

PROVINCE OF SASKATCHEWAN



11-12

PLAN FOR 2011-12

MINISTRY OF FIRST NATIONS  
AND MÉTIS RELATIONS



# MINISTRY PLAN FOR 2011-12

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## Statement from the Minister



I am pleased to present the Ministry's Plan for the upcoming year, which is in alignment with *Government's Direction for 2011-12: The Saskatchewan Advantage*.

The commitment to the Northern Action Plan exemplifies our responsibility to working with communities to address the social issues that are too often seen in northern Saskatchewan. Our participation in the enterprise initiatives of Government demonstrates the desire of First Nations and Métis Relations (FNMR) to be an integral part of the discussion and actions that are implemented as a result of these initiatives.

I make a commitment to Government's corporate values and principles, and will ensure that programs and services are examined to ensure the most cost effective and efficient delivery is a key priority, and will report on the progress made towards this Plan, including the commitments made in the Minister's 2010 **Mandate Letter**, in the Ministry's annual report.

*The Honourable Ken Cheveldayoff*  
*Minister of First Nations and Métis Relations*

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## Response to Government Direction

Government's plan for the upcoming year is described in the *Government Direction for 2011-12: The Saskatchewan Advantage*. The 2011-12 Budget supports this plan by maintaining and improving our quality of life through enhanced public services and creating more opportunities for all Saskatchewan citizens. Responsible fiscal management means finding the right balance between debt reduction, tax relief, investing in short-term capital infrastructure projects, and matching program spending to long-term, sustainable revenues.

Meanwhile, Government continues to promote effectiveness and efficiency throughout the public service; is continuing with its four-year plan to reduce Government's footprint; and has adopted a "Lean" culture of continuous improvement in the delivery of programs and services.

Ministry Plans for 2011-12 support the fulfillment of Government's **vision for a secure and prosperous Saskatchewan, leading the country in economic and population growth, while providing opportunity for a high quality of life for all**. Government's goals and priorities for the upcoming year are described in the *Government Direction* document, as well as in each ministry plan.

The Plan for 2011-12 communicates a high-level framework for the Ministry's key activities in the upcoming year. All ministries and agencies will report on results achieved or not yet achieved, in their annual reports, to honour Government's commitment to keep its promises, and to ensure greater transparency and accountability to Saskatchewan people.

## Mission Statement

The Ministry strengthens relationships between First Nations and non-First Nations peoples in the spirit of the Treaties and ensures that First Nations and Métis peoples are consulted on provincial legislation and policies that may impact their legal rights and interests. The Ministry works with and beside First Nations, Métis and northern peoples, colleague ministries, the federal government, local governments, and business to ensure that Saskatchewan First Nations and Métis peoples and northerners have opportunities to participate in and benefit from economic and social development.

# Strategies and Actions

## Government Goal – Economic Growth

Sustain **Economic Growth** for the benefit of Saskatchewan people, ensuring the economy is ready for growth and positioning Saskatchewan to meet the challenges of economic and population growth and development.

### Strategy

### Key 2011-12 Actions

**Provide government oversight for effective consultation and accommodation policy and participation**

- Provide advice and guidance to ministries' implementation of the Government's Consultation Policy Framework (CPF) when consulting with First Nations and Métis peoples on government action/legislation/policy that has potential to impact their rights, interests, and jurisdiction.
- Effectively manage the First Nation and Métis Consultation Participation Fund to ensure duty to consult objectives and obligations are met and First Nation and Métis relationships are strengthened.
- Work with consulting ministries, agencies, and stakeholders in developing and implementing:
  - ~ new consultation and accommodation operational procedures;
  - ~ proponent guidelines; and,
  - ~ training.

**Advance economic development for First Nations, Métis, and northern people**

- Develop strategic policy, in partnership with Enterprise Saskatchewan to enhance the participation of First Nations and Métis people in provincial economic growth strategies.
- Assist northern businesses and non-profit organizations by providing Northern Development Fund (NDF) loans and grants plus business consulting and support services.
- Support northern Saskatchewan's (estimated 600+) commercial fishers' efforts to transition from a monopoly marketing agreement with Canada to an open, competitive market and support their exploration and implementation of alternative models that will broaden processing and marketing options for their catches.
- Strengthen Northerners' awareness and understanding of northern mining and energy projects by building the capacity of FNMR's Northern Mines and Benefits Unit.
- Continue to manage the Northern Saskatchewan Environmental Quality Committee to assist northern communities to monitor and provide input into uranium mining developments.
- Collaborate with colleague ministries and industry to improve the efficiency of the northern mineral development regulatory framework.
- In concert with other ministries engage with First Nations and Métis people to explore possible service delivery opportunities that help to create employment, expand capacity, and create economic opportunity.
- Facilitate power generation partnership opportunities for First Nations and Métis organizations.
- Continue to work with Crown Investment Corporation to ensure that the programming for the \$3 million economic development fund is used to its maximum benefit.

## Strategy

## Key 2011-12 Actions

### **Strengthen the investment framework for northern industry**

- Support Northern Enterprise Regions as a means to encourage economic development in Saskatchewan, through continued capacity building and fostering of collaborative relationships and partnering among northern stakeholders.
- Lead the organization and delivery of a Northern Economic Summit, including facilitation of northern leaders and organizations coming together to prioritize, participate in, and lead various northern economic development projects.
- Improve the delivery of the current Northern Saskatchewan Environmental Quality Committee to support parties' consultations and improved information sharing around northern mineral/energy exploration activities and developments.
- In partnership with other regulatory, developmental, and industrial partners, better coordinate and streamline decision-making frameworks affecting northern mineral development projects.
- Develop a new surface lease agreement template for legacy uranium mine sites in the North that are undergoing decommissioning and reclamation; and better coordinate information flows and decision-sequencing among Lands, Environmental Assessment, and Environmental Protection Branches of the Ministry of Environment with the Northern Affairs Division of FNMR to enable the more timely preparation of surface lease agreements for northern mining operations.

### **Foster economic and social development through the Gaming Agreements**

- Manage the Province's obligations under the First Nations Gaming Agreement with respect to the First Nations Trust and Community Development Corporations.
- Manage the Province's obligations under the *Saskatchewan Gaming Corporation Act* and the agreement between the Province and the Métis Nation Saskatchewan (MNS) with respect to the Métis Development Fund.
- Participate with the Saskatchewan Liquor and Gaming Authority and the Federation of Saskatchewan Indian Nations (FSIN) in a 2012 review of the Gaming Framework Agreement.

## Government Goal – Security

Secure Saskatchewan as a safe place to live and raise a family where people are confident in their future, ensuring the people of Saskatchewan benefit from the growing economy.

### Strategy

### Key 2011-12 Actions

**Improve the well-being of northern Saskatchewan residents**

- Lead development and implementation of a Northern Action Plan that has a primary objective of reducing suicide rates and drug use among northern youth.

**Work to improve the well-being of First Nations and Métis children**

- Conclude negotiations on behalf of the Government with Canada and the FSIN on joint implementation of Jordan's Principle.
- Oversee First Nations and Métis engagement with Government on integrated solutions across the four priority areas that comprise *Saskatchewan Children and Youth Agenda*:
  - ~ support the Ministry of Social Services in the development and implementation of a response to the Child Welfare Review recommendations;
  - ~ support the Ministry of Health in the development and implementation of an Autism Strategy and Fetal Alcohol Spectrum Disorder Strategy;
  - ~ support the Ministry of Corrections, Public Safety and Policing in the development and implementation of the Saskatchewan Police and Partners Strategy to build safer communities and reduce violent crime; and,
  - ~ support the Ministries of Advanced Education, Employment and Immigration and Education in the development and implementation of a provincial strategy for First Nations and Métis learners that focuses on attendance, literacy and student performance, bridges the gap in graduation and post-secondary levels, and expands workforce participation.

## Government Goal – Promises

Keep Government's **Promises** and fulfill the commitments of the election, operating with integrity and transparency, accountable to the people of Saskatchewan.

### Strategy

### Key 2011-12 Actions

#### **Fulfill the Province's land claim obligations with First Nations**

- Continue to support and work to fulfill government's obligations for settlement of Treaty Land Entitlement and Specific Claims.
- Continue to negotiate (TLE) claims with the Mistawasis First Nation, Big Island Cree First Nation, Ahtahkakoop First Nation, and Sakimay First Nation.
- Ongoing collaboration and policy development with other ministries to address First Nations lands issues such as requests for land exchanges, requests from out-of-province First Nations for reserve land in Saskatchewan or other land disputes as they arise.

#### **Develop new and strengthen existing partnerships with First Nations, Métis, and northern people, and the federal government to address social and economic issues and opportunities**

- Support and manage the Bilateral Protocol with the FSIN.
- Renew, support, and manage a Bilateral Protocol with the MNS.
- Lead interministry work on urban Aboriginal issues by working with federal and municipal officials on the delivery of the federal Urban Aboriginal Strategy in three urban centres – Regina, Saskatoon, and Prince Albert.
- Conclude a comprehensive review of the Government of Saskatchewan's self-government policy.
- Represent the Province's interests at the Office of the Treaty Commissioner's Treaty Table as an observer.
- Lead government engagement with First Nations, Métis, and industry on outstanding issues arising from the CPF, including economic benefit sharing, environmental stewardship, traditional use studies and mapping, appropriate consultation capacity, and dispute resolution.
- Lead the government's efforts to negotiate a Métis harvesting agreement with the MNS.
- Support the Ministry of Health in its negotiations with First Nations and Health Canada toward implementation of the Memorandum of Understanding on First Nations Health and Wellness.
- Support the Ministry of Justice and Attorney General in preventing violence against Aboriginal women and girls and in improving the services needed in situations of violence.

#### **Improve the effectiveness and efficiency of the Ministry's programs and services so as to ensure the best use of public funds**

- Implement a management practice of assessment and continuous improvement to ensure a robust, objective, and multi-year assessment function.
- Develop an interministry data base to facilitate effective and efficient consultations.
- Improve efficiencies within the Ministry through the use of Lean principles and methodologies.

# Performance Measures

## Measure

## Baseline / Trend Line Information

**Number of First Nations and Métis organizations supported through consultation participation grants**

Fiscal Year	Amount	# of Applications Supported
2010-11 <sup>1</sup>	\$2.1M	12
2009-10	\$375K	11
2008-09	\$1.98M	44
2007-08	\$1.1M	19

<sup>1</sup> Preliminary numbers for 2010-11  
Source: FNMR Consultation Branch

### Measure Description

The First Nations and Métis Consultation Participation Fund (Fund) provides assistance to First Nations and Métis to participate in consultations where government activities, decisions or actions may potentially impact Treaty or Aboriginal rights. The Fund has offset costs related to government consultations, such as communication, outreach, education, traditional land use, participation, information interpretation, and translation costs. Activities that generally trigger the duty to consult include:

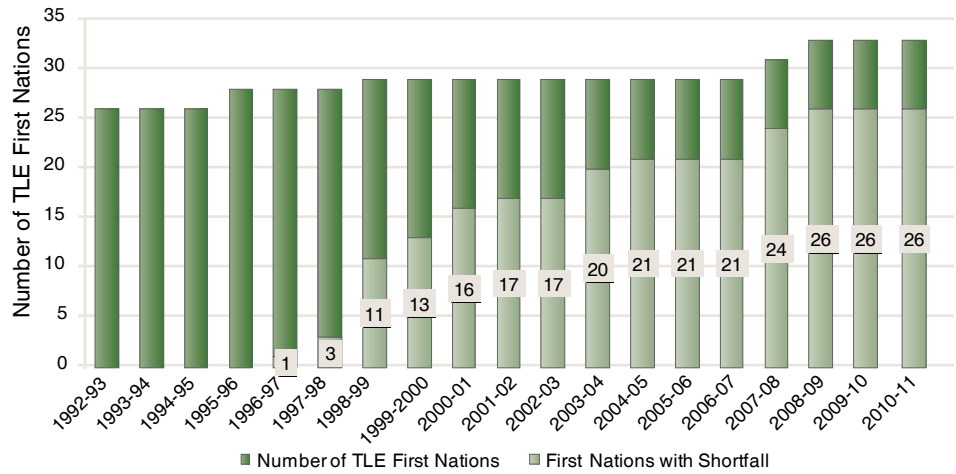
- new legislation, policy or plans that may limit or alter the use of Crown lands and renewable resources;
- decisions that limit or alter quality and quantity of fish and wildlife or access to these resources;
- decisions related to harvesting and processing of timber or extraction and production of minerals on Crown surface lands;
- actions that restrict the use of unoccupied Crown land, for example through lease, grant or sale; and,
- land use planning and approvals for environmental protection.

The Ministry has little influence over this measure as the level of economic activity in the province is a significant driver of demand for the Fund and the level of Fund expenditures. The pressures on and allocations from the Fund reflect trends in exploration and development and government regulatory change. Demand on the Fund increased in 2010-11 over the previous year due to increased exploration and development in the province which triggered increased consultation requirements. In addition, key government policy reviews such as Environment's Results-Based Regulatory review also placed demands on the Fund.

## Measure

**Treaty Land Entitlement (TLE) First Nations that have achieved their shortfall acres**

## Baseline / Trend Line Information



### Measure Description

To date, 33 TLE Settlement Agreements have been signed between Saskatchewan, Entitlement First Nations (EFNs) and Canada. The shortfall acres are the minimum amount each EFN must acquire and transfer to reserve status in order for the outstanding Treaty land obligation to be met.

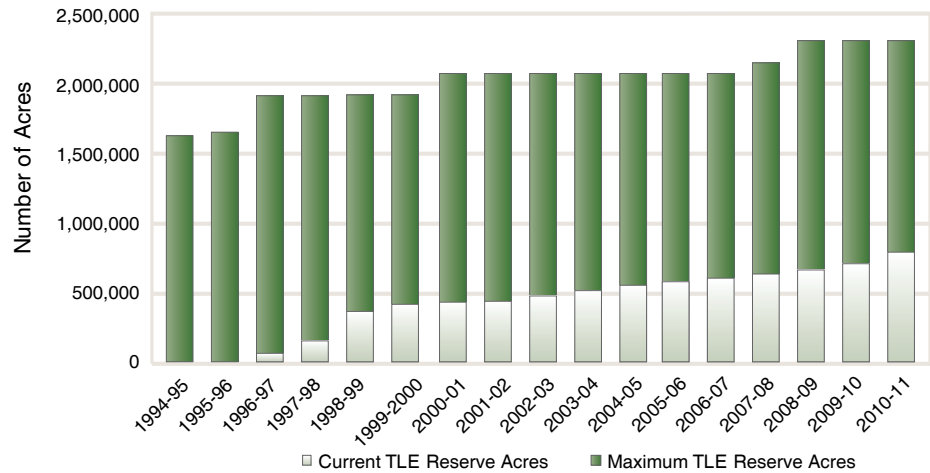
Of the current 33 EFNs, 26 have obtained their shortfall acres. The above chart represents the number of First Nations that have transferred their shortfall acres to reserve status since 1992. The EFNs that have achieved shortfall acres account for 445,630 acres or 81 per cent of total shortfall acres.

Progress related to this measure is a key indicator of the Ministry's success in ensuring that all provincial obligations related to TLE are fulfilled. The reserve creation process is complex and requires the cooperation of all three parties to the agreements.

## Measure

## Baseline / Trend Line Information

**Creation of TLE reserve acres in relation to the maximum number of acres First Nations are entitled to transfer under the TLE Settlement Agreements**



Source: Indian and Northern Affairs Canada

### Measure Description

This chart shows the amount of land acquired and transferred to reserve status (current TLE reserve acres) each year since the Saskatchewan TLE Framework Agreement was signed in 1992. Reserve creation under the TLE Settlement Agreements began in 1994, and to date 770,378 acres have transferred to reserve status.

While shortfall acres are the minimum amount that must be transferred to reserve status, the maximum acres that EFNs may transfer to reserve are known as equity acres in the TLE Agreements. The current 33 EFNs are able to transfer a maximum of 2.3 million acres to reserve status.

All three parties to the TLE Agreements have a role in addressing outstanding issues prior to the lands transferring to reserve status. FNMR serves as a single window into the provincial government, coordinates requests pursuant to the TLE Settlement Agreements, and is responsible to ensure that all provincial interests have been addressed prior to reserve creation. The TLE Settlement Agreements include timelines that must be adhered to.

This measure and the previous measure are key indicators of the Ministry's success in ensuring that all provincial obligations related to TLE are fulfilled.

## Measure

## Baseline / Trend Line Information

**FNMR's contribution to provincial policies and initiatives that have an impact on First Nations, Métis, and northern people.**

During 2011-12, FNMR will implement a mechanism to measure its leadership in policy and partnership development among ministries and agencies.

### Measure Description

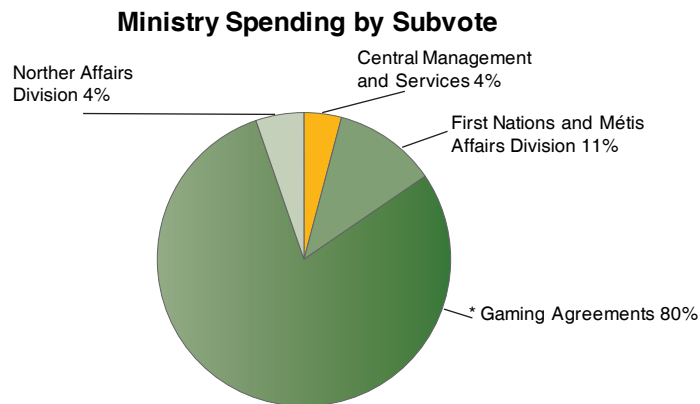
FNMR has a significant role and a wide-ranging function with its colleague ministries and agencies regarding the development of First Nations, Métis, and northern policy and partnership initiatives. The measure of success of these initiatives is often embedded in the reporting by other ministries and agencies. In 2011-12, the Ministry will undertake a survey among ministries and agencies to evaluate its level of leadership in policy and impact on partnership development.

# Financial Summary

## Highlights of Appropriation and Expense 2011-12

2011-12 Estimates	(in thousands of dollars)
Central Management and Services	3,394
First Nations and Métis Affairs Division	9,314
Gaming Agreements	65,172
Northern Affairs Division	4,368
<b>Ministry Appropriation</b>	<b>82,248</b>
Capital Asset Acquisitions	---
Capital Asset Amortization	7
<b>Ministry Expense</b>	<b>82,255</b>
<b>FTE Staff Complement</b>	<b>66.0</b>

For more information, see the Budget Estimates at: <http://www.finance.gov.sk.ca/budget2011-12/>



*\*This represents flow through funding to First Nations Trust, Community Development Corporations and Clarence Campeau Development Fund*

# HIGHLIGHTS

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In 2011-12 the Ministry of First Nations and Métis Relations (FNMR) plans to:

- Provide \$1.5 million over three years as part of a Northern Action Plan with an objective to reduce suicide rates and drug use among northern youth (\$490,000 in 2011-12);
- Allocate \$350,000 and 1.0 full-time equivalent (FTE) to support First Nations and Métis engagement in a political consultative process and discussion regarding the *Saskatchewan Children and Youth Agenda*;
- Participate in an Aboriginal Education and Employment task force;
- Work to develop a new interministry consultation database to increase the ability to share information and improve efficiencies;
- Completion of the reorganization of the First Nations and Métis Affairs Division and allocating resources to work on Strategic Initiatives i.e. the exploratory process and child welfare review working groups; and,
- Hold the 2012 Northern Development Ministers' Forum in northern Saskatchewan.

## For More Information

Please visit the Ministry's website at [www.fnmr.gov.sk.ca](http://www.fnmr.gov.sk.ca) for more information on the Ministry's programs and services or call (306) 787-6250