



First Nations Tax Commission

Corporate Plan 2022/2023

Mandate

The mandate of the **First Nations Tax Commission** (the FNTC) derives from the federal *First Nations Fiscal Management Act* (the FMA), which created the FNTC, and from a Memorandum of Understanding (MOU) with the Minister responsible for Crown-Indigenous Relations (the Minister) to provide advice regarding approval of by-laws under section 83 of the *Indian Act*.

As set out in section 29 of the FMA, the mandate of the FNTC is to:

- (a) ensure the integrity of the system of First Nations real property taxation and promote a common approach to First Nations real property taxation nationwide, having regard to variations in provincial real property taxation systems;
- (b) ensure that the real property taxation systems of First Nations reconcile the interests of taxpayers with the responsibilities of chiefs and councils to govern the affairs of First Nations;
- (c) prevent, or provide for the timely resolution of, disputes in relation to the application of local revenue laws;
- (d) assist First Nations in the exercise of their jurisdiction over real property taxation on reserve lands and build capacity in First Nations to administer their taxation systems;
- (e) develop training programs for First Nation real property tax administrators;
- (f) assist First Nations to achieve sustainable economic development through the generation of stable local revenues;
- (g) promote a transparent First Nations real property taxation regime that provides certainty to taxpayers;
- (h) promote understanding of the real property taxation systems of First Nations; and
- (i) provide advice to the Minister regarding future development of the framework within which local revenue laws are made.

In addition, under terms of the MOU with the Minister, the FNTC provides advice regarding the approval of by-laws under section 83 of the *Indian Act* and delivers services to First Nations exercising property tax jurisdiction under those provisions.

The work of the FNTC is supported through financial contributions from the Government of Canada. This consists of an annual funding arrangement for core ongoing operations, plus funding for special initiatives based on proposals submitted to the Minister. Advice, tax tools and services from the FNTC are available at no cost to all interested First Nations.

FNTC Core Tenets and Mission

FNTC Core Tenets

The FNTC has long maintained that First Nations are governments within the Canadian federation, that jurisdiction defines governments, and that tax revenues enable jurisdiction. First Nation tax jurisdiction is the basis for revenue-based fiscal relationships between First Nations and the federal and provincial governments. Most importantly, the assumption of tax jurisdictions by First Nations must be First Nation-led, optional, and supported by national First Nation institutions.

The FNTC operates in the larger context of First Nation issues, which go beyond property tax. The FNTC strives to reduce the barriers to economic development on First Nation lands, increase investor certainty, and enable First Nations to be vital members of their regional economies. The FNTC is working to fill the institutional vacuum that has prevented First Nations from participating in the market economy and creating a national regulatory framework for First Nation tax systems that meets or exceeds the standards of provinces. Through the development of a competitive First Nation investment climate, economic growth can be a catalyst for First Nation self-reliance.

Mission

Under the broad enabling authorities of its legislated mandate, and guided by the above core tenets, the ongoing Mission of the FNTC is as follows:

Assist First Nation governments to build and maintain fair and efficient property and other tax jurisdictions, and ensure that those First Nation communities and their taxpayers receive the maximum benefit from their tax systems.

Charting a Long-Term Vision and Strategic Plan for FNTC

Since its establishment in 2007, the FNTC has been supported by the Government of Canada through funding every year to provide services to First Nations and pursue initiatives that promote, expand, implement and protect First Nation tax jurisdiction.

The establishment of tax systems by First Nation governments secures reliable sources of revenue from taxpayers that have leasehold or other interests in reserve lands, with the revenues used to fund necessary infrastructure and local services. The taxes can be levied on a wide range of activities and investments, including residential properties, commercial developments, recreation facilities, utility properties, resource development, and agricultural operations.

With a view to providing guidance on longer-term initiatives by FNTC that can significantly advance First Nation jurisdiction, fiscal capacity and economic development, the Commissioners in 2021 launched a process to develop, refine and implement a long-term vision and strategic plan for FNTC. When finalized, this will provide the strategic context for major longer-term initiatives that will be supported by multi-year funding from Canada.

EXECUTIVE SUMMARY

The First Nations Tax Commission (the FNTC) regulates, supports and advances First Nation taxation under the *First Nations Fiscal Management Act* (the FMA) and under section 83 of the *Indian Act*.

The FMA is a successful First Nation-led legislative and institutional framework that now has 321 participating First Nations across Canada. The FMA has helped First Nations to build economies and infrastructure, and has been recognized internationally as a model to implement Indigenous jurisdiction and improve socio-economic outcomes. The FMA and the FNTC have become a cornerstone in Canada's strategy for expanded First Nation jurisdiction, improved First Nation fiscal relationships, and better First Nation services and infrastructure.

Status and Progress

With the number of First Nations participating in the FMA continuing to grow each year, 2021 witnessed a major milestone, with more than one half (51%) of all 634 First Nations in Canada now scheduled under the FMA. Since 2018 there have been FMA-participating First Nations in every province plus the Northwest Territories. Enabled by the FMA and supported by the FNTC, the number of First Nations in Canada that are actively taxing or developing taxation laws has more than doubled since 2007.

First Nation taxation jurisdiction continues to expand beyond property tax, as more First Nations enact development cost charges laws, business activity tax laws, and other forms of taxation and fees to fund local services and enable communities to share in the economic activity that is happening on their lands. For 2021, anticipated local revenues collected by First Nations in Canada will reach \$104 million.

The FNTC is committed to supporting First Nations at all stages, whether they are initially exploring the nature, feasibility and implications of local tax jurisdiction under the FMA, or are already actively implementing their jurisdiction, or even seeking to expand it. First Nations' needs for FNTC support can range from seeking basic information on local revenue options and mechanisms, to requesting assistance, advice, training and tools in their development of law, and even collaborating with the FNTC and others on innovation and advocacy in the areas of tax jurisdiction and fiscal management.

Details of the FNTC's progress against its ongoing goals and past Corporate Plan commitments are set out in the "*Performance*" and "*Scorecard*" sections of this Plan. Building on this success to date—including continued progress in adapting and responding to the challenges of COVID-19—the FNTC has set out in this Corporate Plan objectives, strategic directions and priorities for 2022/2023 to deliver on its commitment to innovation, efficiency, service quality, better socio-economic outcomes, and expansion of First Nation jurisdiction.

Emerging Issues and Factors

The FNTC operates in a constantly changing policy environment and evaluates ongoing and emerging conditions that may have an impact on the demand for, and nature of, its services and activities.

As detailed further below in the ENVIRONMENT section, this Corporate Plan responds to ongoing and emerging demands and opportunities, notably:

- Ongoing COVID-19 impacts and pressure for revenue stability and growth
- Post-COVID-19 economic recovery strategies and projects
- Growing First Nation interest and participation in the FMA
- Drive for continuous improvement
- Increasing opportunities for partnerships and collaboration

This Corporate Plan also includes measures to mitigate and respond to critical areas of risk and uncertainty—also detailed in the ENVIRONMENT section—that might otherwise impact the FNTC in achievement of its mission, most notably:

- Longer-term impacts and implications of COVID-19
- Increased demand for FNTC engagement and support
- Shifting from short-term funding to more stable longer-term funding
- Appointments to the Commission

Directions and Priorities

This Plan sets out measures and commitments to advance the following strategic directions for the FNTC for 2022/2023 and beyond:

Ongoing Management and Service Delivery

1. Provide property tax system advice and support to First Nations.
2. Strengthen FNTC through organizational innovation and renewal.

Service Enhancement, Outreach and Growth

3. Increase the number of First Nations with First Nation property tax systems.
4. Expand and enrich FNTC services for First Nations.

Framework Development and Innovation

5. Support amendment of the FMA and FMA regulations.
6. Advance a jurisdiction-based fiscal relationship for First Nations.

Partnership Development and Collaboration

7. Develop and strengthen relations and collaboration with FMA partners and other institutions, agencies and government authorities.

Funding Requirements

Based on the activities and work plan outlined in this Corporate Plan, the FNTC has estimated its funding requirements from Canada to be \$8,500,000 for 2022/2023. The FNTC will also seek supplemental funding to support special initiatives that will enable it to proceed with incremental work.

The section of this Corporate Plan entitled *Longer-Term Plan—Readiness for Mandate Renewal* provides a preliminary estimate of additional funding required by FNTC to deliver on the renewed and modernized mandate that has been proposed to Canada. A comprehensive revised multi-year plan will be prepared when the proposals are approved.

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PROFILE—Organization and Management

The First Nations Tax Commission (the FNTC) is a shared governance institution established under the *First Nations Fiscal Management Act* (the FMA). The FNTC regulates, supports and advances First Nation taxation under the FMA and under section 83 of the *Indian Act* (section 83). It reviews and approves local revenue laws, builds capacity, reconciles First Nation government and taxpayer interests, and provides research, advocacy and advisory services to advance First Nation jurisdiction.

Participating First Nations

Participation in the FMA is optional. First Nations must request, through a Band Council Resolution (BCR), to be added to the Schedule to the FMA. Participating First Nation governments then have opportunities to exercise fiscal powers by enacting FMA laws—including property tax laws and financial administration laws—and to participate in pooled debenture financing for infrastructure and economic development.

As of February 2022, 321 First Nations (51% of all First Nations in Canada) have been scheduled on the FMA, with more requesting to be scheduled every year. Of these participating First Nations, 130 have enacted property tax laws under the FMA, 192 have had their financial performance certified by the First Nations Financial Management Board (FNFMB), and 121 have qualified as borrowing members under provisions of the First Nations Finance Authority (FNFA). (See *FMA Institution Partners* further below.) There are now FMA-participating First Nations in every province plus Northwest Territories.

In addition, 30 First Nations currently have property tax by-laws under section 83 of the *Indian Act*, including 25 that are actively taxing under their by-laws.

Commissioners

The FNTC consists of one Chief Commissioner (CC)—who also serves as Chief Executive Officer (CEO)—one Deputy Chief Commissioner (DCC), and eight other Commissioners, collectively supported by dedicated full-time staff, plus additional contracted professionals as needed.

On the recommendation of the Minister, the Governor in Council appoints nine of the ten Commissioners, consisting of:

- Chief Commissioner
- Deputy Chief Commissioner
- Three Commissioners who must be taxpayers using reserve lands—one for Commercial, one for Residential, and one for Utility purposes
- Four additional Commissioners

A tenth Commissioner is appointed by the Indigenous Law Centre, University of Saskatchewan (the ILC)—the appointing body prescribed by the *First Nations Tax Commissioner Appointment Regulations*.

When convened as the Commission, the Commissioners are responsible for reviewing and approving local revenue laws under the FMA and providing advice to the Minister on the approval of by-laws under section 83 of the *Indian Act*.

The current Commissioners are:

- **C.T. (Manny) Jules** (*Tk'emlúps te Secwepemc*, BC)—Chief Commissioner and CEO
- **David Paul** (*Tobique First Nation*, NB)—Deputy Chief Commissioner
- **Dr. Céline Auclair** (Gatineau, QC)—Commissioner
- **Terry Babin** (Canal Flats, BC)—ILC-appointed Commissioner
- **Leslie Brochu** (*Little Shuswap Lake Band*, BC)—Residential Taxpayer Commissioner
- **Ken Marsh** (Okotoks, AB)—Utility Taxpayer Commissioner
- **William McCue** (*Chippewas of Georgina Island First Nation*, ON)—Commissioner
- **Georjann Morriseau** (*Fort William First Nation*, ON)—Commissioner
- **Randolph Price** (North Vancouver, BC)—Commercial Taxpayer Commissioner

There is currently one vacancy on the Commission.

Governance

In addition to presiding over the Commission, the Chief Commissioner chairs the Executive Management Committee. In his capacity as CEO, the Chief Commissioner also oversees the general governance and operation of the FNTC.

Under the general direction of the CEO, the Chief Operating Officer (COO) is responsible for planning and coordination of FNTC staff and operations, and management of collaboration with the FNTC's external partners, consultants and advisors.

The Chief Commissioner has established a number of committees—which may consist of some Commissioners only, or some Commissioners plus staff and/or other professionals as appropriate—to guide and support the FNTC's work. These include: an *Executive Management Committee* (CC/CEO, DCC, COO); a *Management Committee* (COO and Directors); an *Audit Committee*, as provided under s. 128(2) of the FMA (three Commissioners); a *Section 83 Rates Committee* (DCC and two Commissioners); and a *First Nations Gazette Editorial Board*.

Business Lines and Services



Offices and Staff

As provided under section 26 of the FMA, the FNTC maintains its Head Office on the reserve lands of the Tk'emlúps te Secwepemc in British Columbia. It also maintains an office located on Algonquin Anishinabe traditional territory in the National Capital Region. This arrangement provides flexibility in the FNTC's outreach and accessibility for First Nations across Canada.

The FNTC is supported by a team of 27 full-time employees and contracted professionals dedicated to delivery of the functions and services detailed further below. This arrangement ensures the FNTC has ready access to the best experts in critical disciplines such as law, dispute mediation, economic development, and policy research and analysis.

FMA Institution Partners

In addition to the FNTC, the FMA established the First Nations Financial Management Board (FNFMB) and the First Nations Finance Authority (FNFA):

- **The FNFMB is a shared governance institution** that assists First Nations in strengthening their financial administration regimes—including the approval of First Nation financial administration laws—and provides independent certification to support borrowing from the FNFA, as well as First Nations economic and community development.
- **The FNFA is a non-profit corporation** that provides First Nation governments with access to affordable financing as well as investment and advisory services.

Once a First Nation has been added to the schedule of the FMA, it can access the services of any of the FMA institutions. These institutions work together to improve the ability of First Nation governments to advance the fiscal and economic well-being of their communities, by providing participating First Nations with the kinds of modern fiscal management tools that are typically available to other governments.

Education and Accreditation Partners

The FNTC has established a partnership arrangement with the Tulo Centre of Indigenous Economics (the Tulo Centre) and Thompson Rivers University (TRU) to support university-accredited certificate programs and other training and workshops.

Incorporated on January 31, 2008, the Tulo Centre is a Canadian charitable organization whose mission is to assist interested First Nations in building legal and administrative frameworks that support markets on their lands. It delivers education programs and conducts research in the areas of First Nation public administration.

Tulo—Chinook for “Earned Profit”

The Chinook language was an innovative tool to facilitate an Indigenous economy stretching from Alaska to California over a century ago, creating wealth, and supporting the well-being and cultural practices of Indigenous communities. The Tulo Centre captures that entrepreneurial spirit by sharing modern-day practical solutions for First Nation governments to build their economies, providing the means to improve the income, health, education and well-being of their communities.

TRU is a public teaching and research university offering undergraduate and graduate degrees and vocational training. Its main campus is in Tk'emlúps te Secwepemc (Kamloops), British Columbia.

Under MOUs signed with each other and with the FNTC, the Tulo Centre and TRU offer a *First Nation Tax Administration Certificate* program that provides the knowledge and skills needed to implement and operate a First Nation property tax system using the powers set out in the FMA. This is complemented by the *First Nation Applied Economics Certificate* program delivered in conjunction with the FNTC and TRU, plus a range of other joint workshops, webinars and special courses. The Tulo Centre also offers an accredited certificate in *First Nation Applied Lands Management* with TRU.

Certification in First Nation Tax Administration

To date, 213 students from 105 First Nations have participated in the *Certificate in First Nation Tax Administration* program delivered under a partnership between the FNTC, the Tulo Centre of Indigenous Economics and Thompson Rivers University. 103 students from eight provinces have completed all eight courses for successful graduation. Successful First Nation Tax Administrators are qualified to assume responsibility for administering property tax policies, supporting taxpayer relations, property tax collections and enforcement of payment.

PROGRAMS—Functions and Services

In delivering on its mandate, vision and mission, the FNTC undertakes a comprehensive range of functions and services designed to meet the evolving interests, needs and circumstances of First Nations and their taxpayers. The aim of these functions and services is to ensure the integrity of the system of First Nation real property taxation, and to promote a common approach to First Nation real property taxation nationwide, having regard to variations in provincial real property taxation systems.

Regulatory Framework Development

Policy Development and Advocacy

Policy development includes the design, development and promotion of policies and standards. The objective is to develop and implement—through a transparent process—effective standards and policies that support the FNTC’s policy objectives, including: expanding First Nation jurisdiction; promoting harmonization; fostering efficiencies; increasing First Nation, taxpayer and investor confidence in the integrity of the First Nation local revenue systems; and reconciling the interests of First Nation governments with those of stakeholders in the First Nation tax system:

- *Policies* address: section 83 by-law making with respect to property taxation, property assessment, tax rate setting, expenditures, local improvement taxation and business licensing; and dispute resolution, law registration, and public input with respect to standards, policies and procedures.
- *Standards* address: the form and content of local revenue laws; enforcement procedures; criteria for approval of borrowing laws; delegation of authority, notices relating to local revenue laws; the form in which information required is to be provided to the Commission; and the dates by which annual laws must be made by a council of a First Nation.

Legislative Affairs and Legal Services

Legislative affairs and legal services include monitoring legal developments and rulings, analyzing and providing advice regarding legislative and regulatory processes, and supporting other legal initiatives. The objective is to provide advice and to support decision making by the Commission, and to contribute to policy and standards development in the ongoing evolution and maturation of the regulatory framework for First Nation local revenue systems. This work includes analysis of the legal framework in jurisdictions across Canada, and assessment of implications for the design and implementation of First Nation tax systems. A core element involves working with the federal government to improve the legislative and regulatory

framework and monitoring legal developments that may impact First Nation property taxation under the FMA and the *Indian Act*.

Research, Innovation and Feasibility Assessment/Demonstration

Research and innovation activities include researching, exploring, testing and analyzing innovative approaches and mechanisms for the design, expansion and administration of First Nation tax systems. The objective is to: continually improve and enhance local revenue systems; expand First Nation jurisdiction; inform development of policies and standards; and identify means to reduce barriers to First Nation economic development.

Sample Laws and By-Laws

Sample law and by-law development includes developing and updating sample laws and by-laws, as well as providing related tools and advice. The objective is to support First Nations and professionals working with First Nations in law and by-law development processes. The sample laws and by-laws assist First Nations in the development of their own laws or by-laws. Sample laws/by-laws: are based on best practices; comply with applicable statutory requirements, regulations and FNTC standards/policies; and help to support the timely and efficient development of local revenue laws.

Law/By-Law Review and Commission Approval/Recommendation

Law and by-law review includes the review and approval by the Commission of First Nation local revenue laws under the FMA, and Commission review and provision of recommendations to the Minister on by-laws under section 83 of the *Indian Act*. The objective is to assess compliance of First Nation laws and by-laws with applicable legislation, regulations, standards and policies.

Progress in Establishing a First Nations Infrastructure Institute

FNTC is continuing to advance plans for the establishment—under new legislation in 2022—of a First Nations Infrastructure Institute (FNII). FNII will be designed to provide the skills and processes necessary to ensure First Nations can efficiently and effectively plan, procure, own and manage infrastructure assets on their lands. It will establish itself as a leader in researching, developing and promoting knowledge, standards and best practices in infrastructure management.

Enabled by proposed amendments to the FMA, FNII would become the fourth partner fiscal institution, alongside FNTC, FNFMB and FNFA. Once established and fully operational, FNII will work with First Nations, Tribal Councils, existing First Nation organizations and other groups in a coordinated manner, to support infrastructure projects for facilities in all asset classes, including water and wastewater, health, education, roads and bridges, and telecommunications.

Law and By-Law Promulgation and Registration

First Nations Gazette

The FNTC operates and maintains the *First Nations Gazette* (FNG), a free searchable database of First Nation laws, by-laws and other enactments published on the website www.fng.ca. The objective—as set out in the FNG’s mission statement—is to “provide a comprehensive source for First Nation legislation in Canada, including laws, by-laws and other enactments, and to provide a public notification service for matters affecting First Nations.” The FNG is the official record of all local revenue laws approved by the Commission, all standards and procedures established by the Commission under section 35 of the FMA, by-laws under section 83 of the *Indian Act* approved by the Minister, financial administration laws approved by the FNFMB, and standards developed by the FNFMB under section 55 of the FMA.

FMA and Section 83 Registries

The FNTC maintains and updates a registry of all approved local revenue laws and financial administration laws—as required under the FMA—and of all by-laws approved by the Minister under section 83 of the *Indian Act*. The objective is to provide comprehensive registries containing the originals of all approved local revenue laws, financial administration laws and section 83 by-laws for formal reference as required.

The Largest Single Source of Publicly Available First Nations Legislation

Since it was launched in 2013, the *First Nations Gazette* (FNG) has established itself as the largest single source of publicly available First Nations legislation in Canada.

- Part I is the public notification service for notices published by First Nation governments—as well as other governments, corporations and organizations—respecting Aboriginal matters.
- Part II is the register of First Nation legislation—including laws required by federal statute to be published in the FNG, as well as other laws, by-laws, codes and other enactments submitted by First Nations for publication.
- Part III contains documents related to First Nation law-making, such as standards, policies, procedures, and sample laws and by-laws.

With some 1,709 notices published in Part I and 8,007 legislation items published in Part II, the FNG now accounts for more than 9,715 documents relevant to First Nation legislation, not counting numerous standards, policies, samples and tools in Part III.

First Nations Services

First Nation Law and By-Law Development

The FNTC provides advice and assistance to First Nations in their development and implementation of local revenue laws and by-laws. The objective is to support First Nations in the law development process, including providing assistance to First Nations entering the field of property taxation for the first time or transitioning to the FMA from *Indian Act* taxation. The work includes preparing technical reviews of submitted First Nations laws for compliance with the regulatory framework, providing presentations to First Nations governments on the law development process, and responding to enquiries.

Service Agreement Support

The FNTC provides support for the facilitation of service agreements between First Nations and local governments to advance implementation of property tax systems, additions to reserves, and treaty land entitlements. The objective is to help First Nations negotiate fair, efficient and effective service arrangements with local governments. This also includes support for the development of samples, models and templates for service agreements.

Dispute Management and Negotiations

Dispute management includes support for negotiations relating to the implementation of First Nation property taxation and support for resolution of disputes in relation to the application of local revenue laws. The objective is to support dispute prevention and resolution in relation to the application of local revenue laws and, where disputes do occur, to facilitate their timely, efficient and amicable resolution consistent with the principles and objectives of the applicable laws, regulations and procedures. This work also includes support for: negotiations for the provision of provincial assessment services; negotiations and coordination of First Nation taxation implementation with local and provincial governments; transition to assessment-based tax rates from service fees; response to taxpayer inquiries; and taxpayer relations systems, including taxpayer representation to council laws.

Exercising First Nation Fiscal Jurisdiction

First Nations across Canada are exercising their jurisdiction and striving to move beyond the *Indian Act* with First Nation-led initiatives that enhance the growth and sustainability of First Nations, ultimately supporting higher standards of community well-being.

Currently, 321 First Nations, from all regions in Canada, are scheduled under the *First Nations Fiscal Management Act*. This means that more than one half of all First Nations in Canada are participating in the FMA framework, with more joining every year.

Engagement and Capacity Building

Communications and Outreach

Communications and outreach include engagement activities and the development of products and materials to promote the understanding of First Nation real property taxation systems. The objectives are to: support the voice of the FNTC in advocating for First Nation tax jurisdiction; promote broad understanding of the First Nation real property taxation systems and their benefits; strengthen linkages with other organizations and governments; promote best practices; and facilitate access to local revenue options and tools. This entails: aligning communications activities and messages with the FNTC's goals, objectives and plans; demonstrating the success and benefits of First Nation implementation of FMA powers; encouraging, engaging and supporting First Nation communities; building relationships with partners and stakeholders; and incorporating innovative media content in advancing the FNTC's communications and outreach goals.

Education, Training and Accreditation

Education, training and accreditation activities include the development and delivery of specialized training and formal certification for First Nation government staff in implementing FMA jurisdictions that lead to greater economic growth, investments, revenues and employment for First Nation communities. The objectives are to: promote understanding of the taxation systems of First Nations; develop knowledge and skills for First Nation real property tax administrators; and build capacity in First Nations to administer their taxation systems. This entails: sharing practical skills and knowledge for rebuilding the economic foundations for First Nation communities; developing and facilitating workshops; developing webinars; and providing logistics and support for students, graduation and convocation services, and alumni relations. It also includes implementation of a working agreement with the Tulo Centre and partnership with TRU for design and delivery of courses leading to an accredited First Nation Tax Administration certificate and an accredited First Nation Applied Economics certificate.

Strengthening Fiscal Management Skills and Competence

Incorporated on January 31, 2008, the Tulo Centre is a Canadian charitable organization whose mission is to assist interested First Nations in strengthening their capacity to build and manage legal and administrative frameworks that support markets on their lands. It delivers education programs and conducts research in the area of First Nation public administration, and works in close partnership with the FNTC in advancing and supporting economic development and fiscal management capacity of First Nations.

Commission Operations

Commission Support

Commission support includes provision of ongoing advice, logistical support and services for the Commission and its Committees. The objective is to ensure the timely and efficient functioning of the Commission in all aspects of its review, decision making, leadership and advocacy functions. This includes: oversight of processes for the appointment/reappointment of Commissioners and the orientation of new Commissioners; planning, scheduling and coordination of regular Commission and Committee meetings, as well as special processes and events; preparation of briefing and presentation materials for Commission operations; recording and distribution—as appropriate—of relevant proceeding minutes, records and decisions; and other support as required.

Corporate Services

Corporate services include the provision of planning, financial/accounting, personnel, administrative, legal, office facility, technology management, contracting and other support services to the Commission and the FNTC. The objectives are to: operate the Commission in keeping with the FMA and the Corporate Plan; create an efficient and effective work environment for other service areas; and fulfill the financial management and control functions and requirements set out in the FMA. This includes: coordination and support for the annual Corporate Plan and the Annual Report; capital management for Head Office and National Capital Region Office; financial, human resource and administrative management; compliance with the *Access to Information Act*, the *Privacy Act* and the *Official Languages Act*; staff and executive recruitment, training and professional development; negotiation of funding; client and e-mail records management; server and network maintenance; and development, training and implementation of FNTC policies and procedures.

A Modern Look for FNTC

In 2021/2022 FNTC undertook a comprehensive review and redesign of its overall visual identity as well as its communications tools and technologies to provide a fresh look to its products and modernize its communication channels.

The rebranding is comprehensive—from design of new letterhead, business cards, kit folders and templates for PowerPoint presentations to a revised and more user-friendly website, development of an FNTC corporate video, re-launching of the *Clearing the Path* newsletter under a new masthead, and launching of a new FNTC YouTube channel. All of this is supported by a new graphics manual and editing style guide to ensure a common look and feel for FNTC products and communications.

PERFORMANCE—Measurement Against Goals

The FNTC has developed performance measures to track and assess the FNTC’s success in delivering on its mandate, vision and mission. This section highlights progress and trends with respect to current indicators for which data are available. Additional indicators and related data will be added in future years, in support of the FNTC’s plans for a more comprehensive suite of performance measures.

First Nation Participation in the FMA

Since its establishment in 2007 the FNTC’s priority focus has been on:

- Promoting participation of First Nations in the FMA.
- Building the regulatory framework for First Nation taxation systems.
- Supporting First Nations in the successful development and implementation of local revenue systems.

Figure 1 below shows the number of First Nations, by province and territory and by year, that are listed on the schedule of the FMA. Every year has seen increased participation in the FMA, and there are now 321 First Nations on the FMA schedule, including at least one in every province, plus Northwest Territories.

FIGURE 1: First Nation Participants Under the *First Nations Fiscal Management Act* —2008 Benchmark and Last 5 Years

	2008	2017	2018	2019	2020	2021
BC	35	102	112	116	123	126
AB	0	10	12	16	17	17
SK	3	27	34	35	41	41
MB	0	29	31	31	34	34
ON	1	27	41	47	50	53
QC	0	6	9	11	13	15
NB	3	7	8	9	10	10
NS	0	8	11	11	12	12
PE	0	0	1	1	1	2
NL	0	0	2	2	2	4
NT	0	3	3	3	6	7
TOTAL	42	219	264	282	309	321

As shown in Figure 2 below, within the first year following the establishment of the FNTC in 2007, there were 42 First Nations participating in the FMA. Building on this momentum, there are now almost eight times as many participating as in that first year.

FIGURE 2: Total First Nation Participants Under the *First Nations Fiscal Management Act*



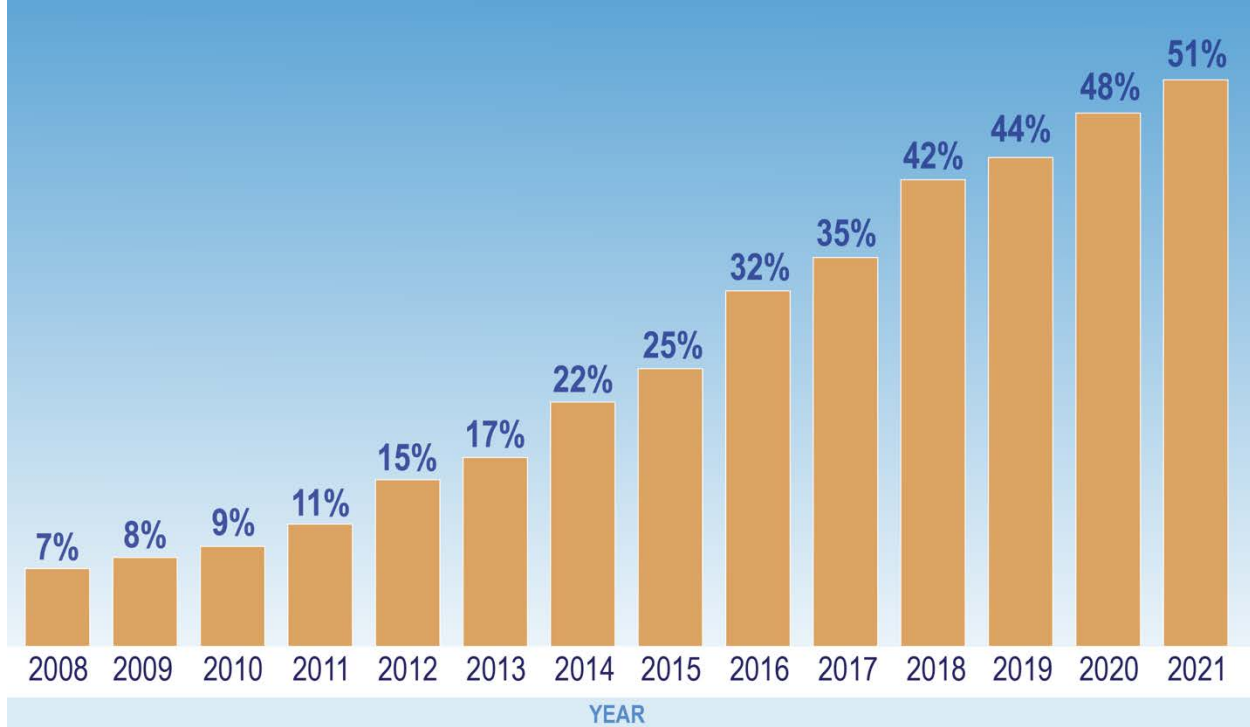
As shown in Figure 3 below, the number of First Nations (plus one Tribal Society with delegated property tax powers) that have a property tax system under the FMA in place has grown from 16 in 2008 to 130 in 2021. This represents more than one fifth (21%) of the 634 First Nations across Canada.

FIGURE 3: First Nations with a Tax System Under the *First Nations Fiscal Management Act* — 2008 Benchmark and Last 5 Years

	2008	2017	2018	2019	2020	2021
NEW	16	6	12	5	5	3
TOTAL	16	105	117	122	127	130

Participation in the FMA has grown continually over the past 13 years. As shown in Figure 4 below, more than one half (51%) of the 634 First Nations in Canada now participate in the FMA, with more continuing to be added every year.

FIGURE 4: Proportion of All First Nations in Canada that are Scheduled Under the *First Nations Fiscal Management Act*



First Nation Tax Systems and Revenues

As shown in Figures 5A and 5B below, local tax revenues (based on First Nation budget information) are currently almost \$24 million per year under section 83, and almost \$80 million annually under the FMA. (Note: Amounts that are nil or not applicable are shown as —.)

FIGURE 5A: Total Annual Tax Revenues (\$) by First Nations Under Section 83 of the *Indian Act* — 2013 Benchmark and Last 5 Years

	2013	2017	2018	2019	2020	2021
BC	\$20,390,462	\$18,992,187	\$20,586,536	\$21,277,684	\$21,709,155	\$19,993,002
AB	12,476,290	5,423,102	5,068,720	4,039,950	3,572,090	3,081,863
SK	750,359	754,545	55,000	—	—	—
MB	312,874	—	—	—	—	—
ON*	—	—	—	—	—	—
QC*	663,253	629,000	600,000	622,904	657,800	657,800
NB	—	—	—	—	—	—
NS	49,760	157,780	161,772	159,968	159,968	—
PE	—	—	—	—	—	—
NL*	—	—	—	—	—	—
NT	—	—	—	—	—	—
TOTAL	\$34,642,998	\$25,956,614	\$26,472,028	\$26,100,506	\$26,099,014	\$23,732,665

*Amount of utility taxes collected in some communities in Ontario, Québec, and Newfoundland and Labrador unknown.

FIGURE 5B: Total Annual Tax Revenues (\$) by First Nations Under the <i>First Nations Fiscal Management Act</i>—2013 Benchmark and Last 5 Years						
	2013	2017	2018	2019	2020	2021
BC	\$36,151,119	\$48,673,890	\$52,028,325	\$54,700,139	\$56,194,279	\$63,965,814
AB	1,255,153	4,252,205	4,293,235	5,531,675	5,873,378	5,617,920
SK	2,001,299	2,254,759	3,290,606	4,259,748	4,059,576	4,632,051
MB	413,621	931,265	963,601	969,330	1,007,942	1,125,681
ON*	—	732,831	1,673,648	2,818,525	3,158,032	3,502,755
QC*	—	—	—	—	—	0
NB	—	35,655	16,890	56,803	53,646	16,542
NS	651,699	753,120	874,504	917,190	987,479	966,995
PE	—	—	—	—	—	0
NL*	—	—	—	—	—	0
NT	—	—	—	—	—	0
TOTAL	\$40,472,891	\$57,633,725	\$63,140,809	\$69,253,410	\$71,334,332	\$79,827,758

*Amount of utility taxes collected in some communities in Ontario, Québec, and Newfoundland and Labrador unknown.

Annual First Nation Tax Revenues Top \$100 Million Per Year in 2021

Since its inception in 2007, the FNTC has helped First Nations generate hundreds of millions of dollars in local revenues. In 2021 a major milestone in First Nation tax jurisdiction was achieved with the combined section 83 and FMA tax revenues exceeding \$100 million for the first time. The \$104 million collected represented an increase of 6% over the previous year, despite the challenges of COVID-19. These local tax revenues are used by First Nations to invest in community services and infrastructure and help attract and complement other investments that lead to new and enhanced employment and business opportunities, higher incomes, better services and improved social outcomes for members of the community.

As shown in Figure 6 below, combined tax revenues (based on First Nation budget information) from section 83 and the FMA now total almost \$104 million annually. While property taxes are currently the principal source of these local revenues (92.5%), the size and relative significance of other sources of tax revenues will increase in the future, as more First Nations use the additional revenue raising tools available under the FMA to support infrastructure and provision of services on their lands.

FIGURE 6: Total Tax Revenues (\$) by First Nations Under the *First Nations Fiscal Management Act* and Section 83 of the *Indian Act*, by Revenue Source, 2021

Source	FMA	Section 83	Total	%
Property Taxes (includes PILT*)	\$72,081,560	\$23,732,665	\$95,814,225	92.5%
Property Transfer Tax	3,885,429	N/A	3,885,429	3.8%
Development Cost Charge	364,622	N/A	364,622	0.4%
Service Fee	3,059,766	N/A	3,059,767	3.0%
Service Tax	127,008	0	127,008	0.1%
Business Activity Tax	309,373	N/A	309,373	0.3%
TOTAL	\$79,827,758	\$23,732,665	\$103,560,424	100%
Distribution (%)	77.1%	22.9%	100%	

*PILT—Payments in Lieu of Taxes

FNTC Activities and Outputs

The FNTC continues to expand and enrich its services and activities in support of its mandate, vision and mission. The output measures in Figure 7 below are an initial suite of indicators that will be augmented in the future with other performance measures, as indicated in the FNTC's Strategic Directions and Priorities further below.

FIGURE 7: Selected Key Indicators of FNTC Activities and Outputs, by Fiscal Year —2008/2009 Benchmark and Last 6 Fiscal Years

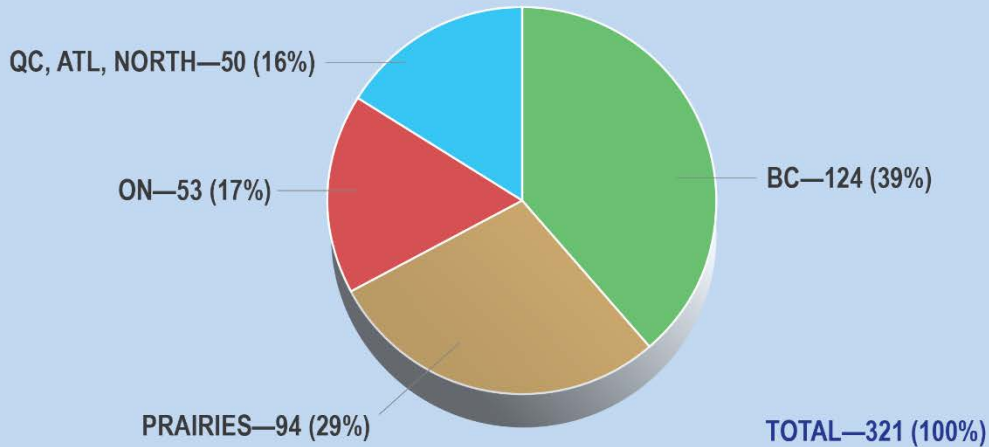
2008/2009	2016/2017	2017/2018	2018/2019	2019/2020	2020/2021	2021/2022*
# Law Reviews Completed—Each Year and Cumulative Total						
81	206	225	212	231	241	227
81	1,163	1,388	1,600	1,831	2,072	2,299
# By-Law Reviews Completed—Each Year and Cumulative Total						
63	61	56	46	41	32	45
63	569	625	671	712	744	789
# Courses, Webinars and Workshops Delivered—Each Year and Cumulative Total						
4	12	14	23	15	9	33
4	93	107	130	145	154	187
# Participants in Courses, Webinars and Workshops—Each Year and Cumulative Total						
65	178	205	298	315	147**	296
65	1,078	1,283	1,581	1,896	2,043	2,086
# Accredited Graduates from Certificate Programs—Each Year and Cumulative Total						
—	3	16	6	18	9	13
38	41	57	63	81	90	103
# Laws and By-Laws Documented and Accessible in <i>First Nations Gazette</i>—Each Year and Cumulative Total						
142	2,878	353	376	344	342	364
142	4,868	5,221	5,597	5,941	6,283	6,647
# First Nation Tax-Related Presentations Delivered—Each Year and Cumulative Total						
40	73	74	56	96	22	31
40	487	561	617	713	735	766

*Data for FY 2021/2022 as of December 2021.

**With presentations delivered virtually under COVID-19, participation numbers are estimated.

First Nation Participants Under the *First Nations Fiscal Management Act*

FMA institutions have been making solid progress in broadening their reach with First Nations in all regions of Canada, with active participation of 321 First Nations under the *First Nations Fiscal Management Act* as of January 2022—now more than one half (51%) of all First Nations in Canada.



National Recognition and Place for First Nations Gazette

Recently, the *First Nations Gazette* (FNG) has been developing positive relationships with the *Canada Gazette* and provincial and territorial gazettes—the official newspapers of their respective governments, and the sources for information about new statutes, new and proposed regulations, administrative board decisions and public notices.

Most recently the FNG has met with the *Canada Gazette* and the *Saskatchewan Gazette* to discuss and share insights and best practices on legal publication matters of mutual interests and benefit. In the course of these discussions, the FNG has been invited to join the Queen’s Printer Association of Canada—the official association of the federal, provincial and territorial gazettes, responsible for publishing laws and official materials for their jurisdictions.

The invitation to join the Queen’s Printer Association of Canada recognizes the pre-eminent role of the FNG with respect to First Nation law in Canada, especially in the access to and publication of legislation and regulations.

As part of its commitment to serve as the pre-eminent source of accessible information on Indigenous law, the FNG is continuing to explore enhancements for the FNG database, including: allowing users to subscribe to receive updates when a particular First Nation publishes a law or posts a notice; increasing the amount of filterable fields available in Part III to allow for categories of “law types” and “legal authority” to be used when searching Part III; and allowing for custom help text.

SCORECARD—Progress Against Plans

Progress as of January 31, 2022, on Commitments in Corporate Plan 2021/2022

This Scorecard provides a brief update on significant key commitments set out in the FNTC’s previous Corporate Plan. It highlights progress made on the commitments over the past year and planned next steps for follow-through and completion. The FNTC Annual Report for 2021/2022 will provide a final summary of results for the fiscal year.

STATUS: On Track / Ongoing / Adjusted / Delayed / Completed

1. Provide property tax system advice and support to First Nations.

A central and ongoing focus of the FNTC will be to continue to provide support to First Nations to develop and effectively implement their tax.

No.	COMMITMENT	STATUS	PROGRESS
1A	Develop/update regulatory framework for First Nation local revenue systems.	Ongoing	Continued work on potential amendments to FMA and continued work on draft regulations to support access to FMA for Treaty First Nations and Self-Governing Nations; continued to advance regulatory initiatives with Canada to clarify and strengthen enforcement powers and assessment appeal procedures; developed revised standards and procedures to facilitate First Nation participation in the FMA and access to FNTC services; updated and revised sample laws and by-laws; monitored policy and legal changes affecting First Nations property taxation; monitored First Nation tax systems for emerging issues; and initiated review and revision of reporting on law development and review.
1B	Support development/ implementation of local revenue systems.	Ongoing	Provided financial and technical support to 12 First Nations for their development and implementation of local revenue laws; provided advisory services to 135 First Nations with <i>annual</i> laws and by-laws; reviewed 227 laws and 45 by-laws; initiated action on recruitment of Senior Tax Advisor; provided training and support on video, communication and Digital Asset Management for outreach and service to First Nations; continued ongoing promotion and engagement of new cohorts of students in Certificate in First Nation Tax Administration program; and provided ongoing provision of mentoring and other supports through the Alumni Network.
1C	Share information, tools, advice and best practices for local revenue systems.	Ongoing	Delivered 31 presentations to First Nations on the FMA fiscal powers, including the benefits, how to access, and how they help support economic growth; provided interested First Nations with sample FMA laws,

			administrative templates, tools and regional workshops; developed Annual Laws Bulletin and Annual By-Laws Bulletin to advise First Nations of regulatory changes and requirements; developed template procedures to support the work of First Nation Assessment Review Boards; and continued ongoing updating of curricula, materials and digital content.
1D	Support dispute prevention, mediation and resolution.	Ongoing	Responded to and resolved 5 taxpayer enquiries concerning issues with respect to First Nations property tax; provided information, and facilitated communication with taxpayers and tax administrators, to achieve resolution of issues; and initiated development of a template to improve how taxpayer inquiries/issues are recorded.
1E	Support development/strengthening of capacities, skills and mechanisms.	Completed	Convened 20 meetings with First Nations focused on providing tailored advice to address specific issues and challenges in their tax administration; developed process template for Zoom webinars for presenters and attendees, supported by training and technical assistance; initiated development and release of a bulletin for tax administrators; delivered 8 Tax Administration and 2 Applied Economics courses; facilitated graduate student access to First Nations Tax Administrators Association (FNTAA) Certified Tax Administrator status; worked with students and TRU for a Prior Learning Assessment and Recognition (PLAR) application system.
1F	Support relations with taxpayers and taxpayer organizations, and related engagement, dialogue and participation.	Ongoing	Participated in the Canadian Property Tax Association (CPTA) annual conference, including giving a presentation on the national overview of First Nation taxation, new initiatives and regional snapshots of First Nation taxation.
1G	Develop/implement new service delivery methods and business continuity under COVID-19.	On Track	Continued laying groundwork for longer-term business continuity planning; continued expansion of virtual connections and digital technologies for service delivery, including Teams, Moodle and SharePoint capacities; initiated development of Client Resource Management System to support client contacts and outreach; finalized new website ready for launch; and extended COVID-19 Emergency Response Standards.
1H	Add staff to strengthen policy capacity and targeted outreach.	On Track	Continued with planned recruitment, staffing and onboarding initiatives.

2. Strengthen FNTC through organizational innovation and renewal.

With the aim of developing and implementing a well-planned approach to managing organizational changes and continuous improvement, the FNTC will continue with the transition management plan work initiated in 2020/2021 and further advanced in 2021/2022.

No.	COMMITMENT	STATUS	PROGRESS
2A	Implement succession plan for executive and senior management.	On Track	Identified staffing areas where succession is expected in the short term; now beginning proactive recruitment to address anticipated gaps/needs and arrange for retirement advisory services. Updated/developed job descriptions for all existing positions and new positions for FNTC and proceeding with establishment of website section for employment opportunities, and drafting of a succession plan.
2B	Undertake recruitment and work planning to adjust to imminent staff retirements.	On Track	Continued with preparation of records management processes for departing staff and orientation procedures for new staff; and—as part of more comprehensive succession planning—hired a Corporate Services Administrative Assistant to support the Registrar and learn and refine recruitment and staffing processes.
2C	Strengthen capacity through four new staff positions.	Completed	Completed recruitment and onboarding/orientation of in-house General Counsel, plus new staff: Administrative Assistant (National Capital Region Office); and Senior Executive Assistant, Administrative Assistant—Education, and IT Support Technician (Head Office). Initiated orientation plan and booklet to support onboarding processes.
2D	Implement recommendations of salary review, and update/finalize performance pay program and benefit review.	Completed	Completed salary review, implemented changes and developed a compensation policy based on LifeWorks compensation program and industry standards.
2E	Restructure section 83 by-law and FMA law registries for operational efficiencies.	On Track	Initiated transition from paper to digital docket (except signed laws) for annual laws; migrated financial and law paper storage to secure offsite facility; continued liaison with Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC) to support Ministerial by-law approval processes, including liaison with the Minister's Office to support the by-law approval process using expeditious digital methods; and continued merging of management of the section 83 registry with the FMA registry.
2F	Seek finalization of Commission appointments.	Ongoing	Continued discussions with Canada officials on suitable processes to fill vacancies via Order in Council. Pursued discussions with CIRNAC to ensure extension of two existing appointments whose terms would otherwise expire and finalize plans for filling the one current vacancy.
2G	Pursue First Nation-led appointment process for Commissioners.	Ongoing	Continued development—for discussion with Canada—of proposed amendments to legislation and/or regulations for First Nation organizations to appoint Commissioners, including those with specific required backgrounds and identified mandates.
2H	Finalize five-year vision planning process for longer-term Corporate Planning.	On Track	Continued development of new longer-term vision and multi-year strategic plan for FNTC—now in final stages—for potential adoption and implementation in 2022/2023.
2I	Advance a proposal for new five-year grant funding for FNTC.	On Track	Continued working with Commissioners and consultants on a Five-Year Strategic Vision and Financial Plan, which will set the foundation and rationale for a longer-term funding model for FNTC.

2J	Support human resource recruitment, retention and capacity development.	On Track	Filled five positions and posted two additional positions for recruitment by year end, including proceeding with a Communications position.
2K	Undertake administrative changes to facilitate expansion of First Nation local revenue jurisdictions under the FMA.	On Track	Proceeded with improvements in records management; initiated measures to ensure security of FNTC business through Multifactor Authorization; rolled out SharePoint online for improved records management; and updated FNTC website.
2L	Evaluate management/organizational structures and service delivery models.	Ongoing	Continued implementation of organizational improvements, including payroll electronic funds transfer, revision of text of <i>First Nations Gazette</i> website, and Review of Access to Information and Privacy Policies and Procedures; continued regular post-event feedback processes for education and training courses/sessions; updated digital media and course materials; launched inaugural Alumni virtual conference; and completed student and alumni surveys.
2M	Explore ways to measure stakeholder needs, concerns and preferences.	Ongoing	Commenced development of a process for tracking internal metrics; vetted a survey tool for standardized internal and external surveys; and developed enhanced tools and processes for user-friendly and needs-responsive website capabilities.
2N	Improve performance measurement and indicators, addressing impacts, benefits and client experience/satisfaction.	Ongoing	Implemented—and continued to refine—a reporting process for education and training programs/events; continued research on additional performance metrics for FNTC, including exploration of measures and indicators for such critical factors as changes in assessed value of First Nation lands (for tax purposes).
2O	Refresh/replace legacy software to support efficient and reliable management operations.	On Track	Initiated phased roll-out of new systems to replace outdated legacy systems; and implemented new SharePoint system for Education and FNTC.
2P	Advance organizational excellence, staff training/development, technology, and processes.	Ongoing	Introduced innovations and improvements for Education, including tracking of webinars and training sessions, new methods of notetaking and assignment of tasks for Education Program, as well as tracking of projects; and developed plans for an FNTC staff retreat and training session planned for summer of 2022.
2Q	Undertake planning and feasibility assessment for a modern FNTC Head Office facility in Tk'emlúps te Secwepemc.	On Track	Proceeded from the completion of a feasibility study for a new Head Office facility in Tk'emlúps te Secwepemc to initiation of preliminary concept design of the facility. In the meantime, undertook renovations of existing space to be completed by year-end to meet immediate requirements for more offices until the new facility is constructed; and secured additional office space, with renovations and fit-up to be designed and completed in the coming year.
2R	Implement other technology and process improvements.	Ongoing	Updated Client Records Management (CRM) with increased security, enhanced record keeping and input capacities, and improved user interface; upgraded SharePoint with a new SharePoint Online—including e-mail and OneDrive integration for filing records; continued work on a functional classification system and

			development of new retention and disposition schedules for new areas of work; continued communications support for legislative processes and communications stakeholders; and initiated documentation and preparation for training on the new forms and processes.
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3. Increase the number of First Nations with First Nation property tax systems.

Recognizing the interest of First Nations in establishing First Nation property tax systems to advance their economic, fiscal and broader community development goals, and building on the demonstrated successes of First Nations that have implemented property tax systems, the FNTC will prioritize work necessary to increase the number of First Nations implementing tax jurisdiction in Canada.

No.	COMMITMENT	STATUS	PROGRESS
3A	Increase regional communications and outreach to promote tax jurisdiction.	Completed	Held 3 regional virtual workshops with multiple First Nations participating (2 sessions in Ontario and 1 in Manitoba/Saskatchewan); shifted from planned in-person visits and working sessions to individual virtual presentations to promote tax jurisdiction to 31 First Nations in British Columbia, Saskatchewan, Ontario, Québec and Atlantic Canada; prepared to actively explore new options for outreach with a combination of enhanced virtual methods and strategically targeted in-person visits and presentations as COVID-19 restrictions are eased; convened 1 inaugural annual alumni event with 12 webinars to launch Alumni Network programs for outreach and celebration of graduation success; implemented a Culture and Economics Lecture Series focused on connecting modern activities with pre-contact trading; and collected 7 stories and published 2 for curricula support.
3B	Support work of First Nations Leading the Way (FNLTW) group with FMA institutions and the Lands Advisory Board (LAB).	Completed	Advanced Zoom applications and communications rebranding, and provided administrative support, planning and coordination for the 2022 Leading the Way Conference.
3C	Increase regional communications to promote understanding of tax jurisdiction and how to expand use of tax powers access services in light of COVID-19.	On Track	Advanced an Education Social Media Strategy and Plans to support wide distribution of multi-media content, student recruitment, research, and other communications and outreach efforts; and initiated work to enhance and refresh FNTC's YouTube channel and website.
3D	Review/update communication strategy, materials, websites and content management systems.	On Track	Continued ongoing support for FNTC communications and outreach efforts supported by new and updated communications databases and templates, as well as updates to FNTC's branding guide for internal and external communications.

3E	Provide advice/assistance in establishing property tax systems.	Ongoing	Provided financial and technical support to 12 First Nations for their development and implementation of local revenue laws; provided advisory services to 149 First Nations on their development and drafting of local revenue laws and by-laws; continued to improve and enhance the delivery and participant experience of virtual webinars through new workshop and web conferencing technology; and prepared to launch new website.
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4. Expand and enrich FNTC services for First Nations.

Supporting the evolving needs of taxing First Nations—and as a way of supporting new First Nations to implement tax jurisdiction—the FNTC will continue to expand and enrich the range of services it will provide.

No.	COMMITMENT	STATUS	PROGRESS
4A	Evaluate and improve services to existing taxing First Nations.	Ongoing	Improved procedures for review and preparation of technical review forms to support Commission consideration of local revenue laws to streamline procedures and criteria, clarify requirements, and make processes more efficient; extended <i>Standards for COVID-19 Emergency Response</i> to provide greater flexibility for First Nations in the submission of laws, setting of tax rates, use of reserve funds and holding of meetings virtually; identified initial set of statistics on First Nations for varied program uses; established alumni working group to explore mentoring program; and initiated a strategy to link economic development programs to support member entrepreneurship, focused on the importance of jurisdiction.
4B	Strengthen capacity development and governance support.	Ongoing	Continued review of software systems with a view to making future changes and improvements, to enhance capacity for administration of tax systems and support the expansion of tax jurisdictions; continued to work with Tulo Centre on enhancement and delivery of their tax courses to support local First Nation capacity; developed online communications game to support Communications course curriculum and textbook; developed webinar series to help new Chiefs and Council understand property tax systems; implemented annual alumni awards in areas of Community, Innovation and Comedy; and developed profiles of alumni and their stories to promote the nature and benefits of education programming.
4C	Enhance support for service agreement negotiations.	On Track	Continued government-to-government precedent-setting work on development of sample service agreements with 3 First Nations in and adjacent to urban centres in Manitoba and Saskatchewan, and provision of assistance with negotiations and presentations for 2 First Nations in British Columbia on approaches to service agreements; and integrated Service Agreement materials in education curricula, based on model agreements.
4D	Explore possible new/enhanced models for assessment services and potential new institute.	On Track	Continued research to support proposals for First Nations in obtaining assessment services, in preparation for a formal process to advance design of a suitable institution or programs to support First Nation access to assessment services.

4E	Increase law development support capacity to support First Nations in implementing FMA systems.	On Track	Developed an Annual Law Bulletin for tax administrators and a series of regional Annual Law webinars providing an overview of the annual law process and information available to First Nations.
4F	Collaborate with provinces to facilitate service agreement and infrastructure projects for Treaty Land Entitlement (TLE) and Additions to Reserve (ATR) initiatives.	Ongoing	Continued to support provinces with presentations and case studies on service agreements, and to facilitate expeditious arrangements with provinces and municipalities for establishment of ATRs, TLEs and service agreements with municipalities.

5. Support amendment of the FMA and FMA regulations.

The FNTC will work with the FMA institutions and Canada to continue to pursue amendments to the FMA and related regulations to support the work of the FNTC and to expand participation in the FMA.

No.	COMMITMENT	STATUS	PROGRESS
5A	Support policy proposals to advance renewal and expansion of the FNTC mandate.	On Track	Continued to work with Canada and the FMA institutions to advance legislative amendments to support a renewed mandate for the FNTC (including input on policy objectives, and rationale for mandate renewals); and continued work with Canada on advancing a FACT tax, tobacco and cannabis taxes, and FNGST.
5B	Work with Canada to advance amendments to First Nation Taxation Enforcement and Assessment Appeal regulations.	On Track	Continued engagement with CIRNAC to advance amendments to the regulations.
5C	Work with the fiscal institutions and Canada to advance regulatory amendments to enable First Nation organizations and Treaty First Nations to participate in the FMA.	On Track	Continued work with CIRNAC, the FMA institutions, treaty groups, First Nation organizations, and the province of British Columbia to advance regulatory amendments to support participation in FMA by treaty First Nations and First Nation organizations.
5D	Promote addition of new fiscal powers to the FMA so FNTC can support First Nations in accessing FNFA programs and services to secure revenues in support of economic infrastructure.	On Track	Continued liaison with CIRNAC, ISC, and Finance Canada, other provincial governments, and parliamentary committees on policy and legislative initiatives, focused on FACT, cannabis, tobacco and FNGST initiatives.

6. Advance a jurisdiction-based fiscal relationship for First Nations.

The FMA represents a jurisdiction-based fiscal relationship because it associates local revenues with local services. Interested First Nations, the FNTC and the other FMA institutions propose to enhance this fiscal relationship by advancing several proposals to expand FMA fiscal powers and jurisdictions.

No.	COMMITMENT	STATUS	PROGRESS
6A	Continue to work with interested First Nations and Canada to: establish the sales taxes for fuel, alcohol, cannabis and tobacco (FACT) within the FMA local revenue account; and provide an option for interested First Nations to include FNGST revenues within the FMA local revenue account.	Ongoing	Engaged with Finance Canada to discuss the FACT tax framework and continued collaboration to determine how best the FNTC could assist in implementation and rollout, including: preparation for presentations to interested First Nations and development of a FACT capacity development and implementation plan.
6B	Continue to advance proposals for comprehensive cannabis fiscal and regulatory options.	Ongoing	Engaged with organizations—including the Assembly of First Nations (AFN)—to advance proposals on approaches to local regulation and oversight of cannabis (e.g., age, possession, sales, etc.), and undertook ongoing advocacy and information/engagement presentations, as well as research on legislation, F/P/T roles, and revenue distribution. Also engaged with First Nations to discuss proposals for First Nation tobacco tax jurisdiction.
6C	Collaborate with Canada, First Nations and organizations on a First Nation cannabis excise tax-sharing framework that could be expanded to include fuel, alcohol and tobacco.	Ongoing	Continued research and consultations with Finance Canada, First Nations and organizations to support excise tax sharing; and provided proposals to Canada on process and ideas for tax-sharing frameworks.
6D	Support provincial-type First Nation sales tax systems where possible, with possible expansion to provincial-type cannabis and tobacco tax systems.	Ongoing	Continued research to support First Nations in advancing proposals for provincial-type First Nation sales tax systems in several provinces, entailing research, presentations and briefings as well as negotiation support, assistance with implementation plans, and exploration of possible legislative amendment proposals.
6E	Advance proposals for a First Nations Resource Charge.	Ongoing	Continued research to support First Nations in advancing proposals for First Nations Resource Charges in several provinces, entailing research, presentations and briefings.
6F	Continue research, analysis and advocacy on potential legislative remedies to clarify and address treaty and legal provisions that currently limit certain First Nations and/or entities from accessing/ exercising powers under the FMA.	Ongoing	Continued response to the growing interest in developing more options for self-governing First Nations to use the FMA framework and institutions to implement their self- government fiscal, financial management and debenture systems; continued research and development work to determine how best to support interested self-government First Nations, to be conducted in conjunction with interested First Nations and federal and provincial governments; and proceeded with a proposal document on how to enable a menu of FMA regulatory, fiscal power and institutional support options for self-governing First Nations.

7. Develop and strengthen FMA partner relations and collaboration with other institutions, agencies and government authorities.

Working with its FMA and training and accreditation partners, the FNTC will promote the development and strengthening of FMA institutions, as well as collaboration with other institutions, agencies and government authorities, so as to: enrich and accelerate the development of legal and administrative frameworks to expand First Nation jurisdictions; enable economies of scale in joint initiatives; support research and innovation; facilitate knowledge transfer among First Nations and interested parties; support and advocate on behalf of participating First Nations; and strengthen the position and influence of FNTC and its FMA partners in mainstream policy and program development.

No.	COMMITMENT	STATUS	PROGRESS
7A	Work to secure stable long-term funding for Tulo.	Ongoing	Undertook strategic planning to support expanded education programming and delivery options.
7B	Continue adaptation of the new education and capacity development models and delivery strategy beyond the response to COVID-19, focused on longer-term transformational change/improvement.	On Track	Continued coordination to facilitate online education delivery and other options post-COVID-19; and continued—to near completion—of the Stories Project consisting of 20 stories to augment classroom delivery curricula and textbook materials.
7C	Enhance support to First Nations to strengthen their capacity to transition to FMA tax systems, including expansion of Education courses, workshops and student support.	Ongoing	Undertook research and planning to develop additional accredited and non-accredited programs that could lead to possible diplomas and degrees, as well as an MBA program.
7D	Promote establishment of a First Nations Infrastructure Institute (FNII).	On Track	Pursued ongoing collaboration with FNII Development Board, FMA Institutions and CIRNAC and Indigenous Services Canada (ISC) and their officials, on FNII organization design, rationale and required legislation; advancement of proof-of-concept projects to inform legislative and institutional design, in readiness for legislation planned in 2022.
7E	Explore/promote First Nations statistical capacity.	On Track/ Ongoing	Continued work and advocacy in promoting the building of statistical functions and capacity within each FMA institution, including advancement of proposed legislative amendments to add an FNTC mandate for statistics; continued to compile statistics on local revenues and other relevant factors to support evidence-based planning and decision making; and participated in Stats Can webinars to learn more about statistics and data to support advancement of proposals for statistical capacity.
7F	Promote a First Nations statistics institute.	Ongoing	Proceeded with an initiative focused on building statistical capacity within each FMA institution, as above.

7G	Advance proposals for an <i>Indigenous Organization for Economic Cooperation and Partnership</i> .	Ongoing	Continued to explore proposals, rationale and prospective mandate of a new collaborative entity to promote and support sharing of best practices and coordination of initiatives in economic development.
7H	Advancement of the need for development of an Indigenous Land Title Registry System (ILTRS).	Ongoing	Continued research and advocacy on vision and strategies for an ILTRS, entailing presentations and discussions with First Nation institutions.
7I	Improve coordination with FMA institutions and governments through more regular consultation and collaboration.	Ongoing	Undertook regular meetings and coordination activities with FMA institutions through the FMA legislative amendment process, regular meetings between institutions, and support for the development of a Road Map project with the FMB.
7J	Continue collaboration with international organizations to share best practices.	Ongoing	Continued to maintain relationships with international partners and counterparts, particularly in the U.S.A. and New Zealand.

Modern Education Facilities

FNTC and the Tulo Centre continually work to expand and strengthen capacity, planning and reporting systems, operationalize longer-term strategic objectives—including the modernization of the FNTC’s mandate and growth in services—and stay at the forefront of education methods and technologies.

Having completed a feasibility study for a new shared FNTC/Tulo Centre facility that will include modern classroom, research space and teaching technologies, the FNTC is now taking proposals to the next stages of planning, design and eventual approval.

The proposed new FNTC Head Office building and educational facility would enable both the FNTC and the Tulo Centre to meet the needs of the future. A new building would provide a space for working, learning, and gathering—with offices and classrooms with integrated technology, virtual teaching supports, gathering areas, and research space. The building is intended to celebrate and enable innovation, to acknowledge history and to honour and share culture.

ENVIRONMENT—Emerging Issues and Factors

The FNTC operates in a constantly changing environment and evaluates ongoing and emerging conditions that may have an impact on the demand for, and nature of, its services and activities, and how they are carried out. These factors include ongoing and newly emerging demands and opportunities relevant to the FNTC’s objectives and priorities. They also include known and potential risks and matters of uncertainty, for which the FNTC must adopt and adjust appropriate mitigation measures and strategies.

Demands and Opportunities

Ongoing COVID-19 impacts and pressure for revenue stability and growth: The COVID-19 pandemic is continuing to adversely impact First Nations and will be an ongoing challenge through 2022/2023 and beyond—likely even for a period after vaccination programs and other public health measures bring the disease under control. The continued dampening of local economies and delaying of development projects will limit the scale and pace of employment and economic development for many First Nations.

More specifically, the re-emergence of inflation as a serious economic factor is expected to have four critical effects:

- Increase in local service delivery costs.
- Increase in costs of infrastructure and capital assets.
- Potential relative real decline in federal transfers to First Nations (i.e., unless fully adjusted for inflation, which cannot be assumed).
- Creation of general investment uncertainty which will dampen and delay economic growth.

This will increase First Nation interest in new fiscal powers that keep pace with inflation, such as the sales taxes on fuel, alcohol, cannabis and tobacco. It will also increase First Nation interest in the FMA as a mechanism to provide more certainty and stability in the First Nation investment climate.

Post-COVID-19 economic recovery strategies and projects: COVID-19 has accelerated the requirement for stronger economic growth in Canada to support the long-term sustainability of the Canadian health and social framework. As identified by the federal Parliamentary Budget Officer this fiscal issue has been exacerbated by COVID in all provinces, but particularly in Manitoba and New Brunswick. The FNTC is currently working closely with First Nations and provincial governments in these provinces on proposals to support more First Nation economic

growth and revenue prospects under provisions of the FMA. It is expected that this work will increase significantly in 2022/2023.

More generally across Canada, federal and provincial pandemic recovery strategies are expected to focus on building better infrastructure and community services and facilities. There will also be growing First Nation interest in pursuing opportunities for Treaty Land Entitlements (TLEs) and Additions to Reserves (ATRs) that can support community growth and economic viability. At the same time, community recovery and growth strategies will have the added challenges and complexities of accelerating the transition to digitally enabled and lower-emission economies.

In this context, First Nations will need greater institutional support to plan, manage and finance infrastructure and community service projects, and to collaborate effectively with local and provincial governments (e.g., dealing with protocols, service agreements and other cooperative instruments). This in turn will add urgency and importance to the creation of FNII and the expansion and enhancement of FNTC's advisory services, support and outreach.

Growing First Nation interest and participation in the FMA: There are continued—and growing—opportunities to promote and deliver FNTC services and support to those First Nations already participating under the FMA as well as additional First Nations who wish to be scheduled under the FMA. Building on the existing base, there are opportunities for further expansion in all regions, with specific growth anticipated in Manitoba, Ontario, Québec and Atlantic Canada. The increasing number of Tulo graduates—and the continuing enhancement of FNTC's education programming for finance, economic development and management—will serve as increasingly important sources of skilled professionals for First Nations fiscal management.

Drive for continuous improvement: There are continuing pressures and opportunities to improve, update, and make more efficient and accessible the FNTC's services, functions and offerings, including application of new partnership arrangements, media/technologies and/or delivery mechanisms for the FNTC's education and training offerings, information and communications functions, enquiry services and tools, templates and best practices.

COVID-19 has forced an adjustment to certain ways of operating, including greater reliance on telecommunications and online services. As noted above, the establishment of statistical capacity for FNTC and its partner FMA institutions will be a vital element in the continuous growth and improvement of their capacity to support timely and evidence-based planning and decision making on fiscal and economic objectives and strategies.

Increasing opportunities for beneficial partnerships and collaboration: As the FNTC's experience and reputation grow, there are increasing demands and opportunities for enhanced collaboration and sharing of information, tools, strategies, and best practices with the FNTC's partners and counterparts. Domestically, FNTC is increasingly recognized and engaged as a respected and valued partner in important First Nations fiscal and economic initiatives.

Notably, the FNTC, Tulo, the Bank of Canada and Statistics Canada have initiated work on a project to support greater First Nation inclusion in the Government Finance Statistics framework and to explore a possible First Nation Consumer Price Index (CPI) that reflects the unique “basket of goods” and economic circumstances in First Nation communities.

On the international front, the future will see the Ngāi Tahu (Maori of New Zealand) continuing to work with FNTC on building local tax systems and with the Tulo Centre on institutional design and implementation. In the United States, the National Intertribal Tax Alliance (NITA), Oklahoma Tribes and Indian Land Tenure Foundation (ILTF) will continue to explore and learn from the FMA framework and innovations. The FNTC, Tulo, NITA and ILTF are working on joint research projects relating to tax and lands and exploring a possible joint meeting between the First Nations Leading the Way (FNLTW) conference, First Nations, and the NITA and ILTF tribes.

Risks and Uncertainty

Longer-term impacts and implications of COVID-19: There is high certainty that COVID-19 will continue to impact First Nations throughout 2022/2023 and beyond. Canada will need to support economic and public revenue growth to sustain its social framework, and First Nations must be a part of these strategies. FNTC and FMA partners have provided a COVID strategy that closes systemic gaps facing First Nations to accomplish this. The overall objective—and challenge—is to pursue longer-term economic and fiscal stability through advancement of First Nation fiscal jurisdiction, capacities and opportunities, supported by the FNTC.

The experience with COVID-19 over the past two years, which necessitated major changes in FNTC’s delivery and operations mode, has also made clear the need for permanent flexibility in the way in which FNTC works with and delivers services to First Nation clients. This calls for continued exploration of, and experimentation with, new technologies and processes that minimize dependence on face-to-face interaction. The FNTC will need to be acutely sensitive to the risks of delays, uncertainty and/or challenges in implementing new processes that respond to client needs and expectations. Finally—and most critically—the FNTC, in collaboration with other key partners and with the support of Canada, will need to anticipate and plan for the possibility of future pandemics and/or comparable threats to the economy and well-being of First Nations.

Increased demand for FNTC engagement and support: There are many economic, social, political and institutional factors (economic growth; resource projects; fiscal pressures; institutional readiness and capacity) that affect First Nation interest in, and demand for, the establishment or expansion of their tax and related fiscal jurisdictions. The approach is to anticipate and respond to the expected continued increase in demand for FNTC support, while coping with the special pressures presented by COVID-19. This will entail expanded outreach and engagement; enhanced service offerings; improved accessibility and efficiency of FNTC services, including heavy reliance on virtual delivery; and engagement of additional personnel to ensure adequate service delivery and support capacity.

Shifting from short-term funding to more stable longer-term funding: The FNTC’s historical dependence on one-year funding and year-by-year approval of “special projects”—most of which have multi-year timeframes—has long constrained FNTC’s ability to confidently make the kind of longer-term program and project plans and commitments otherwise expected of a national institution. The inaugural introduction of proposed new long-term plans and budget commitments in this Plan presents both new opportunities and new challenges in adjusting to the more comprehensive planning and risk management entailed. The challenges include gearing up for a more substantial suite of programs and special initiatives, establishing suitable project planning and accountability mechanisms and capacities, and ensuring orderly growth in the scale and complexity of operations.

Appointments to the Commission: The FNTC currently has one vacancy on the Commission and the terms of a number of other Commissioners will expire before the end of 2022. These positions will need to be filled and it will be timely to review and possibly update the processes and mechanisms for succession planning and the future appointment of Commissioners.

STRATEGY—Directions and Priorities

The strategic directions and priorities set out below identify key themes that will characterize the FNTC's work in 2022/2023. These reflect a balanced consideration of factors from three essential sources: the FNTC's core mandate and ongoing functions and services; follow-up actions to complete delivery on past Corporate Plan commitments; and newly emerging issues and opportunities identified through the FNTC's Corporate Plan process.

Ongoing Management and Service Delivery

1. Provide property tax system advice and support to First Nations.

A central and ongoing focus of the FNTC will be to continue to provide support to First Nations to develop and effectively implement their tax jurisdictions:

- Develop and update regulatory framework for First Nation local revenue systems.
- Continue to support development/implementation of local revenue systems.
- Share information, tools, advice and best practices for local revenue systems.
- Support dispute prevention, mediation and resolution.
- Promote the development/strengthening of capacities, skills and mechanisms.
- Support relations with taxpayers and taxpayer organizations, and related engagement, dialogue and participation.
- Develop/implement new service delivery methods and business continuity.
- Add FNTC staff to strengthen outreach, law/by-law support and technical review to keep pace with demand in a post-COVID environment.

Ensuring Service Stability and Continuity During COVID-19 and Beyond

With the onset of the COVID-19 pandemic in Canada, FNTC and its partner institutions pivoted quickly to identify and respond to radically altered needs, priorities and circumstances of the First Nations they serve. Even as FNTC continues its work to advocate for critical new and expanded forms of fiscal powers and economic development support for First Nations, it will remain focused on ensuring continuing access by First Nations to all of its core services. While face-to-face meetings and consultations may remain curtailed for the months ahead, FNTC will continue to expand innovative ways to ensure stability and continuity in service delivery, including enhanced access to online services and more proactive and flexible virtual outreach to First Nations.

2. Strengthen FNTC through organizational innovation and renewal.

With the aim of developing and implementing a well-planned approach to managing organizational changes and continuous improvement, the FNTC will continue with the transition management plan work initiated in 2020/2021 and further advanced in 2021/2022:

- Implement succession plan for executive and senior management.
- Undertake recruitment and work planning to adjust to imminent staff retirements.
- Strengthen capacity through two new staff positions.
- Work with Canada to support Commission appointments.
- Research and advocate changes to the current Commissioner appointment process so as to ensure greater involvement by First Nation organizations
- Evaluate the *First Nations Tax Commissioner Appointment Regulations* to identify appropriate amendments and improvements.
- Implement planning and funding provisions of new Five-Year Vision and Strategic Plan.
- Negotiate and implement new five-year grant funding for FNTC.
- Support human resource recruitment, retention and capacity development.
- Pursue further opportunities to modernize administrative capabilities and processes that facilitate expansion of First Nation local revenue jurisdictions under the FMA.
- Continue to modernize management/organizational structures and service delivery models.
- Explore ways to measure stakeholder needs, concerns and preferences.
- Improve performance measurement and indicators, addressing impacts, benefits and client experience/satisfaction.
- Advance organizational excellence, staff training/development, technology, and processes.
- Advance plans, design and supporting business case for a modern FNTC Head Office facility.
- Renovate additional floor space within the Kamloops Indian Residential School building to expand office capacity.
- Implement technology and process improvements and system upgrades that improve efficiency and effectiveness, guided and supported by development of an IT continuity plan.
- Enhance FNTC's risk management framework to support its strategic planning process.
- Develop and implement an information technology and information management communications plan to regularly communicate with staff and provide updates, changes and training sessions relevant to staff.
- Review and update information technology and information management policies and develop procedures for communication of new and updated policies to staff.

Service Enhancement, Outreach and Growth

3. Increase the number of First Nations with First Nation property tax systems.

Recognizing the interest of First Nations in establishing First Nation property tax systems to advance their economic, fiscal and broader community development goals, and building on the demonstrated successes of First Nations that have implemented property tax systems, the FNTC will prioritize work necessary to increase the number of First Nations implementing tax jurisdiction in Canada:

- Tailor communications and outreach to reflect regional issues and priorities and promote understanding of tax jurisdiction and how to expand use of tax powers.
- Use the new FNTC media room and video equipment to develop, expand upon and deliver regular workshops on the full range of fiscal powers currently under the FMA.
- Support work of First Nations Leading the Way (FNLTW) group with FMA institutions and the Lands Advisory Board (LAB).
- Increase opportunities for First Nation engagement by continuing to hold regional webinars on taxation.
- Collaborate with FMA institutions on joint presentations, workshops, and communications and outreach materials.
- Increase collaboration with Indigenous national and regional professional associations.
- Provide additional critical tools to enhance communications, engagement and outreach, including videos, FNTC YouTube channel, newsletters, and other media and materials.
- Continue to provide advice/assistance in establishing property tax systems.

Own-Source Revenue in Indigenous Communities Initiative (OSRICI)

On April 29, 2021, the Treasury Board approved \$332.8 million for the Own-Source Revenue (OSR) Replacement Program for First Nations that have suffered a decline in own-source revenue due to the Covid pandemic. Indigenous Services Canada asked FNTC and FMB to support the program by promoting awareness of the program and assisting First Nations with their applications. FNTC's role has been focused on First Nation tax revenue losses, while the FMB has been assisting First Nations with applications related to all own-source revenue.

4. Expand and enrich FNTC services for First Nations.

Supporting the evolving needs of taxing First Nations—and as a way of supporting new First Nations to implement tax jurisdiction—the FNTC will continue to expand and enrich the range of services it will provide:

- Evaluate/improve services to existing taxing First Nations by reviewing and updating standards, sample laws, workshops, presentations, tools and templates.
- Strengthen capacity development and governance support for First Nations.
- Enhance support for service agreement negotiations, including provision of webinars, information materials, technical research, and tools and technical advice/assistance to First Nations, and engagement with provincial and local governments to support First Nations negotiations.
- Continue to explore the feasibility of new/enhanced models for provision of assessment services to First Nations.
- Research options for providing additional law development support capacity to help First Nations implement FMA systems, including exploring innovations to support First Nations in the annual law development process.
- Continue collaboration with provinces and local governments to facilitate service agreement and infrastructure projects for Treaty Land Entitlement (TLE) and Additions to Reserve (ATR) initiatives.

Enhancing FNTC's Support for Service Agreements

The establishment of service agreements between First Nations and adjacent municipalities—governing terms, conditions and rates for civic services such as water, sewage, waste disposal, fire and emergency response—is becoming an increasingly important mechanism to secure cost-efficient services for participating parties and ensuring fair compensation for associated costs. As a result of increased demand, FNTC will be increasing its focus on promoting the development of service agreements and providing tools and advice to interested First Nations in their design and implementation.

In this context, for example, some First Nations in British Columbia, Saskatchewan and Manitoba are working towards service agreements with the neighbouring municipalities. The FNTC will continue to support these negotiations when requested and will work with the First Nations to implement equivalent revenue sources. The FNTC is also supporting a number of First Nations interested in the development of tax-based service agreement precedents for their proposed TLE and ATR arrangements.

Framework Development and Innovation

5. Support amendment of the FMA and FMA regulations.

The FNTC will work with the FMA institutions and Canada to continue to pursue amendments to the FMA and related regulations to support the work of the FNTC and to expand participation in the FMA:

- Support policy proposals to advance renewal and expansion of the FNTC mandate, including advance preparation for implementation of amendments when passed.

- Work with Canada to advance amendments to First Nation Taxation Enforcement and Assessment Appeal regulations.
- Work with fiscal institutions and Canada on regulatory amendments to enable First Nation organizations and Self-Government and Modern Treaty First Nations to participate in the FMA.
- Promote addition of new fiscal powers to the FMA so FNTC can support First Nations in accessing FNFA programs and services to secure additional revenues in support of economic infrastructure.

Broadening FNTC's Mandate and First Nation Participation in the FMA

For the past two years, the FNTC has worked with Canada in expanding and clarifying FNTC's mandate and functions under section 29 of the FMA. The focus of these proposals was:

- Promoting and supporting a broader range of fiscal powers beyond real property—i.e., including FACT tax, FNGST, resource development charges, etc.
- Recognition of both domestic and international interests in the FMA framework and its implementation.
- Supporting FNTC involvement in communications and role as a centre of excellence for Indigenous taxation and economic development.
- Broadening FNTC's mandate beyond the provision of advice to the Minister of Indigenous Services and the Minister of Crown-Indigenous Relations.

FNTC's advisory and collaborative role will address whole-of-government initiatives where FNTC can meaningfully contribute policy and program research, analysis, advice and recommendations. This will be complemented by an expanded role and capacity for data collection and statistical analysis in support of First Nation local revenue systems.

In addition, the FNTC will be continuing to advance proposals for amendments to FMA Regulations that will expand the scope of eligibility for participation in the FMA, notably for Self-Government and Modern Treaty First Nations to access services under the FMA.

6. Advance a jurisdiction-based fiscal relationship for First Nations.

The FMA represents a jurisdiction-based fiscal relationship because it associates local revenues with local services. Interested First Nations, the FNTC and the other FMA institutions propose to enhance this fiscal relationship by advancing several proposals to expand FMA fiscal powers and jurisdictions:

- Continue to work with interested First Nations and Canada to: establish the FACT tax within the FMA local revenue account; and provide an option for interested First Nations to include FNGST revenues within the FMA local revenue account.
- Continue to research and advance proposals for comprehensive cannabis fiscal and regulatory options.

- Collaborate with interested First Nations on development and consideration of a cannabis excise tax-sharing framework between federal/ provincial/territorial (F/P/T) and First Nation governments.
- Support provincial-type First Nation sales tax systems where possible, with possible expansion to provincial-type cannabis, tobacco, fuel and alcohol tax systems.
- Continue research on and evolution of proposals for a First Nations Resource Charge.

Partnership Development and Collaboration

7. Develop and strengthen relations and collaboration with FMA partners and other institutions, agencies and government authorities.

Working with its FMA and training and accreditation partners, the FNTC will promote the development and strengthening of FMA institutions, as well as collaboration with other institutions, agencies and government authorities, to: enrich and accelerate the development of legal and administrative frameworks to expand First Nation jurisdictions and enable economies of scale in joint initiatives. It will also support research and innovation; and facilitate knowledge transfer among First Nations and interested parties. More generally the FNTC will support and advocate on behalf of participating First Nations and work to strengthen the position and influence of FNTC and its FMA partners in mainstream policy and program development.

- Continue to advance, promote and support the legislative and organizational design for establishment of a First Nations Infrastructure Institute (FNII).
- Undertake research and planning for implementation of statistical capacity for FNTC.
- Collaborate with FMA institutions and LAB to design and advance proposals for an *Indigenous Organization for Economic Cooperation and Partnership*.
- Support partner institutions in the advancement of an Indigenous Land Title Registry System (ILTRS).
- Improve coordination with FMA institutions and governments through more regular consultation and collaboration, joint presentations, staff training between organizations, and joint internal workshops.
- Continue collaboration with international organizations to share best practices.
- Continue collaboration, refinement, communication and support for the Road Map for development of tools and support to First Nations for their exercise of jurisdiction.

Collaboration with Major Economic Agencies and Institutions

The FNTC has long enjoyed respectful and productive working relationships and collaboration with key departments and agencies of the Government of Canada, notably CIRNAC and Finance Canada. This has contributed to the growing recognition of—and support for—First Nation tax and fiscal jurisdiction.

As FNTC continues to advance First Nation jurisdiction in Canada and as First Nations increasingly prove the benefits of their exercise of that jurisdiction, FNTC is becoming recognized and accepted as a credible and constructive partner in the further development and exercise of fiscal and economic authorities and tools of benefit to First Nations.

For example, FNTC, Tulo, the Bank of Canada and Statistics Canada have committed to collaborate on an initiative to ensure greater consideration of unique First Nation data, factors and context in the design and refinement of the official Government Finance Statistics framework. That framework establishes the economic and accounting principles used for compiling and presenting statistics used for formal fiscal analysis.

Reflection of First Nations conditions—which are typically different from other peoples and communities—is vital for meaningful policy analysis and program design. The initiative will also explore potential development of a First Nation Consumer Price Index (CPI) that better corresponds with typical “baskets of goods” in First Nation communities.

On the international front, the FNTC has formed a partnership with the Central Banks Network (representing Canada, United States, Australia, and New Zealand) to advance research and innovations that address issues of common interest related to post-colonial economic renewal for Indigenous peoples.

LONGER-TERM PLAN—Readiness for Mandate Renewal

Overview

The FNTC, in collaboration with the other FMA institutions, has been working with Canada to advance legislative amendments that would, inter alia, renew and modernize FNTC’s mandate as detailed further below.

In concert with these initiatives, the FNTC has also been advancing a proposed multi-year funding arrangement with Canada that would support long-term planning, innovation and programming commitments to a level and in a manner consistent with those enjoyed by other national institutions with comparably complex ongoing programs and multi-year strategies.

In anticipation of approval of these proposals, this section of the Corporate Plan provides preliminary estimates of the additional funding requirements for FNTC to proceed in a timely way with multi-year plans for delivery on the renewed and modernized mandate.

Element	Current Mandate				Renewed Mandate	
	2021/2022		2022/2023		2022/2023 and annual ongoing*	
	\$	FTEs	\$	FTEs	\$	FTEs
Core Activities—Ongoing	\$7,890,000	27	\$8,500,000	29	\$8,500,000	29
New/Enhanced Education	0				1,375,000	3
First Nations Leading the Way	750,000				1,250,000	0
FACT Tax Support	250,000				750,000	2
Data and Statistical Capacity	0				750,000	2
Ongoing Research and Innovation	0				550,000	2
Litigation Contingency	0				250,000	0
Administration for FNTC Growth	0				475,000	2
TOTAL	\$8,980,000	27	\$8,500,000	29	\$13,900,000	40

*These numbers will be annually adjusted for inflation.

New Initiatives and Resource Requirements

1. Expansion and Enhancement of Education, Training, Accreditation and Professional Capacity Development Programming

The FNTC’s education, training and accreditation activities currently include the development and delivery of specialized training and formal certification for First Nation government staff in implementing FMA jurisdiction in areas that support greater economic growth, investments, revenues and employment for First Nation communities. The objectives are to: promote

understanding of the taxation systems of First Nations; develop knowledge and skills for First Nation real property tax administrators; and build capacity in First Nations to administer their taxation systems.

- In conjunction with the Tulo Centre of Indigenous Economics (Tulo) the FNTC delivers courses leading to an accredited First Nation Tax Administration certificate and an accredited First Nation Applied Economics certificate. These accredited courses are focused on building administrative capacity to implement Indigenous government initiatives that build sustainable economies.
- FNTC also delivers and supports other initiatives, including sharing practical skills and knowledge for rebuilding the economic foundations of First Nation communities. To these ends, the FNTC focuses on developing and facilitating workshops, developing webinars, and providing logistics and support for students, graduation and convocation services, and alumni relations. In the broader context FNTC works actively in the sharing of best practices and innovations with counterparts in other relevant jurisdictions, notably those in the United States and New Zealand.

Given FNTC's mandate and interests in supporting a more comprehensive approach to improving the investment climate for First Nation economies, the FNTC now seeks to build on its strengths in tax administration and extend its education, training and professional capacity support in other vital areas, including: improved land tenure and registry systems; better economic infrastructure; more efficient and agile business administration; and greater revenue-based fiscal relationships with legal certainty and procedural fairness for investors.

To these ends, the FNTC will expand and enhance its suite of educational and capacity development services through the Tulo Centre, focused on:

- **Accredited Programming:** Expansion of certificate programs with new courses; development of new certificate programs in emerging FMA and FNLMA jurisdictions; creation of diploma "laddering" options for students; development of an Indigenous economy-focused MBA program; and development of Indigenous economics and financial literacy secondary curricula.
- **Executive Training and Professional Development:** Creation of concentrated executive development courses drawing from current and proposed accredited curriculum materials as well as specialized research, targeted to a broader range of audiences, including:
 - Chiefs and Council
 - Alumni (i.e., for continuing education and mid-career upgrading)
 - FMA Institution staff and directors
 - Public sector institutions
 - Professionals such as lawyers and engineers
- **Program and Course Delivery and Student Support:** Conversion of education and training programs to hybrid delivery options (i.e., face-to-face and virtual) to facilitate

broader participation by First Nation governments across Canada. This will be complemented by:

- Continued expansion and evolution of courses to support new First Nations fiscal powers
 - Development of a new Tulo Indigenous MBA course in collaboration with the Nicola Valley Institute of Technology
 - Creation of new certificate programming in the fields of First Nation infrastructure, service agreement negotiation and support, dispute resolution, taxpayer communications, and efficient ATR/TLEs through First Nation jurisdiction
- **Research and Innovation:** Conduct of research that supports Indigenous innovations and education/training delivery, to be applied to accredited curricula, executive courses, and other supports for additional Indigenous jurisdiction, including data and statistics systems and capacity, complemented by other initiatives including:
 - New interactive learning tools
 - An alumni network with Tulo Centre graduates
 - Collaboration with the Bank of Canada on high school curricula for Indigenous and non-Indigenous students in Canada, related to monetary policy, financial literacy, and Indigenous economics

Expanded and Enhanced Education, Training and Capacity Development	2022/2023 Ongoing	
	\$	FTEs
Curricula Development (10/year)	\$400,000	1
Course and Work Delivery	600,000	1
Research and Innovation	200,000	0
Communications and Administration Support	175,000	1
TOTAL	\$1,375,000	3

Building Community with Tulo's Alumni Network

In partnership with the Tulo Centre, FNTC's Education Department is advancing plans to build community among its growing alumni network focused on recognizing and supporting past, current and future students. To this end, the Tulo Centre and FNTC hosted a successful kick-off alumni network conference in July 2021 that garnered great support and enthusiasm. The next steps are to establish an intentional alumni network program with objectives to:

- Maintain alumni connections throughout the year.
- Reinforce meaningful linkages between alumni and the work, programs and services of the FNTC/Tulo Centre.
- Establish a Mentorship Program for graduates to share insights, encouragement and experience with current students.
- Promote awareness and appreciation of the benefits of working with FNTC/Tulo Centre, and the accomplishments of alumni.

2. *First Nations Leading the Way Conference*

The FMA institutions and the LAB have hosted a National Annual Meeting of First Nations Leading the Way (FNLTW) for the past three years. With over 350 delegates attending the last in-person event in 2019 and approximately 250 at the virtual event in 2021, these successful events support the institutions in:

- Celebrating First Nation innovations and success stories as a means for economic reconciliation.
- Showcasing services provided by the First Nation Institutions and the LAB including education and training opportunities.
- Expanding the scope of where institutions can provide services.
- Engaging in new fiscal relations with First Nations.
- Hearing from the FMA First Nations leadership in a dialogue about our progressive future.
- Considering proposed improvements to the FMA as introduced by each of the financial institutions.

The FNTC proposes to convene and participate in such conferences as an ongoing national process in support of shared FMA mandates and objectives, and to return to the face-to-face events in the fall of 2022, requiring a total of \$1,250,000 annually, and no incremental FTEs.

Next Steps in Leading the Way

While COVID-19 forced cancellation of a face-to-face *First Nations Leading the Way* conference for 2020/2021 in favour of a scaled-down virtual conference, the FMA institutions are proceeding with plans for a safe “hybrid” conference for the fall of 2022 that will allow for both live and full virtual participation.

The vision is to establish the annual conference as a regular signature event promoting awareness, building commitment and sharing insights on First Nation jurisdiction and self-determination in fiscal management and economic development.

To advance this vision, FNTC, in collaboration with its institution partners, will focus on:

- Creating the infrastructure to host virtual events through specialized platforms and training programs and mechanisms.
- Strengthening the administrative capacity of both virtual and in-person future events by setting up shared database and content libraries.
- Building a network between institutions and First Nations that can be utilized throughout the year.

3. Expanding Fiscal Powers—Fuel, Alcohol, Cannabis, Tobacco (FACT) Tax

Budget 2021 set out the Government of Canada’s commitment to advancing the proposed Fuel, Alcohol, Cannabis, Tobacco (FACT) sales tax: “Canada will engage with interested Indigenous governments and organizations on a framework for the negotiation of agreements to enable interested Indigenous governments to implement a Fuel, Alcohol, Cannabis, Tobacco (FACT) tax within their reserves or settlement lands.”

Building on the collaboration with Finance Canada since 2018, the FNTC will continue to support the development of a framework for negotiation of agreements to enable implementation of a FACT tax by interested Indigenous governments, and to facilitate subsequent implementation and roll-out.

- **Discussions with Finance Canada:** Participation in discussions with Finance Canada about how to finalize and implement the FACT sales tax for interested First Nations.
- **Presentations to Interested First Nations:** Development and delivery of presentations, briefing materials and workshops.
- **FACT Capacity and Implementation Plan:** Development of a comprehensive FACT capacity development and implementation plan to support work in this area once the FNTC’s roles is confirmed with Finance Canada, including: legal, policy, administrative, communications, training, and fiscal elements.
- **FACT–FNGST Workshop and Curriculum Development and Delivery:** In collaboration with Tulo and Finance Canada, development and delivery of FACT and FNGST workshops and presentations for administrative staff and communities, including development of curriculum to enhance Tulo course offerings.

Development and Implementation of FACT Tax Framework	New Requirements		
	Development	Implementation	FTEs
	\$	\$	
Capacity and Implementation Plan	\$50,000	\$0	0
Policy Support	50,000	400,000	1
Legal Support	25,000	100,000	0
Communication Materials and Presentations	50,000	100,000	1
First Nation Engagement and Outreach	50,000	100,000	0
Workshop and Curricula Development	25,000	50,000	0
TOTAL	\$250,000	\$750,000	2

4. Supporting Improvements to Data and Statistical Capacities

The FNTC—in coordination with FMA First Nations, the FMB, the proposed FNII, Statistics Canada and the Bank of Canada—will expand its support for data and statistical capacities of First Nations and their governments and institutions to collect, analyze, interpret and

disseminate local revenue statistics and other relevant data to support greater economic and fiscal options for participating First Nations, organizations, and Indigenous groups.

- Government Finance Statistics:** The FNTC, FMB and Statistics Canada are currently working on a pilot project to determine how best to include FMA First Nations in the Government Finance Statistics (GFS) of Canada which include government revenues and expenditures for comparison purposes. The FNTC has developed a preliminary database of FMA local revenues and associated expenditures and is currently working with Statistics Canada and the FMB on a pilot project to compare an appropriately aggregated FMA First Nation data set to current GFS statistics. This is designed to lead to the development of an FMA GFS information collection framework and an annual requirement to update FMA GFS statistics for inclusion in the public accounts of Canada, for which FNTC’s Tax Administration Software (TAS) could become an important element to support First Nation participation in the GFS.
- Indigenous Consumer Price Index:** Households on First Nation lands are currently not included in the calculation of the Consumer Price Index (CPI) in Canada. This impacts the effectiveness of Canada’s monetary and fiscal policies as well as cost of living escalator clauses in agreements with First Nations and FNTC tax rate policies and calculations. The FNTC will continue to design an Indigenous CPI component in collaboration with Statistics Canada.
- Statistical Capacity:** The FNTC will increase its capacity to support its expanded statistics and data capacity to support the above projects, design and develop tools and systems to support data collection and reporting, and continue to advance institutional and First Nation fiscal statistical and data capacity.

Advancement of Data and Statistics Capacity	New Requirements	
	\$	FTEs
Design, development and ongoing maintenance of data and statistics capacity requirements	\$500,000	2
Collaboration with Statistics Canada on Government Finance Statistics and Indigenous CPI projects	250,000	0
TOTAL	\$750,000	2

Strengthening First Nations Data and Statistical Capacity

In November 2021, the FNTC, FMB, FNFA, Tulo Centre, Statistics Canada and the Bank of Canada signed a “Joint Memorandum of Understanding Concerning the Collaboration on Statistical Activities” to formally begin to work together and undertake various project to improve the collection, analysis, sharing and use of First Nation fiscal and economic statistics. The FNTC, FMB and Statistics Canada have subsequently met to map out how to bring First Nations governments into the Government Financial Statistics system.

5. Ongoing Research and Innovation

Over the last 13 years, the FNTC has worked closely with Indigenous and Northern Affairs Canada (INAC), CIRNAC and ISC on many research and advisory initiatives. Based on FNTC research, advice has been provided on First Nation economic development and fiscal relationship issues. The FNTC has also provided advice and information to other federal departments, such as the Departments of Finance, Health and Justice, as well as provincial governments and departments. The FNTC has worked with several provinces and many local governments on new fiscal powers, improved infrastructure, service agreements, economic development, resource projects, and a better fiscal relationship.

The FNTC will continue to conduct research, develop proposals, advance draft legislation, and work with interested First Nations, self governing and treaty First Nations to advance initiatives to expand fiscal powers and improve the Indigenous investment climate and fiscal relationship. This work will include:

- **New Fiscal Powers:** The FNTC will continue to conduct research and support First Nations as they advance proposals for new fiscal powers including the FACT excise tax sharing, the First Nation Resource Charge (FNRC), other tobacco and cannabis taxes and the potential for a tax sharing agreement fiscal power in the FMA. The FNTC anticipates significant work in the coming year to support an improved fiscal sharing framework in New Brunswick, a revenue based fiscal relationship in Manitoba, tobacco, and cannabis taxation in Ontario and FNRC proposals in all those provinces and BC too. This will entail research, presentation, briefings and in some cases negotiation support, implementation plans and possible legislative amendment proposals.
- **The FMA and Self-Government First Nations:** There has been growing interest in developing more options for self-governing First Nations to use the FMA framework and institutions to implement their self government fiscal, financial management and debenture systems. Research will focus on how best to support interested self government First Nations and will be conducted in conjunction with interested First Nations and federal and provincial governments. This is expected to lead to a proposal or discussion paper on how to enable a menu of FMA regulatory, fiscal power and institutional support options for self governing First Nations.
- **Institutional Coordination:** The FNTC will continue to work closely with FMA and potentially the Lands Advisory Board Resource Centre (LABRC) on projects related to building more sustainable infrastructure, improving access to capital through an improved local revenue firewall, disseminating fiscal and economic statistics, supporting better, faster ATRs and urban reserves, increasing fiscal powers, advancing a revenue based fiscal relationship, creating the proposed Indigenous Organization for Economic Partnership (IOECP) and working with First Nations on resource, urban or other economic projects.
- **International Indigenous Issues and Expanded Partnerships:** The FNTC has long believed that Indigenous efforts to renew economies and institutions destroyed by colonialism is common throughout the Americas and in New Zealand and Australia. The

FNTC has formed partnerships with tribal organizations in the United States and New Zealand. The FNTC has formed a partnership with the Central Banks Network (Canada, United States, Australia, and New Zealand) to advance research and innovations to address these common issues. The FNTC will significantly expand this work, research, and partnership development, including sharing of insights from Canadian innovations in national Indigenous fiscal and financial institutions.

Ongoing Research and Innovation	New Requirements	
	\$	FTEs
Enhanced Internal Policy and Research Capacity	\$300,000	2
External Policy Support	150,000	0
Communications Materials, Engagement and Outreach	100,000	0
TOTAL	\$550,000	2

Research and Innovation

The FNTC and its FMA partners are committed to the ongoing development and promotion of measures, methods and mechanisms to advance and enhance First Nation fiscal jurisdiction and economic capacity. This is a continual process of enquiry, exploration and validation of new and improved ways to expand opportunities for more substantial and reliable sources of local revenue and to strengthen First Nation capacities in fiscal management and economic development.

The dedication of resources to support ongoing research and innovation by FNTC—in collaboration with its partners and with First Nations themselves—will allow advancement of needs assessments, feasibility studies, proof-of-concept work and pilot and demonstration initiatives that can continually add to the array of proven fiscal tools and techniques available to First Nations.

6. *Litigation/Contingency Reserve*

To date, the FNTC has participated as an intervener in two significant judicial review applications, at significant cost, and expects to be engaged in others in the future, including section 33 review processes. It therefore has a need for a contingency reserve of \$250,000: a) to pay legal costs arising out of judicial review applications or other legal processes in which the FNTC is a party or an intervenor; and b) to fund section 33 review processes.

Ready for Challenges

FNTC's authorities—and the exercise by First Nations of their jurisdiction in tax and other fiscal matters—are becoming increasingly accepted by all parties, including those subject to taxation. Nonetheless, there is always a residual risk that there may be occasional legal challenges, particularly when new ground is broken with additional forms of tax and/or how they are applied.

FNTC's success in Federal Court as a legally recognized intervenor in the 2019 defence of a First Nation Sewer Fee Law that FNTC had approved is a powerful indicator of the importance for FNTC to be ready to respond to any future challenges and provide expert support to First Nations if and when needed.

7. Administrative Costs to Support FNTC Growth

The activities outlined above will require an increase of 13 FTEs for the FNTC, bringing the total to 40. Additional administrative and overhead costs need to be adjusted, to support: additional office space; training and professional development; travel and meeting requirements; human resource supports; information management and information technology requirements; and general administrative support positions.

New administrative staff (2 FTEs) require an increase of \$150,000 in personnel costs, and other general administrative and overhead costs for the 13 new FTEs (at \$25,000) require \$325,000, for a total of \$475,000 ongoing.

FINANCE—Resources and Plans

The FNTC financial plan presents the actual financial results for the 2020/2021 fiscal year, forecasts of financial results for 2021/2022 and financial plans for the years 2022/2023 to 2026/2027. Figure 8 below is a summary of the financial plan for 2022/2023 and a summary of the financial performance for 2021/2022 (forecast) and 2020/2021 (actual).

Based on the activities and work plan outlined in this Corporate Plan, the FNTC has estimated its funding requirements from Canada to be \$8,500,000 for 2022/2023 for core activities. The FNTC will also seek supplemental funding to enable it to proceed with incremental work on advancing a jurisdiction-based fiscal relationship for First Nations, and for research and special projects.

A preliminary estimate of additional funding required by FNTC to deliver on the renewed and modernized mandate that has been proposed to Canada is set out in the section of this Corporate Plan entitled *Longer-Term Plan—Readiness for Mandate Renewal*. A comprehensive revised multi-year plan will be prepared when the proposals are approved.

FIGURE 8: Financial Summary

	2022/2023 Plan	2021/2022 Forecast	2020/2021 Actual
Revenue			
Core Activities			
Government of Canada	\$8,500,000	\$7,980,000	\$7,051,581
Government of Canada—Deferred Revenue	250,000	975,305	—
Other Revenue	20,000	18,993	21,731
	8,770,000	8,974,298	7,073,312
Research and Other Special Projects			
FNII—Organizational Development	—	685,854	439,968
FNII—Engagement and Project Support	—	1,291,700	1,254,992
National Meeting 3	—	475,481	252,607
National Meeting 4	—	—	—
OSRIC Support	—	181,980	—
Tulo—COVID Economic Recovery	—	—	799,145
Indigenous Cannabis and Tobacco	—	—	270,864
	—	2,635,015	3,017,576
Total Revenue	\$ 8,770,000	\$11,609,313	\$10,090,888
Expenses			
Core Activities			
Commission Services	1,128,884	954,532	807,201
Corporate Services	2,696,934	2,699,731	1,921,046
<i>First Nations Gazette</i>	188,708	161,300	63,440
Legal and Policy Services	1,036,278	1,008,323	1,085,842
Education	1,066,661	1,248,349	963,483
Dispute Management and Negotiations	171,135	194,263	122,803
Communications	811,620	791,608	854,843
Law/By-Law Review and Outreach	1,669,780	1,666,192	1,254,654
	8,770,000	8,724,298	7,073,312
Research and Other Special Projects			
FNII—Organizational Development	—	685,854	439,968
FNII—Engagement and Project Support	—	1,291,700	1,254,992
National Meeting 3	—	475,481	252,607
National Meeting 4	—	—	—
OSRIC Support	—	181,980	—
Tulo—COVID Economic Recovery	—	—	799,145
Indigenous Cannabis and Tobacco	—	—	270,864
	—	2,635,015	3,017,576
Total Expenses	8,770,000	11,359,313	10,090,888
Annual Surplus (Deficit)	\$—	\$250,000	\$—

Financial Performance 2020/2021 and 2021/2022

Financial assets at the end of 2020/2021 totalled \$7.10 million and are forecasted to be \$7.44 million at the end of 2021/2022. Financial assets for the FNTC consist of cash and accounts receivable. Financial liabilities for the FNTC consist of accounts payable, contracts payable and deferred revenue and totalled \$7.10 million at the end of 2020/2021 and are forecasted to be \$7.47 million at the end of 2021/2022.

Non-financial assets of the FNTC which consist of prepaid expenses and tangible capital assets totalled \$351 thousand at the end of 2020/2021 and are forecasted to be \$731 thousand at the end of 2021/2022. The FNTC's tangible capital assets are comprised of furniture, IT infrastructure, equipment, software, website development costs, and leasehold improvements relating to its business premises in both the National Capital Region Office and the Head Office. The Commission does not own real property and does not carry debt. The Commission leases space for its Head Office on the reserve lands of the Tk'emlúps te Secwepemc and in Ottawa for its National Capital Region Office.

Figures 9–11 below provide an overview of the FNTC's financial activities by business line for the 2020/2021 fiscal year against its Plan and its forecasted performance for the 2021/2022 fiscal year against its Plan. Significant variances are explained below.

FIGURE 9: Statement of Financial Activities

	2020/2021			2021/2022		
	Actual	Plan	Variance	Forecast	Plan	Variance
Revenue						
Government of Canada						
Core Activities	\$7,051,581	\$7,681,000	\$ (629,419)	\$7,980,000	\$7,980,000	\$ —
Core Activities—Deferred Revenues	—	—	—	975,305	525,000	450,305
Research and Other Special Projects	3,017,576	3,877,015	(859,439)	2,635,015	—	2,635,015
Other	21,731	12,000	9,731	18,993	10,000	8,993
	\$10,090,888	\$11,570,015	\$(1,479,127)	\$11,609,313	\$8,515,000	\$3,094,313
Expenses						
Commission Services	807,201	992,293	185,092	954,532	1,053,662	99,130
Corporate Services	1,921,046	2,275,104	354,058	2,699,731	2,469,523	(230,208)
<i>First Nations Gazette</i>	63,440	177,124	113,684	161,300	177,245	15,945
Legal and Policy Services	1,085,842	713,346	(372,496)	1,008,323	1,045,844	37,521
Education	963,483	1,086,086	122,603	1,248,349	1,236,500	(11,849)
Dispute Management and Negotiations	122,803	224,341	101,538	194,263	224,535	30,272
Communications	854,843	631,674	(223,169)	791,608	757,145	(34,463)
Law/By-Law Review and Outreach	1,254,654	1,593,032	338,378	1,666,192	1,550,546	(115,646)
Research and Other Special Projects	3,017,576	3,877,015	859,439	2,635,015	—	(2,635,015)
	\$10,090,888	\$11,570,015	\$1,479,127	\$11,359,313	\$8,515,000	\$ (2,844,313)
Annual Surplus (Deficit)	\$ —	\$ —	\$ —	\$250,000	\$ —	\$250,000

FIGURE 10: Statement of Financial Position

	2020/2021 Actual	2021/2022 Forecast
Financial Assets		
Cash	\$6,999,217	\$7,288,298
Accounts Receivable	99,447	150,000
	7,098,664	7,438,298
Liabilities		
Accounts Payable	1,693,875	2,925,000
Contracts Payable	3,771,726	4,300,000
Deferred Revenue	1,640,242	250,000
	7,105,843	7,475,000
Net Financial Debt	(7,179)	(36,702)
Non-Financial Assets		
Prepaid Expenses	100,477	130,000
Tangible Capital Assets	251,218	601,218
	351,695	731,218
Accumulated Surplus	\$344,516	\$694,516
Accumulated Surplus		
Investment in Tangible Capital Assets	\$251,218	\$601,218
Current Funds	93,298	93,298
Accumulated Surplus	\$344,516	\$694,516

FIGURE 11: Statement of Cash Flows

	2020/2021 Actual	2021/2022 Forecast
Operating Activities		
Annual Surplus	\$79,839	\$250,000
Items Not Involving Cash	—	—
Amortization	88,950	100,000
Changes in Non-Cash Operating Balances	—	—
Accounts Receivable	278,177	(50,553)
Prepaid Expenses	26,988	(29,523)
Accounts Payable and Contracts Payable	1,895,813	1,759,399
Deferred Revenue	704,975	(1,390,242)
Cash Flows from Operating Activities	3,074,742	639,081
Capital Activities		
Purchase of Tangible Capital Assets	(168,787)	(350,000)
	(168,787)	(350,000)
Net Increase in Cash During the Year	2,905,955	289,081
Cash, Beginning of the Year	4,093,262	6,999,217
Cash, End of the Year	\$6,999,217	\$7,288,298

2020/2021 Actual vs. Plan and 2021/2022 Forecast vs. Plan

Revenues

Revenues for 2020/2021 were \$10.10 million, constituting \$1.48 million under a budgeted plan of \$11.57 million. The variance from plan represents funding for core activities and research and special projects deferred from 2020/2021 to 2021/2022. \$630 thousand of Government of Canada 2020/2021 revenues for core activities and \$664 thousand of Government of Canada revenues for special initiatives including the First Nations Infrastructure Institute and the First Nations FMA Institutions and LAB National Meeting 2021 were deferred and expended in the 2021/2022 fiscal year.

Revenues for 2021/2022 are forecast to be \$11.61 million. The forecasted revenues include \$7.98 million from the Government of Canada for core business activities, \$975 thousand deferred from prior years, \$2.63 million for special projects relating to the First Nations Infrastructure Institute, costs for hosting the National Meeting for FMA and FNLMA First Nations, and support for the Own-Source Revenue in Indigenous Communities (OSRIC) program. A total of \$664 thousand of Government of Canada revenue for special initiatives was deferred from 2020/2021 and expended in 2021/2022. Other income arising from bank interest is forecasted to be \$19 thousand.

Expenses

Expenses for 2020/2021 were \$10.10 million, constituting \$1.48 million below planned expenditures of \$11.57 million. Expenses related to core business activities totalled \$7.07 million for 2020/2021. Due to impacts from health and safety measures implemented as a result of COVID, FNTC travel and engagement activities were below planned amounts and expenditures for core activities were approximately \$600 thousand below plan. The additional revenues were deferred to 2021/2022 and used to continue to pivot systems and processes to support a more virtual operating environment and to refresh and expand FNTC's administrative systems and planning to support planned growth. Expenses relating to special initiatives undertaken by FNTC totalled \$2.64 million for the year.

Total expenses for 2021/2022 are forecast to be \$11.4 million, resulting in a forecasted surplus of \$250 thousand for the current fiscal year. This projected surplus is a result of lower than planned travel and meeting costs as a result of ongoing travel restrictions resulting from the COVID-19 pandemic. The 2022/2023 Financial Plan includes a plan for expenditure of those revenues deferred from the current fiscal year.

Capital Expenditures

Capital expenditures for 2020/2021 totalled \$170 thousand and consisted of costs related to the acquisition of furniture and equipment and fit up costs, and information technology related software and equipment purchases including lifecycle replacement of desktop computers and laptops.

Capital expenditures for 2021/2022 are forecast to be approximately \$350 thousand, including cost to renovate existing office space to support growth in FTEs, as well as furniture and equipment and acquisition of information technology related equipment including lifecycle replacement of desktop computers, laptops, and software licensing costs.

Financial Plan 2022/2023 to 2026/2027

The table below contains the five-year financial plan for the FNTC for 2022/2023 to 2026/2027. The following assumptions have been used in the preparation of the financial plans:

1. The financial plans for the periods 2022/2023 to 2026/2027 cover the 12-month fiscal years ending March 31.
2. The financial plans for the periods 2022/2023 to 2026/2027 have been prepared based on the FNTC's best estimates of the funding requirements, activities and costs required to:
 - a. Implement all Directions and Priorities identified in this Corporate Plan based on the FNTC's current mandate set out in the FMA.
 - b. Support a full complement of Commissioners.

- c. Support a full return to travel in 2022 including in-person presentations, meetings, engagement, and outreach.
 - d. A continued blend of virtual and in-person curriculum delivery for the First Nation Taxation Administration Certificate and the Applied Economic Program.
 - e. Expand and improve operational services to tax collecting First Nations in areas of law development, law review and approval, standards, sample laws, education and training, communications, and dispute resolution and negotiation.
 - f. Increase the number of staff and advisors to support transition and succession plans, continued implementation of recommendations from a core service assessment, implement recommendations from the 2021 salary review, and increase outreach and engagement activities.
 - g. Continue to update and expand information technology and information management systems for efficiency and to ready the organization for a modernization of its mandate.
 - h. Seek to expand the number of First Nation tax systems in Manitoba, Ontario, Québec, and the Atlantic.
 - i. Continued work on succession management activities.
 - j. Expand the education program to provide more accredited training and workshops in support of First Nation public administration that supports economic development.
 - k. Continued implementation of the updated FNTC Communications strategy.
3. The financial plan for the FNTC for 2022/2023:
- a. Is balanced, and has planned revenues and expenditures of \$8.77 million;
 - b. Has planned revenue from the Government of Canada for core activities of \$8.50 million, \$250 thousand of revenues carried forward from 2021/2022 and \$20 thousand from other sources. This represents an increase of approximately 6.5 % over funding levels for 2021/2022; and
 - c. Has been prepared based on a detailed review of the FNTC business lines including the priorities, direction, initiatives, strategies, and activities planned for 2022/2023, an external risk assessment, the expected policy environment for the coming fiscal year, and best estimates of management for the cost of activities planned under each business line as outlined in this Corporate Plan.
4. No provision has been made for an increase in Commissioner remuneration for 2022/2023 as these rates are determined and set by the Governor in Council.
5. The financial plan includes the estimated costs of continuing to provide services to First Nations under section 83 of the *Indian Act*.
6. Other income consists of revenue forecasted to be earned from bank interest.
7. The financial plans do not include revenue or expenditures relating to special initiatives that have been identified by the FNTC. The FNTC will seek additional funding for these

initiatives during the planning period. The financial plans for 2022/2023 to 2026/2027 include only those revenues and projected costs for core business activities.

8. A new five-year financial plan will be prepared to support the FNTC’s proposal for legislative amendments to its mandate as outlined in the *Longer-Term Plan—Readiness for Mandate Renewal* section of this Corporate Plan.

FIGURE 12: Statement of Financial Activities

	Financial Plan				
	2022/2023	2023/2024	2024/2025	2025/2026	2026/2027
Revenue					
Government of Canada					
Core Activities	\$8,500,000	\$8,840,000	\$9,193,600	\$9,561,344	\$9,943,798
Core Activities—Deferred Revenues	250,000	—	—	—	—
Research and Other Special Projects	—	—	—	—	—
Other	20,000	20,000	20,000	20,000	20,000
Expenses	8,770,000	8,860,000	9,213,600	9,581,344	9,963,798
Commission Services	1,128,884	1,052,343	1,108,153	1,144,712	1,217,047
Corporate Services	2,696,934	2,713,587	2,815,888	2,916,719	3,045,676
<i>First Nations Gazette</i>	188,708	190,010	190,891	191,808	192,761
Legal and Policy Services	1,036,278	1,114,273	1,191,790	1,238,662	1,287,408
Education	1,066,661	1,056,084	1,134,458	1,187,410	1,212,971
Dispute Management and Negotiations	171,135	158,981	168,190	173,549	179,088
Communications	811,620	835,954	882,707	955,713	995,023
Law/By-Law Review and Outreach	1,669,780	1,738,768	1,721,523	1,772,771	1,833,824
	8,770,000	8,860,000	9,213,600	9,581,344	9,963,798
Annual Surplus (Deficit)	\$ —	\$ —	\$ —	\$ —	\$ —

GLOSSARY OF ACRONYMS

- AFN**—Assembly of First Nations
- ATR**—Additions to Reserve
- BCR**—Band Council Resolution
- Canada**—Government of Canada
- CANLII**—Canadian Legal Information Institute
- CC**—Chief Commissioner (of FNTC)
- CEO**—Chief Executive Officer (of FNTC)
- CIRNAC**—Crown-Indigenous Relations and Northern Affairs Canada
- COO**—Chief Operating Officer (of FNTC)
- CPI**—Consumer Price Index
- CPTA**—Canadian Property Tax Association
- CRM**—Client Records Management
- DCC**—Deputy Chief Commissioner (of FNTC)
- FACT**—fuel, alcohol, cannabis and tobacco (tax)
- FMA**—*First Nations Fiscal Management Act*
- FNFA**—First Nations Finance Authority
- FNFMB**—First Nations Financial Management Board
- FNG**—*First Nations Gazette*
- FNGST**—First Nations Goods and Services Tax
- FNII**—First Nations Infrastructure Institute
- FNLMA**—*First Nations Land Management Act*
- FNLTW**—First Nations Leading the Way
- FNRC**—First Nation Resource Charge
- FNTAA**—First Nations Tax Administrators Association
- FNTC**—First Nations Tax Commission
- F/P/T**—federal/provincial/territorial
- GFS**—Government Finance Statistics
- ILC**—Indigenous Law Centre, University of Saskatchewan

IT—Information Technology

ILTF—Indian Land Tenure Foundation

ILTRS—Indigenous Land Title Registry System

IOECP—Indigenous Organization for Economic Cooperation and Partnership

ISC—Indigenous Services Canada

LAB—Lands Advisory Board

LABRC—Lands Advisory Board Resource Centre

MOU—Memorandum of Understanding

NCR—National Capital Region

NITA—National Intertribal Tax Alliance

OSR—Own-Source Revenue

OSRICI—Own-Source Revenue in Indigenous Communities Initiative

PILT—Payments in Lieu of Taxes

PLAR—Prior Learning Assessment and Recognition

Section 83—section 83 of the *Indian Act*

TAS—Tax Administration Software

TLE—Treaty Land Entitlement

TRU—Thompson Rivers University

Tulo Centre—Tulo Centre of Indigenous Economics



First Nations Tax Commission