

**Horizontality: Tools for Integrative, Outcome Focused  
Community Development with First Nations Communities in  
British Columbia**

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## **EXECUTIVE SUMMARY**

### **Purpose**

Integrated services, that use a variety of disciplines, have contributed to improved outcomes for individuals who experience chronic challenges. First Nations people in BC have poorer health, social and economic outcomes than do non-First Nations people. Using horizontal tools and management as a means to integrate services for community development is expected to improve First Nations people's outcomes. The purpose of this report is to identify, apply, and present key horizontal tools available to the British Columbia (BC) government, and to propose a horizontal framework as well as a four year implementation strategy for the Community Development Branch (Branch), of the Ministry of Aboriginal Relations and Reconciliation (MARR). The implementation strategy will allow the Branch to provide integrated outcome focused services in support of BC First Nations community development.

This report aims to fulfill its purpose by answering the following research questions:

1. *What are the key horizontal tools for outcome focused projects and services discussed in the literature?*
2. *What is the availability of the key horizontal tools in BC?*
3. *How can these key tools be applied to integrate services in support of First Nations community development?*

### **Approach**

This report was carried out in three phases to answer each of the research questions. Phase one reviewed, discussed and summarized the literature, best practices, and government reports from Canada, Australia, the UK, and New Zealand to identify the key horizontal tools. Phase two reviewed, discussed, and summarized BC legislation, policies and practices contained in BC government documents in order to identify the availability of these key tools in BC. The final phase organized these tools in a horizontal framework and proposed a four year, three phase strategy that is expected to lead to integrated outcome focused services. The strategy identified the goals, activities, outputs, and outcomes of each phase.

### **Findings**

#### *Literature Review*

Five tools were consistently noted in the literature as key to achieving successful outcomes in horizontal projects and outcome focused services: structures, leadership, financial, governance and accountability, and information sharing and management. While no set formula of tools was recommended, the literature did suggest that all of the tools be used, and that they reflect the specific needs of the project.

#### *Horizontal Tools in BC*

The availability of the tools identified in the literature review was investigated for BC. The legislation, policies, and practices related to each tool were reviewed. The analysis revealed that all five tools are available in BC and would lend themselves to horizontal outcome focused projects.

### *Proposed Horizontal Framework*

The proposed horizontal framework and four year implementation strategy was developed to apply the available horizontal tools towards creating integrated outcome focused services. The four-year, three phase strategy can be used by managers to further the development of integrated outcome focused services for First Nations community development in BC. The first two phases take place over one year, and the final phase over two. The goals, activities, outputs, and outcomes of each phase are discussed in detail.

### **Recommendations**

In total four recommendations were provided at the end of this report for the client to consider for next steps. They are intended to apply the information in this report towards integrating services for the proposed approach to community development.

#### ***1. Implement the four-year three phase proposed horizontal framework and implementation strategy.***

The proposed framework and implementation strategy uses the key horizontal tools noted in the literature review to pursue outcome focused service integration in BC. It identifies the goals, activities, outputs, and outcomes of each phase. The client can use this framework and implementation strategy to provide integrated outcome focused services for First Nations community development in BC within four years.

#### ***2. Gain support and leadership from the Deputy Minister at MARR.***

The literature identified solid, committed, and secured leadership from executives as critical to the sustainability and success of outcome focused horizontal projects. The competencies expected of executives in BC lend themselves to working on outcome focused horizontal projects. The client can initiate the call for leadership through garnering support from MARRs DM. Strong leadership from within MARR will provide the client with the support to convey the importance of the proposed approach to other ministries.

#### ***3. Create a research team to develop a financial framework for pooling financial resources within BC.***

The literature noted that a financial framework that pooled resources, and applied them over a longer term, preferably three years, under the administration of one ministry was ideal for horizontal projects. The financial tools available under Section 4.3.18 of schedule F in the Core Policies and Procedures Manual in BC permits ministries to pool resources using inter-ministries transfers. The client, with the leadership and support of the DM, should pursue the establishment of a research team that would investigate a financial framework that applies the CPPM policy and BC's accountability framework towards this project.

#### ***4. Redefine the scope of the existing community of practice at MARR to reflect horizontal outcome focused First Nations community development, and expand its membership to include other ministries.***

The literature identified that building relationships and fostering trust were amongst the most important, difficult, and time consuming tasks related to horizontal projects. MARR currently has a community of practice, but it does not yet have a shared vision or direction. The existing community of practice should focus on horizontal outcome focused First

Nations community development. This Community of Practice would expose partners to one another ideas, expertise, and approach to working on First Nations issues so that secure trusting relationships can be developed. This will also allow partners to share ideas about the service issue, and build consensual awareness of the proposed approach.

## INTRODUCTION

It is generally accepted that integrating government services lead to better social and economic outcomes for people experiencing multiple and chronic challenges. Currently, Aboriginal people in BC experience poorer health, social, and economic outcomes than do non-Aboriginal residents. They have higher rates of diabetes and other chronic health concerns, lower levels of education, and lower rates of income. Integration of government services has demonstrated better health and social outcomes for individuals than has single service provision.

Presently multiple provincial ministries, Crown corporations and agencies are providing programs to Aboriginal people in BC. These programs are operating independently of one another, with many aiming to achieve similar objectives. Appendix 1 is a consolidated list of all programs that were being administered on behalf of the Provincial Crown as of April 2008 (the latest such consolidated data available). The Ministry is seeking to integrate these services and apply them to community development to improve the outcomes of First Nations people and communities in BC.

Horizontal management has been applied to successfully integrate services that achieve positive outcomes in Canada, the UK, Australia, and New Zealand. The client is seeking to use this practice to integrate services for First Nations community development and asked the author to answer the following research questions:

1. *What are the key horizontal tools for outcome focused projects and services discussed in the literature?*
2. *What is the availability of the key horizontal tools in BC?*
3. *How can these key tools be applied to integrate services in support of First Nations community development?*

This report will answer the research questions by one of the following three deliverables:

1. *Literature Review:* review, discuss and summarize the key horizontal tools that contribute to successful outcome focused cross ministry projects.
2. *Document Analysis:* review, discuss, and summarize the availability of outcome focused horizontal tools in BC using the relevant legislation, policies, and practices.
3. *Horizontal Framework:* develop a horizontal framework and a strategy for implementing BC's available horizontal tools over a four-year period, identifying goals, activities, outputs and outcomes of each phase.

These deliverables will allow managers to apply the key horizontal tools that are available to them towards the proposed community development strategy. This report can also be used to guide integrated outcome focused projects in the future.

In addition to this introduction, this report is organized in eight sections. Section two provides a brief historical overview of Aboriginal people in Canada, their relationship with the federal government, their current outcomes; the tripartite agreements intended to improve these outcomes; and current program administration in BC. This brief history is

followed by a description of the Ministry of Aboriginal Relations and Reconciliation, its organization and responsibilities. The next section sets out the approach used to conduct the literature review, the document analysis, and the creation of the horizontal framework. Section four presents the literature review. It reviews, discusses and summarizes horizontality and the key tools needed to practice it. Section five contains the document analysis. It reviews BC legislation, policies and practices to identify the availability of each tool. Next, section six proposes a horizontal framework and implementation strategy. The framework identifies BC's horizontal tools, and the strategy identifies how they can be implemented over four years. Managers can use the framework and strategy to apply BC's horizontal tools towards integrating services for outcome focused community development. Section seven will draw on the information discussed in this report to recommend four recommendations for next steps. The paper concludes by reviewing the objectives that were initially set for this report, and identifies how they have been met. It will also identify gaps in the knowledge that can acted upon in the future to provide a more informed understanding of horizontal management in BC.

## BACKGROUND

This section of the report discusses Aboriginal people, the Ministry of Aboriginal Relations and Reconciliation (MARR), and current program administration in BC. Specifically, it examines the historical traditional practices of Aboriginal people, their relationship with the federal government, current Aboriginal outcomes, the agreements that shape the current relationship between Aboriginal people, Canada, and the Province, the administration of current Provincial programs, and the purpose and organization of the ministry. For the purpose of this report the term First Nations will be used, unless its application alters the meaning of the group it is attempting to address.<sup>1</sup>

### **Aboriginal People**

BC First Nations culture, language, and societies are some of the most diverse and comprehensive in the world. Prior to European contact, it is estimated that approximately 200,000 to 300,000 Aboriginal people inhabited what now constitutes Canada (Saskatchewan, 2009). About 80,000 to 250,000 First Nations people inhabited what presently constitutes BC (Menzies, 2000). They lived as family clans in villages and had strong connections with nature. BC Aboriginal societies were also self sufficient and operated within their own economy and system of law and government (BCCTF, 1991). Trade, resources sharing, and occasional warfare provided a social interface through which nations interacted. Understanding themselves in relation to other beings was integral to their culture and was founded on respect for the land, environment, animals and other beings (Menzies, 2000). Their traditional way of being led them to enjoy a good quality of life (PHO, 2007).

### *First Nations, Métis and Inuit*

About 1.2 million people in Canada self-identified as Aboriginal in 2006. BC is home to 196,075 Aboriginal people. This is the second largest population of Aboriginal people in a province after Ontario. In BC, 134,180 people are self-identified First Nations, 59,445 Métis, 795 Inuit, and 1,655 are of multiple Aboriginal backgrounds. Similar to the national trend, First Nations represent the largest proportion of Aboriginal people in BC, followed by the Métis and Inuit (Statistics Canada, 2006).

### *Geography*

As of September 2006, there were 2,675 First Nations bands in Canada, of which 1,981 were in BC. The majority of Aboriginal people, (40,310 ), live in the Greater Vancouver area. However, when the proportion of Aboriginal to non-aboriginal people is considered as a percentage of the total population of a regional district, the Central Coast is home to

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<sup>1</sup> Indian and Northern Affairs Canada (INAC) (2009) defines an Aboriginal person in Canada as an individual who self identifies as First Nations, Métis or Inuit. First Nations People are Aboriginal people who are neither Métis nor Inuit.<sup>1</sup> Métis are Aboriginal people of mixed First Nations and European ancestry. They have a unique culture that comes from their mixed ancestral origins, such as Scottish, French, Cree, Ojibwa. The Inuit are Aboriginal people from Northern Canada who come from Nunavut, the Northwest Territories, Northern Quebec, and Northern Labrador. For the purpose of this paper, the term First Nations will be used, unless its application alters the meaning of the group that is being discussed. This term is being used because the proposed approach to community development speaks to First Nations people directly.

the largest number of Aboriginal people. About 52 percent of the total population in this region reported being of Aboriginal origin (British Columbia Statistics Agency, 2006).

### **Aboriginal People and the Federal Government**

The relationship between Aboriginal people and the federal government can be traced back to European contact. Section 91(24) of the *Constitution Act, 1982*, gives the federal government jurisdiction to legislate matters concerning ‘Indians and Lands Reserved for Indians’. The *Indian Act* was introduced in 1876 to govern the administration of most aspects of a First Nations persons’ life including health, marriage, death, education, and housing (Tennant, 1990).

The Department of Indian Affairs and Northern Development (DIAND) is responsible for administering the *Indian Act*. Indian and Northern Affairs Canada (INAC) is the federal agency that supports Aboriginal People and Northerners (those individuals living in the Yukon, Northwest Territories, and Nunavut). They aim to improve Aboriginal people’s social and economical well-being, develop healthy and sustainable communities and participate in Canada’s political, social, and economic development (INAC, 2010). The department is also responsible for negotiating and implementing treaties, and specific and comprehensive land claims. Appendix 2 provides a full discussion of the historical, legal, and political events that have shaped the current relationship.

### **Current Aboriginal Condition**

Aboriginal people experience multiple and chronic socio-economic challenges that contribute to poor outcomes. BC Aboriginal people experience poorer health, social, and economical outcomes relative to the general provincial population.

#### *Health*

In 2004, approximately, 6.5 percent of all Status Indian births were classified as having low birth weight. This contrasts with the 5.5 percent of non-Aboriginal births classified as the same for that year. BC Aboriginal people also experience greater rates of obesity, diabetes, HIV disease, cancer, suicide and other health issues than do non-Aboriginals in the Province (PHO, 2007).

#### *Education*

Aboriginal people, between the ages of 25 and 64, have lower rates of post secondary school education or higher drop-out rates than do non-Aboriginal people. Approximately 45 percent of BC Aboriginals, have completed post secondary education or higher, whereas 62.5 percent of the non-Aboriginal population of the same age range, have done the same (Statistics Canada, 2006).

#### *Income and Rates of Unemployment*

As of 2005, BC Aboriginals earned less than other BC residents. For Aboriginal people with less than high school education, the average annual take home salary was \$17,962. However, non-Aboriginals with the same level of education earned \$20,676. The unemployment rate for Aboriginal people over the age of fifteen is 15 percent, whereas for the non-aboriginal population it is 5.6 percent (BCSA, 2006).

## **Agreements**

In 2005, federal, provincial, and First Nations leaders met in Kelowna to discuss how the parties could work together to improve the health, education, housing and economic outcomes for BC Aboriginals. The meeting, referred to as the Kelowna Accord, inspired the 2006 Transformative Change Accord (TCA). The TCA was signed by all parties in 2006. It specifies the actions and priorities that will be taken to improve Aboriginal health and economic outcomes in BC.

## **The New Relationship**

In 2005, following a series of meetings between the Province and BC First Nations' organizations, a document, the New Relationship, was developed. This document outlines the vision, principles, goals, and strategies for establishing a New Relationship between the Province and First Nations that is based on respect, recognition and reconciliation of Aboriginal rights and title in BC. The five-page document outlines four specific goals which aim to improve the gap in education, family and children, health outcomes relative to the non-Aboriginal population using traditional approaches; optimize First Nations self determination through aboriginal title; adopt land and resource management practices that reflect First Nations laws, knowledge and values; and, revive, restore, and retain First Nations languages. It also highlights the values and principles guiding the process; the plan of action; and the development of a management committee and working group. Since the implementation of these agreements, many programs aimed to improve Aboriginal outcomes in BC have been created. A historical discussion of the relationship between the Province and Aboriginal people can be found in Appendix 3.

## **Program Administration in BC**

Following the introduction of the TCA and New Relationship, the Province has implemented a number of programs to improve the condition of Aboriginal people in BC. Ministries have been administering programs aimed to improve the health, education, housing and economic outcomes. However, they are currently operating independently of one another while attempting to achieve the same outcomes. The approach to community developed that has recently been proposed by the Branch, aims to consolidate and integrate services so that meaningful outcomes for communities can be achieved. It is strengths based and outcome focused, and recognizes that multifaceted public policy issues achieve better outcomes using a multidisciplinary approach.

The approach would be applied to on, and off, reserve First Nations community development. As per, Section 91(24) of the Constitution Act (Canada, 2009), on reserve First Nations have traditionally fallen under the jurisdiction of the federal government. The Provincial government has not previously provided services to this population, and the proposed initiative would be the first to do so. The strengths based model requires communities to establish the objectives that they would like to achieve, and identify their inherent strengths that will be used to do so. It also requires the Provincial government to provide integrative and streamlined services that respond to the identified strengths and goals.

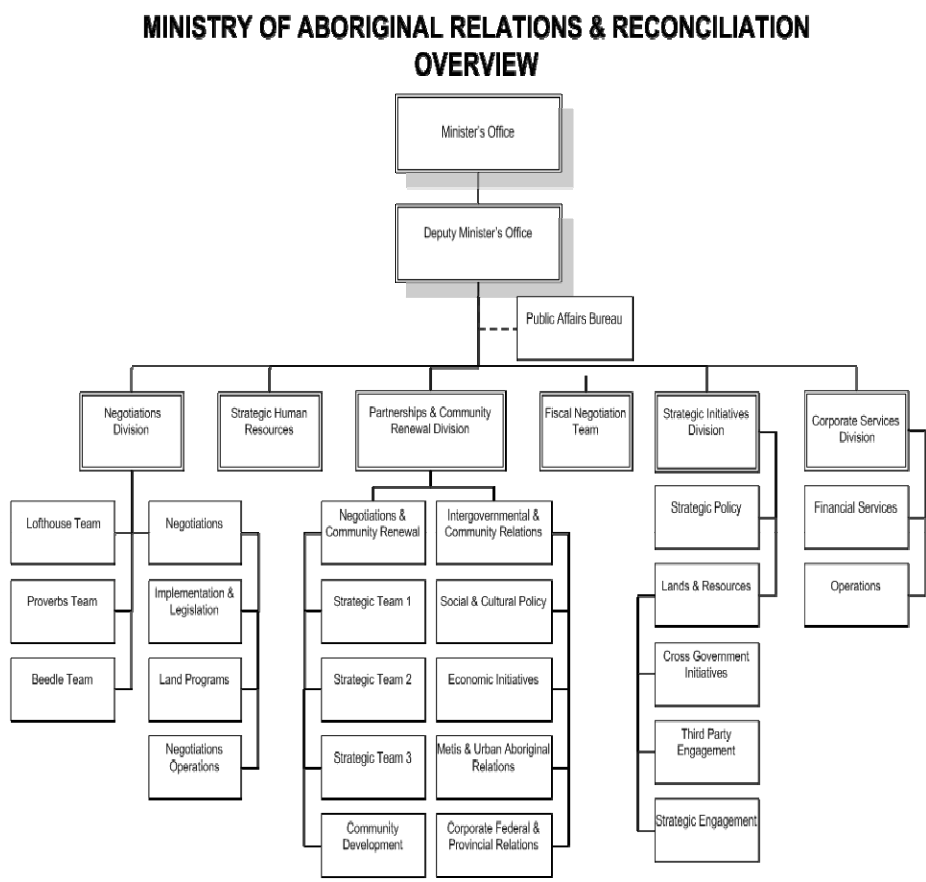
The project would address two of the three strategic objectives for the Ministry: improved social and economic outcomes for Aboriginal people and building strong and respectful

relationships between government and Aboriginal organizations. It would also speak to the commitments of closing the socio-economic gap noted in the Transformative Change Accord and building a relationship based on respect, recognition and reconciliation as per the New Relationship.

**The Ministry of Aboriginal Relations and Reconciliation (MARR)**

The Ministry of Aboriginal Relations and Reconciliation was created in 2005 to unite all Aboriginal matters under one Ministry. It is responsible for leading the New Relationship, in addition to providing advice throughout government and noting opportunities to work with Aboriginal people that contribute to eliminating obstacles and generating positive outcomes. The 2009/2010 Service Plan indicates that MARR is dedicated to three strategic priorities, reducing the socio-economic gap between Aboriginal people and non-Aboriginal people, developing a relationship with Aboriginal people based on respect, and taking part in treaty and other agreements to reconcile Aboriginal rights and title.

MARR’s organizational chart is presented below. It provides an overview of the Ministry’s structure. The Deputy Minister (DM) and the DM’s Office are responsible for providing leadership and direction for the Ministry. It is also the liaison for the Minister’s office, Cabinet Operations and other DMs and Cabinet Committees.



There are 181 employees working in three divisions to collaboratively fulfill the Ministry's strategic objectives. The Negotiations Division is responsible for negotiating treaties and other lasting agreements for the Province, the Strategic Initiatives Division manages non-treaty negotiations and strategic engagements related to the New Relationship, and the Partnerships and Community Renewal Division negotiates early stage treaties and leads social and economic initiatives aimed to close the socio-economic gaps for BC Aboriginals.

The Partnerships and Community Renewal Division consists of three branches. The Negotiations Branch works on treaties that are in the early stages, other agreements to resolve particular claims, and historic grievances against the federal government from First Nations which impact provincial interests. The Intergovernmental and Community Relations Branch is responsible for economic initiatives, social and cultural policy, Métis and urban Aboriginal relations, and intergovernmental relations. The branch also takes the lead with respect to provincial Aboriginal programs and services, and Aboriginal concerns about policy, program and service delivery. Lastly, the Community Development Branch leads community development principles that improve the government's effectiveness of working with Aboriginal and First Nations people. The Branch works closely with First Nations, using an asset and strengths based approach, to build capacity on the priorities that communities have identified. It is the Director of the Community Development branch who commissioned this report.

## **APPROACH**

This report was carried out in three steps to achieve the three deliverables asked for by the client and, at the request of the client, only secondary sources were used to produce each deliverable. The first step was to conduct a literature review to define what horizontality is, why and how it emerged, how it is conceptualized, the challenges are experienced, and to explore the key instruments of horizontal management. The second step was to conduct a document analysis that identified the available horizontal tools in BC. The key tools noted in the literature review informed the scope of the tools selected for this analysis. Finally, the third step was to develop a horizontal framework and a three-year implementation strategy for managers to use to pursue horizontal integration within Government. The strategy focuses on how and when the horizontal tools that are available in BC could be used.

### **Literature Review**

The literature review was informed primarily by work from Australia, the UK, and New Zealand because these Governments have similar systems of public administration as in Canada. They were also selected because they have already applied horizontal approaches and have done research on the process.

The review utilized academic articles, best practices guides from Canada, the UK, and Australia, books, and Government documents, including Auditor General Reports, process evaluations, and program reviews. Academic search databases, including Academic Search Complete (EBSCO), Humanities Index (Wilson), JSTOR, IBSS: International Bibliography of the Social Sciences, Social Sciences Index (Wilson), and Web of Science (ISI) were consulted to gain access to peer reviewed articles. Google searches were used to locate best practices guides and government reports. Books were selected based on the references made to them in the articles.

### **Document Analysis**

A document analysis was conducted to identify the availability of horizontal tools in BC. The scope of the tools under investigation was determined by what the literature review identified as the key tools of horizontality.

The documents selected for analysis included legislation, policies, and practices because they influence and shape the outcome of each tool. Each document was scanned to identify the exact sections that impacted the availability of each tool. This information was then organized in tables to illustrate the relationship between the specific sections of each documents and how the tools could be used.

### **Proposed Framework**

A four-year, three-phase strategy was created to identify how managers could implement BC's horizontal tools for the purpose of integrating services in support of Aboriginal community development. The first two phases each take place over one year and the third over two. The key players, goals, activities, outputs, and outcomes corresponding to each phase are also outlined. The first phase aims to establish leadership, organize, plan, and

research the strategy, the second to secure the available tools, and the third to implement the tools and evaluate the process and outcomes achieved.

## LITERATURE REVIEW

This section discusses what horizontality is and how it is defined across jurisdictions, why it has emerged, the catalysts contributing to its use, theoretical explanations, challenges, and the key horizontal instruments.

### Defining Horizontality

Westminster style governments, including the United Kingdom, Australia, New Zealand, and Canada use horizontal practices to better align their programs and policies when dealing with complex social issues (Perri 6, Leat, Seltzer & Stoker, 2002). Guy Peters (1998) explains that horizontal practices are an age old practice that has been used since the creation of separate departments and ministries. It is regarded as an efficient, effective, and economical approach to complex public policy issues (MAC, 2004). It allows governments to reduce contradictory programming and improve policy effectiveness, economize on resources through reducing contradictory and duplicate programs and services, develop greater synergies and awareness across departments and agencies to produce new and more effective techniques, and it provides greater integration of policies and programs that permit more seamless service delivery to clients (Peters, 1998; Pollitt, 2003).

In 2004, the Canadian Treasury Board Secretariat defined horizontality as “an initiative in which partners from two or more organizations have established a formal funding agreement (e.g. Memorandum to Cabinet, Treasury Board submission, federal-provincial agreement) to work toward the achievement of shared outcomes”. This definition is only focuses on the formal and monetary aspects of horizontal initiatives without acknowledging the non-financial dimensions (Auditor General, 2005). Given these concerns, the definition provided by Bakvis and Julliet (2004a) may be more appropriate. They define horizontality as:

the coordination and management of a set of activities between two or more organizational units, where the units in question do not have hierarchical control over each other and where the aim is to generate outcomes that cannot be achieved by units working in isolation. (p. 9)

This definition emphasizes coordination, thus acknowledging both formal and informal qualities of working horizontally, such as mandated authority and aligning ministerial practices (Bakvis & Julliet, 2004a). While horizontality is the term used in Canada to make meaning of the trend (Ling, 2002), different labels to the same phenomenon are applied in the United Kingdom, Australia, New Zealand. The UK call it ‘Joined up Government’ (JUG) (Ling, 2002; Pollitt, 2003), while both Australia and New Zealand refer to it as ‘Whole of Government’ (Elson, Struthers & Carlson, 2007; MAC, 2004).

JUG can be defined as, “... a phrase which denotes the aspiration to achieve horizontally and vertically co-coordinated thinking and action.” (Pollitt, 2003, p. 35). Whole of Government on the other hand is defined as “public service agencies working across portfolio boundaries to achieve shared goal and an integrated government response to particular issues,” (MAC, 2004, p.4). Whole of government involves both formal and

informal processes targeted towards establishing greater coherence in policies, programs, and services within and across governments (Ling, 2002).

For the purpose of this paper, the term horizontality will be used to ensure consistency of terms throughout this literature review, unless using it significantly alters the meaning and context other labels would provide.

### **Emergence of Horizontality**

Throughout the 1980s, governments in Canada (Bakvis & Julliet, 2004a), the UK (Perri 6 et al., 2002), Australia (MAC, 2004) and New Zealand (Christensen & Laegreid, 2007) revised their administrative processes, an approach now referred to as New Public Management (NPM) (Bakvis & Julliet, 2004a). Horizontality has gained in popularity following the introduction of NPM. The reform was introduced to address the previous weakness and limitations of coordinating within Government (Perri 6 et al., 2002), and it focused on providing citizen centered services, applying business management practices, and capitalizing on competition to drive policy and service development (Roy & Langford, 2008). However, while it attempted to provide coordinated citizen focused policies and services, NPM actually resulted in greater fragmentation (Ling, 2002).

In Canada, NPM created separate ministries, whereby each was tasked with a particular public policy issue (Bakvis & Julliet, 2004a). Similar approaches were also adopted in the UK, Australia, and New Zealand (Perri 6 et al., 2002; Christensen & Laegreid, 2007). While ministry proliferation attempted to tackle complex issues, it was unsuccessful in achieving meaningful outcomes for clients (Bakvis & Julliet, 2004a).

Complex public policy issues, such as urban policy, require expertise from multiple ministries and agencies if they are to be effectively addressed (MAC, 2004). The ministries of NPM lacked this diversity in perspective and expertise (Bakvis & Julliet, 2004a). Perri 6 et al. (2002) explain that NPM ministries failed for a number of reasons. There were poor lines of communication between ministries, and each was operating on different interests and goals. The objective, at the time, was to achieve vertical mandates, not horizontal ones. The full costs and responsibilities of a public policy issue were also transferred from one ministry to another. This resulted in conflicting and duplicate programs, sharply contrasting goals within government, poorly coordinated complementary programs and policies, deficiencies in service provisions or interventions, unawareness and confusion of available services, and inadequately developed policies and services. However, despite its limitations, NPM has emphasized the need for integrative citizen focused services and horizontal practices within government (Bakvis & Julliet, 2004a; Roy & Langford, 2008).

### **Drivers of Horizontality**

With or without formal procedures or training, managers are engaging in horizontal practices. This is a direct response to the pressures within and outside of government (CCMD, 2001; OPS, 2003). External drivers relate to those influences and activities occurring outside of governments' direct control. They include an increasing awareness of social problems as being multifaceted, better informed public, technology, and global pressure. Internal drivers relate to activities and sentiments within Government Ministries

and from public servants. They include reduced budgets, irritation over policy development, and a shift in the values of public servants.

### *External Drivers*

#### Multifaceted Issues

Public policy issues are often multifaceted. Specific groups, such as the elderly or women experience challenges that other groups may not (Peters, 1998). A unique approach that applies a variety of disciplines may better address their issues better, than any single approach alone. Similarly, complex social issues, such as illicit drug are also recognized as being multifaceted (Stewart, 2002). This problem may be better dealt with using an integrated approach involving a number of ministries such as health and policing. Lindquist (2000) explains that citizens bring ministries together that may not have otherwise met. Consequently, ministries are exposed to, and better understand, the multiple factors affecting their mutual clients. Horizontal management is seen by government managers as a means to coordinate with one another to better address their clients' needs.

#### Citizens

The role of better-informed citizens has also driven ministries to coordinate with one another. The public recognizes that major social issues are complex and require coordination within government if they are to be resolved (MAC, 2004). They are also more knowledgeable and aware of horizontal approaches in other jurisdictions, and demand that similar practices be applied at home (Peters, 1998; Lindquist, 2000). The public also expects and requests streamlined user-friendly services that horizontal practices provide (MAC, 2004; OPS, 2003). They also demand greater accountability for how public money is being spent. They call for the use of horizontal practices because they see this technique as being economical, efficient, and effective.

#### Technology

Technology has eased governments' ability to apply horizontal practices. As technology undergoes rapid transformation (Auditor General, 2005), public administrations are incorporating new information and communications strategies into their work (Lindquist, 2002). Technology coordinates processes and programs so that they are more effective and efficient (Cabinet Office, 2000; Lindquist, 2000; MAC, 2004; Perri 6 et al., 2002). Canada has used technology to coordinate government services with the development of e-Government. This tool allows ministries and agencies to integrate their policies and programs with one another and better meet citizen needs (CCMD, 2001).

#### Global Pressure

Global pressures, including economic competition, national security, and international reputation highlight the need for greater integration of Government practices and policies. Coordination amongst Ministries contributes to the development of streamlined integrated policies and services that can better contend on the international market (MAC, 2004). Concerns over national security, such as terrorism, bio security, crises, disasters, and threats have also motivated ministries to work horizontally (Christensen & Laegreid, 2007). This is because it provides a consistent, efficient, and effective response when there is little time to react. Horizontal coordination is further needed to ensure the messages governments express internationally, through policies or statements, are consistent (Peters, 1998). Doing

so saves politicians and governments embarrassment from contradictory statements among their international peers (Peters, 1998).

### *Internal Drivers*

#### Limited Resources

The resources available in Government have been decreasing and will continue to do so as the public demand greater accountability and lower taxes (Peters, 1998). Managers are becoming increasingly frustrated with the smaller budgets available to them (CCMD, 2001), and embrace horizontality as a way of economizing on the limited resources (Cabinet Office, 2000; Lindquist, 2000).

#### Public Servant Attitudes and Values

Ministries are constrained by their organizational boundaries, strict divisions of labour, and administrative specialization (Stewart, 2000). In Canada, managers have noted that working horizontally could achieve better client outcomes than could working vertically (CCMD, 2001). Ministers further embrace opportunities to coordinate and work horizontally as they see it as being efficient and economical (Peters, 1998).

Public servants have traditionally valued opportunities to work across ministerial boundaries. Support for horizontality amongst public servants can be found federally in Canada. The Public Service Commission included horizontal and teamwork competencies in the criteria for advancing into upper level management (Lindquist, 2002). Horizontal practices are also valued amongst younger generation public servants (CCMD, 2001). They expect governments to be part of and engaged in cross ministry networks that seek to remedy complex public policy issues using an integrated approach.

### **Conceptual Models of Horizontality**

While a number of models and frameworks discuss horizontality within the literature, there is no single model that captures all of the aspects of this approach (MAC, 2004). It is beyond the scope of this paper to discuss them all, and the three selected highlight various ways of understanding horizontality. The models were chosen for their relevance to the jurisdictions informing this review and references made to them in the literature. They are based on the experiences of working horizontally in the UK, Canada, and Australia.

Thomas Ling (2002) examines the UK experience of horizontality using a framework to examine the activities of working on Government wide approaches focused on achieving cross agency outcomes. His model has been mentioned in the literature from other jurisdictions (Elson et al., 2007; MAC, 2004). In this framework, the activities of working horizontally are categorized into four overarching dimensions, namely new types of organizations, ways to work across them, accountabilities and incentives, and ways of providing services. Ling broadly categorizes activities as inwards, outwards, downwards and upwards. The inward dimension relates to activity within the organization and may include culture and values, information, and training. The outwards dimension is associated with working across organizations and may include shared leadership, pooled budgets, merged structures, and joint teams. Activities associated with service delivery, such as joint consultation, shared client focus, and shared customer interface, represent the downward dimension. Finally, shared outcome targets, performance measures, and

regulation relate to accountabilities and incentives set by the top of government, denoting the upward dimension.

Lindquist (2001) applies a broader scope that focuses on Government systems rather than activities of horizontal work. He categorizes his model as being of two types of systems, Type I and II. Who holds responsibility for coordinating horizontal issues varies in each system. Two dimensions, locus of coordination and capacity for coordination, illustrate the differences in responsibility for each system. Locus of coordination is discussed as occurring in either central institutions or departments, and capacity of coordination is classified as either high or low. Type I systems, include Canada and the UK, and are those in which responsibility rests with central agencies, which are considered to have a high capacity for coordination. Type II systems, include Germany or Norway, and are those that distribute responsibility to departments and agencies, while central agencies are regarded to have a low capacity for coordination. Lindquist asserts that while central structures provide Type I systems with the capacity to carry out horizontal work needed for integration, they are limited if they micro-manage the departments and agencies tasked with conducting the work. On the other hand, Type II systems, in the absence of strong central agencies, may be considered as a better model, as they distribute the administrative responsibilities related to coordinating policies and providing integrated single window services amongst departments and agencies. Lindquist adds that Type II systems seek to improve coordination, but they are not impervious to the limitations Type I systems experience. Like Type I systems, Type IIs are also constrained by budgets, technological opportunities, citizen demand, interest groups, and other governments. A convergence in Type I and Type II systems is offered as an alternative where efficient use of public funds is valued and understood as paramount to any political, historical and administrative relationship.

Stewart (2002) discusses horizontality as being as part of four types of coordination: traditional strategic, ideas, and network. She argues of the four, network coordination is the best suited to address contemporary public policy issues. She explains traditional coordination lacks the responsiveness required to deal with certain public issues. It adheres to the principles of ministerial accountability and has limited connection with the public. Coordinating bodies in this category may include interdepartmental committees who have been mandated by Cabinet to resolve policy issues. They are removed from citizens and service delivery providers who have contact with clients.

Strategic coordination involves the use of task forces to coordinate strategies across ministries. It has been effective in creating change and demonstrating improved performance in Australia and the UK. However, Stewart argues this type of coordination relies heavily upon the personality and priorities of the prime minister. As such, achieving these priorities may lead ministries to neglect their alliances with one another. She adds for strategic coordination to work, the will to follow through on implementation also needs to be sustained by the centre, which rarely occurs.

Coordination by ideas brings ministries with similar streams of thinking together. This approach is powerful because it reinforces particular ideas while eliminating diversity in thought. However, coordinating this way may not address the entire complexity of certain issues. Stewart notes a new bottom up approach to coordination is required to address the

scope of complex issues. As such, she proposes the use of informal networks as the new alternative because network coordination involves information sharing and loose relationships between people and ministries. Service ministries have contact with stakeholders and the public, while public servants have formal and informal contact with one another. Sharing information produces a more responsive approach to public issues. However, Stewart cautions that this approach is still in need of refinement as it is in formative years of development.

### **Challenges of Working Horizontally**

Horizontal projects are not easily implemented or a universal solution for all complex issues (Cabinet Office, 2000; CCMD, 2001; Lindquist, 2002; MAC, 2004; Peters, 1998). In their 2000 report *Wiring Up* the UK Cabinet Office identified the costs of horizontality as:

Less clear lines of accountability for policy and service delivery; Greater difficulty in measuring effectiveness and impact because of the need to develop and maintain more sophisticated performance measurement systems; Direct and indirect cost of management and support time spent establishing and sustaining horizontal working arrangements; Organizational and transitional costs of introducing horizontal approaches and structures. (p. 16)

While horizontality does have its benefits, it is limited by systemic, cultural, and capacity challenges. Systemic challenges include the processes and structures within government, such as governance, accountability, budgeting practices, or existing legislation and policies (OPS, 2003). Cultural challenges speak to the mentality of Ministries and the employees working for them. It reflects the lack of trust, risk aversion, reluctance to participate, and silo mentality within an organization. Capacity challenges relate to an inadequacy in resources such as infrastructure, human resources, and horizontal skills and training.

#### *Systemic Challenges*

Governance and accountability are the greatest challenges experienced with horizontal initiatives (CCMD, 2002; Cabinet Office, 2000; Fitzpatrick, 2000; Bourgault & Lapierre, 2000). Governance is “the processes and structures through which power and authority are exercised,” (Fitzpatrick, 2000, p.6). It addresses who is involved and how (CCMD, 2002). As the Ontario Public Service (OPS) (2003) explain, governance structures that are based on ministerial accountability are problematic for horizontal projects. They only make use of the resources within a given ministry. Developing agreed upon governance structures is tricky because the agreements must also satisfy each ministries mandate. The OPS add that developing a consensual approach that meets the project and ministerial objectives is time consuming, difficult, and costly.

Horizontal projects have multiple partners, resulting in greater numbers of accountabilities that become difficult to balance (CCMD, 2001). Accountability is “the obligation to demonstrate and take responsibility for performance in light of agreed expectations, and answers the question: Who is responsible to whom and for what?” (CCMD, 2001; Fitzpatrick, 2000). Vertical accountability refers to the tradition of ministerial accountability in Canada where managers are accountable to their minister for the work

done within their organization, and ministers in turn are accountable to Parliament for their personal and organizations' actions (CCMD, 2002). It is perceived by public servants to be one of the greatest barriers to horizontality (Bakvis & Julliet, 2004a). When employees experience tension between the two, vertical priorities often override horizontal goals (Bourgault & Lapierre, 2000). Clear lines of accountability and governance need to be agreed upon and documented prior to the start of any horizontal initiative if the project is to be successful (CCMD, 2001).

Financial resources further complicate accountabilities, cooperation, and project sustainability. Budgeting practices traditionally allocate funds separately to ministries who must then account for how those resources were spent (Bardach, 1998). Silo-funding processes counteract the success of cross-ministerial initiatives as finances may not be released in turf battles (Bakvis & Julliet, 2004a; Bardach, 1998). Similar behaviour has been identified when governments experience fiscal stress (Peters, 1998). Individual ministries tend to conserve and protect their financial resources for ministry related goals, rather than cross-ministerial ones. The Canadian Centre for Management Development (CCMD) (2002) adds funding for horizontal projects is challenged by separate and inconsistent policies amongst ministries about how resources will be provided. As a result, horizontal projects may not have guaranteed funding for the duration of the project, and partners may become discouraged to take part. Dedicated, multi-year funding directly allocated to projects provides greater certainty and their outcomes (OPS, 2003).

Legislation and policies already in effect further complicate horizontal projects. They may work against, rather than for, achieving horizontal outcomes. When ministries are to coordinate their work and share information, legislation, such as Freedom of Information Acts, may limit their ability to do so (Cabinet Office, 2000; Stewart, 2002; MAC, 2004; OPS, 2003). In Canada, the *Privacy Act* was created to set limits on how federal government agencies and departments can collect, use and disclose personal information (Office of the Privacy Commissioner of Canada, 2008). Similarly, the *Privacy Act 1988* in Australia was established to protect personal information of individuals, including that which is shared across agencies (MAC, 2004). Amending legislation, developing shared protocols and standards for sharing information and knowledge, or developing firm frameworks to govern how information is shared overcomes these technical challenges (MAC, 2004; OPS, 2003).

### *Cultural Challenges*

Trust amongst partners in horizontal projects is imperative to success and difficult to achieve (CCMD, 2001). When the individuals involved do not trust one another, they may be reluctant to share information (Bardach, 1998) and financial resources (Peters, 1998). Like good governance structures, trust is difficult to establish because of the time needed to do so (Perri 6, et al., 2002). Developing a culture that embraces horizontal goals and processes can improve trust amongst partners (MAC, 2004). This can be done through adopting horizontal values into corporate ones and into personal performance reviews (Bourgault, 2007). It can also be accomplished by having individuals interact with one another early in the process and continue developing the relationship throughout the project through staying in contact (Bardach, 1998).

DMs are also reluctant to engage in horizontal projects because of the additional time it requires, the loyalty they have for ministerial goals, and the risk of assuming ultimate accountability for the project (Bakvis & Julliet, 2004; Bourgault, 2003; CCMD, 2001). Incorporating the quality of horizontal contribution into DMs performance evaluations can improve outcomes of projects and overall dedication (Peach, 2004). However, when there is a lack of trust between partners, and funding is distributed to ministries rather than to projects, protectionism and turf battles may occur (Bardach, 1998; CCMD, 2002; Peters, 1998). Assigning a lead ministry to the project (MAC, 2004), or creating a new agency to manage and oversee it, are ways through which departmentalistic thinking can be overcome (Peters, 1998).

### *Capacity Challenges*

The space and equipment needed to work horizontally is not always available or sufficient (CCMD, 2002). Incompatible systems, such as information technology (IT) applications, often reduce overall capacity to share data, information, and other activities needed to complete the project (MAC, 2004). Projects may further lack the physical space for team members to come together because the cost of acquiring additional space may not be perceived as worthwhile (Bardach, 1998). Inadequate staff, either in quantity or availability, poses an additional challenge. Managers may have to reallocate staff throughout the organization or hire new staff when a member of their team leaves to work on a horizontal project (CCMD, 2002). This often raises the concern about who will select, train, and pay for incumbent staff. Because horizontal projects attempt to produce outcomes that may not be achieved in short term, employees may become discouraged by the lack of perceived progress (Cabinet, 2000). For this reason, horizontal projects are sometimes not seen as worthwhile. Delays, employee turnover, and added costs may postpone these outcomes even more, and staff may not receive recognition and rewards for their efforts until much later (Bakvis & Julliet, 2004a; CCMD, 2001; OPS, 2003).

The training needed to work horizontally is frequently absent, and the people taking part may also lack the skills and values needed to advance coordinated goals (Bardach, 1998; Lindquist, 2002). In Canada, central agencies, such as the Treasury Board Secretariat, have been criticized by the Auditor General (2005), and public servants (Bakvis & Julliet, 2004a) as lacking the reputation, personnel, and training to support or guide horizontal projects. Moreover, negotiation and conversational skills for attaining agreement around issues about the project is underdeveloped amongst public servants in general. Collaboration, trust and mobilizing teams are other skills that should be nurtured and cultivated (Cabinet Office, 2000; CCMD, 2002; Ling 2002; Bourgault & Lapierre, 2000). Lindquist, (2002) adds that as demands within the public sector for greater efficiency and coherence in policy and programming grow, the need for horizontal initiatives will also increase. He suggests that horizontal management training programs, investment capital and mentorship be incorporated into existing government practices so that the skills needed for these initiatives can be advanced and more widely recognized.

### **Instruments of Horizontality**

The instruments that support working horizontally include structures, leadership, funding, governance and accountability mechanisms, and information sharing and management. Successful horizontal projects apply all of the instruments in ways that meet the projects,

partners and clients needs (Bakvis & Julliet, 204b; CCMD, 2001; Peach, 2004). For example, in Canada, interdepartmental transfers may be financial tools used between federal Ministries to finance horizontal projects (CCMD, 2002), whereas in Nova Scotia, provincial funding may be appropriated directly to projects (Peach, 2004). Tools may not necessarily need to be sought or created, as many of them, including information technology (IT), funding and leadership already exist from the transition into NPM (Elson et al., 2007).

*Structures: Mobilizing teams, developing trust, building relationships*

Structures bring Ministries together with the intent of achieving shared goals, while also providing an arena through which individuals can build trusting relationships. The CCMD (2001) explain that the form horizontal initiatives take provides them with a degree of permanence. Structures can be either formal or informal, depending on the goals, tasks and timing of the project. Similarly, Bakvis and Julliet (2004b) note structures vary with the scope, complexity and priority of the issue. Formal structures, such as new agencies, are more clearly defined than informal ones but also require more resources (CCMD, 2001). Informal structures, such as ad hoc committees, are more loosely defined, providing them with greater flexibility, at the cost of fewer dedicated resources, including staff (CCMD, 2001; OPS, 2003; Peters, 1998).

Structures provide individuals with an interface through which they can interact to build trusting relationships (CCMD, 2001; OPS, 2003). Both Bardach (1998) and the Ontario Public Service (2003) emphasize that trusting relationships are critical to the success of horizontal projects, and should be developed prior to the start of any project. Specifically, Bardach (1998) explains that early interaction allows members to have shared experiences which may then lead to 'reciprocity-based commitment' (p. 265). Perri 6 et al. (2002) further stress the importance of trust amongst members of a horizontal project, explaining that it can be earned through general organizational reputation, previous experiences with an organization or person, creation of a shared identity, along with institutional measures, such as warranties, contracts or guarantee.

In Australia, the Goodna Service Integration Project (SIP) was created in 2000 to improve the overall well being of the Goodna community. This project focused on integrating and better aligning the services and funding provided by the Government with the needs identified by the community (MAC, 2004). In reviewing the process of SIP, MAC (2004) found that members of the team did not feel they knew how to go about working collaboratively when they first started. However, through open communication, and meeting as a group, they were able to develop a trusting and effective relationship. As a result, the SIP was implemented and the outcomes to date have been positive. Through the teaching and learning strategy identified by the Goodna Service Integration Project Team, the Graduate Certificate in Social Science (Interprofessional Leadership) was created. Expanding educational opportunities was intended to improve how managers, at various levels of government, worked with one another (University of Queensland, 2002). The effects of this project have been noted to have helped officials improve the way they work. Specifically, the Superintendent of Police noted that participating in the program changed the way policing in the Ipswich Police District was done. He attributed greater

collaboration amongst agencies and Ministries as positively impacting crime rates. In reviewing the previous two fiscal years, the Superintendent noted a 15.1% reduction in break and enters offenses, and a 15.3 % decrease in car theft (University of Queensland, 2002).

#### *Leadership: Guiding and Supporting Horizontal Projects*

Strong committed leadership from those heading central agencies, ministers, and senior public servants is noted as contributing to the success of horizontal projects. In Canada, the UK, and Australia, those heading central agencies are tasked with managing, supporting, and guiding cross-ministerial objectives. In Canada, much of the responsibility for managing horizontal initiatives has been delegated to the Treasury Board Secretariat (Lindquist, 2002). In the UK, the Cabinet Office is responsible for promoting coherence in policy development and delivery in cross-ministerial matters (Cabinet Office, 2009). Leadership at higher level comes from ministers and senior level public servants, such as DMs, who endorse, support, and become actively involved in the project (Bourgault, 2007; Peach, 2004).

Leadership, dedication, and commitment from senior officials legitimizes and further supports horizontal initiatives. Bakvis & Julliet (2004a) explain that support specifically from DMs can significantly impact the success of horizontal projects. Responses to the 2008 UK Cabinet Office questionnaire echo this assertion. Public servants engaged in horizontal work identified collaborative working amongst senior level officials as the most important factor for the success of horizontal projects (Cabinet Office, 2008).

Leadership from central agencies and DMs was noted by Peach (2004) as integral to the success of Nova Scotia's horizontal initiative, *Opportunities for Prosperity: A New Economic Growth Strategy for Nova Scotians*. The Treasury and Policy Board branch of the Nova Scotia Executive Council provided initial review, advice on improvement and management support, while DMs provided leadership, support, and commitment. Leadership from the latter was sustained for the duration of the project by incorporating the level of horizontal participation into executives' personal performance evaluations (Bakvis & Julliet, 2004a; Peach, 2004).

The aim of *Opportunities for Prosperity* was to help communities in the Province take ownership over economic development and be part of the policy and program decisions made in doing so (Peach, 2004). As such, several measures were established as indicators of economic development. These included balanced budget by 2002-03, an increase in employment by 20 000 by 2005, an above national average investment per person by 2005, expansion in exports of \$2 billion between 1999 and 2005, an above national average exports per person by 2010, and steady net in-migration up until 2010 (Nova Scotia, 2006a). While subsequent progress reports have noted different goals and indicators, or reported on outputs rather than outcomes without providing an explanation of why (Nova Scotia, 2006b; 2006c), progress is still being made. The Province reported a balanced budget from 2002-03 to 2005-06 (Nova Scotia, 2009b). International export of goods and services also expanded. By 2005 they valued \$7.2 billion, whereas in 2000 they were \$6.328 billion (Nova Scotia, 2005). Net immigration also increased, with 400 new applications accepted in 2005, where only 25 had been accepted the year before (Nova

Scotia, 2006c). Additionally, Regional Development Authorities were created to support economic development at the local level and community resources and businesses have grown (Nova Scotia, 2009a). The government has used this project as a way to provide integrated services that support the goals and needs of communities (Nova Scotia 2006b; Nova Scotia, 2009b).

*Funding Tools: Long term, dedicated, flexible, and autonomously managed*

Long term, pooled, flexible and committed funding arrangements, dispensed under the authority of a single ministry contributes to horizontal success. Horizontal goals are complicated by long-term objectives that require flexible long term financing arrangements (OPS, 2003). Traditional financial practices do not accommodate these needs (Peters, 1998). In the UK, the Cabinet Office (2000) recommends that funds be pooled and spent towards achieving the outcomes and outputs of the project. They add that investing in long term outcomes, by adjusting federal budget frameworks so that ministries receive financial resources based on three year projections, rather than the tradition annual renewal, is best. The flexibility of these frameworks permits residual money to be carried over to subsequent years.

Peach (2004) found that when financial resources were appropriated directly to the horizontal project, using pooled budgets administered by an interdepartmental committee or central agency, ministries exhibited higher levels of commitment to the project. These findings are consistent with the assertion that partners are more willing to engage in horizontal projects when they are not directly contributing funds to them (CCMD, 2001). Similarly, in his 2005 report, the Canadian Auditor General recommended that the Treasury Board streamline funding arrangements to pool resources for horizontal initiatives.

Individual ministries may be given the discretion to authorize spending towards a horizontal project. This may occur by ministries separately contributing through their operating budget towards the project, assuming that their budgets were approved with resources attributed to the project (Peters, 1998). Conversely, collating and transferring funds so that a lead ministry, on behalf of all of those involved, assumes the role of spending authority is a better alternative (MAC, 2004). The Estimates process in Canada permits funding ministries to relinquish financial resources, accountability, and authority to the spending department as a transfer (CCMD, 2002).

Flexible long-term financing arrangements have been administered for integrated outcome focused initiatives in New Zealand. From 1996 to 1999, Strengthening Families was a pilot horizontal project that aimed to collectively improve the education, housing, health and social outcomes for families. The program offered families with multiple issues integrated, streamlined services tailored to their needs and circumstances (New Zealand, 2009). The Family Start program is part of Strengthening Families and has had success in achieving outcomes (New Zealand, 2009). For example, in 2002, 22 per cent of the children in Family Start enrolled in early childhood education. By 2003, this value doubled to 44%. Additionally, 43 per cent of caregivers who had joined Family Start took part in an educational or training program, improving their vocational and parenting goals (New Zealand, 2005b). Funding and administrative responsibilities for the Strengthening Families was initially delegated to the Department of Social Welfare in 1999, but as of July 2004,

has shifted to the *Family and Community Services* unit within the Ministry of Social Development (New Zealand, 2005b). The program continues to operate and receives continued locked in funding from Cabinet (New Zealand, 2005a).

#### *Governance and Accountability Tools*

Clear lines of accountability and well-defined governance structures are critical to the success of horizontal projects. Governance agreements represent formal commitment of members to the project and may involve Memorandums of Understanding (MOU), protocols, or mandate letters (CCMD, 2001). These documents should clearly detail and define the agreed upon roles and responsibilities of members, ensuring partners understand how each party will contribute to the specified outcomes of the project (Fitzpatrick, 2000). The governance structure in the Vancouver Agreement clearly outlined roles and relationships and permitted flexibility in how objectives were achieved (Auditor General, 2005). While this initiative has not been free of procedural problems (Auditor General, 2005; Bakvis & Julliet, 2004b), it has made some progress in achieving outcomes. Health related programs and projects included in this initiative, have been considered to lower death rates associated with alcohol and drug overdoses, HIV/AIDS and suicide rates, improve access to primary health care, and provide better integration of addiction services through Access 1, a telephone referral service for adult addiction treatment since its implementation in 2000 (Vancouver Agreement, 2009).

Carefully planned and negotiated results based management frameworks are best for horizontal projects. They are intended to reconcile the tensions between vertical, horizontal and citizen accountabilities, that is those their home organization, the horizontal project and members, and to the general public (MAC, 2004; CCMD, 2002). These frameworks are designed to ensure that lines of accountability are balanced, and that the goals, roles, responsibilities, and risks involved are clearly thought out and identified (Cabinet Office, 2000; Fitzpatrick, 2000; OPS, 2003). The Treasury Board recommends and approves management frameworks for horizontal projects in Canada, and requires that they clearly identify objectives, key results, and strategic priorities, roles and responsibilities of those involved, balanced performance expectations, performance measurement strategy, short, medium and long term indicators, dispute resolution and appeals/complaints practices, provisions for balanced open transparent, credible and timely public reporting, and sharing lessons learned (CCMD, 2002; Fitzpatrick, 2000). The frameworks also require projects to be monitored, measured, evaluated, reported, and adjusted based on the evaluation findings (Cabinet Office, 2000; Ling, 2002; MAC, 2004). However, Bakvis & Julliet (2004a) caution that even when results based accountability frameworks are used, their effectiveness depends on DMs loyalty for both negotiated shared accountabilities and vertical ones.

In Canada, the Community Action Plan for Children (CAPC) is an initiative administered by the Public Health Agency of Canada (PHAC). CAPC has many objectives, including improving the health and social outcomes of children and families. It uses a Results-Based Management and Accountability Framework (RMAF) that balances vertical and horizontal lines of accountability, and identifies the roles, goals, and objectives sought. It received approval from the Treasury Board Secretariat. CAPC is co-managed by federal and provincial/territorial governments through Joint Management Committees (JMC) (PHAC,

2009). The project is governed by administrative protocols, which are signed at the ministerial level. Protocols lay out the funding priorities and terms and conditions for managing projects. In the 2007-08 PHAC Performance Report, CAPC was noted to have contributed to improvements in social, cognitive, sensory, play skills and reductions in aggressive behaviour, improved problem solving, improved expression of emotion in children taking part in the program (TBS, 2009). The regional evaluations cited in the Report also discussed improvements in parenting skills, confidence and satisfaction in parenting, self-esteem, and increased awareness of supportive community resources among others.

### *Information Sharing and Management*

The UK Cabinet Office (2000) recommends that ministries share information and databases, and use consistent practices for collecting data. Perri 6 et al. (2002) note that collated databases and information sharing allow partners to develop a consensual understanding of the issue being examined. Both Australia (MAC, 2004) and the UK (Cabinet Office, 2000) encourage ministries to use common databases for horizontal projects. Additionally, to address privacy concerns, they also recommend that shared information sharing protocols, standards, and frameworks be used (MAC, 2004; OPS, 2003; UK Cabinet Office, 2000). Sharing information requires that data be managed in a consistent way, and that compatible IT systems and software be used (Bardach, 1998; MAC, 2004; Stewart, 2002). However, the cost associated implementing compatible IT systems may not be worthwhile if the cost associated with doing so is greater than the benefit that can be derived from it (Pollitt, 2003).

The Australian Government Natural Resource Management Team, comprised of members from the Department of the Environment and Heritage (DEH) and the Department of Agriculture, Fisheries and Forestry (DAFF), was established to jointly deliver the Natural Heritage Trust (NHT) and the National Action Plan for Salinity and Water Quality (BAP) (Australia, 2005). At the start of the projects, the two departments did not have a common knowledge management system to share information. The team found that this negatively impact their ability to provide the programs (MAC, 2004). To overcome this challenge, they developed a common information sharing system which better enabled them to share information and administer the programs. The program was successful in achieving its outcomes, including improvements to agricultural land that allows perennial pastures, application of lime in managing acid soils, implementation of sustainable irrigation systems on over 19, 000 hectares of land, in addition to over a million hectares of protected land for native species (Australia, 2005).

### **Summary**

This review shows that five tools were consistently noted as key to successful outcome focused horizontal projects and services. They are structures, leadership, financial, governance and accountability, and information sharing and management.

### *Structures*

Structures provide horizontal projects with a clear form through which interactions between members can occur. The type of structure used should match the scope, duration, and membership of the project and the issues being addressed. For example, interdepartmental

partnerships are structures that are adopted for projects that are expected to last a few years, and members come from across government. These structures are used when the outcomes sought are clear and known. Frontier agencies, on the other hand, are used for complex long term issues, and act to provide expertise, advice and program administration. They are an innovative approach that responds to the needs of many stakeholders and examine policy issues in more depth than any other structure. Appendix 4 summarizes the type of structure that should be used relative to the scope and duration of the project.

### *Leadership*

Committed leadership and support from executives, particularly Deputy Ministers and Assistant Deputy Ministers, is directly related to the success of horizontal projects. Leadership is effective when the accountabilities for achieving outcomes are shared between executives and their horizontal involvement is evaluated through personal performance evaluations. Furthermore, horizontal projects are successful when accountabilities are shared. Leadership and commitment can also be achieved by incorporating horizontal outcomes into performance evaluations for all of the Ministries involved.

### *Financial*

Projects, including horizontal ones, receive funding based on the financial resources individual Ministries receive. Financial instruments need to be sensitive to outcome focused horizontal projects. This requires that they permit dedicated, pooled, long term, flexible arrangements that are managed by one Ministry or entity. Resources can be pooled using inter-Ministry transfers, as is done for example, at the Federal level in Canada.

### *Governance and Accountability*

Shared accountability and clear governance structures for horizontal projects are more likely to achieve desired outcomes. Horizontal projects often experience challenges when partners do not have clear roles and responsibilities. Formal governance agreements, such as Memoranda of Understanding, can overcome this challenge by articulating the agreed upon roles and responsibilities of each party. Cross ministry coordination may also produce tension between vertical and horizontal accountabilities. To effectively balance the tension between these accountabilities, results based management frameworks are used. These documents require partners to identify, negotiate, and agree upon the objectives, key results, strategic priorities, roles and responsibilities, performance expectations, performance measurement strategy, short, medium and long term indicators, dispute resolution and appeals/complaints practices, provisions for balanced open transparent, credible and timely public reporting, and sharing lessons learned for the project.

### *Information Sharing and Management*

Horizontal projects require Ministries to share information with one another. Information sharing and management agreements should be developed to identify how information will be collected, managed, and shared. Additionally, Information Technology (IT) systems should be compatible throughout government to ensure that information is accessible to all parties and a consensual understanding of the issue can be developed.

## DOCUMENT ANALYSIS

In reviewing the literature, five tools were consistently noted as being key to the success of outcome focused horizontal projects. They are summarized below in Table 1. This section of the report reviews BC legislation, policies and practices to identify the availability of each tool in BC.

**Table 1**  
*Tools of Working Horizontally*

<b>Horizontal Tools</b>	
<b>Structures</b>	<ul style="list-style-type: none"> <li>• Match the scope, duration, and membership of a project</li> </ul>
<b>Leadership</b>	<ul style="list-style-type: none"> <li>• Committed support from executives</li> <li>• Incorporate horizontal involvement into personal performance evaluations</li> </ul>
<b>Financial</b>	<ul style="list-style-type: none"> <li>• Long term, pooled, flexible, outcome focused arrangements that are managed by one ministry</li> </ul>
<b>Governance and Accountability</b>	<ul style="list-style-type: none"> <li>• Governance documents that clearly define agreed upon roles and responsibilities</li> <li>• Agreed upon results based management frameworks that balance vertical and horizontal lines of accountability</li> </ul>
<b>Information Sharing and Management</b>	<ul style="list-style-type: none"> <li>• Information sharing agreements that define how information will be collected, managed, shared, and otherwise used</li> <li>• Compatible IT systems to ensure information is accessible to all parties</li> </ul>

A large selection of documents were available for this analysis, but the following ones were selected because they were discussed in the literature as impacting the outcome and availability of each tool. The literature emphasized that structures adopted for horizontal projects should match the scope, duration, and membership of the project. As such, existing horizontal projects in BC were examined to determine whether they matched the scope, duration, and membership of the projects.

The literature also identified that incorporating, and then evaluating, horizontal competencies into executives personal performance evaluations solicits greater leadership, commitment and support from these individuals for horizontal projects. The BC Public Service Competencies Profile was examined to determine the extent to which the competencies expected of executives' (and the ones that they are personally evaluated on) reflected horizontal values and support.

The literature also noted that budget legislation determines how horizontal projects receive funding and the financial ability of these projects to achieve their intended outcomes. Similarly, internal government policies were also noted to allow funds to be transferred

amongst partners. For these reasons, financial tools in BC were analyzed using the *Budget Transparency and Accountability Act* (BTAA), Annual Service Plan Reports, and Core Policies and Procedures Manual (CPPM).

Governance and accountability for horizontal projects was related to clear, negotiated and agreed upon documents that outlined roles and responsibilities and balanced vertical and horizontal lines of accountability. Governance and accountability tools were identified for BC using existing MOUs for cross-ministry projects, the BTAA and *Balanced Budget and Ministerial Accountability Act* (BBMAA).

Government wide legislation, such as Freedom of Information Acts, and internal policies were discussed in the literature as impacting how information could be shared within horizontal projects. Information sharing and management tools in BC are identified by examining the *Freedom of Information and Privacy Protection Act* (FIPPA) and CPPM. This section discusses the relationship between these documents and the horizontal tools available in BC in the following order: structures, leadership, financial, governance and accountability, and information sharing and management.

### Structures

Table 2 summarizes the structures of previous and present horizontal projects in BC. It indicates that BC has adopted horizontal structures over the past five years that vary in type, scope, time frame, and membership.

**Table 2**  
*Horizontal Structures in BC*

<b>Structure</b>	<b>Horizontal Initiative</b>	<b>Year</b>	<b>Ministries Involved</b>
Lead Ministry Arrangement	ActNow BC	2005 – 2010	Led by the Ministry of Healthy Living and Sport (MHLS) and involves all BC Ministries
Lead Ministry Arrangement	Crystal Meth Strategy	2004 - present	Led by the Ministry of Public Safety and Solicitor General, and involves Ministry of Community, Aboriginal and Women’s Services (MCAWS), Ministry of Children and Family Development, Ministry of Human Resources, Ministry of Education, and the Ministry of Health Services
Inter Ministerial Committee	Inter-Ministry Forms Committee	n/a	All BC Ministries and representatives from the Corporate Records Management Branch
Frontier Agency	Integrated Land Management Bureau	2005- present	Provides services on behalf of Ministry of Agriculture and Lands, Energy, Mines and Petroleum Resources, Environment, Forests and Range, Tourism, Culture and the Arts. Occasional oversight provided by the Ministry of Transportation and MARR

<b>Structure</b>	<b>Horizontal Initiative</b>	<b>Year</b>	<b>Ministries Involved</b>
Crown Agency	2010 Winter Games Secretariat	2003/04-2010	2010 Winter Games Secretariat within MHLS who works with all Ministries
Crown Agency	Climate Action Secretariat	2007- present	Separate agency that works with all BC Ministries to coordinate climate action and ensure the public sector becomes carbon neutral
Cabinet Committee	Cabinet Committee on Climate Action	2007-present	Chaired by the Premier, includes Ministry of Community Services, Finance, Forests and Range, Energy, Mines & Petroleum Resources, Environment, Labour & Citizen Services, Small Business & Revenue, and Transportation

*Source: Adapted from British Columbia (2009a, 2009b, 2009c, 2009d, 2009e, 2009f).*

### **Leadership**

Four of the fifteen competencies expected of executives in BC support working horizontally. Two support Personal Effectiveness, and all four are listed below in Table 3.

**Table 3**

*Horizontal Leadership Competencies*

<b>Competencies that Support:</b>	<b>Competency</b>	<b>Definition</b>
<b>Leading People</b>	Building Team Orientation	Building team orientation involves knowledge and skills in developing group identity, participative decision making and open and effective communication.
<b>Achieving Business Results</b>	Corporate Intrapreneurship	Corporate intrapreneurship focuses on venture creation, governance, differentiation and integration of new ventures within the organization.
<b>Interpersonal Relationships</b>	Building Strategic Alliances	Building strategic alliances involves knowledge and skills to engage in internal and external stakeholder analysis and to negotiate agreements and alliances based on a full understanding of power and politics.
<b>Personal Effectiveness</b>	Seeking and Using Feedback	Seeking and Using Feedback involves knowledge and skills of seeking and using feedback from others to improve one's performance and authenticity. This requires active listening and modeling personal change in order to foster trust in the whole organization.
	Fostering Trust	Fostering trust involves knowledge and skills to build and sustain trust in an organization between the leader and his/her colleagues, through integrity, concern for others and consistent behaviour, following through on commitments and open communications.

*Source: Adapted from BC Public Service Competencies (2009g).*

## Financial

The financial regulatory framework in BC permits annually renewed funding that is focused on achieving one to three year goals. The 2008-2009 annual service plan reports for example, indicate that one Ministry, the Ministry of Healthy Living and Sport, provides funds directly to *ActNow BC*, a cross ministry horizontal project. Contributions from other ministries take the form of ad hoc programs that align with both ministry and *ActNow* goals. Procedure F, section 4.3.18 of the CPPM permits inter-ministry transfers to occur through the use of Journal Vouchers (records of expenditure and other accounting data for the purpose of interministry transfers). Table 4 below outlines the availability of financial tools in BC.

**Table 4**  
*Financial Tools*

Input	Document	Section	Content
Legislation	BTAA	5	For the upcoming fiscal year, each Minister must present a forecast of: <ul style="list-style-type: none"> <li>• Revenues and expenses</li> <li>• Resulting surplus or deficit</li> <li>• Reconciliation of the expected surplus or deficit</li> </ul>
		13	Develop a service plan that identifies: <ul style="list-style-type: none"> <li>• Goals, specific objectives, and performance measures for that fiscal year and the following two years</li> <li>• The plan must be consistent with the government's current strategic plan</li> </ul>
		16	Each ministry must publicly release their annual service plan that includes: <ul style="list-style-type: none"> <li>• A comparison of actual results for the preceding fiscal year with the expected results as identified in section 13</li> </ul>
Practice	Annual Service Plan Reports (2008-2009)	Resource Summary	Ministry of Healthy Living and Sport has dedicated funding directly to this project

<b>Input</b>	<b>Document</b>	<b>Section</b>	<b>Content</b>
<b>Policy</b>	<b>CPPM</b>	Procedures : Section F, subsection, 4.3.18.	<p>This section permits inter-Ministerial transfers to occur when:</p> <ul style="list-style-type: none"> <li>• Expenses are approved by the appropriate authority</li> <li>• The client adheres to the procedures for doing so</li> <li>• Approval from Treasury Board is received where it is needed, and</li> <li>• The process is documented in a mutual format for the Ministries involved</li> </ul>

*Source: Adapted from Queens Printer (2000); British Columbia (2009h, 2009i).*

## **Governance and Accountability**

### *Governance*

Governance documents, in the form of MOUs, are used in BC to clearly articulate the roles and responsibilities of each party involved in a cross ministry project. The MOU signed between the Ministry of Forests and Range and ILMB for example, demonstrates an agreed upon governance document that clearly outlines the individual and shared roles and responsibilities of each party signatory to the agreement.

**Table 5**

*Governance Tools in BC*

<b>Input</b>	<b>Document</b>	<b>Section</b>	<b>Content</b>	<b>Outcome</b>
Memorandum of Understanding	MOU between the Ministry of Forests and Range and ILMB in 2007.	<ul style="list-style-type: none"> <li>• Section 2: Role each partner has with respect to crown land and forest management</li> <li>• Section 3: Purpose of the MOU. To ‘define and clarify both agency’s staff and their clients the respective role of each agency and associated administrative processes</li> <li>• Section 4: Responsibilities and roles as a result of the MOU. This section discusses the responsibilities each partner has in addition to their joint ones</li> </ul>	Signed to improve the level of inter-agency cooperation for the administration of Crown land for fee simple sale and sustainable forest and range management.	The MOU demonstrates an agreed upon governance document that clearly outlines roles and responsibilities of each party signatory to the agreement.

*Source: Adapted from British Columbia (2007).*

### Accountability

The accountability framework in BC is determined by the BTAA and BBMAA. The BTAA requires ministries to plan their goals and activities for the upcoming fiscal year and subsequent two years. Ministers are held accountable for the proposed plan and the actual results achieved. The BBMAA prohibits budget deficits in governments. It holds Ministers on the Executive Council accountable for ensuring that budgets are either balanced or in surplus.<sup>2</sup> The key sections of the governance and accountability documents that speak to accountability are summarized below in Table 6.

**Table 6**  
*Accountability Tools in BC*

Input	Document	Section	Content
Legislation	1. <i>Budget Transparency and Accountability Act (BTAA)*</i>	13.4(e)	Requires that the Ministry's service plan include a statement from the Minister that holds him or her accountable for: <ul style="list-style-type: none"> <li>• The preparation of the service plan.</li> <li>• Achieving the specific objectives in the plan.</li> </ul>
Input	Document	Section	Content
Legislation	1. <i>Budget Transparency and Accountability Act (BTAA)*</i>	16.2(d)	Requires the Ministry's annual service plan report to include a statement from the Minister that holds him or her accountable for the actual results achieved for the previous year.
	2. <i>Balanced Budget and Ministerial Accountability Act (BBMAA)*</i>	2	Main Estimates for a fiscal year cannot produce a deficit.
		3	Withholds the Minister's salary by 20 percent until the main estimate is known.

\*Source: Adapted from *Queens Printer (2000; 2001)*.

<sup>2</sup> Previously, the BBMAA held a clause whereby twenty percent of Ministers' salary is withheld until they produce a balanced or surplus budget. When this occurs, they are rewarded by receiving half of the withheld salary. However, this section of the Act was repealed as of February 2, 2009 in attempts to restore the budget deficit from the previous year. Had this section 5.1 and 5.1(1) of the Act, which clarify this provision, been kept, or if they are reinstated, they encourage the achievement of organizational goals.

## Information Sharing and Management

FIPPA permits ministries to share information with one another, but subjects this activity to well defined parameters. The CPPM requires ministries to develop agreements that clearly outline how information will be managed, used, and shared. Guidelines have also been developed to assist ministries to develop information-sharing agreements (ISAs). The details of information sharing protocols in BC are summarized below in Table 7.

**Table 7**  
*Information Sharing and Management*

<b>Input</b>	<b>Document</b>	<b>Section</b>	<b>Content</b>
<b>Legislation</b>	Freedom of Information and Privacy Protection Act (FIPPA)*	Section 26(c)	Section 26(c) allows personal information to be collected by or for a public body if the “information relates directly to and is necessary for an operating program or activity of the public body,”
		Section 33.2 (a)	Permits a public body to disclose personal information within Canada when the reason for doing so is consistent with the reason for which it was collected.
<b>Input</b>	<b>Document</b>	<b>Section</b>	<b>Content</b>
<b>Policy</b>	CPPM*	Section 12	Ministries must create Information Sharing Agreements (ISA) when exchanging personal information.
		Section 12.3.5	IT systems and procurement should ensure compatibility and consistency throughout Government.
<b>Practice</b>	Guideline developed by the Office of the Chief Information Officer to assist Ministries in complying with Section 12 of the CPPM.*	Information Sharing Agreements (ISAs)	<ul style="list-style-type: none"> <li>ISAs should be used in situations where the responsibilities of a Ministry are transferred and shared access to mutual databases or files may be required.</li> <li>MOU should be drafted to determine how highly sensitive personal information will be managed when Ministries are separately making decisions from the shared information.</li> </ul>

\*Source: Adapted from *Queens Printer for British Columbia (1996)*; *British Columbia (2009j)*; *British Columbia (2009k)*.

## Summary

Tables 2 to 7 describe the five key horizontal tools that are available in BC. Structures for previous and current horizontal projects in BC vary with the scope, duration, and membership of the horizontal project. Executives in BC are personally evaluated using the competencies that are expected of them. The competencies expected from DMs and ADMs, such as trust and relationship building, support their involvement in horizontal projects. As such, leadership for horizontal projects, from executives, is available in BC. Financial tools

in BC provide for one year, annually renewed, objectives focused funding administered by one ministry. They also permit inter-ministry financial transfers, the use of journal vouchers. Governance tools are used to develop consensual agreements that detail the independent and shared roles and responsibilities of each party. Accountability tools in BC focus on achieving Ministerial objectives and balanced budgets. Information sharing and management tools permit ministries to share information, but within specific parameters. Policies require ministries to develop agreements that describe how information will be used, managed, collected, and shared. They also require compatible IT systems be used within government to ease the ability to access and share data across ministries. Table 8 below summarizes BC's horizontal tools.

**Table 8**  
*Framework of Horizontal Tools in BC*

<b>Instrument</b>	<b>Document</b>	<b>Outcome</b>
<b>Structures</b>	Existing structures in BC	Structures in BC vary with the scope, duration, and membership of the horizontal project.
<b>Leadership</b>	BC Public Service Competencies for executives	Four of the fifteen competencies expected of executives reflect horizontal values such as trust and relationship building.
<b>Financial</b>	BTAA	Permits one year, objectives focused, annually renewed funding for Ministerial activities.
	2008-2009 Annual Service Plan Reports – Resource Summary	One ministry is responsible for the administration of financial resources for horizontal projects.
	CPPM	Establishes the parameters for inter-ministry financial transfers.
<b>Governance and Accountability</b>	MOU	Provides an agreed upon document that clearly articulates the roles and responsibilities of each party.
	BTAA	Ministers are accountable for achieving their proposed and actual performance targets and objectives.
	BBMAA	Ministers are held accountable for achieving a balanced or surplus budget.

Instrument	Document	Outcome
<b>Information Sharing and Management</b>	FIPPA	Permits Ministries to share information in specific conditions
	CPPM	<ul style="list-style-type: none"> <li>• Ministries are to develop agreements that outline how information will be shared, managed and used</li> <li>• Requires that Ministries use compatible IT systems</li> </ul>

## **PROPOSED FRAMEWORK AND IMPLEMENTATION STRATEGY**

This section of the paper presents a proposed framework and implementation strategy for applying the horizontal tools that are currently available in BC. The strategy is a four-year, three phase endeavor that identifies the actions needed to develop horizontally integrated services which in turn will support community development.

As indicated by Figure 1 below, each phase takes place over one fiscal year, with the first phase starting in April 2011/12. In this year, leadership for the project will be established. Phase two takes place in fiscal 2012/13, and structures, governance and accountability, financial, and information sharing tools will be established. Each tool will sequentially be prepared and secured over three month intervals. Phase 3 takes place over two years, over fiscal 2013/14 and 2014/2015. In first year of this phase, 2013/14, the horizontal tools prepared in the previous phases will be put into practice to integrate services in BC. will During the second year of this phase, fiscal 2014/15, an outcome evaluation of the project will be initiated.

The four year program will be supported by a Secretariat staffed by the ministry's Cross Government Initiatives Branch, in the Strategic Initiatives Division. Depending upon the complexity and the level of activity in the project, the Secretariat may need from 1 to 3 FTEs. The Secretariat's duties include support for the lead Deputy Minister, coordinating the work done by working groups acting as the central contact for queries about the project, assist in facilitating consensus building amongst partners, maintaining records, reporting on meeting decisions, and managing meeting agendas.

Figure 1: Proposed Framework for Implementing Horizontal Tools

<b>Phase Tool (Year)</b>	<b>Goal</b>	<b>Strategy</b>	<b>Indicator</b>	<b>Outcome</b>	<b>Integrated Outcome Focused Services for First Nations Community Development in BC</b>
<b>1 Leadership (2011/2012)</b>	Secure Committed Leadership from Executives	Meeting, problem, proposed solution, and strategy	(a) Leadership Agreement (b) Steering Committee	Committed Leadership and Strategy	
<b>2 Structures, Governance and Accountability, Financial, and Information Sharing and Management (2012/13)</b>	(a) Create Structure (b) Develop Results Based Management Framework (c) Secure Financial Resources (d) Secure Information Sharing and Management Resources	(a) Meeting face to face (b) Meeting to negotiate roles, responsibilities, and results expected (c) Financial resources meeting (d) Information sharing and management meeting	(a) Team charter (b) Governance MoU; Results Based Management Framework (c) Financial MoU (d) Information Sharing Agreement	(a) Trusting Relationships amongst Partners (b) Clear Governance and Accountability Frameworks (c) Secured Financial Tools (d) Secured Information Sharing and Management Tools	
<b>3 Implementation and Evaluation (2013/14-2014/15)</b>	(a) Implement Horizontal tools for integrative services (b) Outcome evaluation	(a) Implement tools (b) Evaluation committee evaluates project outcomes	(a) Annual service plan and service plan reports (b) Outcome Evaluation Report	(a) Integrated Services (b) Evaluated Project and Revised Strategy	

**Phase 1 (2011/12)**

*Tool: Leadership*

The goal of this phase is to secure leadership for the project. Table 9 below describes the steps needed to successfully complete this phase. Commitment, support, and leadership will be sought from DMs and ADMs of key ministries that administer programs and services for First Nations people in BC. During this year leadership commitment will be

established, a steering committee will be created, and consultation and research into integrative services for First Nations people will be carried out.

**Table 9**

*Phase 1: Leadership*

<b>Phase</b>	<b>1</b>
<b>Year</b>	2011/12
<b>Tool</b>	<b>Leadership</b>
<b>Goal</b>	<ul style="list-style-type: none"> <li>• Secure committed leadership from DMs and ADMs of ministries involved in providing services to First Nations people in BC</li> <li>• Develop a concrete strategy</li> </ul>
<b>Strategy</b>	<ul style="list-style-type: none"> <li>• Meeting to convey the problem, proposed solution, and strategy</li> <li>• Review existing research</li> </ul>
<b>Indicator</b>	<ul style="list-style-type: none"> <li>• Agreement (MoU)</li> <li>• Steering Committee for the Horizontal Integration of Government Services for First Nations Community Development.</li> <li>• Strategy</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• Committed leadership</li> <li>• Strategy for horizontal integration</li> </ul>

*Months 1 through 3*

Within the first month, the DM of MARR will call an initial meeting with the DMs and relevant program ADMs from the following key ministries:

- Ministry of Children and Family Development (MCFD)
- Ministry of Education (MoE)
- Ministry of Advanced Education (MoAE)
- Ministry of Health (MoH)
- Ministry of Community Development (MoCD)
- Ministry of Economic Development (MoED)
- Ministry of Forests and Range (MoFR)
- Ministry of Agriculture and Lands (MoAL)
- Ministry of Finance (MoF)
  - Treasury Board Staff
  - Office of the Comptroller General

(For a complete list of Ministries and their aboriginal programs see Appendix 1)

The purpose of the initial meeting is to share with other ministry executives the research that has been conducted by the Community Develop Branch at MARR on the current socio-economic conditions of First Nations people in BC, the proposed approach to community development, and the use of horizontal management as a means to integrate services. Representatives from the Ministry of Finance and its affiliated offices were selected so that they could help to develop the strategy for implementing integrated services. Managers have often noted that technical issues complicate the progression of the ideological frameworks, so by incorporating technical expertise into the group, some of the problems may be addressed beforehand.

In the second month, a follow up meeting will be arranged for a discussion of a draft Memorandum of Understanding (MoU) that will be prepared by the Secretariat. A proposed structure for the MoU is as follows:

- **Who:** This section will identify and name:
  - The ministries involved
  - The DM responsible, and
  - The purpose and mandate of each
- **Why:** This section will clarify and define the purpose:
  - DMs commit to leading, guiding, supporting, and implementing the Integrated Outcome Focused Horizontal Project for First Nation Community Development in BC for the purpose of:
    - Improving the socio-economic outcomes for BC First Nations people and their communities
    - Reducing duplicate, competing, and ineffective programs and services
    - Reducing overall Government expenditure on the programs and services for BC First Nations people by replacing independently operating ones with outcome focused integrated services.
- **How:** This section will clearly outline:
  - *Roles and Responsibilities:* shared and independent, negotiated and agreed upon leadership roles and responsibilities of each DM and their ministry.
  - *Principles:* the DMs and their ministries will fulfill their respective roles and responsibilities based on the values and principles of this project
    - *Trust* – Building trust amongst partners by demonstrating consistent behavior, integrity, concern for others, and following through on commitments.
    - *Teamwork* – Work co-operatively with one another to achieve the shared goals and objectives.
    - *Shared Accountabilities* – Establishing and striving for high standards of performance. Holding partners accountable to one another, the project, their actions, and achieving results.
    - *Open and Honest Communication* – Actively listening and seeking to understand to partners from diverse backgrounds and perspectives. Communicating openly and honestly with one another.
- **When:** This section will state the:

- *Effective Date:* The MoU will come into effect on the date that all parties have signed it.
- *Duration:* The MoU will remain in effect up until the first day of the 2014/15 fiscal year, unless it is otherwise modified or terminated.

During the third month, and after the MoU has been finalized, the signatories to the MoU will create a Steering Committee for the horizontal integration of government services for First Nations community development. The following terms of reference outline the role, purpose, membership, and meeting procedures for the committee:

- **Purpose:**
  - Manage, provide strategic direction, and evaluate the project
- **Role:**
  - Develop a concrete strategy for implementing integrated service for this project.
  - Evaluate and report on the process and outcomes of this project
- **Membership:**
  - The Committee will consist of eight members and will be chaired by the DM of MARR
  - The DM of the Ministry of Agriculture and Lands will be invited to take the position of Vice Chair as this ministry has extensive experience in working on integrating services within government and can bring the skill set to this project. This ministry, through Integrated Land Management Bureau (ILMB), also has existing relationships and agreements with First Nations communities throughout the province.
  - The Chair and Vice Chair will hold their tenure for the three year duration of the project
  - The remaining six members of the Committee will be comprised of the DMs from the other key ministries involved in the project
    - New members will be added on an ongoing basis. DMs will be invited to become members of the Committee and lend their expertise, as the project progresses
    - Existing members may leave the Committee when their role and work has diminished throughout the course of the project
- **Meeting Procedures**
  - The Committee is expected to meet twice a month. The first monthly meeting will be held on the second Tuesday of the month, followed by another two weeks later.
  - All members must attend the meetings. A representative can act in place of a DM who is unable to attend.

#### *Months 4 through 6*

The Steering Committee will review the research reports on existing issues with service delivery from MARR that have examined both a service provider and service recipient perspectives. This will inform the Steering Committee of what currently works, what does not, and what people involved in the process feel could be done differently. The

Steering Committee will use this information as input into project plans for providing integrated services for outcome focused community development. A copy of the report will be shared with ministries that are not represented on the Steering Committee.

#### *Months 7 through 12*

During the last six months of phase 1, the Steering Committee will adopt a concrete strategy for implementation by service managers in ministries. The strategy will be a responsive and tailored approach to First Nations community development in BC that incorporates the findings from the consultation and research process. It will also define the scope of the project, which will guide the selection of the type of structure that will be adopted in the next phase.

### **Phase 2 (2012/13)**

*Tools: Structures; Governance and Accountability; Financial; Information Sharing and Management*

This phase of the strategy aims to utilize four horizontal tools, structures, governance and accountability, financial, and information sharing and management. Each tool will be secured every three months.

#### *Months 1 through 3: Structures*

Table 10 provides a detailed view for the first three months of the plan. Following the guidance of the Steering Committee strategy, within the first three months, a structure that matches the scope, membership, and duration of the project will be selected. Possible structures that could be adopted include:

- Interdepartmental Partnership
  - Often applied to horizontal projects that will last a few years, and members of the team are working together achieve shared outcomes on a mutual cross-ministry issue
  - Highly favored amongst public servants as they are easy to implement, but success in this arrangement depends members valuing trust, complementary cultures, and understanding and accepting differences
- Cross-Departmental Partnership
  - One ministry, on behalf of all of those involved, is responsible for delivering services.
  - Provides greater efficiency by identifying areas of duplication, but is highly bureaucratic (complicated by legal, training, and organizational constraints) and requires mutual trust amongst partners
- Frontier Agency
  - Provides expertise, advice and program administration on complex policy issues for long term projects
  - Adopts a multidisciplinary approach and examines complex policy issues more comprehensively than any other structure. However, it is traditionally unpopular amongst public servants as it is time consuming, costly, and requires creating a new culture and training regime.

The structure selected will give the project a tangible form that members can identify with. The Secretariat will announce and notify managers who administer programs to First Nations communities of an initial meeting that will take place prior to any work being done. These managers have been selected because they will have an intimate role in carrying out the tasks related to integrating government services. This meeting has been set up so that partners can get to know one another. Face-to-face interactions will allow individuals to openly discuss their area of expertise, skills, and feelings about the project. This will uncover diverging views and perspectives of First Nations community development that can be reconciled to build a consensual agreement of the issue. It will also help build trust amongst partners.

**Table 10**  
*Phase 2: Structures*

<b>Phase</b>	<b>2</b>
<b>Year</b>	<b>2012/13: Months 1 through 3</b>
<b>Tool(s)</b>	<b>Structures</b>
<b>Goal</b>	Establish a structure to build <ul style="list-style-type: none"> <li>• Relationship amongst partners</li> <li>• Trust</li> <li>• Mutual understanding about the issue, strategy that will be used, and overall outcomes sought</li> </ul>
<b>Strategy</b>	Face to face meetings
<b>Indicator</b>	Team charter that identifies <ul style="list-style-type: none"> <li>• The purpose, vision, mission, membership, and performance targets</li> <li>• A consensual understanding and definition of the issue being addressed</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• Trusting relationship amongst partners.</li> <li>• Consensual understanding of the issue, strategy, and overall outcomes sought</li> </ul>

Regardless of the structure chosen a Team Charter will be drafted and will identify:

- **Purpose**
  - The reason the structure has been established. For example, to integrate, manage and administer government services for First Nations people and communities on and off reserve
- **Vision**
  - How partners feel they will achieve their goals. For example, using a collaborative approach, deliver First Nations outcome focused programs and services

- **Mission**
  - What partners feel they will do and how. For example, deliver responsive, outcome focused, integrated social and economic services that support vibrant economy and healthy First Nations communities
  
- **Membership**
  - Who exactly will be apart of the structure
    - One manager from each ministry will be apart of the structure, and their area of expertise will be documented in the charter
    - Team members will select a champion and leader
  
- **Performance Targets**
  - What will be done, by whom, when, and how; can it reasonably be completed given financial, political and cultural environments; can success be measured?
  - Apply simple, measurable, achievable, realistic, timely, and accessible (so that everyone can see them) performance targets.

*Months 4 through 6: Governance and Accountability*

Table 11 below illustrates how governance and accountability tools will be established over months four through six of this year. These tools will balance the horizontal and vertical lines of accountability. During this time, an MoU, serving as a governance document, will be signed by the DMs of the Ministries involved. The Steering Committee will be responsible for preparing the document and notifying the Secretariat to call the meeting. The agreement will detail the negotiated, agreed upon, independent, and shared roles and responsibilities of the parties involved. It will also specify the purpose of the agreement, objectives and outcomes sought, each Ministry’s strategic direction, the Provincial government’s strategic focus.

To address accountability, and further strengthen the MoU, a results based management framework will be used. The Steering Committee will assign a research committee, comprised of eight managers, four analysts, and a director of financial services to develop the framework that will be subsequently be signed by DMs. The managers will include those who administer programs for First Nations people from all of the eight ministries involved. Research and financial analysts will be from MARR, MCFD, MoH, MoFR and MAL, and the director of financial services will be from MARR.

The framework will adopt the elements of results based management frameworks, noted below, and include provisions for applying the Core Policy and Procedures Manual (CPPM) policy, 4.3.18 so that funds can be pooled. The policy speaks to inter-ministry transfers, and allows ministries to transfer funds to one another. Pooling finances is known to better meet the needs of horizontal projects. This document will balance both vertical and horizontal lines of accountabilities. Results based management framework should include the following elements:

- Clearly articulated agreed upon results expected

- Mechanisms for open, transparent, and publicly reported results
- Management and measurement systems that will monitor and evaluate the agreed upon results
- Measures that will permit revisions to arrangements that are not working to achieve results
- Flexible agreement that responds to the needs of the project and partners as experience is gained

Appendix 5 is a tool that was developed for partnership agreements, such as horizontal projects. It encompasses all of elements identified above that results based management frameworks should have.<sup>3</sup>

**Table 11**

*Phase 2: Governance and Accountability*

<b>Phase</b>	2
<b>Year</b>	2012/13: Months 4 through 6
<b>Tool(s)</b>	<b>Governance and Accountability</b>
<b>Goal</b>	Develop governance and accountability frameworks <ul style="list-style-type: none"> <li>• Share accountabilities</li> </ul>
<b>Strategy</b>	Negotiate roles, responsibilities, and outcomes desired.
<b>Indicator</b>	<ul style="list-style-type: none"> <li>• Governance MoU</li> <li>• Results Based Management Framework</li> <li>• Service Plans that incorporate roles and responsibilities</li> </ul>
<b>Outcome</b>	<ul style="list-style-type: none"> <li>• Clearly negotiated and agreed upon governance and accountability frameworks</li> <li>• Shared accountabilities</li> </ul>

Horizontal and vertical lines of accountability will further be balanced by incorporating the agreed upon roles, responsibilities, and expected results, as noted in the framework, into each ministry's service plans and annual service plan reports. This will allow horizontal goals to be incorporated and aligned with organizational ones, further entrenching partners commitment to achieving these goals.

*Months 7 through 9: Financial*

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<sup>3</sup> The framework was created by Tom Fitzpatrick, on behalf of the Treasury Board of Canada and as the Secretariat for the Canada Centre for Management Development's (CCMD) Action Research Roundtable on Management of Horizontal Issues. This tool will be used to guide the development of the results based management framework for this project.

Months seven through nine aim to secure the financial agreement that will be needed for this project. Table 12 outlines how this will occur.

**Table 12**  
*Phase 2: Financial*

<b>Phase</b>	<b>2</b>
<b>Year</b>	<b>2012/13: Months 7 through 9</b>
<b>Tools</b>	<b>Financial</b>
<b>Goal</b>	Secure Financial Resources
<b>Strategy</b>	Meeting to discuss the process for acquiring financial resources
<b>Indicator</b>	MoU detailing how and when money will be collected, spent, and reported
<b>Outcome</b>	Financial resources and strategy

During the seventh month, the Steering Committee will meet to discuss the amount of financial resources that will be needed to achieve the project objectives. Each DM will present the amount of money that his or her Ministry will need to carry out their roles and responsibilities as per the results based accountability framework. The purpose of this activity is for ministries to relate the cost of their involvement with the outcomes sought, as identified in the BTAA. The information will be translated into a financial report. It will outline how the specific activities of each ministry will produce particular outcomes, at given points in time, and at what cost.

Following this meeting, during the eighth month, a MoU detailing the terms for financial resources will be signed by the DMs of each ministry. The Steering Committee will be responsible for preparing the MoU. This agreement will note that partners are committed to financially contributing to the project through their operating budget. This will be achieved by incorporating the activities, outputs and outcomes into their service plan in order to adhere to the BTAA requirements. Service plans should also identify the one, two and three year outcomes noted in the results based management framework. Ministries will account for financial resources through their service plan and annual service plan reports.

The MoU will also discuss the financial reporting requirements partners have to one another. Each ministry will be responsible for presenting their activities and programs with outputs, and outcomes in a report that will be submitted to the Steering Committee. The Committee will be responsible for managing and collating this information and ensuring that partners are fulfilling their project and financial obligations.

The financial resource MoU will further detail the policies and procedures that ministries will follow when funds are being transferred. Inter-ministry transfers must adhere to the protocol established in the CPPM. Schedule F, section 4.3.18 specifies how these transfers are to occur. This section can be found in Appendix 6.

*Months 10 to 12: Information Sharing Agreement*

Table 13 below illustrates how BC’s information sharing and management tools will be secured. During the tenth month, the Secretariat will announce and the DMs from the eight ministries involved in this project, of a meeting to discuss the information sharing agreement.

The Steering Committee will be responsible for developing the ISA which states that the procedures and practices for sharing information comply with the *Freedom of Information and Privacy Protection Act* and any other relevant legislation. The Agreement will also identify when personal information will be collected and when it will be shared. It will also adopt the format of the information sharing agreement for inter and intra ministry information sharing developed by the Office of the Chief Information Officer. The document will include a list of the parties involved; purpose; nature of information; how it will be collected, used, and shared; the accuracy of the data; security; performance measurement and evaluation; and the terms for the agreement. Appendix 7 is the ISA template created for BC ministries.

The DMs will then sign an Information Sharing Agreement (ISA) that governs the information sharing and management for this project. This will be done during month eight through nine.

**Table 13**  
*Phase 2: Information Sharing and Management*

<b>Phase</b>	<b>2</b>
<b>Year</b>	<b>2012/13: Months 10 through 12</b>
<b>Tools</b>	<b>Information Sharing and Management</b>
<b>Goal</b>	Secure Information Sharing and Management Resources
<b>Strategy</b>	Meeting to discuss the processes and procedures for sharing, collecting, and managing information
<b>Indicator</b>	ISA detailing how, when, and by whom information will be shared, collected and managed. It will also state the partners will use compatible IT systems and applications for the project
<b>Outcome</b>	Information sharing and management resources

The ISA will also include a section on IT system and software compatibility. Section 12.3.5 of the CPPM requires that all IT systems and software used within government are to be consistent with one another. The provision in the agreement will comply with this section and outline exactly which systems and software applications partners agree on using.

**Phase 3(2013/14-2014/2015)**

*Implementation and Evaluation*

The goal of phase 3 is to implement the tools and evaluate the strategy. It takes place over two years. Phases 1 and 2 of the strategy prepared and secured BC’s horizontal tools. The first year of phase 3 now puts these tools into practice to integrate services. The second year of this phase, evaluates the outcome of the project.

***Year One (2013/2014): Implementation***

During this year the tools that had been prepared will be implemented. Table 14 below identifies how the implementation phase will occur.

**Table 14**

*Phase 3: Implementation*

<b>Phase</b>	<b>3</b>
<b>Year</b>	<b>2013/14</b>
<b>Tool</b>	<b>Implementation</b>
<b>Goal</b>	Implement horizontal tools to integrate services
<b>Strategy</b>	Ministries carry out agreed upon roles and responsibilities, incorporate them into organizations annual service plans, and report outcomes
<b>Indicator</b>	Ministry service plan and annual service plan reports
<b>Outcome</b>	Implemented tools for integrated services

*Month 1: Executing Leadership and the Structure*

The Secretariat, on behalf of the Steering Committee will notify the DMs from ministries who provide programs to First Nations in BC, that the project is now being put into practice.

DMs of the ministries involved in this project will be asked to act on the leadership role they have agreed to in the MoU signed in phase 1 by:

- Issuing a statement within their organizations to notify employees of:
  - Their commitment to providing leadership to this project for the purpose of:

- Improving the socio-economic outcomes for BC First Nations people and their communities
- Reducing duplicate, competing, and ineffective programs and services
- Reducing overall Government expenditure on the programs and services for BC First Nations people by replacing independently operating ones with outcome focused integrated services
- The roles and responsibilities they agreed to fulfill to their leadership role, as agreed to in the leadership MoU.
- The roles and responsibilities they agreed to in the governance MoU, results based management framework, financial MoU, and information sharing agreement.

The Steering Committee will call on the members of the structure to begin fulfilling the roles and responsibilities that they had agreed to in their Team Charter. Members will prepare project work plans for consolidating First Nations programs and services to identify gaps, areas of duplication, and strengths.

*Month 2: Executing Governance and Accountability*

The statement issued by DMs identifies the commitments that they made to the project. Now each ministry will identify how the roles and responsibilities agreed to in the governance MoU and results based management framework will be met through their ministerial operations.

Managers in each ministry will meet to identify who will fulfill the roles and responsibilities. The logistics should be finalized by the end of the month. The ministry's Service Plan will be amended to reflect how the divisions, branches and teams will carry out the roles and responsibilities noted in the governance MoU and results based management framework. The annual Service Plans will be submitted to the Steering Committee who will review them to ensure that the commitments have been honored and are acted upon.

*Month 3: Executing Financial Tools and Information Sharing Agreement*

At the start of this month, the Financial Services branch for each ministry will ensure that the funds that ministry in the financial MoU are transferred in accordance with the agreement. The funds appropriated will reflect the activities, roles, and responsibilities each ministry will be performing for this project as noted in the results based management framework and Service plans. They will notify their DM in writing the details of this task when it has been completed. The DMs will in turn report back to this back to the Steering Committee.

Ministries will transfer and share information as discussed in the ISA so that work on the programs can begin. The operations branch for each ministry will implement the agreed upon IT software and applications needed for the project, as noted in the ISA. The director of each branch will notify the DM when this task has been completed who will report back to the Steering Committee.

### *Months 3-8: Program Administration*

During these months, the activities that have been agreed to will be practiced and reflected in ministerial operations. Ministries will carry out their duties as per the results based management framework and service plans. The structure will oversee integration of programs and continue their duties as per their team charter.

### *Months 9: Financial Reporting*

By the second Tuesday of this month, the Financial Services branch for each ministry will report on the ministry's activities, expenditures, and outcomes for this project to the Steering Committee.

### *Month 10: Consolidating the Financial Report*

The Secretariat will consolidate the reports from each ministry into one report that outlines the complete activities, expenditure and results achieved on the project so far. They will then distribute the final report to DMs of the ministries involved and the Steering Committee. The Committee will review the final report and identify where discrepancies occur between what was planned and what was actually produced.

### *Month 11: Reviewing the Financial Report*

The Secretariat will announce and notify all of the DMs involved that a meeting will be held during this month to discuss the consolidated financial report. DMs will be called on during this meeting to explain their ministry's performance and expenditure on this project and why discrepancies if any, arose.

### *Month 12: Revised Strategy*

Following the Month 11 meeting, managers of each ministry will be tasked with revising their activities and programs to reflect an improved strategy. Changes will be reported to the Steering Committee, who will consider the improvements within the context of the overall strategic direction and values of the strategy. Any changes will be incorporated into the Service Plan. The Secretariat will amend the results based management framework to reflect these changes as well, and distribute the revised framework to partners.

### ***Year 2 (2014/15): Evaluation***

During this final year, the strategy will be evaluated. Table 15 below identifies how this year will be carried out. The evaluation will identify whether the horizontal tools that were prepared and implemented were done so on time, on scope, within the financial parameters set out for them, and if they produced integrated outcome focused services for First Nations community development in BC. An independent body will be assigned to conduct the evaluation and produce an outcome evaluation report for the Steering Committee by the end of the year.

### *Month 1*

The Steering Committee will appoint an independent body to conduct the evaluation. The independent body, which will be known as the Evaluation Committee, will be selected in order to retain objectivity and avoid conflict of interest. Once a group has been selected, they will meet with the Steering Committee to determine the purpose and scope of the evaluation.

**Table 15***Phase 3: Evaluation*

<b>Phase</b>	<b>3</b>
<b>Year</b>	<b>2014/15</b>
<b>Tool</b>	<b>Evaluation</b>
<b>Goal</b>	Outcome Evaluation: Applying horizontal tools as planned for producing integrated services
<b>Strategy</b>	Steering Committee commissions an outcome evaluation by an independent body
<b>Indicator</b>	Outcome evaluation report
<b>Outcome</b>	Evaluated strategy for applying BC's horizontal tools for integrated services

*Month 2*

The evaluation committee will provide the Steering Committee with their evaluation framework. The framework will be based on the discussion from the meeting held in the previous month. It will identify the:

- Purpose of the evaluation
- The evaluation question and specific indicators being evaluated
- Data sources (administrators, managers, DMs, etc.)
- Methodology (focus groups, interviews, questionnaires, etc.)
- Timeframe and deadlines
- Resources for collecting data

The Steering Committee will approve or request revisions to the framework.

*Months 3-9:*

During these six months, the Evaluation Committee will conduct the outcome evaluation, as per the approved framework. They will document their findings into a final outcome evaluation report that will be submitted to the Steering Committee by the last day of month 9.

*Month 10*

The Evaluation Committee will present their final report to the Steering Committee during this month. The report will answer:

- What is the progress of the project?
- To what extent were the objectives of the project achieved?
- Were the resources allocated to the project adequate to achieve the objectives?
- Do priorities need to be changed so that longer term objectives can be achieved?
- Do timelines need to be changed to better achieve objectives?
- Do objectives themselves need to be changed to better reflect the needs and constraints of the project?

- What could future objectives be?
- Recommendations for next steps

Following this presentation, the Secretariat will distribute the report to DMs from all of the ministries involved. The DMs will share this report with their ministries and identify the sections that pertain to them.

#### *Month 11*

The Steering Committee will meet to discuss the findings of the outcome evaluation. They will make a decision about the strategic priorities of the project in light of the findings of the report and recommendations from the evaluation committee. The Secretariat will distribute the revised strategic priorities of the project to the ministries involved. Using this information, and the outcome evaluation, each ministry will identify how their practices will meet the new strategic direction.

#### *Month 12*

The DM of each ministry will provide the Steering Committee with a report of how their ministry practices will meet the new strategic direction, the financial resources associated with administering the programs, and the results that will be achieved.

The DMs will meet with the Steering Committee to explain the changes and why they may be needed. The Committee will then approve or deny the changes. Ministries will be responsible for incorporating changes into their organization's Service Plan. The Secretariat will amend the results based management framework to reflect the changes and distribute the revised framework partners. Ministries will then carry out their roles and responsibilities as per the new results based management framework.

### **Summary**

The horizontal framework presented in this section takes the form of a proposed strategy for implementing the horizontal tools currently available in BC. Its aim is to provide integrated services for First Nations community development in the Province. In total, three phases are presented over a span of four years. The first year is dedicated to establishing solid, committed, and supportive leadership from key DMs. By the end of Phase 1, a Steering Committee will be established and a leadership MoU will be secured. The second phase of the strategy aims to secure the tools needed to work on this project. Every three months, the four remaining tools, structures, governance and accountability, financial, and information sharing and management, are implemented. A structure is established with a Team Charter to guide it. A number of agreements, including a governance MoU and results based management framework, a financial agreement MoU and an information sharing agreement are signed. These documents denote that the tools were secured.

The third, and final, phase is to take place over two years and is focused on the implementation of the framework and an evaluation of the outcomes. The roles and responsibilities agreed to in the MoUs and agreements in the previous phases are put into practice. Ministries carry out their roles and incorporated them into their Service Plans and

Service Plan Reports. The Steering Committee will engage an independent evaluator to assess the progress and outcomes of the project. Findings are documented in an evaluation report, will be used to revise the strategy and activities for integrating services using BC's available horizontal tools.

## **RECOMMENDATIONS/CONCLUSION**

### **Recommendations**

The following recommendations focus on applying horizontal management, as discussed in this report, to integrate services for the proposed approach to community development. They have been developed for the client to consider in planning for next steps, and are intended to be implemented one after the other.

#### **1. Implement the proposed horizontal framework using the implementation strategy**

Integrated services for outcome focused First Nations community development can be developed if the framework and implementation strategy that have been discussed in this report are adopted. The horizontal framework builds on the existing horizontal tools in BC and applies them to a three-year, three phase, implementation strategy. The strategy outlines the exact goals, activities, outputs, and outcomes of each phase. The client can use this framework to provide integrated outcome focused services for First Nations community development in BC within three years.

#### **2. Secure support and leadership from MARR's Deputy Minister**

The literature identified solid, committed, and secured leadership from executives as critical to the sustainability and success of outcome focused horizontal projects. The document analysis found that the competencies expected of executives in BC lend themselves to working on outcome focused horizontal projects. This report can be used to outline:

- The effectiveness of horizontal management in achieving outcomes
- The availability of the key tools needed to work horizontally
- A strategy for implementing the available tools for the purpose of providing integrated outcome focused services for community development

Strong leadership from within the ministry will provide the director of the Branch with the support to convey the importance of the proposed approach to other ministries.

#### **3. Create a research team to develop a financial framework for pooling financial resources in BC.**

The literature noted that a financial framework that pooled resources, and applied them over a longer term, preferably three years, under the administration of one ministry was ideal for horizontal projects. It also identified that these funds should be allocated and spent towards achieving the agreed upon outcomes that have been negotiated between partners in the results based management framework. The financial tools available under Section 4.3.18 of schedule F in the Core Policies and Procedures Manual in BC permits ministries to pool resources using inter-ministries transfers.

The client, with the leadership and support of the DM, should pursue the creation of a research team that would investigate a financial framework that applies the CPPM policy and BC's accountability framework towards this project. The research team would consist

of at least three managers from ministries who offer programs to First Nations people in BC, three financial analysts, and the director of financial services from MARR. One manager and analyst should come from MARR, and the remaining two managers and analysts should come from the Ministry of Agriculture and Lands, the Ministry of Health, the Ministry of Children and Family Development, or Ministry of Forests and Range. These ministries have been selected for their different areas of expertise and approaches to working across government.

**4. Redefine the scope of the existing community of practice at MARR to reflect horizontal outcome focused First Nations community development, and expand its membership to include other ministries.**

The literature identified that building relationships and fostering trust were amongst the most important, difficult, and time consuming tasks related to horizontal projects. MARR currently has a community of practice, but it does not yet have a shared vision or direction. The existing community of practice should focus on horizontal outcome focused First Nations community development. The literature noted that building relationships and fostering trust were amongst the most important, difficult, and time consuming tasks related to horizontal projects.

This Community of Practice would expose partners to one another ideas, expertise, and approach to working on First Nations issues so that secure trusting relationships can be developed. This will also allow partners to share ideas about the service issue, and build consensual awareness of the proposed approach. This will also allow partners to share ideas about the service issue, and build consensual awareness of the proposed approach. Individuals will be given the opportunity to see beyond the issue of First Nations community development, from the perspective of their organizational lens, and the importance of working together by using horizontal practices to integrate services.

## **Conclusion**

The Community Development Branch at MARR is currently seeking to adopt an integrative, strengths-based, outcome focused approach to First Nations community development in BC. Providing integrative outcome focused services is known to improve the outcomes for groups of people experiencing multiple and chronic challenges. First Nations people in BC experience poorer health, social, and economic outcomes than do non-First Nations people. Horizontal practices are a mechanism through which services and programs can be integrated. Because this approach requires provincial ministries to coordinate their programs and services, this report was created at the request of the Branch to identify the key tools of working horizontally, as discussed in the literature, the availability of these tools in BC, and how BC's tools could be implemented to create the integrated services for the proposed approach to community development. By identifying how BC can apply its horizontal tools to integrate services and programs for an outcome-focused approach to First Nations community development, outcomes for First Nations people can be improved.

Three tasks were carried out to investigate the client's requests. The first was to conduct a literature review to identify the key tools for working on horizontal outcome focused projects. Second, was to identify the availability of these tools in BC by conducting a document analysis of the legislation, policies and practices related to each tool. Third, was to develop a framework and implementation strategy to identify how BC's horizontal tools could be applied to integrate programs and services for the proposed approach to First Nations community development.

Five tools were consistently noted in the literature as key to achieving successful outcomes in horizontal projects. They include structures, leadership, financial, governance and accountability, and information sharing and management. The literature stressed that horizontal projects need to be carefully planned, so that the tools selected reflect the partners involved, duration of the project, and overall outcomes sought. Applying all of the tools is ideal for achieving outcomes, but no specific one is paramount to another.

The document analysis revealed that horizontally has and continues to be practiced by the Province. It also found that all five tools noted in the literature are available in BC and lend themselves to horizontal outcome focused projects.

Finally, a horizontal framework and implementation strategy was developed. It applies the existing horizontal tools in BC into a four year, three phase strategy that can be used to produce integrated services in support of First Nations community development. It focused on securing BC's horizontal tools over the first two years, and evaluating the process and outcomes of the strategy in the last two. In conclusion the five horizontal tools that are needed to work on horizontal outcome focused projects are available in BC and can be applied over four years, using the proposed framework and implementation strategy, to integrate outcome focused services for First Nations community development in BC.

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**APPENDIX 1: PROVINCE OF BC ABORIGINAL PROGRAMS INVENTORY – APRIL 2008**

<b>Children, Youth and Families</b>	<b>Ministry of Children and Family Development</b>	Regional Child and Family Authorities	Establishing Regional Child and Family Authorities, which will support children in care through access to strength-based early intervention programs, and improve provincial-federal coordination and effectiveness in delivery of early childhood programs and services.	
		Aboriginal ECD Student Bursaries	Providing bursaries and support to all students entering early childhood education programs. In 2006, funding was provided to the University of British Columbia to provide bursaries for Aboriginal students enrolled in the Infant Development/Supported Child Development Certificate and Diploma Program.	<a href="http://www.aidp.bc.ca/MCFD-UBC_Financial_Awards_2006.pdf">http://www.aidp.bc.ca/MCFD-UBC_Financial_Awards_2006.pdf</a>
		Aboriginal Supported Child Development	The Supported Child Development Program (SCDP) supports children to participate fully in inclusive neighbourhood childcare settings. Participation is voluntary and SCDP services are free of charge. Currently, some Aboriginal communities provide their own SCDP's, some communities work in partnership with Non-Aboriginal SCDP's to provide service, and some communities are not aware of SCDP. Families accessing SCDP services include birth, adopted, and foster families. SCDP is accessible to all income levels. Aboriginal families can be living on or off reserve and can be Status, Non-Status, Métis or Inuit. Band affiliation is not necessary. Self-identification as Aboriginal is voluntary. There are currently 5 Aboriginal SCD programs in BC, 6 more are starting and 10 are signing mentorship agreements.	<a href="http://www.scdp.bc.ca">www.scdp.bc.ca</a>

Children, Youth and Families	Ministry of Children and Family Development	Aboriginal Family Resource Programs	FRP's provide community-based services that help families connect to their communities and receive support to strengthen their parenting skills and provide stimulating environments for children. FRP's serve as community hubs for parents to obtain information, education, support, referrals, other services and targeted supports and interventions. There are currently over 180 programs in BC, 130 are funded by MCFD and 11 are Aboriginal specific.	<a href="http://www.mcf.gov.bc.ca/early_childhood/index.htm">www.mcf.gov.bc.ca/early_childhood/index.htm</a>
		Aboriginal Building Blocks	This initiative provides a wide range of services with emphasis on building parental capacity. Projects funded include Fetal Alcohol Spectrum Disorder, enhanced infant/toddler stimulation, lay home visiting, Mother Goose, toy lending libraries, peer support, parent education, support training and Family Resource Programs. This initiative has expanded into 45 communities, with 3 sites specifically focused on urban Aboriginal families.	<a href="http://www.mcf.gov.bc.ca/early_childhood/index.htm">www.mcf.gov.bc.ca/early_childhood/index.htm</a>
Children, Youth and Families	Ministry of Children and Family Development	Success by Six® Aboriginal Engagement Strategy	<p>Success By 6 in BC is a joint initiative of United Ways, Credit Unions of BC, the BC Government through the Ministry of Children and Family Development (MCFD), and community leaders. The initiative is dedicated to ensuring that children ages 0 to 6 have access to programs that support their healthy growth and development. Success By 6 builds community through engaging citizens in early childhood development and funding programs that include literacy, nutrition, children's play, parenting and family skills development.</p> <p>Since inception in 2003, Success By 6 has grown to 20 initiatives throughout BC, with over 30 coordinators, nine of whom are Aboriginal. Currently there are 70 representatives from Aboriginal organizations and communities partnering on local Council of Partners and/or community tables who are working across sectors and cultures to conduct research, develop local community ECD plans, support collaboration, and mobilize/leverage community resources. Over 25 community-based projects received financial support from SB6 to enhance the lives of Aboriginal children in their communities and strengthen community capacity. In the fall of 2006, a short term Aboriginal Strategy was developed with key priority areas designed to work with Aboriginal communities to increase representation and participation in the initiative, strengthen capacity, increase cultural awareness and promote awareness.</p>	<p>www.successby6bc.ca</p> <p><a href="http://www.mcf.gov.bc.ca/early_childhood/index.htm">www.mcf.gov.bc.ca/early_childhood/index.htm</a></p>

		Office of the Provincial Advisor for Aboriginal Infant Development	The Provincial Advisor provides support to over 30 Aboriginal Infant Development Programs across the province that provide home-based assessment for infants up to three who have, or are at risk of, developmental delay or disability. Funding also includes the development of a culturally relevant training manual, training, development of provincial standards and a data collection system.	<a href="http://www.aidp.bc.ca/">http://www.aidp.bc.ca/</a>
Children, Youth and Families	Ministry of Children and Family Development	Aboriginal Early Childhood Development Initiatives	Provides annual funding for Aboriginal communities, to be utilized by all regions of the province. The communities involved will develop a comprehensive, integrated and culturally relevant early childhood development approach for Aboriginal families of children under the age of six. Projects have been established in 43 Aboriginal communities, both on and off reserve, to ensure the development of sustainable, integrated and culturally relevant early childhood and family services.	<a href="http://mcf.gov.bc.ca/early_childhood/index.htm">http://mcf.gov.bc.ca/early_childhood/index.htm</a>
		Aboriginal Seeds of Empathy Programs	Seeds of Empathy is a program designed to promote empathy in pre-schoolers (3-4 year olds). The program focuses on teaching emotional literacy and reduces childhood aggression, bullying and violence in schools and communities. In 2005, four Aboriginal communities received training and implemented programs.	<a href="http://www.mcf.gov.bc.ca/early_childhood/index.htm">www.mcf.gov.bc.ca/early_childhood/index.htm</a>
		Aboriginal Strategic Investment Trust Funds	The Ministry of Children and Family Development has provided funding to the Law Foundation to fund proposals for innovative Alternate Dispute Resolution projects in the Aboriginal Community.	<a href="http://www.mcf.gov.bc.ca/early_childhood/index.htm">www.mcf.gov.bc.ca/early_childhood/index.htm</a>
		Aboriginal Child Care	BC funds and licenses Aboriginal on-reserve and off-reserve child care through the same programs available to (non-Aboriginal) facilities, parents and providers. Funding is provided to the BC Aboriginal Child Care Society to provide provincial child care resources for Aboriginal child care providers and communities. The society uses the funding to develop Aboriginal-specific resources, training and support for child-care providers serving Aboriginal children across the province. The Society has also developed a Web site and newsletter to help keep all communities up to date on resources, training schedules and project news.	<a href="http://www.mcf.gov.bc.ca/childcare/">http://www.mcf.gov.bc.ca/childcare/</a>  <a href="http://www.access-society.bc.ca/">http://www.access-society.bc.ca/</a>

Children, Youth and Families	Ministry of Children and Family Development	A Child's Roots Are Forever	<p>In 2003, the Roots Project commenced with a plan where all Aboriginal children in the ministry's care would have their circumstances re-evaluated. The purpose of the review was to ensure that each Aboriginal child in ministry care has the best possible placement plan in response to her/his needs. It is the intent of the Roots project to have the placement plans for all Aboriginal children in ministry care re-explored with a view to:</p> <ol style="list-style-type: none"> <li>1. identify children for whom a return to family or community may be appropriate;</li> <li>2. where children can be returned to their family or community, assist the ministry workers, families and communities to develop and implement appropriate re-unification plans; and</li> <li>3. where a move does not appear to be in the child's best interests, identify and implement strategies to strengthen the child's connection with their community and culture, and the community's involvement in planning for the child.</li> </ol> <p>Roots work began in some regions in October 2003 with other regions beginning in early 2004. The Roots project will continue through 2007/08.</p> <p>In 2006, The Provincial Roots Steering Committee was developed. The committee is made up of at least one representative from each of the five respective MCFD regions, and representatives from Aboriginal Regional Support Services Team. At this time the committee meets on a quarterly basis to plan Roots gatherings, support the Voices of Experience Panel, and to discuss the overall functioning of the Roots program. Historically, there have been two Roots gatherings per fiscal year.</p>	
		Delegated Aboriginal Child and Family Service Agencies	<p>The Ministry continues to work with Aboriginal communities to strengthen their capacity to develop and deliver services for their children and families living both on and off reserve. Currently 24 Aboriginal agencies have signed Delegation Enabling Agreements which grant legal authority for child welfare services, and a number of agencies are in the planning stages.</p>	<a href="http://www.mcf.gov.bc.ca/about_us/aboriginal/index.htm">http://www.mcf.gov.bc.ca/about_us/aboriginal/index.htm</a>
Children, Youth and Families	Ministry of Children and Family Development	Joint Aboriginal Management Committee (JAMC)	<p>JAMC was developed as a result of the signing of the MOU for Aboriginal Children in September 2002. It includes representatives of all major political and service delivery Aboriginal organizations and the provincial government. JAMC plays a key role in the move to regional Aboriginal Authorities and the development of services to Aboriginal children.</p>	<a href="http://www.mcf.gov.bc.ca/about_us/aboriginal/jamc.htm">http://www.mcf.gov.bc.ca/about_us/aboriginal/jamc.htm</a>

		Aboriginal CYMH Services	As part of the <i>Child and Youth Mental Health Plan for BC</i> new annualized funding has been allocated to develop Aboriginal CYMH services over 2006/7 and 2007/8. Three Regional Aboriginal CYMH plans have been approved in the Fraser, Interior, and Vancouver Island regions and are currently being implemented. A range of culturally relevant services that include traditional healing approaches are being developed to reduce risk, increase capacity, and provide treatment to Aboriginal children, youth, and families with mental health problems. Aboriginal service providers are being hired to deliver and administer these services as much as possible.	
		Aboriginal Child & Youth Mental Health Cultural Sensitivity Training	All CYMH staff will participate in regionally specific cultural sensitivity training to improve their ability to provide culturally relevant services to Aboriginal children, youth, and families and improve their access to services. The training sessions include the involvement of local Elders and regional Aboriginal trainers with a goal to improve the capacity within each region to continue delivering the training over time.	
Children, Youth and Families	Ministry of Children and Family Development	FRIENDS Program	The FRIENDS Program is a school based cognitive-behavioral therapy curriculum for children in grade 4 and 5 that reduces their risk for anxiety disorders and enhances psychological resilience. <ul style="list-style-type: none"> <li>• Training is being provided to teachers from the First Nations Schools Association and to First Nations parents. 60 teachers and 20 parents have been trained to date.</li> <li>• Aboriginal teachers also attend training sessions that are being provided throughout BC within the public school system.</li> <li>• A pilot project with a culturally enhanced version of the FRIENDS Program is underway in 15 schools in Prince Rupert and Vancouver, involving 681 Aboriginal children and 33 facilitators.</li> </ul>	
		Outreach Worker Positions	6 new FTE's (full time equivalent) were established in 2005/06 within the non-Aboriginal CYMH plans to address urgent Aboriginal service needs in areas with large Aboriginal populations such as the North.	
		Suicide Prevention	Pilot projects have been completed in culturally relevant approaches in the North Region: <ul style="list-style-type: none"> <li>• Loomsk Life Skills is a school based suicide prevention program for Aboriginal youth. The curriculum is being expanded to grades 8, 9, and 10.</li> <li>• The Whitestone Program provides training for Aboriginal youth leaders to deliver life skills training in their home communities.</li> </ul>	

Children, Youth and Families	Ministry of Children and Family Development	Training for Aboriginal CYMH Support Workers	Aboriginal Trauma Certificate training for 24 Aboriginal Support Workers from Aboriginal villages. This training is focused on strategies to support Aboriginal people and communities to deal with the impact of colonization.	
Culture and Language	BC Arts Council	Aboriginal Arts Development Awards	The program provides grants to assist projects that contribute to arts and cultural development. The program objectives are to assist in the creative or professional development of emerging First Nations artists and to support the sharing of traditional arts, skills and knowledge.  Delivered by <b>First Peoples' Heritage, Language and Culture Council (FPHLCC)</b> .	<a href="http://www.fphlcc.ca/art-prog.html">http://www.fphlcc.ca/art-prog.html</a>
	Ministry of Aboriginal Relations and Reconciliation	Heritage Language and Culture Program	Revitalization, promotion and preservation of Aboriginal languages and culture, and opportunities for Elders to share and celebrate Aboriginal culture and oral traditions.  Delivered by FPHLCC.	<a href="http://www.gov.bc.ca/arr/cultural/default.html">http://www.gov.bc.ca/arr/cultural/default.html</a>
	Ministry of Tourism, Sport and the Arts	North American Indigenous Games	Support the North American Indigenous Games to promote cultural regeneration, athletic performance, and health, fitness and recreation.	<a href="http://www.cowichan2008.com/">http://www.cowichan2008.com/</a>
Economic Development	Ministry of Aboriginal Relations and Reconciliation	Treaty Related Measures  Interim Measures	The Treaty-Related Measures (TRMs) initiative is a joint federal-provincial initiative started in 1999/2000 to accelerate the treaty process, address First Nations' concerns about the alienation of lands and resources during treaty negotiations, and assist in moving forward towards legal and economic certainty over lands and resources in BC.  In addition, BC has undertaken land purchase and land protection TRMs with a number of First Nations.	<a href="http://www.gov.bc.ca/bvprd/bc/channel.do?action=ministry&amp;channelID=536896053&amp;navId=NAV_ID_province">http://www.gov.bc.ca/bvprd/bc/channel.do?action=ministry&amp;channelID=536896053&amp;navId=NAV_ID_province</a>

	<b>BC Public Service Agency</b>  AND  <b>Ministry of Aboriginal Relations and Reconciliation</b>	Aboriginal Youth Internship	<p>Aboriginal Youth Internship Program for the public service is a learning, mentoring and career opportunity for Aboriginal youth who have a desire to learn about and participate in the British Columbia Public Service, and Aboriginal organizations.</p> <p>The objective of the program is to enable the interns to acquire leadership and other employable skills so that they can further pursue work in an Aboriginal organization, or within the public service. The first cohort was launched September 2007 and will be completing the program August 2008. A second group of interns is scheduled to begin in September 2008. Applications from interested candidates are being accepted until May 16, 2008.</p>	
	<b>Ministry of Energy, Mines and Petroleum Resources</b>	Significant Sites	<p>To pilot the collection of FN special sites (cabins, spiritual sites, camping sites, berry and medicine picking sites) on the land base through interview and ground geo referencing. These sites will then be entered into a Doig River FN confidential GIS database, which will allow attributes (notes, pictures, video clips) to be added during the project and in the future. This allows for the protection of FN's special sites. FN communities are able to provide more detailed and timely input in tenure sales, applicant's projects and application review. <i>Note: Doig River FN pilot to be completed by March 06, initiate Blueberry River by March 2006, completion by September 2007.</i></p>	
Economic Development	Ministry of Energy, Mines and Petroleum Resources	Aboriginal Relations Branch	Branch leads the development, management and implementation of strategies, policies and programs to address First Nations issues related to energy and mineral development, stimulating investment in these sectors.	<a href="http://www.em.gov.bc.ca/Aboraffa/default.htm">http://www.em.gov.bc.ca/Aboraffa/default.htm</a>
		Environmental Resource Information Project (ERIP)	The project contributes to responsible coal bed gas development in BC by improving online access to environmental baseline information and conducting new, related studies. First Nations collaborate in various ways with MEMPR to design and deliver the project.	

	<b>Ministry of Agriculture and Lands</b>	Fisheries and Shellfish Aquaculture Projects	<p>The Ministry supports First Nations' interests in shellfish aquaculture development through the negotiation of map reserves. Specified tracts of Crown Land are set aside for a period of time during which First Nations have exclusive access to the area for the purpose of shellfish aquaculture development.</p> <p>Additionally, the Shellfish Development Initiative has helped to create interest in shellfish aquaculture, including pilot sites at several locations on the North Coast and Queen Charlotte Islands.</p>	<a href="http://www.agf.gov.bc.ca/fisheries/Shellfish/shellfish_main.htm">http://www.agf.gov.bc.ca/fisheries/Shellfish/shellfish_main.htm</a>
		Aboriginal Agriculture Development and Extension Initiative	<p>The Ministry supports First Nations' planning for economic development in agriculture and encourages joint ventures to develop agriculture business opportunities by First Nations. Ministry agronomists work with First Nations individuals and agriculture –related business opportunities.</p> <p>Ministry agronomists support the ActNow BC program by encouraging agriculture training, community gardens and local food production. First Nation youth are encouraged to participate in 4-H program and to consider agriculture as a career option.</p>	<p><a href="http://www.iafbc.ca/agri-food/">http://www.iafbc.ca/agri-food/</a></p> <p><a href="http://www.bcbudget.gov.bc.ca/2006/sp/al/al.pdf">http://www.bcbudget.gov.bc.ca/2006/sp/al/al.pdf</a></p>

Economic Development	Ministry of Agriculture and Lands	Crown land access and disposition projects	Through the Crown Land Administration Division and Integrated Land Management Bureau, the Ministry sets aside Crown land for First Nations' interests, sells or transfers Crown land to First Nations for conservation, economic development or additions to Reserves and supports treaty negotiation and implementation. The Ministry also develops and markets Crown land in partnership with First Nations or after it consults and accommodates Aboriginal interests.	<a href="http://ilmbwww.gov.bc.ca/lu/p/">http://ilmbwww.gov.bc.ca/lu/p/</a>
	<b>Ministry of Aboriginal Relations and Reconciliation</b>	Business Loan Program	The Business Loan Program contributes to \$4 million of annual lending to support the creation, expansion and upgrading of Aboriginal businesses. Approximately 140 businesses are supported each year.	<a href="http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm">http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm</a>
		Business Support Officers Program	The Business Support Officers provide business information and advisory services to Aboriginal entrepreneurs and Aboriginal businesses in Prince Rupert, Port Alberni, Kamloops and West Vancouver.	<a href="http://www.gov.bc.ca/arr/economic/fcf/default.html">http://www.gov.bc.ca/arr/economic/fcf/default.html</a>
		Aboriginal Business Advisory Services	The Business Advisory Centres provide business information and advisory services to Aboriginal entrepreneurs and Aboriginal businesses in Fort St. John, Prince George and Cranbrook.	<a href="http://www.gov.bc.ca/arr/economic/fcf/default.html">http://www.gov.bc.ca/arr/economic/fcf/default.html</a>

		Native Economic Development Advisory Board (NEDAB)	NEDAB advises the Minister of Aboriginal Relations and Reconciliation as well as other ministries and agencies on government policy, programs and issues regarding economic development, employment and education opportunities for Aboriginal people in BC.	<a href="http://www.gov.bc.ca/arr/prgs/nedab/nedab.htm">http://www.gov.bc.ca/arr/prgs/nedab/nedab.htm</a>
Economic Development	<b>Ministry of Forests and Range</b>	Aboriginal Affairs Branch - First Nation Forest Strategy	<p>Through “Interim Agreements on Forest and Range Opportunities” (FROs), eligible First Nations receive a direct award forest tenure opportunity and revenue sharing funds. These agreements also include a consultation protocol which addresses both administrative and operational decisions made by the Ministry to ensure timely forest and range decisions. The agreements:</p> <ul style="list-style-type: none"> <li>• Provide economic benefits to First Nations;</li> <li>• Increase First Nations’ participation in the forest and range sectors;</li> <li>• Address consultation processes and provides a workable interim accommodation of aboriginal interests with respect to forest and range decisions; and</li> <li>• Enhance operational stability regarding forest and range resource management on Crown lands.</li> </ul> <p>In addition to the FRO, the Ministry may provide a direct award to a First Nation to further enhance the opportunity to access forest tenures. For example, First Nations impacted by the Mountain Pine Beetle Epidemic apply for and receive “Mountain Pine Beetle Direct Award Agreements” where temporary allowable annual cut increases are available.</p>	<a href="http://www.for.gov.bc.ca/haa/Initiatives.htm">http://www.for.gov.bc.ca/haa/Initiatives.htm</a>

		First Nations Forest Council (FNFC)	<p>The Mountain Pine Beetle Emergency Response has transferred \$8.9 million to the First Nations Forestry Council (FNFC) to support First Nations on forestry related matters. \$ 1 million of the Federal funds received were provided for administration of the FNFC to address the Mountain Pine Beetle Epidemic. The Ministry facilitated transfer of funds to the FNFC for 2006/07 and 2007/08. The transferred funds have:</p> <ul style="list-style-type: none"> <li>• Allowed FNFC to provide dedicated expertise in forest policy to ensure First Nations needs are factored into policy and program development;</li> <li>• Funded high priority First Nation inventory gaps for land use planning, fuel management, fire protection/safety issues and traditional knowledge; and</li> <li>• Funded mountain pine beetle spread control contracts which total more than \$ 4.1 million in 2006/07.</li> </ul> <p>Finally, a further \$ 200,000 has been transferred to the FNFC in support of:</p> <ul style="list-style-type: none"> <li>• an Aboriginal Forestry Strategy Working Group to investigate forest tenure viability; and</li> <li>• administrative support for the Wood Products Technical Support Program.</li> </ul>	<a href="http://www.fnforestrycouncil.ca/home.php">http://www.fnforestrycouncil.ca/home.php</a>
Economic Development	Ministry of Forests and Range	First Nations Mountain Pine Beetle Initiative (FNMPBI)	As part of the response to the MPB infestation the Ministry of Forests and Range has provided funding for a First Nations CEO and support staff to build effective working relationships between the ministry and First Nations impacted by the MPB. The FN MPBI will also work to harmonize First Nations and government strategic partnerships in the management of the Mountain Pine Beetle epidemic.	

	Protection Branch	<p>First Nations Emergency Services Society (FNESS):</p> <p>A portion of Mountain Pine Beetle funding has been targeted to address fuel treatment on Crown land adjacent to First Nation Reserve Lands. Two fuel management specialists have been seconded from MoFR Protection Branch into FNESS to assist First Nations develop a MPB fuel management program for First Nations. The First Nations Forestry Council, FNESS, Indian and Northern Affairs, Natural Resources Canada and MoFR are also working cooperatively to streamline fuel management and Community Wildfire Protection Planning for First Nations.</p> <p>A First Nations MBP Fuel Management Working Group, with representation from Federal and Provincial governments and First Nations, is developing a harmonized strategy to address community fire safety issues arising from the provincial MBP infestation.</p> <p>The First Nations Emergency Services Society (FNESS) has contacted 95 of the 103 potentially affected MBP First Nations communities within the past year. Thirty First Nation communities are actively pursuing funding opportunities to carry out fuel management planning and treatments in MBP affected areas.</p> <p>Unit Crews:</p> <p>BC Forest Service Protection Program employs approximately 300 First Nations fire fighters, which amounts to nearly 50% of the entire provincial unit crew resource. During a busy fire season, the BCFS uses contract crews for fire suppression and mop-up on fires in the control stage. Many of the crews used are from local First Nations communities.</p>	<a href="http://bcwildfire.ca/">http://bcwildfire.ca/</a>
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Economic Development	Ministry of Forests and Range	Forest Investment Account(FIA)- Forest Science Program (FSP)	<p>The FIA-FSP is a provincial government mechanism funded by the Ministry to promote sustainable forest management in British Columbia. A 14-member Forest Science Board (FSB) advises the Deputy Minister about strategies and priorities for the FIA-FSP. The Ministry has appointed 2 First Nations representatives on the Forest Science Board to seek First Nations involvement at the project level, and to provide input into the development of strategies and research priorities. A First Nations Harmonization working group assists the FSB in harmonizing First Nations interests into the FIA-FSP. A First Nations Advisory group (up to 10 members) supports First Nations Board members and First Nations members who sit on other Board committees and provide input to priorities for the annual call for proposals.</p> <p>First Nations were also involved in the review of FIA-FSP proposals. In 2008/09 First Nations are involved in 16 FIA-FSP proposals, three as proponents, nine as team members and four as partners. FIA-FSP funding also supports an Aboriginal extension program through FORREC. A Protocol agreement with the BC First Nations Forestry Council will be implemented in 2008/09. A second news letter to first Nations communities is being finalized and will be sent out to First Nations communities in 2008/09. Additional information on First Nations harmonization in the FIA-FSP can be found at <a href="http://www.cortex.ca/fia-fsp/abo-fnh.html">http://www.cortex.ca/fia-fsp/abo-fnh.html</a>.</p>	<a href="http://www.fia-fsp.ca/">http://www.fia-fsp.ca/</a>
		Forests For Tomorrow (FFT)	<p>This program was set up in 2005 with an initial amount of \$ 161 million over four years to respond to the catastrophic wildfires and the mountain pine beetle epidemic. The program is aimed at improving long term timber supply through the re-establishment of young forests on large areas that have been affected by wildfires and the mountain pine beetle. \$ 3.1 million has been awarded to First Nations companies and there have been 35 direct award contracts totaling \$ 1.3 million, providing opportunities for First Nations to gain more expertise in silviculture.</p>	<a href="http://www.for.gov.bc.ca/hfp/fft/index.htm">http://www.for.gov.bc.ca/hfp/fft/index.htm</a>
Economic Development	<b>Ministry of Transportation</b>	2010 Olympics (Sea to Sky Highway Upgrade)	<p>The ministry has signed a final agreement with the Lil'Wat First Nation and is expecting to sign a final agreement with the Squamish First Nation in the near future with respect to participation in the upgrade of the Sea to Sky Highway as part of the 2010 Olympics. The agreements include opportunities for training, business development, employment, community improvements, participation in land development and management, and resolution of historic road grievances. MoT continues to support the treaty tables; consult and accommodate (where necessary) on infrastructure projects; and, is actively involved in the resolution of road tenure issues throughout the province.</p>	

	<b>BC Hydro</b>	<b>BC Hydro's Aboriginal Relations &amp; Negotiations Department</b>	BC Hydro's Aboriginal Relations & Negotiation is responsible for establishing a corporate-wide integrated approach to First Nation relationship building. The department is organized into two key business units. The Aboriginal & Corporate Relations business unit is responsible for identifying risks, strategy development, planning, facilitating participation of First Nations in resource management and development decisions, integrating relationship management across BC Hydro and employee training. The Aboriginal Consultation and Negotiation business unit is responsible for consultation on the transmission and generation capital projects and the management of grievance negotiations.	<a href="http://www.bchydro.com/ard">www.bchydro.com/ard</a>
		<b>Cross-Cultural Training Program</b>	Originally developed for use with BC Hydro employees, Bob Joseph's cross-cultural training program helps individuals and businesses to better understand Aboriginal peoples, issues and cultures, and build better relationships.  For more information on the Cross-Cultural Training Program, please contact Bob Joseph at Indigenous Corporate Training: <a href="http://www.ictinc.ca/index.htm">http://www.ictinc.ca/index.htm</a> .  Aboriginal Relations has produced a DVD compilation of six programs on BC First Nations and Aboriginal peoples, events and issues to complement its Cross-Cultural Training Program. The DVDs are: <i>An Untold BC History</i> , <i>Unfinished Business</i> , <i>Ayuuklh Nisgaa's – A Common Bowl</i> , <i>Delgamuukw v. The Queen – Aboriginal Rights</i> , <i>Watching Over Gwaii Hanaas</i> and <i>Potlatch</i> .	<a href="http://www.bchydro.com/ard/contact/contact957.html">http://www.bchydro.com/ard/contact/contact957.html</a>
		<b>Combining our Strengths Cross Cultural Training Program</b>	BC Hydro is a key sponsor of the Minerva Foundation's Combining Our Strengths Cross Cultural Awareness Training initiative. The project focuses on the culture and impact of history on Aboriginal people through the eyes and stories of Aboriginal women. The intent is to capture the hearts of the participants through interactive learning that incorporates stories, art, music, food and language to develop respect based on understanding.	<a href="http://www.the-minervafoundation.com/programs/cos_overview.htm">http://www.the-minervafoundation.com/programs/cos_overview.htm</a>

Economic Development	BC Hydro	Aboriginal Donations and Sponsorship	BC Hydro provides monetary and in-kind donations to registered charities, registered not-for-profit organizations and First Nations who meet specified criteria. Applicants may request one-time or multi-year funding up to a maximum of three years. BC Hydro also provides sponsorship for Aboriginal events.	<a href="http://www.bchydro.com/community/outreach/outreach2335.html">http://www.bchydro.com/community/outreach/outreach2335.html</a>
		North American Indigenous Games	BC Hydro is a founding sponsor of the 2008 North American Indigenous Games which will be held in August in Cowichan, BC. The Games promote Indigenous cultures and support Indigenous youth through sport.	<a href="http://www.cowichan2008.com">www.cowichan2008.com</a>
		Aboriginal Employment Opportunities	BC Hydro has set a goal of creating a representative workforce that reflects the aboriginal demographics across BC. BC Hydro works closely with the Aboriginal Human Resource Development Agreement (AHRDA) employment offices throughout BC to advertise employment opportunities at BC Hydro and to recruit potential aboriginal employees.	<a href="http://www.bchydro.com/ard/contact/contact957.html">http://www.bchydro.com/ard/contact/contact957.html</a>
		Aboriginal Key Account Management	BC Hydro established a new Aboriginal sector within Customer Care & Conservation to build and maintain long-term relationships with First Nations in order to improve customer care for First Nation communities and to work with First Nations on conservation targets.	
		Aboriginal Contracting and Procurement Opportunities	As part of the Aboriginal Contracting and Procurement Policy, BC Hydro is developing a new database of Aboriginal contractors and suppliers so that BC Hydro contract managers can target procurement opportunities for aboriginal businesses.	
		University of Victoria National Aboriginal Economic Development Chair	BC Hydro has provided \$1 million towards the first ever National Chair in Aboriginal Economic Development. The Chair, based in the University of Victoria's faculties of business and law, will direct a program of research, relationship-building and education to advance Aboriginal economic development in British Columbia and the rest of Canada. The funding BC Hydro is providing over four years will help launch the Chair and support its ongoing research and project development.	<a href="http://www.bchydro.com/news/2006/sep/release48360.html">http://www.bchydro.com/news/2006/sep/release48360.html</a>

	<b>Oil and Gas Commission</b>	Aboriginal Relations and Land Use Branch	<p>The Branch will increase certainty for investment and access to energy and mineral resources in BC by:</p> <ul style="list-style-type: none"> <li>• Improving business relationships with First Nations to increase access to energy and mineral resources in British Columbia; and</li> <li>• Providing ongoing advice, direction and support to the Ministry, the Oil and Gas Commission and other agencies, on a broad range of First Nations issues including, but not limited to, consultation, direct action, negotiation, accommodation and legal decisions, to address operational needs and requirements.</li> </ul>	<a href="http://www.ogc.gov.bc.ca/relations.asp">http://www.ogc.gov.bc.ca/relations.asp</a>
	<b>Ministry of Community Services</b>	Local Government-First Nations Relations Program	\$70,000 annually to the UBCM and First Nations Summit for the Community-to-Community Forum Program. The goal is to increase understanding and to improve overall relations between First Nation and local governments on opportunities for joint economic development, land use planning, natural resource management, service delivery and other areas of common responsibility or interest.	<a href="http://www.civicnet.bc.ca/siteengine/activepage.asp?PageID=i58">http://www.civicnet.bc.ca/siteengine/activepage.asp?PageID=i58</a>
			<a href="#">MARR, MCS, and INAC contributed \$15,000 each to produce a Guide to the Community to Community Forum Program to capture the best practices developed over ten years.</a>	
	<b>Ministry of Small Business and Revenue (MSBR)</b>	Tobacco Tax Revenue Sharing	First Nations Bands wishing to impose their own tobacco tax on tobacco purchased from outlets on their reserves by First Nations persons may enter into agreement with MSBR to collect the bands' tax on their behalf. Currently one agreement is in place with the Cowichan Band.	
	<b>Columbia Basin Trust (CBT)</b>	Delivery of Benefits	Under CBT Act, its "delivery of benefits" is explicitly incremental to responsibilities of governments. Any First Nation in the Basin can apply for funding of a project within the areas of CBT's programs.	<a href="http://www.cbt.org/programs/main.asp?fl=7">http://www.cbt.org/programs/main.asp?fl=7</a>
<b>Taxation</b>	<b>Ministry of Small Business &amp; Revenue</b>	Training Tax Credits	<p>Effective for 2007 and subsequent tax years the BC Training Tax Credit Program provides tax credits to individuals and employers based on participation in apprenticeship programs.</p> <p>Enhanced credits are provided to encourage more First Nations individuals to participate in trades training and to complete their training. Individual and employer tax credits will be 50 per cent higher than they would otherwise receive. Eligibility for these enhanced credits is based on eligibility for a Status Indian card under the federal <i>Indian Act</i>.</p>	<a href="http://www.sbr.gov.bc.ca/business/Income_Taxes/ttc/">http://www.sbr.gov.bc.ca/business/Income_Taxes/ttc/</a>
<b>Education</b>	<b>Ministry of Education</b>	Literacy Action Plan	Support the development of an <i>urban</i> Provincial Aboriginal Family Literacy Strategy for on-and off-reserve Aboriginal communities.	

		<p><b>StrongStart BC Early Learning programs</b></p>	<p>StrongStart BC is a free, drop-in early learning program for preschool-aged children accompanied by a parent or caregiver.</p> <p>Qualified early childhood educators lead learning activities, including stories, music and art to help children get ready for success in kindergarten.</p> <p>These programs help to promote cognitive, language, social-emotional and physical development of young children</p> <p>Parents and caregivers attending StrongStart BC centres can expect to participate in organized sessions like story time, in play activities, and in serving a healthy snack.</p> <p>The 2008 throne speech announced another 316 StrongStart BC centres will be added in the next two years, for a total of 400 programs in BC by 2010.</p>	<p><a href="http://www.bc.ed.gov.bc.ca/literacy/early_learning/strongstart_bc.htm">http://www.bc.ed.gov.bc.ca/literacy/early_learning/strongstart_bc.htm</a></p>
		<p><b>Ready, Set Learn</b></p>	<p>Ready, Set, Learn is a school readiness initiative. Elementary schools host open house-type events for families and their three-year-olds.</p> <p>Families attending a <i>Ready, Set, Learn</i> event will receive:</p> <ul style="list-style-type: none"> <li>An age-appropriate book for the child</li> <li>A parent/family kit to supporting preschooler’s learning and development; and</li> <li>Any additional information chosen by the school to help with school readiness</li> </ul>	<p><a href="http://www.bc.ed.gov.bc.ca/literacy/rsl/">http://www.bc.ed.gov.bc.ca/literacy/rsl/</a></p>

		BC Early Learning Framework	The Ministry of Education led the development, in partnership with MCFD and MOH, of an Early Learning Framework for children, from birth to five years old. This framework sets out a vision, principles, and key areas of learning for young children in British Columbia. The primary purpose of the Early Learning Framework is to support adults to create rich early learning experiences and environments that reflect the latest knowledge on how best to support young children's early learning and development. The framework is designed to help adults support and strengthen children's individual, social, cultural, and linguistic identities, and their respect and appreciation for other people's identities.	<a href="http://www.bc.ed.gov.bc.ca/literacy/early_learning/#el">http://www.bc.ed.gov.bc.ca/literacy/early_learning/#el</a>
		Aboriginal Curriculum Content	Develop Grade 12 Language Arts course and exam, (English 12: First Peoples) equivalent to English 12  Review and increase Aboriginal content in the K-12 school curriculum; including integration of K-12 multi-media resource materials on the theme of the North American Indigenous Games.	
		Local Education Agreements (LEAs)	LEAs are education and tuition agreements negotiated between Bands, INAC and school districts for the education of Registered Indians.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
Education	Ministry of Education	Aboriginal Education Enhancement Agreements (EA's)	An Enhancement Agreement (EA) is a commitment made by each school district, all local Aboriginal communities, and the Ministry of Education, to work together to improve the success of all Aboriginal students. As of March, 2008, 36 EAs have been signed, and all other school districts are engaged in EA development (progress is at various stages). EAs focus on academic achievement, community engagement and the integration of local Aboriginal worldview, with an emphasis on language and culture, into teaching and learning as key strategies to address student achievement.	<a href="http://www.bc.ed.gov.bc.ca/abed/agreements/">http://www.bc.ed.gov.bc.ca/abed/agreements/</a>
		Data Analysis and Reporting	Consistent student level data have been collected since 1994, a benchmark in Canada as British Columbia is the only province that collects comprehensive data on Aboriginal student achievement. Aboriginal demographics and performance results has been reported publicly since 1999.	<a href="http://www.bc.ed.gov.bc.ca/abed/performance.htm">http://www.bc.ed.gov.bc.ca/abed/performance.htm</a>

		Aboriginal Education Targeted Funding	<p>Provides targeted annual funding for Aboriginal education at \$1014 per student.</p> <p>Enables school districts to deliver enhanced academic and language and culture programs and support services to Aboriginal students.</p> <p>Designed to improve academic performance and success of Aboriginal students.</p>	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
		BC First Nations Studies 12 and Teachers Guide	BC First Nations Studies 12 is an approved curriculum as a foundation course requirement for graduation. A textbook and supplemental teacher's guide have been developed to accompany the course.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
		Tripartite and Aboriginal Education Partners Committee	These committees are comprised of federal and provincial education authorities and First Nations associations working jointly on Aboriginal education issues. This committee process and structure is unique in Canada.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
Education	Ministry of Education	Teacher Recruitment and Retention	Formed in February 2001, and partially funded by the Ministry of Education, the Aboriginal Teacher Education Consortium has established a five-year strategy for the recruitment, training and retention of Aboriginal teachers. INAC has contributed \$420K to support three bridge model initiatives in British Columbia. The bridge pilot programs will address the needs of our province to have more Aboriginal teachers.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
		First Nations Education Jurisdiction	<i>The First Nations Education Act (Bill 46-2007)</i> , received Royal Assent in the BC Legislature on November 29, 2007. This historic legislation complements the Federal government legislation, Bill C34, <i>First Nations Jurisdiction over Education in British Columbia Act</i> . Both pieces of legislation are the culmination of years of negotiations involving Canada, the First Nations Education Steering Committee (FNESC), and British Columbia. First Nations who participate will be able to create their own legislation governing First Nations education in their schools on their lands.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>
		First Nations Education Steering Committee	Ministry of Education supports and engages with FNESC to facilitate discussion about education matters affecting First Nations in BC by sharing information and soliciting input from First Nations. The Ministry co-hosts and co-sponsors an annual conference on Aboriginal education, organized by FNESC.	<a href="http://www.bc.ed.gov.bc.ca/abed/">http://www.bc.ed.gov.bc.ca/abed/</a>

		UNN, Métis Nation BC	Ministry of Education supports and engages with UNN and Métis Nation BC to facilitate discussion about education matters affecting Aboriginal students in BC by sharing information and soliciting input from Aboriginal and Métis peoples.	
<b>Post Secondary Education</b>	<b>Ministry of Advanced Education (AVED)</b>	Aboriginal Post-Secondary Education Policy Framework and Action Plan	The Ministry, through discussions with its Aboriginal education partners, has developed a proposed Aboriginal post-secondary education policy framework and action plan that sets out to ensure Aboriginal learners have the tools they need to participate in the post-secondary system and complete their studies on a level comparable to non-Aboriginal learners.	<a href="http://www.av.ed.gov.bc.ca/aboriginal/">http://www.av.ed.gov.bc.ca/aboriginal/</a>
Post Secondary Education	<b>Ministry of Advanced Education</b>  AND  <b>Ministry of Health</b>	Aboriginal Health Education	<p>AVED works with Ministry of Health (MoH) to support the strategic development of an Aboriginal healthcare workforce by providing financial support to Aboriginal nursing and allied-health education learners (through MoH's Aboriginal Nursing Fund) and support to institutions with Aboriginal-focused health education programs. (See also p. 27)</p> <p>As part of the provincial First Nations Health Plan, AVED has committed to dedicate post-secondary seats to Aboriginal health professions in order to increase the number of trained Aboriginal health care professionals. This will be coupled with work with public post-secondary institutions and Aboriginal communities in order to improve access, participation and success of Aboriginal learners in post-secondary health care programs.</p>	<a href="http://www.av.ed.gov.bc.ca/aboriginal/">http://www.av.ed.gov.bc.ca/aboriginal/</a>
		Aboriginal Special Projects Funding (ASPF)	<p>ASPF provides financial support to assist public post-secondary institutions in promoting relevant, quality educational programs and support activities to help increase participation, retention and success among Aboriginal learners.</p> <p>Since 2001, 222 ASPF projects have been funded by AVED totaling about \$11 million - more than 3,900 Aboriginal learners have benefited from this funding.</p>	<a href="http://www.av.ed.gov.bc.ca/aboriginal/project_funding.htm">http://www.av.ed.gov.bc.ca/aboriginal/project_funding.htm</a>
		Aboriginal Service Plans	Aboriginal Service Plans are a key component of AVED's Aboriginal Post-Secondary Education Action Plan. The Aboriginal Service Plan (ASP) initiative enhances the opportunity for institutions and Aboriginal communities to collaborate in the development of three-year service plans that outline goals for Aboriginal learners in terms of access, participation, and success and identifies specific actions to be implemented to meet these goals.	

Post Secondary Education	Ministry of Advanced Education	Support for BC First Nations Coordinators (Aboriginal Coordinators)	Aboriginal Education Coordinators have many responsibilities including student services, community liaison services, program development, program and services leadership, and institutional change processes. AVED provides funding to support the costs associated with the biannual training and coordination function of the BCFNCC, which promotes and supports a comprehensive approach to Aboriginal post-secondary education.	<a href="http://www.aniabot.com/bc/funding.php">http://www.aniabot.com/bc/funding.php</a>
		Chief Joe Mathias Scholarship Endowment	AVED has provided financial support to the Chief Joe Mathias British Columbia Aboriginal Scholarship Fund to help Aboriginal students pursue education and training in British Columbia	<a href="http://www2.news.gov.bc.ca/news_releases_2005-2009/2006AE0057-001449.htm">http://www2.news.gov.bc.ca/news_releases_2005-2009/2006AE0057-001449.htm</a>
		Alberta Centennial Scholarships	To commemorate Alberta's Centennial in 2005 the province provided 25 scholarships (\$2500/scholarship) to each territory and province. These scholarships are available to Aboriginal students.	
	<b>Ministry of Aboriginal Relations and Reconciliation</b>	First Citizens Fund - Student Bursary Program	The Student Bursary Program provides \$125,000 annually to assist eligible Aboriginal students enrolled in post-secondary education programs.	<a href="http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm">http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm</a>
	<b>BC Hydro</b>	Scholarships for Aboriginal People	Scholarships are offered to individuals who are status/non-status Indians, Inuit or Métis, residents of British Columbia, and plan to enroll in a full-time public post-secondary institution; or who are attending a full-time public post-secondary institution in any field of study. In addition, these individuals are also eligible for a range of other scholarships offered by BC Hydro.	<a href="http://www.bchydro.com/community/scholarships/scholarships878.html">http://www.bchydro.com/community/scholarships/scholarships878.html</a>
<b>Housing</b>	<b>Ministry of Forests and Range – Office of Housing and Construction Standards (OHCS)</b>	Aboriginal Housing Strategy	Develop a 10-year Aboriginal housing strategy by March 2008 spanning the continuum from homelessness to home ownership.	

	<b>BC Housing Management Commission (BCHMC)</b>	Housing	<p>BC Housing and the Aboriginal Housing Management Association reached an Aboriginal Social Housing Self-Management Agreement that transferred responsibility to AHMA for the administration of 300 units of housing created under provincial housing programs. AHMA's membership consists of 15 non-profit housing societies across British Columbia that provide housing services to Aboriginal people.</p> <p>Devolution of up to 2600 additional units that were transferred from CMHC to BC Housing is pending final transfer agreement with AHMA. These units will be transferred to AHMA for ongoing management. Transfer date pending 2007.</p> <p>BCHMC will continue to engage in capacity building exercises with AHMA and its member societies</p>	<a href="http://www.ahma-bc.org/">http://www.ahma-bc.org/</a>
	BCHMC and OHCS	Housing	Develop an allocation plan for \$51 million federal housing trust fund – targeted to the construction of 3-year non-Reserve Aboriginal housing (some construction will commence in 2007)	
		Apprenticeship training	Increase the number of First Nations professions and skilled trades persons in the management and construction of social housing.	
<b>Infrastructure</b>	<b>Ministry of Labour and Citizens' Services</b>	Bridging the Digital Divide	The Ministry of Labour & Citizens' Services (Network BC) is working with the First Nations Leadership Council to develop a plan that supports the First Nations Technology Council's strategy for connecting First Nations in B.C. The plan will include increasing the percentage of First Nations communities with access to broadband facilities by end of 2009.	<a href="http://www.network.gov.bc.ca">http://www.network.gov.bc.ca</a>
<b>Employment and Skills Training</b>	<b>Industry Training and Authority BC</b>  AND <b>Ministry of Economic Development</b>	Aboriginal Apprentices	The ITA has hired a Director of Aboriginal Apprenticeship, is working in collaboration with Industry, the training community, government and the Aboriginal community to develop an Aboriginal trades strategy. The mobile training unit is nearing completion of a 2 year pilot project delivering training to remote rural communities in the North. An evaluation of the project will be completed.	<a href="http://www.ita.bc.ca/index.php">http://www.ita.bc.ca/index.php</a>

	<b>Ministry of Aboriginal Relations and Reconciliation</b>	Aboriginal Youth Business Entrepreneur-ship Skills Training (BEST)	The Aboriginal BEST program is offered in six communities annually throughout the province. The 12-session training series is specifically tailored to the needs of Aboriginal youth and focuses on identifying viable business ideas and determining their feasibility. Participants conduct market research, write business plans, and explore financing options.	<a href="http://www.gov.bc.ca/arr/prgs/aboriginal_dir/aboriginal_BEST.htm">http://www.gov.bc.ca/arr/prgs/aboriginal_dir/aboriginal_BEST.htm</a>
		BladeRunners	BladeRunners assists multi-barriered and disadvantaged youth to gain work experience and training in construction and related trades. The program is not Aboriginal specific, but the majority of participants are Aboriginal youth. There are currently programs in Vancouver, Nanaimo and Victoria.	<a href="http://www.buildingfuturestoday.com/programs.php?page=6">http://www.buildingfuturestoday.com/programs.php?page=6</a>
Employment and Skills Training	<b>Ministry of Energy, Mines and Petroleum Resources</b>	First Nations Prospector and Field Work Program Training	This multi-year program initiative provides field training to First Nation students. The delivery of phase 1 of the program will be expanded to encompass other areas of significant new mineral exploration and development opportunities in Northeast, Central and Interior BC. In 2004/05 the Ministry expended \$975,000 to deliver First Nations mining-related initiatives including this program. Ongoing funding is not confirmed (\$2.8 million).	
		North East Coal Program	Provide capacity funding to McLeod Lake Indian Band, West Moberly First Nations and Saulneau First Nations for the purposes of engaging community coal coordinators, providing information sessions in the communities and attending mine development review committee meetings. Funding has been provided for fiscal years 05/06 and 06/07 and it is anticipated would be provided again for 07/08.	
	<b>Ministry of Employment and Income Assistance</b>	Bridging Employment Program (BEP)	BEP is structured to serve three categories of clients, one of which is a Special Bridging component-for women who experience violence or abuse and also face additional barriers to employment due to language, immigration or culture. There is an Aboriginal specific service provider contracted to provide services in the Lower Mainland.	<a href="http://www.eia.gov.bc.ca/factsheets/2004/Bridging.htm">http://www.eia.gov.bc.ca/factsheets/2004/Bridging.htm</a>
		British Columbia Employment Program (BCEP)	BCEP provides employment services and supports designed to meet the needs of individual BC Employment and Assistance clients with employment obligations. While BCEP does not specifically focus on Aboriginal clients, a number of contractors in the Interior are delivering programs sensitive to the local Aboriginal population.	<a href="http://www.eia.gov.bc.ca/factsheets/2006/BCEP.htm">http://www.eia.gov.bc.ca/factsheets/2006/BCEP.htm</a>

		Employment Program for Persons with Disabilities (EPPD)	EPPD provides a range of specialized services to help individuals with disabilities participate in their communities, pursue their employment goals as they are able, increase their self-reliance, and build skills and experience that may lead to employment that may lead to employment. EPPD is a province-wide program with individualized services provided through Service Provider contracts. EPPD is available to Aboriginal individuals living on or off reserve.	
Employment and Skills Training	<b>Ministry of Tourism, Sport and the Arts</b>	Aboriginal Youth Futures in Recreation and Sport Training (FIRST)	<p>Aboriginal Youth FIRST initiative has several components:</p> <ul style="list-style-type: none"> <li>• Aboriginal Youth FIRST Excellence Program (joint Fed/Prov funding) is a 3-year pilot to increase participation in sport activity;</li> <li>• Aboriginal Youth FIRST Provincial Program offers training to develop leadership and employment skills through sport, recreation and life skills training; and</li> <li>• The Aboriginal Youth FIRST Rural-Northwest Program and the Urban-Vancouver Program are 3-year pilots focused on their respective areas.</li> </ul>	<a href="http://youthfirst.ca/">http://youthfirst.ca/</a>

	<p><b>Environmental Assessment Office</b></p>	<p>First Nations Environmental Assessment Technical Working Group</p>	<p>The Environmental Assessment Office supports an ongoing environmental assessment forum, First Nations Environmental Assessment Technical Working Group, composed of First Nations, (Hul qui ni num Treaty Group, Douglas First Nation, Lheidli T'enneh, Shuswap Nation Tribal Council, Canadian Columbia River Inter-Tribal River Fisheries Commission, Taku River Tlingit) the CEAA Agency, NRCAN and MEMPR, MARR.</p> <p>First Nation engagement occurs on all environmental assessment project reviews.</p> <p>\$35,000.00: This funding is to support costs incurred by CCRIFC in relation to activities associated with supporting the ongoing work of the FNEATWG and in particular training using the First Nations Environmental Assessment Toolkit.</p> <p>\$260,000.00: This funding is to support costs incurred by CCRIFC in relation to funding the new FNEATWG Coordinator position. The position will be responsible for the following:</p> <ul style="list-style-type: none"> <li>• Organize, co-facilitate and report on a one to two day First Nations Environmental Assessment 'Best Practices' Forum (with administrative assistance from the FNEATWG administrator);</li> <li>• Organize, secure funding for and co-facilitate up to two First Nations Environmental Assessment workshops with interested First Nations and/or First Nations organizations;</li> <li>• Identify potential funding sources and prepare funding applications for priority FNEATWG initiatives identified during the October, 2007 FNEATWG meeting, including: (i) expansion and enhancement of the 'Best Practices' forum; and (ii) updating and reprinting of the FN Environmental Assessment Toolkit;</li> <li>• Update and maintain the FNEATWG website (<a href="http://www.fneatwg.org">www.fneatwg.org</a>)</li> <li>• Implement FNEATWG decisions, in coordination with the FNEATWG administrator and co-chairs (including preparation of correspondence and documents);</li> <li>• Prepare reports on FNEATWG activities and progress for presentation to provincial First Nation organizations, and arrange for presentation of the reports.</li> <li>• Ensure the timely distribution of information on developments in provincial and federal environmental assessment processes to FNEATWG members;</li> <li>• Prepare regular reports on FNEATWG activities for participating First Nations governments.</li> </ul>	<p><a href="http://www.fn eatwg.org">http://www.fn eatwg.org</a></p>
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<b>Health and Social Programs</b>	<b>Ministry of Community Services</b>	Transition House Services	The Tahltan Health & Social Services Authority, Xolhemet Society and Okanagan Nation Family Intervention and Services Society are funded to support Transition House Services for women who have experienced abuse (and their children) on reserve in Telegraph Creek, Chilliwack and Penticton.	<a href="http://www.cserv.gov.bc.ca/womens_services/transition-houses/index.htm">http://www.cserv.gov.bc.ca/womens_services/transition-houses/index.htm</a>
Health and Social Programs	Ministry of Community Services	Community Action for Women's Safety Grant Program	Atira Women's Resource Society is contacted to provide outreach services to Aboriginal and Metis women in Surrey/Newton and surrounding area who have experienced abuse (including historical sexual abuse and sexual assault), or are at risk of abuse, threats or violence. Saulteau First Nations is contracted to provide counseling and outreach services in Moberly Lake.	<a href="http://www.cserv.gov.bc.ca/womens_services/counseling/index.htm">http://www.cserv.gov.bc.ca/womens_services/counseling/index.htm</a>
	<b>Ministry of Aboriginal Relations and Reconciliation</b>	Friendship Centre Program	The Friendship Centre Program provides \$720,000 annually to assist 24 Centres in British Columbia to offset the costs of training and employing Program Directors, who deliver a range of social, recreational and cultural programming to Aboriginal people living in urban areas.	<a href="http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm">http://www.gov.bc.ca/arr/prgs/fcfund/fcfund.htm</a>
	Ministry of Advanced Education  AND  Ministry of Health	Aboriginal Health Professions	Dedicate post-secondary seats to Aboriginal health professions.	<a href="http://www.healthservices.gov.bc.ca/cpa/publications/first_nations_health_implementation_plan.pdf">http://www.healthservices.gov.bc.ca/cpa/publications/first_nations_health_implementation_plan.pdf</a>
	<b>Ministry of Health</b>	First Nations / Aboriginal-specific ActNow BC Program	The Minister of State for ActNow BC will work with First Nations communities and the First Nations health Council, the National Collaborating Centre on Aboriginal Health, and health authorities to lead the development of a First Nations / Aboriginal-specific ActNow BC program.	
		Aboriginal Mental Health Plan	Adult mental health, substance abuse as well as young adult suicide will be addressed through an Aboriginal Mental Health Plan	
Aboriginal Maternity Access Project	A Maternity Access Project will be implemented to improve maternal health services for Aboriginal women and bring birth "closer to home and back into the hands of women."			

Health and Social Programs	Ministry of Health	Telehealth Network	Create a fully integrated clinical telehealth network.	<a href="http://www.healthservices.gov.bc.ca/cpa/publications/first_nations_health_implementation_plan.pdf">http://www.healthservices.gov.bc.ca/cpa/publications/first_nations_health_implementation_plan.pdf</a>
		Cultural Appropriate addictions beds	Develop new culturally appropriate addictions beds/units for Aboriginal people.	
		Integrated Primary Health Services Programs	Introduce integrated primary health services programs and patient self-management programs to support First Nations living with chronic health conditions.	
		Aboriginal health and healing centres	Further develop the role of the Nurse Practitioner and enhance physician participation in Aboriginal health and healing centres.	
		Increase Aboriginal Hospital Liaison staff	Increase the number of Aboriginal Hospital Liaison staff employed by health authorities.	
		Aboriginal Early Childhood Preventative Health Screening	Aboriginal children under age six (on and off reserve) will receive hearing, dental and vision screening.	
		First Nation First Responder Program	Improve First Responder programs in rural and remote First Nation communities.	
		Safe Driving	Develop an informational campaign to increase awareness about seatbelt use and safe driving.	
Health and Social Programs	Ministry of Health	Honouring Our Health: BC's Aboriginal Tobacco Reduction Strategy	The Honour Your Health Challenge (HYHC) is a province-wide, community based health initiative which mobilizes individuals and communities to live active, healthy and strong lifestyles, free from tobacco misuse. Provincial training, community grants, incentives, and provincial grand prize draws make the HYHC a fun way to keep moving toward better health and wellness.	<a href="http://www.tobaccofacts.org/tob_control/strategy.html">http://www.tobaccofacts.org/tob_control/strategy.html</a>
		Aboriginal Nursing Recruitment Strategies Fund	Funding supports the development of provincial strategies to enhance Aboriginal nursing projects including: recruiting Aboriginal youth into the nursing profession, supportive recruitment practices for Aboriginal and non-	<a href="http://www.healthservices.gov.bc.ca/ndirect">http://www.healthservices.gov.bc.ca/ndirect</a>

			Aboriginal nurses to Aboriginal communities, and retention initiatives for nurses working in Aboriginal communities.	<a href="#">/ns_summary_0405.html</a>
<b>Justice</b>	<b>Ministry of Public Safety and Solicitor General</b>  AND <b>Ministry of Children and Family Development</b>	Aboriginal Justice Programs	Programs provide community based services that range from court diversion to the re-integration of offenders returning from Jail. They generally have a significant cultural component and communities are encouraged to accept responsibility for justice issues. Most are joint funded with the Federal Dept of Justice.  Program locations include Ahousat, Prince Rupert, Prince George, Vancouver, St'at'imc, Tl'azt'en, Sechelt, Nuxalk, Sliammon, Sto:Lo, Kamloops, St Mary's, Lower Post, Gitxsan, Wet'suwet'en, Canim, Punky Lake, Esketmc, QCI, and Nisga'a.	
	<b>Ministry of Public Safety and Solicitor General</b>	Native Court worker Program	Court workers provide information, counseling (but not legal advice), liaison and referral services to Aboriginal people in conflict with the law, to ensure fair, just, equitable and culturally-sensitive treatment. The program is cost shared with the Federal Department of Justice.	<a href="http://www.psgov.bc.ca/community_programs/funding/firstnations/ncabc.htm">http://www.psgov.bc.ca/community_programs/funding/firstnations/ncabc.htm</a>
	Justice	Ministry of Public Safety and Solicitor General	Aboriginal Prison Liaison Programs	Programs provide one-to-one support, community liaison, elder programs and spiritual services for incarcerated Aboriginal offenders.
Victim Services Programs			Programs provide services to victims of crime including: information about the justice system, practical help, emotional support and referrals to other programs. Five programs, operated by Aboriginal agencies, serve only Aboriginal victims of crime (Williams Lake, Prince George, Alert Bay, New Hazelton and Vancouver). Seven other programs (most are also operated by Aboriginal agencies) primarily serve Aboriginal victims of crime, but provide services to non-Aboriginal victims as well (Dease Lake/Telegraph Creek, Nanaimo, New Aiyansh, Bella Bella, Lillooet, Queen Charlotte Islands, Bella Coola).	<a href="http://www.psgov.bc.ca/victim_services/cva/index.htm">http://www.psgov.bc.ca/victim_services/cva/index.htm</a>
VictimLINK			Toll-free province-wide telephone line provides information and referral services (24 hours a day, 7 day a week) to all victims of crime. Services are provided in 17 Aboriginal languages.	<a href="http://www.vcn.bc.ca/isv/victim.htm">http://www.vcn.bc.ca/isv/victim.htm</a>

		Restorative Justice and Aboriginal Community Accountability Programs (CAP)	Funding supports the development of volunteer-based Community Accountability Programs (CAPs) that embrace principles of restorative justice. CAPs emphasize meaningful and immediate consequences for crimes, ensure victims of crime are heard and supported, and ensure offenders have the opportunity to accept responsibility for actions and make amends. Start-up grants (up to \$5,000) and on-going financial contributions (up to \$2,500 annually) are available. There are 12 Aboriginal CAP programs now eligible for on-going funding.	<a href="http://www.pssg.gov.bc.ca/community_programs/funding/firstnations/index.htm">http://www.pssg.gov.bc.ca/community_programs/funding/firstnations/index.htm</a>
Justice	Ministry of Public Safety and Solicitor General	Safe Streets and Safe Schools Funding	Provides support to schools and communities to enhance public safety and local crime prevention efforts, by encouraging the development of best practices and innovative strategies that increase problem solving approaches to crime, and build local capacity for community safety. Aboriginal Safe Streets Safe Schools projects funded in 2007/08 were located in Cranbrook, Burns Lake, Maple Ridge, Prince George, Vancouver, Squamish, Merritt, Kamloops, Lax Kw'alaams and Savona, . One time project grants of up to \$5,000 are available for community and youth organizations, local governments, school districts and police departments.	<a href="http://www.pssg.gov.bc.ca/community_programs/funding/crimeprevention/safe-streets-schools-fund.htm">http://www.pssg.gov.bc.ca/community_programs/funding/crimeprevention/safe-streets-schools-fund.htm</a>
		Crime Victim Assistance Program (CVAP)	The Crime Victim Assistance Program provides financial assistance and benefits to victims, their immediate family members and to some witnesses to help offset the costs of the victimization and to promote their recovery from the effects of violent crime. The Program attempts to ensure benefits are provided in a way that is sensitive to the needs of Aboriginal victims and their families.	
		Inter-Ministry Committee on Youth Violence and Crime	Victim Services and Community Programs Division (VSCPD) has developed a four year strategy to address youth gang violence (\$200,000 for next two years). The goal is to develop an evidence-based, coordinated, and integrated community plan to address youth-gang violence in pilot communities. Ethno-cultural and geographical determinants were used in selection of 7 pilot communities. The model includes evaluation and sustainability programming and a provincial communication plan.	
		Bill C2 Implementation-Greater access to justice	VSCPD, together with the Child and Youth Officer, designed and delivered training and public awareness sessions on court testimonial accommodations for vulnerable witnesses/victims. Sessions were held in rural and remote areas with high Aboriginal populations. The sessions increased knowledge and access to justice for Aboriginal victims/witnesses.	

Justice	Ministry of Public Safety and Solicitor General	Missing Women Trial	VSCPD provides ongoing support for the families of the Missing Women. This includes a designated court support workers, therapists and a website accessible to family members only.	
		Highway of Tears	VSCPD has provided ongoing support to the families of the missing women along highway 16, through direct service delivery, CVAP benefits, and strategic planning to address gaps in service delivery.	
		Research on Innovative Models of service delivery in rural and remote Aboriginal communities	<p>Research has been completed and is ready for printing.</p> <p>There are 11 recommendations:</p> <ul style="list-style-type: none"> <li>-Create an action plan and budget for implementing new programs;</li> <li>-Establish an Aboriginal council on victim issues;</li> <li>-Develop an Aboriginal communication strategy;</li> <li>-Deliver multi-level education;</li> <li>-Increase presence in Aboriginal communities;</li> <li>-Provide targeted emergency support;</li> <li>-Increase relationships with Chiefs and Councils</li> <li>-Increase support for Aboriginal staff;</li> <li>-Increase coordinated partnerships;</li> <li>-Partner with Aboriginal Policing;</li> <li>-Support capacity building in rural and isolated communities.</li> </ul>	
		Preventing Youth Gang Violence in BC: Comprehensive and Coordinated Provincial Action Plan	<p>A 4-year Provincial strategy developed to support the direct efforts of 7 communities in the development of coordinated and integrated community plans that will work toward the prevention of youth gang violence.</p> <p>Communities have been selected based on level of risk and level of need. As part of this strategy, the Vancouver Aboriginal Community Policing Centre Society in partnership with Vancouver Police Department – Aboriginal Youth Working Group is working on an action plan to address youth gang violence among urban Aboriginal youth in Vancouver.</p>	

To contact any one of the ministries or agencies listed, call

**Service BC** and ask the Operator to connect you directly.

In Vancouver: 604-660-2421 Elsewhere in BC: 1-800-663-7867

## APPENDIX 2: CANADA AND ABORIGINAL PEOPLE

This appendix will examine the historical context of the relationship between Aboriginal people and the Federal Government. It will focus on major agreements, negotiations, legislation, and policies that have shaped the current relationship.

When Canada was first being explored and economized through the fur trade, the Hudson's Bay Company (HBC) and the Northwest Company (NWC) were the main corporations doing the work. They relied on Aboriginal peoples knowledge of the landscape, along with hunting and gathering practices to gain access to furs. In 1670, the HBC was incorporated into the British Royal charter while the NWC remained independent and established its headquarters in Montreal (Saskatchewan, 2009).

Initially, the fur trade was beneficial for both Europeans and Aboriginal people. The Europeans relied on First Nations and Métis knowledge of the land and specialized knowledge of specialized labour techniques to gain access to fur. In return, the Aboriginal people received goods. The Métis played an instrumental role as intermediaries because they were fluent in both English and First Nations languages (Saskatchewan, 2009).

However, while the First Nations people received goods from Europeans, contact also exposed them to foreign diseases such as small pox, tuberculosis, and measles. Entire villages and Aboriginal populations were wiped out (Saskatchewan, 2009). In BC, much of the Sepwecmetc nation, located in BC's interior, died as a result of the small pox outbreak from 1862 to 1863 (PHO, 2007). Aboriginal people had traditionally relied on plants and animals sought in the fur trade for their physical and cultural survival (Saskatchewan, 2009). Overhunting and trapping of these resources resulted in starvation and loss of culture.

In 1763, the Royal Proclamation was introduced and provided the British with protection and rights over unsettled First Nations land (Saskatchewan, 2009). It also recognized that First Nations people had their own governance structure and rights and title to lands that were not colonized. However, as a result, land could only be acquired from First Nations by the Crown and only if treaties were used (BCCTF, 1991).

In 1867 the Constitution Act, formerly known as the British North America Act (BNA), formalized the parts of North America that comprised Canada (Saskatchewan, 2009). It also divided the powers between Federal and Provincial Governments. Section 91(24) of the Act gives the Federal government jurisdiction over 'Indians and the lands reserved for Indians'. This responsibility is acknowledged through the *Indian Act*. The Act differentiated Métis people from First Nations people, by excluding Métis people from the definition of Indian. It also governed the administration of most aspects of a First Nations persons' life including health, marriage, death, education, and housing. It intended to civilize Indian people, manage them and their lands, and define who was and was not an Indian (Tennant, 1990).

Following the establishment of the *Indian Act*, from 1871 to 1921, the Federal Government signed 11 Numbered treaties with First Nations (Tennant, 1990). During this time, various

federal departments were responsible for upholding the Federal Governments authority as per the *Indian Act* (Saskatchewan, 2009). For example, from 1869 to 1873 the Department of the Secretary of State for the Provinces held this responsibility (Canada, 2004). However, the Department of the Interior held this responsibility from 1873 until 1880, at which point the Department of Indian Affairs oversaw management for the next fifty-six years.

As exploration and settlement into the West grew, First Nations people were pressured to relocate to Reserves (Saskatchewan, 2009). The Federal government managed reserves and feared First Nations would mobilize and develop alliances to oppose the Crown. As such, reserves were intentionally spaced far apart. By 1900, the BC had been divided into fifteen Indian Agencies (Tennant, 1990). For every one agency, there were approximately 1,500 Aboriginal people. These agencies supervised and managed many daily activities of First Nations communities (PHO, 2007). Federal Indian Agents and Farm Instructors were on the reserves and active in their roles (Saskatchewan, 2009). They provided family and marriage counseling; married and buried people; maintained law and order; and acted as the public health nurse. Missionaries also made their way onto reserves, imposing Christianity in attempts to 'civilize' First Nations people. Customs such as potlatches, dances, spiritual practices and traditions were also banned and replaced with Christian practices.

Residential schools were established to separate Aboriginal children from their families. This was done in attempts to civilize and convert them to Christianity (Saskatchewan, 2009). In 1920, the *Indian Act* was amended to make attendance to Residential schools mandatory for all First Nations children between the ages of seven to fifteen (PHO, 2007). Children were forcibly taken from their homes and communities to be taught Christian beliefs and values. They were forbidden from practicing their cultural and spiritual practices, and were severely punished if they spoke their native language. Many Aboriginal children suffered emotional, physical, psychological, and sexual abuse at these schools. At the same time children were being taken away from their families, First Nations people were further stressed by threats of reducing the size of reserves.

Widespread discontent over the size of reserve land combined with the refusal of Governments to negotiate treaties inspired the creation of the Allied Indian Tribes of BC in 1915 (Tennant, 1996). This was the first province wide Aboriginal organization in BC, and was comprised of representatives from the interior and coastal First Nations. Previously, mobilizing as a unified entity was particularly difficult in BC for First Nations because of the geographical distance and barriers, and language and cultural diversity amongst bands (Tennant, 1990).

Tennant (1996) explains that during this time, the highest court in the United Kingdom also served as Canada's highest court. The timing of the demand for Aboriginal rights and title, made by the Allied Indian Tribes of BC, coincided with a ruling this court made in favor of aboriginal title in Nigeria. Federal politicians in Canada were aware of the similarities between the Nigerian and BC cases, and feared that the UK ruling could be used as precedence for BC Aboriginal title. To calm their fears, Canada criminalized Aboriginal land claims by amending the *Indian Act* in 1927. Even speaking about land claims was

deemed illegal. In doing so, federal and provincial governments protected themselves from legal recourse over Aboriginal title.

Until 1949, the UK's highest court was relinquished of its role as Canada's highest court. This position was subsequently filled by Canada's highest court, the Supreme Court of Canada, and the precedence established in the UK no longer applied. Two years following this judicial shift, in 1951, the Federal government believed that First Nations had abandoned the quest for land claims. Consequently, they repealed the amendment banning Aboriginal land claims (Tennant, 1996).

Further federal legislative amendments were pursued in 1960. That year the *Election Act* was adjusted to provide First Nations people with the right to vote (Saskatchewan, 2009). Prior to that, First Nations people had been provisionally disenfranchised (PHO, 2007). They could gain the right to vote, if they relinquished their Indian status. The 1960 amendment acknowledged that a person could be both First Nations and Canadian (Saskatchewan, 2009).

In 1969, a policy report, known as the White Paper, was released at the discretion of then Minister of the Department of Indian Affairs, Jean Chrétien (Tennant, 1990). The report proposed that First Nations be integrated into Canadian society by abolishing the *Indian Act* (Moss & Gardner-O'Toole, 1991). The Act legally distinguished Indians from other Canadians. This paper was viewed as hostile and signified white insensitivity towards Aboriginals (Tennant, 1996). It was opposed by bands across the nation and dropped soon after (Tennant, 1996; Moss & Gardner-O'Toole, 1991).

Bands in BC responded to the White Paper by forming the Union of British Columbia Indian Chiefs (UBCIC). The purpose of the UBCIC was to pursue one consolidated land claim on behalf of all BC bands. Despite the desire to move forward on this issue, the UBCIC were unsuccessful. There were internal issues that precluded an organized effort on their part, and the BC government, from 1972 to 1975, under NDP leadership, refused to negotiate (Tennant 1996).

In 1949, Frank Calder, a Nisga'a hereditary chief was elected as the Co-operative Commonwealth Federation MLA in Atlin during the Provincial election ("Frank Calder", 2000). First Nations people comprised the majority of votes in the area, and Calder continued to act as MLA over the next 30 years. He was a strong proponent for recognition of Aboriginal title, treaties that compensated First Nations land, expansion of reserve land, self-government and a reduction of federal involvement (Tennant, 1996).

In 1955 Calder organized the Nisga'a Tribal Council, and took the Nisga'a land claim to court in 1969. By 1973, this claim was recognized in the courts and established common law that Aboriginal rights and title did exist (MARR, 2009b). In light of this ruling, the Federal government commenced negotiations with the Nisga'a in 1976 (Tennant, 1990). The Province did not participate, holding firm in their position that Aboriginal rights and title did not exist.

By 1982, the Canadian Constitution was created (BCCTF, 1991). The draft version did not appear to protect Aboriginal right and title, which worried Aboriginal people nationally (Tennant, 1996). The UBCIC were the most active in trying to gain support in their opposition. They campaigned, unsuccessfully, in Ottawa, London, and the United Nations headquarters in New York. In response to the discontent from Aboriginal organizations across the nation, four conferences to discuss and define these rights were held from 1983 to 1987 (Wherret, 1999).

In 1983, a First Minister's Conference was held which ultimately led to Aboriginal rights and title becoming entrenched into the constitution (Tennant, 1990). They were placed under section 35 of the *Constitution Act, 1982*, which also required that Aboriginal people be included in any constitutional discussions about these rights (Wherret, 1999). However, despite this, Aboriginal organizations were excluded from the constitutional discussions leading to the Meech Lake Accord in 1987 (Tennant, 1990). When it came time to vote, opposition from Aboriginal organizations, as a result of being left out, contributed to the Accord's defeat in 1990 (Wherret, 1999).

In 1992, the issue of self-government was resurrected during the Charlottetown Accord discussions between Aboriginal organizations, federal, provincial and territorial governments (Wherret, 1999). The conversation surrounded proposed amendments to the *Constitution Act, 1982* that would provide for the recognition of the inherent right to self-government for Aboriginal people. At the time, there was little consensus over what constituted Aboriginal right and title (Tennant, 1990). Although the Accord was defeated in a national referendum, this was the first time Aboriginal organizations had been participatory in such meetings (Tennant, 1996; Wherret, 1999).

Wherret (1999) discusses Canada's approach to negotiating Aboriginal self-government in detail. She explains that in 1982, a review of the legal and institutional implications with the status, development and responsibilities of band governments on reserve was undertaken by the Special Committee of the House of Commons on Indian Self-Government. The Committee released the Penner Report in 1983 which recommended that Canada acknowledge First Nations as a separate order of government and develop processes that would enable self-government. As a result, the Government adopted two approaches towards negotiating this issue. One was to engage in constitutional negotiations and the other to engage in community based negotiations with Indian bands, and tripartite with provincial governments where Métis and Non-Status Indians were concerned.

She adds that in 1987, Canada had adopted a policy towards self-government. If self-government was negotiated as part of land claims negotiations, it would not be constitutionally protected. The current federal policy however allows for variability. Negotiations can provide for an incremental approach to self-government with groups or individual First nations, or authority can be transferred using flexible arrangements for specific sectors such as education.

While previous discussion surrounding treaties were in terms of land claims, subsequent discussions also pertained Aboriginal right and title (Tennant, 1990). Following the introduction of the *Constitution Act, 1982*, Canada had agreed to negotiate treaties with

respect to land claims and aboriginal right and title. By 1989, they had agreed to negotiate 19 of 22 submitted claims. However, the federal policy at the time was to negotiate one treaty at a time for a given province (Tennant, 1996). Since the Nisga'a had been the first to submit a claim in BC, they were the focus of negotiations.

Following the Oka crisis in 1990, and the Quebec referendum in 1995, the issue of self-determination gained greater momentum amongst Aboriginal people (Wherret, 1999). They demanded that they have a stronger presence in subsequent constitutional conversations. In response to this, On November 21, 1996, the Royal Commission on Aboriginal People released a five volume report on the complexity of Aboriginal issues in Canada (Canada, 2000). In total, over 440 recommendations were provided. The federal government acknowledged and responded to the Commission's report two years later, in 1998, with the release of *Gathering Strength – Canada's Aboriginal Action Plan* (Wherret, 1999). This document is a comprehensive, 20 year, broad based policy approach to improve Aboriginal people's quality of life and self sufficiency (Canada, 2000). In total four objectives, aimed to cultivate a new relationship between the federal government and Aboriginal people, were noted. They are to renew partnerships, strengthen aboriginal governance, develop a new fiscal relationship, and support strong communities, people and economies (Canada, 2000; Wherret, 1999).

Following the release of the report, the relationship between Aboriginal people and Canada was developing. The Nisga'a Final Agreement was ratified in Parliament in the fall of 1999 (Wherret, 1999). This final agreement recognized that the Nisga'a people had their own central government, known as the Nisga'a Lisims. The Final Agreement also detailed their law making authority in a number of areas including language and culture, traffic, and public works, among others. All of the laws were to meet or exceed Federal and Provincial regulations.

In 2000, a progress report on the Action Plan was also released. It emphasized an optimistic outlook towards the future of the relationship and noted that continued effort was required (Canada, 2000). It also highlighted the actions, such as increased funding for childcare programs for First Nations and Inuit people that had taken place since 1998.

In 2005, a tripartite agreement, the Transformative Change Accord was signed by First Nations Leadership Council, the Government of Canada, and the Province of BC. This agreement set out to close the social and economic gap between First Nations and other British Columbians; reconcile Aboriginal rights and title with those of the Crown; and establish a new relationship based upon mutual respect and recognition (MARR, 2009a).

Steps towards improving Aboriginal outcomes have occurred since the signing of Transformative Change Accord. For example, in 2007 the First Nations Health Plan was released as a plan that will reduce and eliminate the health gap for Aboriginal people in BC (PHO, 2007). This document is a tripartite agreement between the First Nations Leadership Council, Province of BC, and Federal Government that details 29 specific actions, in four areas aimed at achieving seven key targets.

Further actions have been targeted towards repairing the wrongs done in the past. On June 11, 2008, Prime Minister Stephen Harper offered an apology on behalf of the Federal Government for the abuse endured by Aboriginals as a result of the residential schools system. The apology acknowledged that the impact of the system has had long-term negative outcomes for individuals and communities. At about the same time, several churches also offered apologies for their involvement (PHO, 2007).

Since 1966, the Department of Indian Affairs and Northern Development has been responsible for upholding the Crown's responsibility to Aboriginal People (Canada, 2004). Specifically, Indian and Northern Affairs Canada (INAC), is the federal entity responsible for administering and managing programs and policies (INAC, 2009). Although other departments and agencies provide services, programs and policies for Aboriginal issues, INAC is the designated federal agency responsible for overseeing the government's fiduciary responsibility.

Today, INAC aims to support Aboriginal People and Northerners to improve their social and economical well-being; develop healthy and sustainable communities; and participate in Canada's political, social, and economic development (INAC, 2009). Treaty negotiations with Aboriginal people continue to take place all over the nation, with many in British Columbia. The following section will focus on the relationship the Province has had with Aboriginal people and discuss the tripartite negotiations in detail.

### APPENDIX 3: THE PROVINCE AND ABORIGINAL PEOPLE

The relationship between BC Aboriginals and the Province can be traced back to the settlement of the British into western Canada. In 1849, the British Crown officially recognized Vancouver Island as a British colony (Tennant, 1996). Settlement in the areas was the responsibility James Douglas, on behalf of the HBC (BCCTF, 1991). Douglas, at his own accord, signed treaties with First Nations in the area (Tennant, 1990). Known as the Douglas treaties, approximately fourteen purchases of First Nations land were made prior to Confederation (MARR, 2007). These were made without any formal policy or acknowledgement of Aboriginal title (BCCTF, 1991). Douglas had wanted First Nations be self-governing and independent (Tennant, 1996). Although he did not acknowledge any right to land, and had placed Aboriginal people onto reserves, he had worked agreements that positively impacted First Nations into the treaties. However, following his retirement in 1854, Indian Policy was left to Douglas' successor, Joseph Trutch. Highly prejudiced towards First Nations, Trutch removed these features and pursued his own agenda (Tennant, 1990).

Throughout the 1850s, Aboriginals were relocated to reserves where their lives were governed by the *Indian Act*. Federal agents were responsible for administering the regulating reserve life (PHO, 2007). During the 1860s small pox broke out and about one in every three Aboriginal people died from the disease (Tennant, 1990). British Columbia joined Canada in 1871, and did not recognize Aboriginal right and title (MARR, 2007). As such, approximately 80 percent of land in BC was claimed as Crown land (Carty, 1996). The Province saw issues of Aboriginal rights, laws, and land as the responsibility of the federal government (MARR, 2007). For over 100 years, they refused to negotiate any treaties with BC First Nations (Carty, 1996; Tennant, 1990).

Tennant (1990) describes the relationship between BC Aboriginals and the Province in detail. The following historical explanation draws on his work. From 1887 to 1899, a new level of political consciousness and organization began to emerge in BC. Aboriginal people demanded greater recognition of aboriginal title, treaties, and self-government. These demands have not change since and continue to be the focus of current treaty negotiations. During this time, the North Coast First Nations were particularly active in their discontent with unregulated land claims. This grew from greater numbers of white fishermen, farmers, and loggers coming into the north and settling into the Nass and Skeena Valleys. Chief Mountain, of the Nisga'a, led a protest delegation to Victoria in 1881. This was followed, four years later, by three Tsimshian chiefs and a missionary. Who traveled to Ottawa to meet with then Prime Minister John A. MacDonald. They voiced their concern over right and title to land and the activities taking place in the north. They were provided with reassuring promises, but nothing materialized.

Just prior to 1920, farmers, municipal politicians, developers, and ranchers in BC placed pressure on Ottawa to reduce, or all together eliminate, reserve land for what Tennant (1990) refers to as 'white use'. From 1913 to 1915 the McKenna and McBride Commission held hearing across the province examining reserves. During these hearings, First Nations voiced their concerns about the possibility of the size of reserves being

reduced. The Commission was reassuring in their response, explaining that the *Indian Act* guaranteed that such events could not take place. However, on June 16, 1916, the Commission released its official report that called for reductions to the quantum and value of reserve land.

At the time of the report, reserve land totaled 713, 699 acres and was valued at \$5.10 per acre. However, the report proposed that the size be reduced to 666, 640 acres, and that 87, 291 acres be added in an alternative location. In total, 47, 058 acres of land, valued at \$26.52 per acre would be cut off. These parcels of land were predominantly on the south coast and southern interior region and were highly desired by white farmers, ranchers, developers, speculators, and municipal officials, would be cut off (Tennant, 1990).

The Province did not immediately respond to the report. The same year Premier H.C Brewster and the Liberals came into power, but Brewster passed away two years later. He was succeeded by John Oliver. The Minister of Lands, under Oliver's leadership, was Duff Pattullo, a resident of Prince Rupert in the north coast. He was well aware of and had first hand experience with the tension in the area over land. The premier and his minister were not amiable towards First Nations issues and sympathized with white concerns (Tennant, 1990).

In 1919, the Provincial legislature passed the *Indian Settlement Act*. Section 3 of the *Act* allowed BC to negotiate and enter agreements with First Nations that would allow the Commissions recommendations to be put into effect. However, opposition towards the *Act*, within government, was evident through the proposal of a clause. In approximately 6,000, the clause advocated that consent from First Nations was required if cutoffs were to be pursued. However, despite First Nations and internal opposition, the recommendations of the report were adopted in 1924 (Tennant 1990).

However, by 1981, the Province was party to the tripartite negotiations with First Nations and the Federal government on cut off land claims. These claims aimed to return the reserve land that had previously been cut off back for First Nations use, in addition to providing monetary compensation for land that had since been developed. The land was to be compensated at the present day market value. An agreement was reached in 1982 with the Penticton Band who were returned hundreds of acres of land and approximately \$14 million in compensation for the rest. Other settlements were also concluded, but these agreements did not discuss the issue of Aboriginal right and title (Tennant, 1990).

Tennant (1990) explains that the political climate, with the introduction of the *Constitution Act, 1982* the same year further placed emphasis on the issue of Aboriginal right and title. Aboriginal bands across the Province set up blockades on commercial activities from 1984 to 1988 to protest the Province's reluctance to engage in treaty discussion related to land claims and Aboriginal right and title. In 1985, the consensus amongst British Columbians, for the most part, was in favor of negotiating land claims. A 1985 public opinion poll identified 63 percent of the provincial population in favor, 21 percent opposed, and 16 percent as not having an opinion.

The following year the Social Credit Party was voted into government (Tennant, 1996). Within one year of taking office, they had established the Native Affairs Secretariat (MARR, 2009). By 1987, it was converted into the Ministry of Native Affairs and the Premier's Council on Native Affairs was introduced. The Council was tasked with two objectives. One was to meet with third parties, tribal councils, and Aboriginal organizations throughout the Province. The other was to develop recommendations for provincial policies concerning Aboriginal issues.

The start of the new decade built momentum to Aboriginal demands and the governments' responses to them. By the summer of 1990, the Oka crisis took over in Quebec, implicating the Quebec police, Canadian Army and Mohawk Warriors (Tennant, 1996). A number of similar protests occurred throughout BC (MARR, 2009). They have been attributed as a demonstration of solidarity from BC First Nations with the Mohawk Nation, in addition to a declaration of frustration over the Province's continual refusal to negotiate treaties (Tennant, 1996).

Additionally, that year, the Supreme Court of Canada ruled in favor of Aboriginal rights and title in the Sparrow case. This case law specifically interpreted Section 35 of the *Constitution Act, 1982*, establishing that Aboriginal rights and title existed with respect to specific activities such as fishing, hunting and gathering forest resources. The ruling required the Government to recognize and respect these rights by developing procedures that would reduce the impact their activities had with these rights. If Governments failed to modify their practices, they also reduced their ability to regulate and legislate in those areas (MARR, 2009b).

In light of these events, the Province recognized the need to modify their approach to Aboriginal issues. In August of that year, they joined negotiations with the Nisga'a and Federal government (Tennant, 1996). The Premier's Council on Native Affairs also recommended that the Province quickly devise a process for accepting and managing land claims for negotiation (MARR, 2009). The BC Claims Task Force (BCCTF) was established on December 3, 1990 to identify how the negotiations process should occur and what it should include (BCCTF, 1991). In total, the Task Force included seven members: two representatives from the BC government, two from the federal, and three were First Nations leaders from the north, south, and southern interior regions of the Province (Tennant, 1996).

The meeting to establish the Task Force became known as the First Nations Summit (FNS) (BCCTF, 1991). Today, the FNS is made up of the majority of First Nations and Tribal Councils in the province. Its purpose is to provide a forum through which BC First Nations can address concerns relating to Treaty negotiations or any other issues. They are independent of the Treaty process, as they do not directly participate, but they do ensure that the process is accessible for all First Nations.

On June 28, 1991, the Task Force released a report, *The Report of the British Columbia Claims Task Force* (1991) detailing their findings and nineteen recommendations. One of which was to politically recognize Aboriginal peoples' inherent rights to Aboriginal title and self-government.

By October 1991, the NDP was voted into office and created the Ministry of Aboriginal Affairs a month later (MARR, 2009a). The government agreed to accept all of the 19 recommendations presented in the Task Force's report. The BC Treaty Commission (BCTC) was established in 1992, with appointments for Chief Commissioner and four Commissioners concluded in 1993. The BCTC currently stands as the independent and neutral body responsible for overseeing the treaty process (BCTC, 2009). Their purpose is to ensure that the parties are effective and making progress during the negotiation process. The Treaty Negotiation Advisory Committee was also established in 1991, and the BCTC began accepting Statements of Intent for negotiations from First Nations (Tennant, 1996).

However, while the treaty process was being established, the Gitksan and Wet'suwet'en tribal nations joined forces to move their claim concerning land and Aboriginal right and title in their traditional territory forward (Tennant, 1996). The case, known as *Delgamuuk vs. the Crown*, concluded with the BC Supreme Court denying the claim to both land and Aboriginal right and title, in 1991. The impact of the decision legally extinguished Aboriginal right and jurisdiction in non-treaty areas. Additionally, the decision did not obligate the Province to negotiate with the First Nations. However, in 1993, the decision was partially reversed by a Supreme Court of Canada. While they did not rule on the land issue, they did conclude that Aboriginal rights existed on non-treaty areas. The ruling is of particular significance because it determined that both federal and provincial governments did not have exclusive jurisdiction over Crown land and must mitigate their infringement on Aboriginal right and title (MARR, 2009b). Consequently, in 1995, the Province released the Crown Land Activities and Aboriginal Rights Policy Framework (MARR, 2009a). This document outlined the procedures BC agencies were to follow to avoid unjustifiable infringement of Aboriginal rights.

By 1994, treaty negotiations had begun, and in 1996, the Nisga'a Agreement in Principle (AIP) was signed (MARR, 2009a). That same year, the BC Legislature created the Select Standing Committee on Aboriginal Affairs to investigate, analyze and devise recommendations on two issues: how the key issues coming out of the Nisga'a AIP could be applied to other BC treaty negotiations; and the benefit negotiating treaty settlements with Aboriginal people had for British Columbians. They presented their finding with 72 recommendations, of which all were accepted in 1998.

In 1997, the Province expanded its relationship with Aboriginal people by developing terms of reference for a Memorandum of Understanding that would guide tripartite negotiations with Métis people and the Federal government. Additionally, a government-wide Aboriginal consultation policy was developed; negotiations with the McLeod Lake Indian Band continued; and, the first land and cash offer, using the BCTC process, had been tabled with Sechelt (MARR, 2009a).

The relationship between the Province and Aboriginal people was gaining momentum, and by 1999 significant events were demonstrating genuine progress. That year the Nisga'a Final Agreement had been ratified by the BC Legislature; the Sechelt draft AIP had been released; and, an agreement with the McLeod Lake Indian Band had been reached and ratified. However, while treaties defined the much of Provincial and Aboriginal interactions

throughout the 1990s, efforts to improve the economic and cultural well being of BC Aboriginals broadened the scope of the relationship.

Treaty negotiations along with economic and cultural development were the focus of the relationship between the Province and Aboriginal in the early part of the new millennium. The First Citizen's Fund was doubled in value, from \$36 million to \$72 million, in 2001. The following year, the Economic Measures Fund was created to generate new opportunities for First Nations participation in the economy. The Fund committed \$10 million a year over the next three years to pursue this goal. Other programs, such as FirstVoices.com, aimed to preserve Aboriginal languages using the Internet. However, while these activities signified a growing relationship, legal issues and court decisions during this time highlighted barriers to further growth.

The rulings in favor of the Haida, in 2002; the Taku River Tlingit First Nation in 2004; and the Tsilhqot'in First Nation, in 2008 signified that the Province had a duty to consult with Aboriginal people. These cases demonstrated that Aboriginal rights exist on asserted traditional territory, and the duty to consult is required whether or not evidence to these rights had been established (Morellato, 2008). These rulings emphasized the need for the Province and Aboriginal organizations to work together in a more meaningful way. The need to develop the relationship was further reinforced with growing evidence of poorer health, social, and economic outcomes for Aboriginal people.

In 2001, Census data revealed the disparity in outcomes between Aboriginal and non-Aboriginal people. The data identified Aboriginal people in Canada as experiencing poorer outcomes relative to the non-Aboriginal population. The data from BC did not present evidence contrary to the national trend. In 2005, BC and the First Nations Leadership Council (FNLC) met to discuss how consultation and accommodation, along with a vision for a New Relationship to approach Aboriginal issues could be pursued. The FNLC is comprised of the political executives from the First Nations Summit, UBCIC, and the BC Assembly of First Nations (UBCIC, 2007). This body aims to politically represent the interests of BC First Nations. They work to develop strategies that modify government policies in a way that results in greater benefits for BC First Nations.

Together, the Province and FNLC developed the New Relationship, a visionary document that is based on respect, recognition and reconciliation of Aboriginal rights and title. The five-page document outlines four specific goals which aim to: improve the gap in education, family and children, health outcomes relative to the non-Aboriginal population using traditional approaches; optimize First Nations self determination through aboriginal title; adopt land and resource management practices that reflect First Nations laws, knowledge and values; and, revive, restore, and retain First Nations languages. It also highlights the values and principles guiding the process; the plan of action; and the development of a management committee and working group.

Following the re-election of the Liberal party in BC, MARR was created in May of 2005 to consolidate BC's programs and services for Aboriginal under one Ministry. The 2009/10 to 2011/12 Service Plan explains that the purpose of the Ministry is to close the socio economic gap between Aboriginal people and British Columbians; build respectful

relationship with Aboriginal people; and reconcile Aboriginal rights and title through treaties and other lasting agreements. They are responsible for leading the New Relationship, providing strategic advice throughout government, and identifying opportunities to work with Aboriginal people to reduce barriers and generate positive outcomes.

In 2005, federal, provincial, and First Nations leaders met in Kelowna to discuss how the parties could work together to improve the health, education, housing and economic outcomes for BC Aboriginals. The meeting, referred to as the Kelowna Accord, inspired the 2006 Transformative Change Accord (TCA). The TCA was signed by all three parties in 2006. It specifies the actions and priorities for BC that align with the conversation held in Kelowna.

Following these agreements, in 2006, the UBCIC passed a resolution in favor of pursuing legislative change to further the recognition of Aboriginal rights and title, along with Treaty rights and reconciliation in BC (UBCIC, 2007). That same year, the BC-Métis Nation Relationship Accord was signed between the Province and the Métis Nation BC. The agreement applied the same principles and goals noted in the TCA, but with a specific focus on BC Métis people. In 2007 royal assent was given to both the Tsawwassen First Nation and Maa'nulth First Nation Final Agreements. Members of each First Nation voted in overwhelming majorities to approve their community's agreement. Efforts to improve social outcomes and build the relationship were also being pursued. Canada, BC and the FNLC agreed to jointly improve housing for First Nations communities, individuals and families both on and off reserve. A memorandum of understanding to develop a comprehensive approach achieve this objective was signed by the parties in 2008.

In 2008, the issue of right to consult and the legal recognition of Aboriginal rights and title gained momentum. Additionally, the verdict reinforcing the Province's duty to consult, and the existence of Aboriginal rights and title, was handed in 2008 with the Tsilhqot'in First Nation case (MARR, 2009b).

Major achievements reflecting the past years events were gained in 2009. The Throne Speech promised to introduce recognition and reconciliation legislation (MARR, 2009a). The proposed legislation, the Recognition and Reconciliation Act would legally acknowledge that Aboriginal rights and title did exist. As a result, First Nations communities would not have to continually go through the courts to establish their rights. It would also create measures that enable shared decision making for land and resources, along with the completion of revenue sharing agreements. However, by March, in joint statement, the Province, MARR, and FNLC announced that more time to adequately consult with First Nations communities and industry was needed. Consequently, tabling the act was to be delayed (MARR, 2009a).

However, despite the delay, the relationship between the Province and Aboriginal people continues to grow. In March, BC and the FNLC signed the Recognition and Reconciliation Protocol on First Nations Children, Youth and Families (MARR, 2009a). It sets a framework to support First Nations communities in applying jurisdiction and responsibility for First Nations children and families. In April of 2009, the Tsawwassen First Nation

treaty legally took effect, signifying the first urban treaty using the BCTC process (MARR, 2009b). The proposed approach to community development aligns with the vision of the New Relationship and MARR's vision of healthy, prosperous, and sustainable Aboriginal communities.

## APPENDIX 4: STRUCTURES

Structure	Scope and Duration	Flexibility	Pros	Cons
<p><b>Interdepartmental Committee</b></p> <ul style="list-style-type: none"> <li>• (ie. Portfolio Secretaries meetings</li> <li>• Secretaries committees</li> <li>• Ad-hoc committees)</li> </ul>	<ul style="list-style-type: none"> <li>• Time limited endeavor employed to identify and discuss cross jurisdictional issues</li> </ul>	<ul style="list-style-type: none"> <li>• Flexible</li> <li>• Not highly urgent</li> </ul>	<ul style="list-style-type: none"> <li>• Widely used and familiar structure.</li> <li>• Establishes clear roles and responsibilities</li> <li>• Well documented</li> <li>• Consensual decision making process</li> </ul>	<ul style="list-style-type: none"> <li>• Difficult to advance policy issues</li> <li>• Because members are less committed, acting on a voluntary basis, the issue being addressed will only advance as far as the most dedicated member</li> <li>• Vertical accountability may impede committees ability to advance collective goals</li> <li>• May continue to operate when there is no longer a need for them</li> </ul>
<p><b>Task Force</b></p>	<ul style="list-style-type: none"> <li>• Time limited endeavor to be used when a policy area is addressed for the first time or greater clarity is required to understand a interdepartmental policy issue</li> </ul>	<ul style="list-style-type: none"> <li>• Reduced flexibility as these structures sometime receive executive authority, but require clear accountability and governance supports</li> </ul>	<ul style="list-style-type: none"> <li>• Broader scope of analysis for policies and programs that affect certain demographic groups such as the aligning or women</li> <li>• Members are highly skilled public servants who belong to the task force full time and focus on achieving shared outcome rather than home agencies goals</li> <li>• Consensual decision making is not required as head of the taskforce has authority to make executive decisions; decisions made efficiently and with greater clarity</li> <li>• Can be used for targeted interventions involving multifaceted issues (community crises), backlog in service delivery</li> </ul>	<ul style="list-style-type: none"> <li>• Success depends on solving issues in a limited period of time, clearly defined issues, which does not happen frequently in practice</li> <li>• They are expensive and personnel are devoted if the issue being addressed is a key priority of Government</li> <li>• Public servants may feel displaced from their home agencies through full time membership on the task force and may be excluded from promotions at the home agency</li> </ul>

Structure	Scope and Duration	Flexibility	Pros	Cons
<b>Interdepartmental Partnership</b>	<ul style="list-style-type: none"> <li>Longer term endeavor, expected to last a few years, where members of these teams work together to provide shared outcomes on cross organizational issues</li> </ul>	<ul style="list-style-type: none"> <li>Less flexibility as governance structures and formal accountability mechanisms are needed</li> </ul>	<ul style="list-style-type: none"> <li>Highly supported by public servants as these structures are not concretely separate organizations that require coordination themselves</li> </ul>	<ul style="list-style-type: none"> <li>Success depends on mutual trust, valued mission by all members, complementary departmental cultures, shared understanding and acceptance of governance and accountability regimes, and accepting interpersonal and departmental differences</li> </ul>
<b>Interdepartmental Partnership (continued)</b>	<ul style="list-style-type: none"> <li>Organizations are blended and do not have a permanent structure or membership.</li> </ul>			
<b>Cross Departmental Partnerships : Agency Arrangements</b>	<ul style="list-style-type: none"> <li>On behalf of all of the ministries involved, one existing ministry or agency delivers the services</li> </ul>	<ul style="list-style-type: none"> <li>Requires clearly defined governance and accountability</li> <li>Uses memorandums of understand, service-level agreements, or purchaser-provider agreements</li> </ul>	<ul style="list-style-type: none"> <li>Single ministry may be better equipped to provide services, it is less costly to pursue horizontal objective this way, or it is more convenient as single window services are available to the public</li> <li>There are opportunities for greater efficiency through identifying where duplication would otherwise occur</li> </ul>	<ul style="list-style-type: none"> <li>Developing clear detailed governance and accountability agreements</li> <li>Highly bureaucratic and timely as it involves identifying legal requirements and constraints, training, and rests on mutual respect amongst partners</li> </ul>
<b>Frontier Agencies</b>	<ul style="list-style-type: none"> <li>Provide expertise, advice and program administration for longer term and complex issues</li> </ul>		<ul style="list-style-type: none"> <li>Innovative approach to managing complex contentious issues with many stakeholders</li> <li>Examines new policy issues more extensively than task forces</li> <li>Symbolism of separate agency is important in demonstrating a coordinated approach throughout Government</li> <li>Multidisciplinary approach</li> </ul>	<ul style="list-style-type: none"> <li>Timely and costly to establish as they require new approaches to working across boundaries, clear governance and accountability regimes, and establishing new culture and training</li> </ul>

*Adapted from MAC (2004)*

## APPENDIX 5: RESULTS BASED MANAGEMENT FRAMEWORK

Identifying Results	
<b>Partners understand and agree on</b>	<b>Partners should</b>
objectives, key results and strategic priorities	<ul style="list-style-type: none"> <li>✓ involve citizens and clients in defining key results, state what they are and show links to objectives</li> <li>✓ publish results, eligibility criteria and service-level commitments</li> <li>✓ focus on outcomes instead of process, activities or outputs</li> </ul>
roles and responsibilities	<ul style="list-style-type: none"> <li>✓ define what each party is expected to contribute to achieve the outcomes</li> <li>✓ recognize and explain publicly the role and contribution of each partner</li> <li>✓ respect public sector values and conflict-of-interest issues</li> </ul>
balanced performance expectations	<ul style="list-style-type: none"> <li>✓ link performance expectations in a clear way to the capacities (authorities, skills, knowledge and resources) of each partner to ensure that expectations are realistic</li> </ul>
Measuring Performance	
a performance measurement strategy	<ul style="list-style-type: none"> <li>✓ identify appropriate monitoring approaches and review tools</li> <li>✓ use common databases where possible and share information</li> <li>✓ factor in performance and contextual information from external sources (e.g., societal indicators) for a broader context</li> <li>✓ invest in appropriate information management and technology systems</li> </ul>
a set of indicators for short, medium and long terms	<ul style="list-style-type: none"> <li>✓ identify indicators to measure progress on objectives and results ("indicators" refers to measurement tools that will be used to demonstrate performance)</li> <li>✓ develop comparable societal indicators where possible</li> </ul>
dispute resolution and appeals/complaints practices	<ul style="list-style-type: none"> <li>✓ take corrective action if partners' responsibilities are not fulfilled or when adjustments are needed to address citizens' complaints</li> </ul>
Reporting	
provisions for balanced public reporting	<ul style="list-style-type: none"> <li>✓ identify the reporting strategy early in the initiative</li> <li>✓ consider incorporating performance information into existing reports (e.g., departmental performance reports to Parliament)</li> <li>✓ report publicly on citizens' appeals and complaints, and ensure that confidentiality and privacy needs are met</li> </ul>
reporting that will be transparent, open, credible and timely	<ul style="list-style-type: none"> <li>✓ use all forms of performance evidence to support reporting</li> <li>✓ provide easy public access to information</li> <li>✓ link costs to results where possible</li> <li>✓ use independent assessments</li> </ul>
sharing lessons learned	<ul style="list-style-type: none"> <li>✓ track lessons learned and good practices, and publish them</li> <li>✓ establish mechanisms for improvements and innovations</li> </ul>

Source: Fitzpatrick (2000)

## **APPENDIX 6: INTER MINISTRY TRANSFERS**

### **F.1 Journal Voucher Approval**

#### Core Policy - 4.3.18

Accounting transfers are recorded in the Corporate Accounting System by journal voucher. By the use of journal vouchers, expenditures and other accounting data can be transferred between ministries (or within a single ministry). This also provides the means for one ministry to charge-back another ministry for goods or services.

As the charge-back type of journal voucher has the same impact on available appropriations as payments or receipts, ministries should ensure that there are appropriate controls in place over the accounting transfer. Where necessary, ministry staff with the knowledge and skills to understand the impact and effect of a proposed transfer should assist with the related transaction.

#### **Expense Authority**

For accounting transfers the ministry expense authority should meet policy (as in CPPM 4.3.2) and ensure:

- For an expenditure leading to a charge-back, that the expenditure amount and charge initiated is appropriate and in accordance with their authority;
- For other types of journal vouchers, that a correction, allocation, accrual or adjustment is appropriate and in accordance with their authority; and
- That their monthly financial management reports are reviewed and corrective action is taken for discrepancies.

#### **Qualified Receiver**

For accounting transfers, a qualified receiver in the receiving ministry should meet policy (as in CPPM 4.3.2) and, as applicable, confirm that goods or services have been received or that work has been performed.

#### **Revenue Authority**

For accounting transfers related to cost recovery transactions, approval is required by an officer in the issuing ministry with revenue authority for journal vouchers (as in CPPM 7.3.5).

### **F.2 Processing Journal Vouchers**

Ministries should adhere to the following criteria when submitting journal vouchers (FIN 264):

- Journal vouchers should not be raised unless the sum of all transactions exceeds \$100.
- Journal vouchers with total transactions of less than \$100 should be accumulated

and processed periodically (i.e., quarterly, semi-annually, or annually). Some exceptions may be necessary such as monthly or year-end close-out entries necessary to correct reconciliations.

- Journal vouchers should be processed on a regular basis.
- A batch must be comprised of a reasonable number of journal vouchers (recommend maximum of 30).
- A batch must contain vouchers belonging to only one fiscal year.
- Journal vouchers may be accumulated over a short period; ministries with very low volumes are to process them in time for month-end cut-off.

### **Standard for Ministry Identifier**

The two-digit ministry alpha or numeric code is the standard ministry identifier for manual journal batch headers and journal names. The alpha or numeric standard is in sync with naming conventions for Oracle budget names, AP invoice batches and security responsibility standards. The alpha or numeric identifier, followed by the two-digit fiscal year identifier, is the Oracle standard for the first four characters of all manual journal batch names. Ministries can then institute their own standards for the remainder of their batch names.

A clear and consistent batch and journal naming convention that is unique to each ministry/agency allows GL transactions to be more easily tracked and reviewed.

Ministry alpha identifiers are on the OCG intranet under Chart of Accounts/Current Client Listing: <http://gww.fin.gov.bc.ca/ocg/resources.stm#cofa> (government access only).

In the event a voucher is repeatedly rejected, a copy of the voucher may be sent to the Manager, Financial Reporting and Advisory Services, OCG for assistance in clearing the item.

### **F.3 Initiating an Inter-Ministry Journal Voucher**

Where a central agency is recovering costs under a specifically assigned STOB, the receiving client's account combination will be charged with an appropriate STOB specified for that purpose. For example, recoveries under STOB 8809, Operating Costs Recovered would be charged by the receiving client to STOB 5798, Internal Transfers/Recoveries.

All exceptions to the STOB matching rules must be cleared with Financial Reporting and Advisory Services, OCG.

### **Inter-Ministry Transfer Errors**

Procedures for correcting inter-ministry transfer errors:

- The Posting Execution report identifies the rejected inter-ministry journal voucher(s) to the issuing client (journal vouchers fed through CGI with errors will be rejected back to the ministry);
- Where an incorrect account combination has been charged in error, the issuing client -

- issues the correcting journal voucher;
- If a receiving client believes that it has been charged an incorrect amount or charged for goods and services that it has not received, the receiving client is to notify the issuing client and request a credit;
  - Notification may be by memorandum or electronic mail; and
  - Notification must be given within 60 days of the date that the client account was debited.

### **Dispute Resolution Process**

In the event of a dispute, the resolution should follow the procedures below:

- The issuing and receiving clients are to make every effort to resolve the situation through negotiation;
- If the parties cannot agree on a resolution within 30 days of notification by the receiving client, the dispute is to be referred to the Director, Financial Reporting and Advisory Services, OCG for a decision;
- An appeal of the Director's decision may be made to the Comptroller General within 14 days of the issue of the Director's decision; and
- If the final decision is in favor of the receiving client, the Director, Financial Reporting and Advisory Services, OCG will instruct the issuing client to make the necessary adjustments (e.g., issuing a credit).

### **Documentation Supporting Inter-Ministry Transfers**

The initiating ministry is responsible for retaining all source documents (depending upon program requirements) to ensure that the journal/invoice batch naming convention is consistent as agreed between the ministries.

### **F.4 Inter-Ministry Chargeback System – Authorized Electronic Journal Vouchers**

The inter-ministry chargeback system is an electronic method that allows an issuing client to debit a receiving client's account for goods or services supplied. A client must be authorized to use the inter-ministry chargeback system. A listing of authorized client ministries is available on the [OCG 1-Stop Information & Resources Portal](#) (government access only).

### **Notification to CFO Council**

Chargeback agencies have a responsibility to provide the CFO Council with early warnings regarding implementation of new chargeback programs, major changes to existing programs or significant increases in costs. This will provide ministries with an opportunity to examine their financial plans and possibly adjust current budget submission.

*Source: British Columbia (2009i).*

## APPENDIX 7: OFFICE OF THE CHIEF INFORMATION OFFICER, ISA TEMPLATE

### INFORMATION SHARING AGREEMENTS (ISA)

#### Authority

The collection, use and disclosure of any personal information by a public body must comply with the provisions of the *Freedom of Information and Protection of Privacy Act* (the Act). Interpretation of the privacy provisions of the Act can be found in the *Freedom of Information and Protection of Privacy Act Policy and Procedures Manual*.

#### Purpose

Information Sharing Agreements document the terms and conditions of the exchange of personal information in compliance with the provisions of the Act and any other applicable legislation.

The ISA generally includes the following information (although, in some instances, less information may be acceptable):

1. The Parties (Agreement Administrators) and their contact information
2. The specific purpose of the agreement
3. A description of the personal information to be covered by the agreement
4. A description of how the personal information will be collected, used, and disclosed
5. A statement regarding the accuracy of the personal information
6. A statement respecting security arrangements
7. A description of how compliance with the agreement will be monitored and investigated
8. Term of the Agreement

The provisions of the Act that authorize the collection, use of disclosure of specific information are required to be listed in the applicable sections of the agreement.

#### Clarification Regarding CIO Directive 2/2000

Information Sharing Agreements are normally used when there is a **regular and systematic** exchange of personal information between public bodies or between a public body and an external agency, i.e., when the **same data elements** are being shared on a regular or ongoing basis.

Specific and non-regular requests for personal information would usually be handled on a case- by-case basis. They will be authorized under provisions of the Act, and, where necessary, will be documented separately, e.g., a request from a law enforcement agency for personal information to assist in a specific investigation.

#### 1. *Intraministry exchanges:*

Page one of the Directive states that, “Ministries will develop, **where appropriate**, information sharing agreements to cover personal information exchanges outside the immediate program area.” Personal information exchanges **within** a public body

do not normally require an ISA if they are for a consistent purpose as defined under section 33(c) of the Act or are necessary for the performance of an employee of the public body [section 33(f)]. However, depending on the nature and sensitivity of the personal information exchanged, the public body might choose to prepare an ISA or similar written statement of understanding.

Generally, service contracts contain a clause that specifies that all government records remain under the control of the Province, and are therefore subject to privacy protection and access provisions of the Act. If such a contract is in place, personal information shared between an employer and contractor, or between a contractor and a multi-disciplinary team (as in a shared social services model), would not necessarily require an ISA. It is understood that one contract might apply to a group of contractors, e.g., one comprehensive contract applying to 300 group home contractors rather than 300 separate contracts. The important requirement is that each contractor is aware of his/her statutory roles and responsibilities.

If a contract is not in place as outlined above, the ministry should create an ISA to address the terms and conditions covering the sharing of personal information.

## ***2. Interministry exchanges:***

In most cases, personal information exchanges between public bodies require an Information Sharing Agreement. Again, the provisions of the Act and the sensitivity of the personal information should be taken in consideration when determining the need for an ISA.

There will be instances where the functions of a former ministry are dispersed amongst several ministries yet there is a requirement for coordinated service and/or care delivery. Some of these instances may require shared access to a common database or set of files. Ministries may view the sharing as authorized under section 26(c) (collection necessary for program operation or activity) and section 33(c) (consistent purpose). However, because different public bodies are making decisions with respect to often sensitive personal information, ministries might want to create a memorandum of understanding or other documentation that clarifies the relationship and uses of the personal information. Given the issues regarding custody and control, an ISA might be important for instances where there are shared databases or files.

## ***3. External information exchanges:***

ISAs are required for exchanges between a public body and another jurisdiction, even if authorized/required by legislation. A clear articulation of expectations, roles and responsibilities is especially critical in these types of external exchanges. The public body is sharing (disclosing and/or collecting) personal information to a party outside the coverage of the Act. Before doing so, it must define the conditions under which it is prepared to participate in the sharing, and demonstrate a commitment to monitoring compliance over time.

If additional assistance or clarification is required, please contact Sharon Plater, Director, Information Policy and Privacy Branch at 356-1369.

*Source: British Columbia (2009j).*