

Framework Agreement on First Nation Land Management **2026 Amendments**

May 1, 2026



Andrew Beynon
Director, Land Code Governance



Angie Derrickson
Registrar and CEO



Welcome

The purpose of today's meeting is to:

- Share and discuss the draft amendments to the Framework Agreement
- Review the proposed amendment timelines
- Provide an update on the First Nation Land Governance Registry (FNLGR)
- Gather your initial feedback on the proposed amendments and timeline

Presenters



Andrew Beynon

Director, Land Code Governance

First Nations Land Management Resource Centre



Angie Derrickson

Registrar and CEO

First Nation Land Governance Registry

Priority One - Completing Registry Amendments

- Land Code First Nations approved resolutions directing the Lands Advisory Board to explore a broad range of innovations through Framework Agreement amendments, including launching the new registry.
- Canada requested "sequencing" of amendments starting with the registry and turning to other amendments later.
- We have agreed, in the hope of completing registry amendments for consideration of First Nations leadership in early summer - to preserve our goal of registry launch in the fall of 2026.
- Unfortunately, even work with Canada confined to registry amendments is slow. There is a risk that launching the registry will be delayed to the start of 2027.

Priority One - Completing Registry Amendments

- To launch the new registry, we also need clear commitments from Canada to funding to get to launch and future operations.
- To launch the new registry we would like to see Parliament enact minor changes to the federal Framework Agreement on First Nation Land Management Act this fall.
- The vitally important work on funding and changes to the FAFNLMA are likely to distract federal officials from any other amendments in 2026.
- We have agreed that priority one is the registry but Canada is falling down on other priorities.

Challenges Regarding Other Amendments

- Canada asked for "sequencing" of amendments starting with FNLGR and turning to other amendments later.
- Unfortunately, Canada seems incapable of agreeing to a rapid "sequence" of amendments, despite the changes in 2018 which were supposed to accelerate FA amendments.
- Federal officials have advised that their Ministers do not have mandates for the transformative changes we propose and that federal Cabinet is too busy with other priorities to consider our proposals this year.
- Minister Alty said at our recent ATR Conference that Canada may be able to consider the Lands Advisory Board proposal for a First Nation led fast track ATR process in a year or two.

Challenges Regarding Other Amendments

- First Nations participating in our recent ATR Conference want to help us push Canada for a First Nation led ATR process now – we will be requesting assistance of Land Code leadership as well.
- These delays are preventing any discussion or drafting work with Canada on FA amendments other than registry amendments.
- The Lands Advisory Board will have to discuss with ISC and CIRNA senior management the need for a faster process for FA amendments.
- Canada's current process for FA amendments will lead to years of delays and some issues not getting any consideration whatsoever for years (for example our proposals regarding species at risk).

Leadership Engagement

Framework Agreement Amendment #8

May 1, 2026 @ 9 AM - 10:30 AM PDT

Online Webinar

National Special Chief's Meeting

May 13, 2026 @ 9 AM - 11 AM PDT

Online Webinar

LAB Pre-AGM Regional Sessions

June 25: West Region, Abbotsford, BC

July 9: East Region, Rama, ON

July 30: Prairie Region, Whitecap Dakota, SK

2026 LAB Annual General Meeting (AGM)

September 2-3 @ 8 AM-4 PM

RBC Convention Centre - Winnipeg, MB

FA#8 Formal Approval Process

June 24 – September 15

- FA Amendment Package
- Signatory Collection Window
- (weblink coming soon)



Lands Advisory Board Mandates and Priority Areas

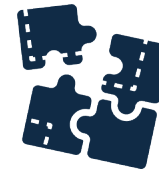


LAB Mandates – 2025 AGM Resolutions

First Nation Land Governance Registry



Additions to Reserve



Enforcement of First Nation Laws



Framework Agreement Amendments



LAB Mandates – First Nation Land Governance Registry

The Lands Advisory Board and the Board of Directors of FNLGR are authorized by Signatory First Nations to:

- 1) Finalize FNLGR regulations and explore with Canada any required amendments to the FAFNLMA and the Framework Agreement necessary to launch FNLGR (Framework Agreement amendments can only be made if approved by First Nations as required by the Framework Agreement).
- 2) Report to leadership on any required changes to the FAFNLMA and Framework Agreement to support the FNLGR.
- 3) If the required changes to the FAFNLMA and Framework Agreement are approved, proceed with the initial launch of the FNLGR in 2026 with pilot First Nations, paving the way for the transition into FNLGR of all Land Code First Nations (and participating First Nations with other self-government agreements).
- 4) Explore with Canada and report back to leadership on survey functions within the new FNLGR, to improve interior and exterior survey boundary services for First Nations on First Nation Lands.
- 5) Establish agreements and work plans for First Nations transitioning to the FNLGR, beginning with pilot First Nations followed by all other Land Code First Nations (and participating First Nations with other self-government agreements), to address the transfer of information out of Canada's land registry, measures for data enhancement, and protection of personal information in the new FNLGR.
- 6) Over a target period of five years beginning in 2026, ensuring the transfer to the FNLGR of all the information in Canada's land registry which belongs to Land Code First Nations and participating First Nations with self-government agreements.

LAB Mandates – Additions to Reserve (ATR)

The Lands Advisory Board should continue to explore significant reforms of the (ATR) process, including:

- 1) Options for an ATR process that can move at a more predictable and reasonable 6-month average timeline;
- 2) Explore building a First Nation operated ATR organization, to replace current reliance on federal bureaucracy. This will require “service transformation” for operational Land Code First Nations, not just a transfer of Canada’s existing failed policy;
- 3) A new ATR organization should work closely with the new First Nation Land Governance Registry to support a faster ATR process;
- 4) Consider pilot projects to test-run a faster ATR process through the new First Nation ATR organization, and to report on the economic impact of a faster ATR process;
- 5) Explore potential Framework Agreement amendments for approval of leadership to continue to simplify the ATR process, such as options for First Nation title to ATR lands with no transfer to Canada, and an option to continue rather than replace existing interests on ATR lands; and
- 6) Explore options for faster urban ATRs, particularly in response to Manitoba’s proposal for an urban ATR strategy. The Lands Advisory Board will report back to leadership for approval of proposed changes to ATR policy, building a new First Nation ATR organization, and any potential Framework Agreement amendments would require approval in accordance with the provisions of the Framework Agreement.

LAB Mandates – Enforcement of First Nation Laws

The Lands Advisory Board should continue all efforts to solve the “enforcement crisis” with a strategy of:

- 1) Writing a letter to the Prime Minister on enforcement signed by as many First Nation Chiefs and Organizations as we can assemble
- 2) Organizing a delegation to Ottawa on enforcement fall or winter of 2025 with as many Chiefs and Organizations as we can assemble
- 3) Supporting Senator McCallum’s Private Member’s Bills to clarify RCMP and federal Prosecutor’s authority to enforce First Nation laws
- 4) Requesting that the federal government take up Senator McCallum’s private Member’s Bills as Government Bills in the House of Commons
- 5) Press Canada on providing in legislation for First Nation policing as an essential service and to stabilize federal funding for First Nation policing
- 6) Where applicable, pressing provinces for recognition and training of First Nation Community Safety Officers
- 7) Reaching out to provinces to improve administration of justice machinery for enforcement, especially clarifying laws governing procedures for enforcement of laws in courts
- 8) Continuing to provide (through the Resource Centre) financial assistance to individual land code First Nations for private prosecutions, where there is a good chance of success in the courts and
- 9) Developing for your approval a mandate for enforcement funding for future negotiations with Canada

LAB Mandates – Framework Agreement Amendments

The Lands Advisory Board should negotiate with Canada and report back to leadership of Land Code First Nations on draft amendments to the Framework Agreement regarding the following:

- 1) Provisions to further strengthen enforcement options for First Nations such as a First Nation Prosecution Service or Crown Prosecutor role in enforcement;
- 2) Provisions to launch the new First Nation Land Governance Registry, along with a new Survey Authority, and to terminate (after a transition period) the current federal registry for Land Code First Nations;
- 3) Provisions to create a faster and more efficient additions to reserve policy and process, including a potential First Nation-led organization assisting with First Nation ATR proposals, and new options for First Nations such as holding title to reserves under full land code authority and protection.
- 4) Provisions to further strengthen the recognition of the self-government authority of Land Code First Nations, such as authority regarding species at risk, options to continue land code authority under other self-government agreements, and improvements to the current provisions regarding transfer of moneys to Land Code First Nations.

FA Amendments & Supporting Federal Legislation

- The Framework Agreement has been amended seven times, refining recognition of land code self-government.
- The Lands Advisory Board proposes amendments to the Framework Agreement and its federal legislation. The Framework Agreement cannot be amended unilaterally by Canada.
- Any amendment to the Framework Agreement requires the support of 2/3rds of operational Land Code First Nations.
- The FNLMA was repealed in 2018 and replaced with the shorter federal legislation (FAFNLMA). One objective of the repeal of the FNLMA was to make it easier and faster to make amendments to the Framework Agreement.

Framework Agreement Amendments



Framework Agreement Amendments:

FNLGR - New Land Registry

We are exploring the following:

FA 1 - INTERPRETATION

- Changes to definitions (to refer to the new registry instead of Canada's registry)

FA 14.1 – VOLUNTARY EXCHANGE OF LAND

- Federal and FNLGR registry provision if there is ever a land exchange: A copy of the instruments transferring title will be registered in the applicable register (Canada registry sometimes, new FNLGR for those who have transitioned to FNLGR) (FA 14.1.7)

FA 51 – LAND REGISTERS & FIRST NATION LAND GOVERNANCE REGISTER

- New title for section 51 to keep the current federal registry on a transitional basis and to provide for the new FNLGR
- Provisions to transition out of the current federal registry over five years
- Provisions to recognize Lands Advisory Board's authority to make the regulations governing the FNLGR and charge fees
- Provisions to recognize the FNLGR and possible FN Survey Authority

FNLGR

- Transition provisions are intended to support continuity and legal reliability during phased migration from federal systems
- Regulations will establish operational requirements, registration standards, fees, and system governance

Framework Agreement Amendments:

Additions to Reserve

We are proposing the most significant, transformative change for ATRs to move at the speed of business.

We are exploring the following:

FA 14.2 – ADDITION OF LAND TO RESERVE LAND

- Provisions might be needed to establish a First Nation organization leading faster ATRs (might only require an MOU with Canada with no FA amendments)
- Provisions to draw in the expertise of the FNLGR and new FN Survey Authority to assist with a faster ATR process
- Provisions to increase flexibility for Conditional ATRs and Provisional ATRs
- New option for First Nation title to lands with no transfer to Canada (91(24) lands with all the protections, governance powers and management powers under the FA)
- New option for First Nation title to lands, or other options for statutory transfers of land to Canada (may require FA amendments as well as changes to federal legislation)
- Possible provisions for FN consultation protocols and “waivers” for specific ATRs (a decision not to respond to a consultation on a specific ATR is without prejudice to any other future ATR and to any other consultation by Canada)

Framework Agreement Amendments: Enforcement

We are exploring the following:

FA 19 – ENFORCEMENT OF FIRST NATION LAWS

- Provisions to reinstate the option to use federal prosecutors (in addition to First Nation or provincial prosecutors).
- Adding a provision to establish a First Nations Prosecution Service, likely affiliated with or certified by Crown prosecutors, but not under their supervision.
- A specialized First Nation Prosecution Service might need to be built with provincial divisions (prosecutors with specialized knowledge in Indigenous Courts and specific provincial courts and possibly cross-appointed to also prosecute provincial offences on First Nation land).
- Possible provisions to provide for First Nation policing as an essential service and to provide for standard protections for police officers (and possibly First Nation law enforcement officers who are not peace officers) if Canada does not enact such policing legislation.

- Enforcement reform remains a significant leadership priority
- Exploring prosecution options and a potential First Nation Prosecution Service
- Continued advocacy for recognition of First Nation policing as an essential service
- Ongoing discussions respecting enforcement infrastructure and legislative support

Framework Agreement Amendments:

Land Codes & other Self-Government Agreements

We are exploring the following:

RECITALS

- **new “whereas” - the Parties recognize that First Nations may wish in other self-government agreements to provide for lands governance under land codes within the meaning of this Agreement on some or all lands identified in that self-government agreement, for any reason, including to gain efficiencies through working with other land code First Nations, the Lands Advisory Board, and the First Nations Land Management Resource Centre.**

FA NEW SECTIONS 55.3 AND 55.4 – OTHER SELF-GOVERNMENT AGREEMENTS

- Canada and a land code First Nation may agree in a self-government agreement approved by Parliament that the FA and the land code continue to apply to lands identified in the self-government agreement.
- Canada and an Indian Act First Nation may agree in a self-government agreement approved by Parliament that the FA and a land code will apply to lands identified in the self-government agreement (lands described in a land code approved by vote along with the self-government agreement – part or all of the lands identified in the self-government agreement)
- Canada and a First Nation with a self-government agreement approved by Parliament may amend the agreement to provide that the FA and a land code will apply to lands identified in the self-government agreement (lands described in the land code – may be all or part of the lands identified in the self-government agreement)

Other Framework Agreement Amendments

We are exploring the following:

FA PART II - OPTING IN PROCEDURE

We are exploring provisions to simplify the developmental process:

- Flexibility regarding unresolved land boundary provisions
- A new option for developmental First Nations to decide not to have a verifier....and not to have an Individual Agreement.....to get to a land code vote faster than is currently possible

FA 2.1.1 – RESERVES SET APART FOR MORE THAN ONE FIRST NATION

- This will require more discussion with Canada – current provision limited to apply only where each of the First Nations have land codes and individual agreements with Canada
- May not be flexible enough to apply to other self-government agreement First Nations if they do not retain land codes and the FA
- Current provision calls for existing land code First Nations to amend their land codes to have new provisions for the joint lands and any Indian Act First Nations to adopt land codes for the joint lands.....greater flexibility to adopt a single land code for the joint lands?

Other Framework Agreement Amendments (cont...)

We are exploring the following:

FA 4.1.5 & 4.1.6 – EXCLUSIONS

- We will seek greater flexibility to include more land in land codes...Canada prefers excluding lands more often than First Nations where there is any uncertainty over boundaries
- The FA allows for lands to be excluded but not where that would cause an interest such as a lease or right of way to be under both Indian Act and land code administration – this causes problems where an exclusion is desirable but First Nation lands are covered by a major interest such as a utility right of way – the entire utility right of way needs to be excluded or the right of way needs to be amended
- We will seek greater flexibility to deal with major interests such as those held by public utilities

FA 12.8 and 12.10 – CAPITAL MONIES

- Minor amendments to clarify that monies will be transferred by Canada whether collected on land code lands or on other lands excluded from a land code...and for consistent terminology on monies instead of moneys

Other Framework Agreement Amendments (cont...)

We are exploring the following:

FA 25 – ENVIRONMENT

- FA currently provides that a land code First Nation's initial environmental assessment process will be consistent with the requirements of the Canadian Environmental Assessment Act (CEAA).
- The CEAA was repealed long ago and we have informal agreement with Canada on the need to fix this outdated provision.
- Further discussion required on a new provision setting out a commitment to universal basic principles for environmental assessments or Canada's proposal to refer to up to date federal legislation.
- We will pursue recognition of law-making authority with respect to species at risk and invasive species

Moving Forward - Registry



Moving Forward: Registry Launch



- Memorandum to Cabinet – Treasury Board submission 10 years funding
- Potential federal budget legislative FAFNLMA changes for the registry
- FNLGR regulations targeted for launch in the fall 2026
- The first 6 FNs are targeted to move into the operational registry – Nov 2026
- All operational signatory FNs projected to transition over five years
- FNLGR engagement activities will continue through legal sessions, user training, and operational readiness discussions
- Operational First Nations continue to be invited to participate in upcoming user readiness and training sessions
- Focus remains on legislative readiness, regulations, onboarding planning, and operational transition support

FNLGR Engagement and Readiness Activities

FNLGR Legal Think Tank #2

May 14, 2026 @ 9 AM - 12 PM PDT
River Rock Resort – Richmond, BC

FNLGR System Readiness Series

May 28: Surveyor User Training
June 3: Public User Training
June 4: Legal User Training
(registration coming soon)

Ongoing opportunities include:

- Future User Acceptance Training (UAT) participation
- Pilot onboarding discussions
- Regulatory engagement



Moving Forward: Risks

Risk 1 — Canada does not agree to our proposed amendments

If Canada rejects or significantly changes the amendment wording, we cannot put a final package to First Nations for signature. Discussions would need to restart, losing critical time.

What this means for you:

The June 25 - September 3 signature window would be missed. Without two-thirds of signatory Nations signing before the AGM, the Minister cannot approve the amendments, and the registry cannot launch in November.

Risk 2 — Negotiations move too slowly to meet the signing deadline

Even if Canada is broadly supportive, back-and-forth with federal drafters can take longer than expected. If the package is not ready in time, First Nations will not have enough time to review and sign.

What this means for you:

A late package compresses the signature window and puts the two-thirds threshold at risk. In effect, you will have less time to review and approve the amendments.

Risk 3 — Not enough signatures to meet the two-thirds threshold

If signatory Nations are not clear on why the amendments are needed or what they change, some may choose not to sign. Two-thirds of all signatory Nations is a requirement under the Framework Agreement.

What this means for you:

Without the threshold being met, the amendments cannot proceed regardless of progress made with Canada. First Nation engagement and clear information in advance of the campaign are essential.

If any of these risks materialise: the September signature window is missed → the Minister cannot sign off in October → November launch is delayed → future amendment packages (ATR, Enforcement) are also pushed back

How we are addressing these risks

- Working closely with Canada through weekly legal calls and in-person sessions to keep negotiations moving and finalise the package as early as possible.
- Keeping the FNLGR amendment package separate from other harder federal priorities so it is not held back by unrelated reform discussions.
- Engaging directly with signatory First Nations through pre-AGM calls and webinars with clear information packages sent in advance so every First Nation understands what is being asked and why.
- Maintaining ministerial-level contact throughout to keep FNLGR amendments visible as a federal priority.



Moving Forward – FA Amendment Process



Innovations - Framework Agreement Amendment Approvals

- In the past, operational First Nations were asked to sign and return physical copies of legally complex “Amendment Agreements”
- We are exploring an option for electronic approval of amendments and making available an Executive Summary – or revised Consolidated Framework Agreement as amended
- Electronic approval options are intended to improve accessibility, participation, and administrative efficiency
- The full text of amendments will remain available for review by leadership, First Nation Land Offices, and if requested, your legal advisors

Moving Forward: FA Amendments

LAB Engagement Priorities

- Encourage leadership participation in May 13 Special Chief's Meeting
- Continue regional engagement through Pre-AGMs leading into AGM
- Support informed review of amendment materials
- Encourage participation in FNLGR engagement and training opportunities



Target Timeframe

May-July

Summer 2026

September AGM

Phase 1 – Registry Amendment Finalization

- Canada drafting review and DG approval target: May 2026
- Engagement and leadership discussions: May–July 2026
- Signatory collection process: Summer 2026

Phase 2 – Federal Legislative and Funding Processes

- Treasury Board and Memorandum to Cabinet processes
- Potential federal legislative amendments
- Long-term operational funding discussions

October – December 2026

Registry Launch

Phase 3 – Operational Readiness

- FNLGR Regulations finalized
- FNLGR User training and onboarding
- Pilot First Nation operational implementation target: late 2026

Leadership Engagement

Framework Agreement Amendment #8

May 1, 2026 @ 9 AM - 10:30 AM PDT

Online Webinar

National Special Chief's Meeting

May 13, 2026 @ 9 AM - 11 AM PDT

Online Webinar

LAB Pre-AGM Regional Sessions

June 25: West Region, Abbotsford, BC

July 9: East Region, Rama, ON

July 30: Prairie Region, Whitecap Dakota, SK

2026 LAB Annual General Meeting (AGM)

September 2-3 @ 8 AM-4 PM

RBC Convention Centre - Winnipeg, MB

FA#8 Formal Approval Process

June 24 – September 15

- FA Amendment Package
- Signatory Collection Window
- (weblink coming soon)



Thank You!

Questions and Discussion

