciling Aboriginal rights and title with Crown title in British Columbia, as well as support services required by this area to carry out its responsibilities.

### Core Business Area: Reconciliation

Reconciliation addresses the recognition of the rights and title of First Nations.

It acknowledges our past history and, through constructive action, builds a shared future for British Columbia.

The Ministry leads the work with First Nations to realize the New Relationship vision of reconciliation, recognition and respect. One of the key pieces of work in this area is to develop and implement a new consultation framework to address the province's legal obligations with respect to Aboriginal rights and title where proposed economic development may affect Aboriginal rights. Work on the New Relationship vision is founded on collaboration with First Nations and meets our common objective of supporting economic development and job opportunities in Aboriginal communities across the province.

Resources for this core area are provided from the Aboriginal Relations and Negotiations areas.

**Core Business Area: Aboriginal Relations**

British Columbia is committed to fostering new working partnerships with Aboriginal people that move us beyond the barriers of the past towards real progress. Specifically, the Ministry of Aboriginal Relations and Reconciliation supports development of effective working relationships with Aboriginal communities by providing integrated advice, identifying opportunities, removing obstacles, and working to coordinate with the federal government to bring about reform and stimulate change.

**Core Business Area: Executive and Support Services**

This area includes support services required by the Ministry to carry out its day-to-day responsibilities. This includes salaries, benefits and operating expenses. Some core support services are also provided by the Ministry of Attorney General. For further information, see the *Ministry of Attorney General Service Plan Update 2005/06–2007/08* at <http://www.gov.bc.ca/ag>.

**Core Business Area: First Citizens Fund**

The First Citizens Fund (FCF) is a perpetual fund established by the provincial government to enhance cultural, educational and economic development opportunities for Aboriginal people in British Columbia. Individual programs delivered by Aboriginal organizations accessing the First Citizens Fund include the following:

- Business Loan Program
- Student Bursary Program
- Elders Transportation Program
- Heritage, Language and Culture Program
- Aboriginal Business Service Centers
- Friendship Centre Program.

# Report on Performance

This section presents the Ministry's results for its goals, objectives and performance measures as outlined in the Ministry's *2005/06 Service Plan September Update*. In the fall and winter of 2005, the new Ministry of Aboriginal Relations and Reconciliation undertook a review of its performance measurement framework. Please refer to Appendix 2 which identifies those changes made as outlined in the Ministry's *2006/07 Service Plan*.

## Performance Plan Summary Table

### Synopsis of Ministry Performance Measure Results

Five Great Goals	Ministry Mission			
	The Ministry provides leadership to work collaboratively with other provincial ministries, Aboriginal organizations, the federal government and other partners in support of relationship-building and for the elimination of the socio-economic disparity between Aboriginal people and other British Columbians. The Ministry also negotiates and implements treaties and other workable arrangements with First Nations to provide sustainable economic opportunities and to increase certainty over Crown land and resources in British Columbia.			
	Ministry Goals	Ministry Objectives	Performance Measures	Results
<p>1. Make British Columbia the best educated, most literate jurisdiction on the continent.</p> <p>2. Lead the way in North America in healthy living and physical fitness.</p> <p>3. Build the best system of support in Canada for persons with disabilities, special needs, children at risk, and seniors.</p> <p>4. Lead the world in sustainable environmental management, with the best air and water quality, and the best fisheries management.</p> <p>5. Create more jobs per capita than anywhere else in Canada.</p>	<p>1. Increased social and economic stability and investment in the province through greater certainty over Crown lands and resources.</p>	<p>Concluded agreements that define rights and responsibilities between parties and facilitate economic development.</p>	1.1. Percentage of B.C. Crown land covered by certainty arrangements.	✓✓
			1.2. Number of additional initialed final agreements and agreements-in-principle.	✓
			1.3. Number of additional accommodation agreements/business arrangements.	✓✓
			1.4. Number of additional partnership initiatives involving First Nations and community organizations, including local governments.	✓✓
	<p>2. Social and economic opportunities and well-being for Aboriginal people.</p>	<p>Social and economic outcomes for Aboriginal people are improved.</p>	2.1. Number of new organizational capacity partnerships, initiatives and projects.	✓✓
			2.2. Number of Aboriginal businesses created or sustained by the First Citizens Fund (FCF) Business Loan Program (BLP).	✗
			2.3. Number of jobs within Aboriginal businesses created or sustained by the FCF BLP.	✗

Five Great Goals	Ministry Mission			
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			<p>3.2. Number of actions taken to implement agreed joint activities.</p>	<p>✓✓</p>
			<p>3.3. Number of activities undertaken to build public awareness.</p>	<p>✗</p>
	<p>4. Optimal and cost-effective planning, management, administrative and operational support.</p>	<p>Improve administrative operations through innovative business practices and technology.</p>	<p>4.1. Percentage of employees with performance management plans.</p>	<p>✓</p>
			<p>4.2. Number of best practices adopted.</p>	<p>✓</p>

✓✓ Exceeded target.    ✓ Achieved target.    △ Target mostly achieved.    ✗ Missed target.    N/A — Not Applicable.



## **Goals, Objectives, Strategies and Performance Measures**

The Ministry of Aboriginal Relations and Reconciliation maintains all data internally from discussions and agreements made at the negotiating table and incorporates data from other ministries associated with cross government initiatives with First Nations. Internally-generated data addresses the Ministry's performance measures. It is reliable, independently verifiable and gives the greatest clarity for auditing purposes.

### **Ministry Goal 1**

*Increased social and economic stability and investment in the province through greater certainty over Crown lands and resources.*

Through the completion and implementation of treaties and other negotiated agreements, greater stability is established over British Columbia's land and natural resources. The agreements also help increase First Nations' capacity and their ability to participate in resource development sectors.

The core business areas responsible for this goal are Negotiations, Aboriginal Relations and Reconciliation. The key risk associated with this goal is failure to conclude agreements and hence perpetuate uncertainty with respect to Aboriginal rights and title issues as they relate to resource development in the province.

To mitigate this risk, everyone participating in the negotiations consults with affected parties and informs the general public about negotiated agreements.

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Per cent of B.C. Crown land covered by certainty arrangements. <sup>1</sup>	32%	37%	38%	67%	+ 29 percentage points	✓✓
<p><b>Selection Rationale</b>                      This measure reflects overall progress made by the province towards achieving greater economic and social stability over Crown land and resources through a variety of negotiated agreements between the province and one or more First Nations, both within and outside of the British Columbia treaty process.</p>						
<p><b>Variance Explanation</b>                      During 2005/06, the Ministry surpassed its stated target of 38 per cent, reaching a total of 67 per cent certainty over Crown land and resources. This significant increase was primarily achieved through the signing of two Agreements-in-Principle and initialing of one other Agreement-in-Principle (AIPs) and the Ministry's ongoing support of cross government initiatives including 21 new agreements negotiated by the Ministry of Forests and Range (MoFR) which provided certainty over 38.62 per cent of Crown land and resources alone.</p>						
<p><b>Changes to the Measure</b>                      As Final Agreements, Agreements-in-Principle and other operations certainty arrangements are signed, the specific amount of Crown land involved is clarified and can result in changes to certainty calculations over time.</p>						

<sup>1</sup> Only Treaties (currently with Nisga'a, Treaty No. 8 and McLeod Lake First Nations), Statements-of-Intent areas as outlined in the seven Agreements-in-Principle currently (with Lheidli T'enneh, Maa-nulth, Sliammon, Tsawwassen, Yale and Yekooche First Nations) and Forest and Range Agreements are included in the certainty coverage calculations. Other agreements, including Memoranda-of-Understanding, Environmental Assessment Office Endorsements and Protocol Agreements, although they are important and assist the Ministry in meeting its stated goals for government, are not included in the computation of this type of certainty coverage as these agreements do not refer to certainty provisions over specific land quanta but basically facilitate agreements for further specific negotiations.

## **Objective**

*Concluded agreements that define rights and responsibilities between the parties and facilitate economic development.*

It is through the negotiation forum that these agreements are reached with the primary result being social and economic certainty not only for British Columbia's First Nations but the rest of the province as well.

## **Strategies**

The Ministry of Aboriginal Relations and Reconciliation sits at the negotiating table with federal and First Nation counterparts.

To achieve this goal the Ministry focused on prime opportunities to conclude agreements with First Nations; provided leadership to ministries and provincial agencies to support accommodation activities; consulted with concerned parties on negotiations; strengthened relations between First Nations, local governments and non-First Nations business interests; and introduced improved business practices related to the more effective transfer of land, resources and program responsibility to First Nations following treaties or other agreements.

## **Performance Measures**

Effective performance against each measure related to this goal and objective increases certainty over the province's land and natural resources through the establishment of increased capacity for First Nations and greater trust between the negotiating parties.

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of additional initialed final agreements and agreements-in-principle.	4	1	2-4	2	0	✓
<p><b>Selection Rationale</b>                      Agreements-in-Principle, stage 4 in the BC Treaty Commission process,<sup>1</sup> are a major step towards completing a Final Agreement. The completion of this stage also contributes to increased levels of economic and social certainty in British Columbia attracting outside investment and improving the capacity of First Nations.</p> <p>Final Agreements, stage 5 in the BC Treaty Commission process, provide a clear understanding of the rights and responsibilities of First Nations and governments and become a Treaty with that First Nation.</p> <p>A key risk associated with not meeting this measure is the continued lack of certainty surrounding economic investment and decision-making over the provincial land base.</p> <p>A key mitigating strategy is the Province's effort to accelerate the conclusion of Final Agreements.</p>						
<p><b>Variance Explanation</b>                      The Ministry of Aboriginal Relations and Reconciliation set a target of achieving two to four Final Agreements and/or Agreements-in-Principle for 2005/06. This target proved realistic as the Ministry signed two Agreements-in-Principle. In August 2005, an Agreement-in-Principle was signed with the Yekooche First Nation. In March 2006, an Agreement-in-Principle was signed with the Yale First Nation.</p>						
<p><b>Changes to the Measure</b>                      In the Ministry's 2006/07-2008/09 Service Plan, this performance measure was renumbered from 1.2 to 1.4. Minor wording changes were also made to more closely align with the Ministry's new mandate.</p>						

<sup>1</sup> See Appendix 1.

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of additional accommodation agreements/business arrangements.	1	3	2-3	4	+1	✓✓
<p><b>Selection Rationale</b>                      This measure reflects British Columbia's objective to effectively address Aboriginal interests in land and resources. This measure also facilitates economic development and certainty. Agreements include transferring economic benefits to First Nations and First Nation's role in planning processes and resource management.</p>						
<p><b>Variance Explanation</b>                      The Ministry exceeded its target of two to three accommodation and/or business arrangements. Four new arrangements were established during 2005/06: Blueberry Protocol Agreement, Mountain Pine Beetle Protocol, Haida Letter of Understanding, and support for the Cultural Centre in Whistler.</p>						
<p><b>Changes to the Measure</b>                      In the Ministry's 2006/07-2008/09 Service Plan, minor wording changes were made to this measure to more closely align with the Ministry's new mandate.</p>						

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of additional partnership initiatives involving First Nations and community organizations, including local governments.	5	6	4–6	8	+2	✓✓
<b>Selection Rationale</b> Partnership initiatives are another method of actively increasing First Nation involvement in community and local government decision-making processes and promoting economic development by creating greater certainty and opportunities for First Nations and other business. This measure reflects British Columbia's ongoing commitment to invest in good relations between all parties affected by ongoing negotiations.						
<b>Variance Explanation</b> The Ministry exceeded its target by a two-fold margin. Eight new partnerships were established: the Aboriginal Workforce Strategy, the Prince George Urban Aboriginal Strategy, the Aboriginal Capacity Technical Assistance Program (with the Centre for Sustainability, Vancouver Foundation and Aboriginal community representatives), grants to bridge First Nation and local government interests: Maa Nulth/District of Ucluelet, Tsawwassen/Delta, Lheidli T'enneh/City of Prince George, Hul'qumi'num/Cowichan Regional District, and finally support for a joint newsletter between the Union of British Columbia Municipalities and the First Nations Summit.						
<b>Changes to the Measure</b> In the Ministry's 2006/07–2008/09 Service Plan, this performance measure was renumbered from 1.4 to 1.2. Minor wording changes were also made to more closely align with the Ministry's new mandate.						

## Ministry Goal 2

*Social and economic opportunities and well-being for Aboriginal people.*

### Objective

Social and economic outcomes for Aboriginal people are improved.

### Strategies

The Ministry had several key strategies focused on this objective: improving the access and quality of government services for Aboriginal people through enhanced cross government coordination and partnerships; supporting capacity development within Aboriginal communities regarding the delivery of culturally appropriate programs; and providing opportunities for Aboriginal entrepreneurs to develop or expand businesses.

A work plan, designed through collaboration with Aboriginal organizations, identified the social and economic indicators to measure progress toward achieving the Five Great Goals over the next decade.

## Performance Measures

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of new organizational capacity partnerships, initiatives and projects.	n/a	25	18-22	29	+7	✓✓
<p><b>Selection Rationale</b>                      The over-arching purpose of these partnerships, initiatives and projects is to encourage and assist in building capacity within Aboriginal organizations across British Columbia. Some examples include: providing staff mentoring and training to increase capacity in research, facilitation, planning and communications skills, facilitating Aboriginal youth to explore careers in science and technology; and supporting the development of an Aboriginal business database and directory to document and promote Aboriginal businesses.</p>						
<p><b>Variance Explanation</b>                      The Ministry exceeded its target. Approximately \$1.5 million was provided to support 29 initiatives that built Aboriginal capacity in governance, organizational, community or service delivery, and economic skills development. The Ministry originally anticipated doing fewer agreements with higher levels of funding attached to each but actually did a higher number of agreements with lower levels of funding attached to each.</p>						
<p><b>Changes to the Measure</b>                      This is a new performance measure that was added as a result of government restructuring in the summer of 2005. In the <i>2006/07–2008/09 Service Plan</i>, this measure was dropped due to a change in program area budget. A new measure was developed for the <i>2006/07–2008/09 Service Plan</i> to replace this one which better aligns with the Ministry's new mandate of a new relationship (see Appendix 2).</p>						

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of Aboriginal businesses created or sustained by the First Citizens Fund Business Loan Program.	177	129 <sup>1</sup>	150	136	-14	✗
<p><b>Selection Rationale</b>                      Small business is one of the key contributors to the provincial economy. Increasing Aboriginal ownership in small business ventures helps generate income, employment and economic activity in Aboriginal communities. The ongoing creation and expansion of Aboriginal small business activity is a positive indicator of increasing Aboriginal participation in British Columbia's economy.</p>						
<p><b>Variance Explanation</b>                      The 2005/06 target is based upon a five year average of actual results. The amount of funding available to support business loans has not changed, so variations in the annual number of businesses supported are a result of changes in average amount of financing per business. The actual for 2005/06 is below target which indicates that a smaller number of higher value loans were provided to fully expend the fund. One potential reason for higher value loans being negotiated by Aboriginal entrepreneurs is an increased sense of confidence in the economy.                       The Ministry maintained the same level of funding support as had been provided the previous year and came within 90 per cent of its stated target of supporting the creation or expansion of 150 Aboriginal businesses through the First Citizens Fund Business Loan Program. The Loan Program assisted 136 businesses that received a total of approximately \$4 million in business loan financing. These loans assisted with the start up, expansion or acquisition of businesses by Aboriginal entrepreneurs.</p>						
<p><b>Changes to the Measure</b>                      This performance measure was reported previously by the former Ministry of Community, Aboriginal and Women's Services. This measure was dropped in the <i>2006/07–2008/09 Service Plan</i> as it is a statement of program activity rather than a measure of government performance. A new measure has been developed for the <i>2006/07–2008/09 Service Plan</i> to replace this one which better aligns with the Ministry's mandate of a new relationship (see Appendix 2).</p>						

<sup>1</sup> The 2004/05 actuals have been adjusted to present actual rather than target numbers as were presented in the *2005/06 Ministry Service Plan*.

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of jobs within Aboriginal businesses created or sustained by the First Citizens Fund Business Loan Program.	343	324 <sup>1</sup>	350	296	-54	x
<p><b>Selection Rationale</b>                      Small business is a key source of income for British Columbians, whether as an owner or employee. This performance measure shows that the Aboriginal businesses supported by the First Citizens Fund Business Loan Program also contribute to increased employment opportunities and increased employment income, thus contributing to the provincial economy directly. In addition, businesses owned by Aboriginal people tend to employ Aboriginal people helping reduce disproportionately high rates of Aboriginal unemployment.</p>						
<p><b>Variance Explanation</b>                      The target is based upon a five year average of actual results. However, actual numbers vary from year to year based upon the particular circumstances of the businesses supported through the program and their own determination of the employment requirements of their business. The Ministry maintained the same level of funding support as had been provided in 2004/05 coming within its target by 85 per cent. The businesses supported by the Business Loan Program in 2005/06 reported creating 296 full and part-time positions resulting from the financing received for their business ventures. One potential reason for the lower employment figure could be an increase in new business start-ups.</p>						
<p><b>Changes to the Measure</b>                      This measure was reported previously in the Annual Report of the former Ministry of Community, Aboriginal and Women's Services. This measure was dropped in the <i>2006/07–2008/09 Service Plan</i> as it is a statement of program activity rather than a measure of government performance. A new measure has been developed for the <i>2006/07–2008/09 Service Plan</i> to replace this one which better aligns with the Ministry's mandate of a new relationship (see Appendix 2).</p>						

<sup>1</sup> The 2004/05 actuals have been adjusted to present actual rather than target numbers as were presented in the *2005/06 Ministry Service Plan*.



## Ministry Goal 3

*Build strong and respectful relationships between government and Aboriginal organizations based on a shared commitment to reconciliation and recognition.*

### Performance Measure

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of Forums that facilitate and strengthen relationships between Aboriginal political organizations and the government.	1	2	1-2	3	+1	✓✓
<b>Selection Rationale</b> This measure reflects the Province's commitment to facilitate and strengthen relationships between Aboriginal political organizations and the government. By organizing events where perspectives may be presented, more meaningful dialogue may take place that builds mutual understanding and stronger relationships between all parties.						
<b>Variance Explanation</b> The Ministry exceeded its stated 2005/06 target. Three forums were held: the First Nations Leadership Council (FNLC) monthly meetings between First Nation leaders and provincial Deputy Ministers, as well as ongoing meetings between the FNLC, Ministers and the Premier; the First Citizens Forum of Aboriginal community members and Cabinet; and the First Minister's Meeting involving collaborative teamwork of First Nations leaders and provincial governments from across Canada and the federal government.						
<b>Changes to the Measure</b> In the Ministry's 2006/07-2008/09 Service Plan, this performance measure was changed to focus on the Ministry's mandate of building a new relationship with Aboriginal people in British Columbia and to reflect a commitment to include First Nations in policy development.						

### Objective

Build trust with Aboriginal people through a reconciliation and recognition framework.

### Strategies

Key strategies included: working cooperatively with First Nations to identify an agenda of activities focused on reconciliation and recognition; developing policies, positions and mandates consistent with the principles of reconciliation and recognition that improve relationships between Aboriginal people, the Crown, local governments and all citizens; providing leadership to line ministries and provincial agencies undertaking reconciliation activities; and undertaking initiatives to increase public awareness and understanding to promote a vision of reconciliation.

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of actions taken to implement agreed joint activities.	2	4	7	11	+4	✓✓
<b>Selection Rationale</b> This measure reflects the number of activities carried out by the Ministry in collaboration with First Nations that contributed to relationship-building between both parties.						
<b>Variance Explanation</b> The Ministry exceeded its stated 2005/06 target. Ten activities were organized: the Aboriginal Employment Partnership Initiative (an expansion of joint federal/B.C./Aboriginal partnership); the Aboriginal Tourism Strategy; an Agreement to support Aboriginal Women in Leadership; revisions to Forest and Range Agreements; the Mountain Pine Beetle Strategic Action Plan; the First Minister's Transformative Change Accord; the New Relationship Fund; the First Nations Leadership Council; the First Citizens Forum; and the K-12 Educational Jurisdiction Agreement.						
<b>Changes to the Measure</b> In the Ministry's 2006/07–2008/09 Service Plan, this performance measure remained the same with an increased emphasis on written documentation.						

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of activities undertaken to build public awareness.	105	115	115–120	115	-5	✓
<b>Selection Rationale</b> This measure reflects the Ministry's continued efforts to build relationships by undertaking initiatives that increase public awareness and promote a vision of reconciliation. Activities undertaken to build public awareness include announcements, meetings and public events, open houses, publications and speeches.						
<b>Variance Explanation</b> The Ministry continued its efforts to build relationships by undertaking initiatives that increased public awareness and promoted a vision of reconciliation through announcements, meetings and public events, open houses, publications and speeches. These activities were especially important in 2005/06 with the introduction of the "New Relationship Vision" document, which is based on mutual respect, reconciliation and recognition of Aboriginal rights and title. As a result, the Ministry has become the cornerstone for government to work with First Nations on activities to increase public awareness of First Nations issues.						
<b>Changes to the Measure</b> In the 2006/07–2008/09 Ministry Service Plan, minor wording changes were made to more accurately reflect the Ministry's new mandate.						

## Ministry Goal 4

*Optimal and cost-effective planning, management, administrative and operational support.*

### Objective

Improve administrative operations through innovative business practices and technology.

### Strategies

Key strategies implemented: reviewing of business practices and office procedures to adopt best practices to improve cost-effectiveness and efficiency; developing a human resources plan to support and encourage employee learning and skills building; and, identifying technology solutions to better track and report performance and risks.

### Performance Measures

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Percentage of employees with performance management plans.	100%	100%	100%	100%	n/a	✓✓
<b>Selection Rationale</b> Creating a workplace culture of accountability and continued professional development begins at the individual level. In the short-term, by supporting each employee's performance goals, the Ministry creates additional professional capacity with respect to meeting its own goals.						
<b>Variance Explanation</b> No variance. Target was achieved.						
<b>Changes to the Measure</b> During 2005/06, a cross-government decision was made that internal measures would be reported out in each ministry's annual business plan. Accordingly, this performance measure was not included in the 2006/07–2008/09 Service Plan.						

Performance Measure	2003/04 Actual	2004/05 Actual	2005/06 Target	2005/06 Actual	Variance	Target Met?
Number of best management practices adopted.	5	6	4	4	0	✓✓
<p><b>Selection Rationale</b>            Targets reflect the number of new practices adopted each fiscal year and include such measures as automated processes, improved procedures, enhanced communication activities, employee input and information sharing initiatives.</p>						
<p><b>Variance Explanation</b>            The Ministry met its stated target of adopting four best practices during 2005/06. These were: a Leadership Communications Project with an Executive sponsor assigned to support project and implementation; a Ministry-wide workshop focusing on New Relationship Leadership; a redefined process for Ministry Communication and Organizational Change to meet its new vision and mandate; and, a redefined Financial Accountability and Responsibility process.</p>						
<p><b>Changes to the Measure</b>            During 2005/06, a cross-government decision was made that internal measures would be reported out in each ministry's annual business plan. Accordingly, this performance measure was not included in the 2006/07–2008/09 Service Plan.</p>						

# Report on Resources

The table below indicates the breakdown of resource utilization for the Ministry of Aboriginal Relations and Reconciliation by its five core business areas for 2005/06.

## Resource Summary Table 2005/06

	Estimated	Other Authorizations <sup>1</sup>	Total Estimated	Actual	Variance (Actual minus Total Estimated)
<b>Operating Expenses (\$000)</b>					
<b>Negotiations</b> .....	20,481	12,000	32,481	30,880	(1,601) <sup>2</sup>
<b>Aboriginal Relations</b> .....	5,545	0	5,545	5,419	(126) <sup>3</sup>
<b>Executive and Support Services</b> .....	4,242	0	4,242	4,158	(084) <sup>4</sup>
<b>First Citizens Fund</b> .....	4,200	0	4,200	4,174	(0,026) <sup>5</sup>
<b>New Relationship Trust Act</b> .....	0	100,000	100,000	100,000	0
<b>Total</b> .....	<b>34,468</b>	<b>112,000</b>	<b>146,468</b>	<b>144,631</b>	<b>(1,837)</b>
<b>Full-time Equivalents (FTEs)</b>					
<b>Negotiations</b> .....	52	0	52	74	22
<b>Aboriginal Relations</b> .....	20	0	20	18	(2)
<b>Executive and Support Services</b> .....	35	0	35	33	(2)
<b>First Citizens Fund</b> .....	0	0	0	0	0
<b>Total</b> .....	<b>107</b>	<b>0</b>	<b>107</b>	<b>125</b>	<b>18</b>
<b>Ministry Capital Expenditures (Consolidated Revenue Fund) (\$000)</b>					
<b>Negotiations</b>	31	0	31	0	(31)
<b>Executive and Support Services</b> .....	23	0	23	28	5
<b>Total</b> .....	<b>54</b>	<b>0</b>	<b>54</b>	<b>28</b>	<b>(26)</b>

	Estimated	Other Authorizations <sup>1</sup>	Total Estimated	Actual	Variance (Actual minus Total Estimated)
<b>Other Financing Transactions (\$000)</b>					
<b>Negotiations</b>					
Receipts .....	0	0	0	0	0
Disbursements .....	3,589	0	3,589	2,175	(1,414)
Net Cash Source (Requirements) .....	(3,589)	0	(3,589)	(2,175)	1,414
<b>Total Receipts</b> .....	0	0	0	0	0
<b>Total Disbursements</b> .....	3,589	0	3,589	2,175	(1,414)
<b>Total Net Cash Source (Requirements)</b> .....	(3,589)	0	(3,589)	(2,175)	1,414 <sup>6</sup>

<sup>1</sup> "Other Authorizations" include Supplementary Estimates, Statutory Appropriations and Contingencies.

<sup>2</sup> Delays in the treaty negotiation process due to the federal election resulted in lower than expected operating expenses.

<sup>3</sup> Staff turnover in Aboriginal Relations resulted in small surplus in wages and operating expenses.

<sup>4</sup> Delay in recruiting to a vacant position resulted in modest savings to salaries and benefits.

<sup>5</sup> Costs for Boards funded through the First Citizens Fund were lower than anticipated.

<sup>6</sup> Acquisition of lands for treaty settlement purposes were delayed resulting in no disbursements being required and slightly lower than expected amortization costs for the Nisga'a Treaty during fiscal year 2005/06.

## Major Capital Projects

The Ministry of Aboriginal Relations and Reconciliation had no major capital projects planned.

# Annual Report Appendices

## Appendix 1: British Columbia Treaty Commission Six-Stage Process

The six-stage treaty process is set out in the British Columbia Claims Task Force Report of 1991 and incorporated in the tripartite British Columbia Treaty Commission Agreement of 1992. The process is voluntary and open to all First Nations in British Columbia.

### Stage 1 — Statement of intent to negotiate

A First Nation files with the British Columbia Treaty Commission a statement of intent to negotiate with Canada and British Columbia. The statement of intent:

- identifies the First Nation's governing body and the people that body represents
- shows that the governing body has a mandate to enter the treaty process
- describes the geographic area of the First Nation's traditional territory in British Columbia
- identifies any overlaps in territory with other First Nations.

### Stage 2 — Readiness to negotiate

The Treaty Commission must convene an initial meeting of the three parties within 45 days of receiving a statement of intent. For most First Nations, this will be the first occasion on which they sit down at a treaty table with representatives of Canada and British Columbia. This meeting allows the Treaty Commission and the parties to exchange information, consider the criteria for determining the parties' readiness to negotiate and generally identify issues of concern. Each party must demonstrate that it has:

- a commitment to negotiate
- a qualified negotiator who has been given a clear mandate
- sufficient resources to undertake negotiations
- a ratification procedure.

In addition, the First Nation must have a plan for addressing any issues of overlapping territory with neighbouring First Nations. The governments of Canada and British Columbia must have a formal means of consulting with other parties, including local governments and interest groups.

### Stage 3 — Negotiation of a framework agreement

The three parties negotiate a framework agreement, which identifies the issues to be negotiated, goals, procedures and a timetable for negotiations. Canada and British Columbia engage in public consultation at the regional and local levels. The parties establish a public information program that will continue throughout the negotiations.

#### **Stage 4 — Negotiation of an Agreement-in-Principle**

The three parties examine in detail the issues identified in the framework agreement, with the goal of reaching an Agreement-in-Principle. The Agreement-in-Principle identifies and defines a range of rights and obligations, and forms the basis for the treaty. The parties also begin to plan for implementation of the treaty.

#### **Stage 5 — Negotiation to finalize a treaty**

Technical and legal issues are resolved to produce a Final Agreement that embodies the principles outlined in the Agreement-in-Principle and formalizes the new relationship among the parties. The treaty formalizes the new relationship among the parties and embodies the agreements reached in the Agreement-in-Principle. Once signed and formally ratified, the Final Agreement becomes a treaty.

#### **Stage 6 — Implementation of the treaty**

Plans to implement the treaty are put into effect or phased in as agreed. Long-term implementation plans need to be tailored to specific agreements. The table remains active in order to oversee implementation of the treaty.



## Appendix 2: Service Plan Changes Summary

The Ministry of Aboriginal Relations and Reconciliation was established in the summer of 2005. A revised service plan, *2005/06–2007/08 Service Plan Update September 2005* was then published to reflect this amalgamation of the former Treaty Negotiations Office and the Ministry of Community, Aboriginal and Women’s Service’s Aboriginal Directorate division to reflect the Ministry’s new mandate.

The new Ministry then undertook some time to revise its goals, objectives and performance measures to more accurately align with its new mandate as presented in the *2006/07–2008/09 Service Plan* and utilization of its resources. The following two tables outline these changes.

Goals and Objectives 2005/06 September Service Plan Update		Goals and Objectives 2006/07 Service Plan	
Goal	Objective	Goal	Objective
1. Increased social and economic stability and investment in the province through greater certainty over Crown lands and resources.	1.1 Concluded agreements that define rights and responsibilities between parties and facilitate economic development.	1. Conclude treaties and other lasting agreements on Crown lands and natural resources with First Nations.	1.1 Conclude agreements that define rights and responsibilities and facilitate economic development.
2. Social and economic opportunities and well-being for Aboriginal people.	2.1 Social and economic outcomes for Aboriginal people are improved.	2. Improve social and economic outcomes for Aboriginal people.	2.1 Cross-government implementation of programs and services to address socio-economic disparities.
3. Build strong and respectful relationships between government and Aboriginal organizations based on a shared commitment to reconciliation and recognition.	3.1 Build trust with Aboriginal people through a reconciliation and recognition framework.	3. Build strong and respectful relationships between government and Aboriginal organizations.	3.1 Build trust with Aboriginal people through a reconciliation and recognition framework.
			3.2 Foster engagement with Aboriginal people in government decisions that impact Aboriginal communities.
4. Optimal and cost-effective planning, management, administrative and operational support.	4.1 Improve administrative operations through innovative business practices and technology.	No goal identified here.	

## Performance Measurement Changes Summary

Goals and Objectives 2005/06 September Service Plan Update			Goals and Objectives 2006/07 Service Plan		
Goal	Performance Measure	Change	Goal	Performance Measure	Change
1. Increased social and economic stability and investment in the province through greater certainty over Crown lands and resources.	1.1 Percentage of B.C. Crown land covered by certainty arrangements.	1.1 remained 1.1 (wording change)	1. Conclude treaties and other lasting agreements on Crown lands and natural resources with First Nations.	1.1 Percentage of B.C. Crown land covered by agreements with First Nations.	
	1.2 Number of additional initialled final agreements and agreements-in-principle.	1.2 became 1.4 (wording change)		1.2. Number of new initiatives that partner First Nations or Aboriginal organizations with local governments and the private sector.	
	1.3 Number of additional accommodation agreements/ business arrangements.	1.3 remained 1.3 (wording change)		1.3 Number of new significant agreements or business arrangements between First Nations and government.	
	1.4 Number of additional partnerships initiatives involving First Nations and community organizations, including local governments.	1.4 became 1.2 (wording change)		1.4 Number of treaty agreements or initiatives that build incremental progress towards treaties or other lasting agreements.	
2. Social and economic opportunities and well-being for Aboriginal people.	2.1 Number of new organizational capacity partnerships, initiatives and projects.	2.1 dropped	2. Improve social and economic outcomes for Aboriginal people.	2.1 Cross-government measurement framework for closing the socio-economic gap.	2.1 added
	2.2 Number of Aboriginal businesses created or sustained by the First Citizens Fund (FCF) Business Loan Program (BLP).	2.2 dropped		2.2 Number of initiatives/actions undertaken through cross-government plans to assist in closing the socio-economic gap.	2.2 added
	2.3 Number of jobs within Aboriginal businesses created or sustained by the FCF BLP.	2.3 dropped		2.3 Increased partnerships with federal government and Aboriginal organizations to improve social and economic programs and services.	2.3 added

Goals and Objectives 2005/06 September Service Plan Update			Goals and Objectives 2006/07 Service Plan		
Goal	Performance Measure	Change	Goal	Performance Measure	Change
3. Build strong and respectful relationships between government and Aboriginal organizations based on a shared commitment to reconciliation and recognition.	3.1 Number of Forums that facilitate and strengthen relationships between Aboriginal political organizations and the government.	3.1 remained 3.1 (with an increased emphasis on policy)	3. Build strong and respectful relationships between government and Aboriginal organizations.	3.1 Number of engagements with Aboriginal organizations on provincial policy development.	
	3.2 Number of actions taken to implement agreed joint activities.	3.2 remained 3.2 (with an increased emphasis on written agreements)		3.2 Number of agreements reached with Aboriginal organizations that foster reconciliation and recognition.	
	3.3 Number of activities undertaken to build public awareness.	3.3 remained 3.3 (wording change)		3.3 Number of sessions/ events undertaken to increase awareness of Aboriginal issues in British Columbia.	
		3.4 First Nations consultation framework.		3.4 added to reflect new mandate on the New Relationship	
		3.5 Implement a \$100M New Relationship Fund.		3.5 added to reflect new mandate on the New Relationship	
4. Optimal and cost-effective planning, management, administrative and operational support.	4.1 Percentage of employees with performance management plans.	4.1 dropped			
	4.2 Number of best practices adopted.	4.2 dropped			

## **Appendix 3: Boards, Committees and Councils**

The Ministry of Aboriginal Relations and Reconciliation has direct responsibility for the following Boards, Commissions and Councils:

### **First Peoples' Heritage, Language and Culture Council**

In partnership with government and other agencies, the First Peoples' Heritage, Language and Culture Council advises on, and manages, the delivery of several language and arts programs and develops resources to support the revitalization of Aboriginal languages, arts and cultures.

### **Native Economic Development Advisory Board**

The Native Economic Development Advisory Board (NEDAB) was established in 1988. The Board's mission is to support sustainable Aboriginal economic development throughout British Columbia.

NEDAB provides policy, program and service advice to the Minister of Aboriginal Relations and Reconciliation. The Board advises government regarding appropriate strategies to support Aboriginal economic development and works in partnership with government to ensure that Aboriginal economic development initiatives are achieved in an environment of mutual respect and understanding.

### **New Relationship Trust Board**

The Ministry of Aboriginal Relations and Reconciliation established a unique, \$100 million fund to help First Nations build institutional and community capacity. This funding will help First Nations to participate in the management of lands and resources and to take advantage of economic, cultural and social opportunities in the province. The Trust is managed by a seven-member board of directors who are independent from government.

### **Nisga'a Implementation Committee**

The Nisga'a Implementation Committee (NIC) is a tripartite committee established under the Nisga'a Final Agreement by Canada, British Columbia, and the Nisga'a Nation. Its purpose is to deal with the many issues surrounding implementation of the Nisga'a Final Agreement and also serves as a first forum to resolve issues amongst the parties.

## **Appendix 4: Legislation Administered by the Ministry of Aboriginal Relations and Reconciliation**

### ***First Peoples' Heritage, Language and Culture Act***

The Act established the First Peoples' Heritage, Language and Culture Council as a provincial Crown corporation. The legislation defines the corporation's purposes, the membership of the board of directors and requirements for reporting to the provincial government on the corporation's activities. The legislation also establishes the First Peoples' Advisory Committee and defines the membership of the committee and its role in support of the Council.

### ***Indian Advisory Act***

This Act provides discretionary authority for the Lieutenant Governor in Council to establish the British Columbia Indian Advisory Committee.

### ***Indian Cut-Off Lands Dispute Act***

This Act provides the Ministry of Aboriginal Relations and Reconciliation with authority to negotiate a resolution of specific and cut-off claims with First Nations in British Columbia.

### ***McLeod Lake Indian Band Treaty No. 8 Adhesion and Settlement Agreement Act***

This Act sets out the authorities and obligations of the province for implementation of the McLeod Lake Indian Band Treaty No. 8 Adhesion and Settlement Agreement.

### ***New Relationship Trust Act***

This Act creates an independent corporation, governed by a Board of Directors, to manage the \$100 million fund to provide First Nations with the tools, training and skills to participate in the New Relationship with government.

### ***Nisga'a Final Agreement Act***

This Act provides settlement legislation which brings into force the Nisga'a Final Agreement.

### ***Sechelt Indian Government District Enabling Act***

This Act recognizes the *Sechelt Indian Band Self-Government Act* (Canada), and grants some municipal type powers, representation with the regional district, and requires establishment of an Advisory Board to represent residents.

### ***Special Accounts Appropriation and Control Act (Section 4)***

This Act provides the Minister of Aboriginal Relations and Reconciliation with authority to spend interest earnings generated by the First Citizens Fund Special Account and defines the general purposes for any such spending.

### ***Treaty Commission Act***

This Act establishes the British Columbia Treaty Commission and the Ministry's authority to negotiate treaties on behalf the province and disburse associated funding.

