

**Ministry of
Indigenous Relations
and Reconciliation**

**2018/19
Annual Service Plan Report**



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Minister's Message and Accountability Statement



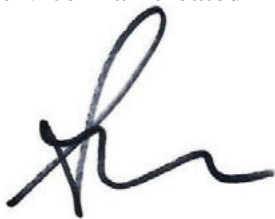
I would like to begin this annual report by acknowledging, with gratitude, that the work of the Ministry of Indigenous Relations and Reconciliation (the Ministry) takes place in territories of Indigenous communities and peoples across the province. I thank them for sharing the land and partnering with the Ministry in this work.

Collaborating with Indigenous partners to advance self-governing and self-determining communities is at the heart of this government's reconciliation efforts, which are grounded in the recognition of rights and title. To this end, the 2018/19 Annual Service Plan Report marks the close of an exciting year. The First Nations Leadership Council and the B.C. Government have partnered on a historic revenue-sharing agreement that ensures a stable, long-term source of funding for First Nations to invest in key priorities. The agreement supports self-government and self-determination, strong communities and services that make life better for families.

The Ministry continued to lay a strong foundation for government to move forward on its reconciliation commitments in the coming years. We released and implemented the [Draft Principles that Guide the Province of British Columbia's Relationships with Indigenous Peoples](#) to support public servants to strengthen the Province's relationships with Indigenous peoples. A new Cabinet Committee on Reconciliation is now in place to provide guidance and strategic direction to ensure that government's work moves reconciliation forward. Work is also underway – with Indigenous leadership – to advance our commitment to become the first province in Canada to introduce legislation that will implement the United Nations Declaration on the Rights of Indigenous Peoples into provincial law. This legislation will guide Crown-Indigenous relations and our joint reconciliation efforts moving forward. And, together with the principals to the B.C. Treaty Process and other Indigenous partners, the Ministry is transforming the fundamentals of the treaty process and creating new pathways towards sustainable, long-term partnerships that support self-determination.

Collectively, these accomplishments represent a new direction for renewing government's relationships with Indigenous peoples. This would not have been possible without the exemplary efforts of dedicated and hardworking public service professionals in the Ministry.

The Ministry of Indigenous Relations and Reconciliation *2018/19 Annual Service Plan Report* compares the Ministry's actual results to the expected results identified in the 2018/19 – 2020/21 Service Plan created in February 2018. I am accountable for those results as reported.

A handwritten signature in black ink, appearing to be 'S. Fraser', written in a cursive style.

Honourable Scott Fraser
Minister of Indigenous Relations and Reconciliation
June 27, 2019

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Purpose of the Annual Service Plan Report

The Annual Service Plan Report is designed to meet the requirements of the [Budget Transparency and Accountability Act](#) (BTAA), which sets out the legislative framework for planning, reporting and accountability for Government organizations. Under the BTAA, the Minister is required to report on the actual results of the Ministry's performance related to the forecasted targets documented in the previous year's Service Plan.

Purpose of the Ministry

The [Ministry of Indigenous Relations and Reconciliation](#) guides and calibrates the Province of British Columbia's efforts to achieve true and lasting reconciliation with Indigenous peoples¹ through the implementation of the [United Nations Declaration on the Rights of Indigenous Peoples](#) (UNDRIP), the [Truth and Reconciliation Commission \(TRC\) of Canada: Calls to Action](#), and the Tsilhqot'in Supreme Court Decision.

The B.C. Government has promised to achieve its [reconciliation commitments](#) in a transformative and collaborative manner. [Strengthening relationships with Indigenous communities](#) and leveraging Indigenous knowledge and perspectives will improve social and economic outcomes for Indigenous peoples and all British Columbians.

The Ministry works towards [reconciliation with Indigenous peoples in B.C.](#) by collaboratively developing related policy and practices, and negotiating and implementing [agreements, partnerships, and treaties](#). The Ministry is making substantive improvements on its approach to this work by focusing on building lasting relationships with Indigenous peoples rather than taking a transactional approach; working toward flexible agreements that can evolve over time; and developing collaborative approaches to policy making. These improvements increase collaboration on decision-making and promote better engagement with Indigenous communities, treaty partners, and the federal and municipal governments.

The B.C. government's promise to achieve its reconciliation commitments in a manner that is both transformative and collaborative, calls for Indigenous peoples to be deeply and directly involved². The Ministry's role in this transformation is to increase engagement with Indigenous governments, Indigenous communities³, organizations, federal, municipal and treaty partners, stakeholders and the public. Reconciliation is a responsibility across every government ministry, with the Ministry of

¹ The term "Indigenous" used throughout this document is intended to be inclusive of all peoples of Indigenous ancestry, including First Nations (status and non-status), Métis and Inuit.

² Changing the relationships between Indigenous communities and government helps challenge long-standing paternalism and racism and builds empathy and insight into the histories and legacies of Canada's treatment of Indigenous peoples and the changes that are necessary to address them.

³ The term "communities" means the diversity of Indigenous communities as defined by Indigenous peoples and includes descriptions such as urban, rural, metropolitan, land-based and reserve. The Ministry of Indigenous Relations and Reconciliation works with all Indigenous peoples wherever they may live in British Columbia.

Indigenous Relations and Reconciliation providing guidance and leadership to other areas of government on establishing and enhancing relationships with Indigenous peoples.

The Ministry is also responsible for the [Minister’s Advisory Council on Indigenous Women](#), which provides advice to government on how to improve the quality of life for Indigenous women in B.C., as well as the [First Peoples’ Cultural Council](#) (FPCC). FPCC is a provincial Crown corporation formed by the Government of British Columbia in 1990 to administer the First Peoples’ Heritage, Language and Culture Program.

Strategic Direction

The strategic direction set by Government in 2017/18 and expanded upon in the [Minister’s Mandate Letter](#) shaped the [2018/19 Service Plan](#) and the results reported in this ASPR.

The following table highlights the key goals, objectives or strategies that support the key priorities of Government identified in the 2018/19 Ministry of Indigenous Relations and Reconciliation Service Plan:

Government Priorities	The Ministry of Indigenous Relations and Reconciliation Aligns with These Priorities By:
Making life more affordable	<ul style="list-style-type: none"> • Objective 2.1 – Productively partnering with other ministries, Indigenous governments, communities and organizations, stakeholders and other orders of Government to improve socio-economic and socio-cultural outcomes, which includes sharing in benefits, and collaboration on land-use planning and management.
Delivering the services people count on	<ul style="list-style-type: none"> • Objective 1.1 – Through extensive engagement, collaborate and build relationships with Indigenous peoples to inform government actions to develop and implement the new reconciliation vision.
A strong, sustainable economy	<ul style="list-style-type: none"> • Strategy under Objective 2.1 – Shifting how government negotiates agreement to reconcile provincial interests with the rights of First Nations by exploring new topics and approaches to collaboratively implement rights and title. • Strategy under Objective 2.1 – Creating opportunities to improve participation of Indigenous communities in the process of growing the economy, and in resource revenue-sharing agreements that are equitable and part of reconciliation, including working with the Ministry of Finance to expand opportunities for revenue-sharing in B.C.’s gaming industry.

Operating Environment

Strengthening relationships with Indigenous peoples in B.C. and advancing reconciliation benefits all British Columbians. In these efforts, the B.C. Government is guided by:

- the UN Declaration on the Rights of Indigenous Peoples, which was ratified by the United Nations in 2007 and contains 46 articles that speak to the individual and collective inherent human rights of Indigenous peoples;
- the TRC of Canada's 94 Calls to Action, released in 2015 to redress the legacy of residential schools and advance the process of reconciliation;
- relevant case law, including the landmark 2014 decision by the Supreme Court of Canada which granted a declaration of Aboriginal title to a portion of Tsilhqot'in territory - the first time the courts have granted a declaration of Aboriginal title in Canada; and
- the 10 Draft Principles that guide B.C. public servants in their relationship with Indigenous peoples.

The Ministry's reconciliation work is centered on respectful and collaborative relationships with Indigenous partners that recognizes the value of Indigenous perspectives and contributions to our shared goals.

The Ministry uses the analytical tool of GBA+ to help imbed intersectionality in our work and to better understand how various identities, including Indigenous peoples, experience the Ministry's policies, programs and initiatives, so we can challenge assumptions, make better decisions, and respond to the needs of those we serve through equitable and accessible policy making.

More than 270,000 people in B.C. self-identify as Indigenous, representing one in six Indigenous people in Canada. There are 203 First Nations in B.C. (one-third of all First Nations in Canada), representing 34 distinct languages. At more than 89,000, the Métis population living in B.C. is the fourth-largest in Canada.

Report on Performance

Goals, Objectives, Measures and Targets

Goal 1: Establish a clear, cross-government vision of reconciliation to guide the implementation of the United Nations Declaration on the Rights of Indigenous Peoples, the Truth and Reconciliation Commission of Canada's Calls to Action, and the Tsilhqot'in Supreme Court Decision.

Objective 1.1: Through extensive engagement, collaborate and build relationships with Indigenous peoples to inform government actions to develop and implement the new reconciliation vision.

Key Highlights:

- Committed to [Concrete Actions](#) with the First Nations Leadership Council (FNLC) to advance reconciliation including co-developing legislation in 2019 to implement UNDRIP and a commitment to share gaming revenue with First Nations in B.C.
- Collaboratively designed and launched the [2018 Shared Vision, Guiding Principles, goals and objectives](#) with the FNLC, which includes endorsement of the release of the [Draft Principles that Guide the Province of British Columbia's Relationships with Indigenous Peoples](#) to help guide all public servants in strengthening relationships with Indigenous peoples based on respect and the recognition of inherent rights.
- Established the [Cabinet Committee on Reconciliation](#) to invigorate government's reconciliation efforts and orient the broader public service to priorities that improve and strengthen relationships with Indigenous peoples.
- Signed the [Principals Accord on Transforming Treaty Negotiations in British Columbia](#), a multilateral agreement to establish a partnership with the First Nations Summit and the Government of Canada to transform treaty negotiations and advance reconciliation with First Nations in British Columbia.
- Advanced recommendations from the Indigenous female leadership of the Minister's Advisory Council on Indigenous Women, including the [Giving Voice project](#), a community based program that provides opportunities for Indigenous women to co-create safe spaces to contribute to individual and collective healing.

Performance Measure	2017/18 Baseline	2018/19 Target	2018/19 Actuals	2019/20 Target	2020/21 Target
1.1 Successful establishment and support of Indigenous advisory group(s) that contribute to reconciliation transformation.	0	1	0	-	-

Data Source: Ministry of Indigenous Relations and Reconciliation

Discussion

This performance measure reflects the vital engagement with Indigenous communities to ensure Indigenous peoples are deeply and directly involved in all aspects of the development of any reconciliation strategy, program, policy or legislation that may affect them.

While the Ministry did not establish a new Indigenous advisory group in 18/19, engagement efforts in this performance period are supporting a cultural transformation in the way the public service designs and develops policy, programs, services, and agreements. As a result, collaboration on decision-making and promotion of constructive engagement with Indigenous communities has increased. These efforts have been evidenced through progress made on various initiatives undertaken by the ministry in collaboration with Indigenous partners, including the following:

- Partnering with the First Nations Leadership Council, comprised of the First Nations Summit, the Union of British Columbia Indian Chiefs, and the BC Assembly of First Nations, to establish a commitment to co-develop legislation that brings UNDRIP into implementation and to co-develop a gaming revenue-sharing agreement with all treaty and non-treaty First Nations in the province.
- Together with the First Nations Summit and the federal government, co-developed the Principals' Accord on Transforming Treaty Negotiations to improve and expedite the treaty process and support the realization of self-determining and self-governing Indigenous communities.
- In partnership with Indigenous participants, the Ministry produced the Resource Planning Partnership Workshop Summary, which outlines a pathway in the co-design of a modern land-use planning framework for B.C.

In addition to this work, the 2018 establishment of a Cabinet-level committee dedicated to providing oversight and direction on government's reconciliation priorities is also advancing real and tangible results for all British Columbians.

Goal 2: Continue to support improved economic and social outcomes for Indigenous peoples in British Columbia.

Objective 2.1: Productively partner with other ministries, Indigenous governments, communities and organizations, stakeholders and other orders of government to improve socio-economic and socio-cultural outcomes, which includes sharing in benefits and collaboration on land-use planning and management.

Key Highlights:

- Developed a landmark agreement with First Nations in British Columbia to share gaming revenues, generating up to \$3 billion for the next 25 years, supporting self-government and self-determination.
- Increased funding by an additional \$6.45 million to Friendship Centres across the province, more than tripling previous funding allocations to support the physical, emotional and spiritual well-being of Indigenous peoples living off-reserve and in urban settings.
- Supported Indigenous language revitalization efforts through increased funding allocations to the First Peoples’ Cultural Council, resulting in an almost tripling of language grants across the province.
- Collaboratively engaged with Indigenous governments in the province to establish additional community well-being initiatives, shifting government from a prescriptive negotiation approach to community-centric reconciliation approaches that reflect principles of UNDRIP.
- Developed the Land-Use Planning Indigenous Peoples Engagement Strategy to guide the co-design of the land-use planning framework in collaboration with Indigenous peoples, ensuring program alignment with UNDRIP and reflecting the TRC Calls to Action.
- Signed the [2018 Memorandum of Understanding: Tripartite Partnership to Improve Mental Health and Wellness Services and Achieve Progress on the Determinants of Health and Wellness](#) with provincial partners, the federal government and the First Nations Health Council.

Performance Measure	2017/18 Baseline	2018/19 Target	2018/19 Actuals	2019/20 Target	2020/21 Target
2.1a Number of new opportunities ¹ to increase participation of First Nations in revenue sharing.	2	4	7	4	4

Data Source: Ministry of Indigenous Relations and Reconciliation

¹This may include new broad policies, initiatives and/or the development of different revenue streams such as provincial gaming revenue as well as new revenue-sharing opportunities negotiated into particular agreements.

Discussion

Sharing revenue with Indigenous communities is an important reconciliation tool that supports implementation of UNDRIP. First Nations and Indigenous communities require revenue to strengthen capacity, which, in turn, supports self-determination and the pursuit of economic, social, and community development priorities.

The number of new revenue-sharing opportunities available to First Nations reflects government’s commitment to enhance revenue-sharing arrangements through collaboration around resource and economic development. First Nations sharing in the wealth generated by economic opportunities supports economic growth and positive outcomes in their communities and for all British Columbians.

Existing resource-linked revenue-sharing agreements provide Indigenous communities around the province with benefits tied to economic development occurring on traditional territories. These agreements are specific to each community and are subject to availability of resources and market fluctuations. Exceeding this year’s targets, the Ministry collaborated with Indigenous communities around the province to develop seven new agreements in the reporting period.

In addition to these agreements, and further supporting self-government and self-determination, the B.C. Government and First Nations have committed to enter an historic \$3 billion, 25-year gaming revenue-sharing agreement that ensures a long-term and predictable revenue stream for all First Nations in the province, including Treaty Nations. This new revenue-sharing agreement supplements existing agreements that are linked to forestry, tourism, mining, and oil and gas industries, allowing First Nations to plan and deliver on their community’s priorities with greater certainty.

Performance Measure	2017/18 Baseline	2018/19 Target	2018/19 Actuals	2019/20 Target	2020/21 Target
2.1b Cumulative number of community well-being initiatives	8	12	12	16	20

Data Source: Ministry of Indigenous Relations and Reconciliation

Discussion

Community well-being initiatives are community-based, socio-cultural reconciliation processes where Indigenous communities and government work in partnership to identify priorities and implementation measures to advance self-determining, thriving Indigenous communities.

This performance measure tracks the number of Indigenous community well-being initiatives established through community-led, government supported partnerships that seek to strengthen community strategic and institutional capacity in order to advance community well-being with a focus on social and economic priorities, cultural restoration, human resource capacity building, education, health, children and families. This partnership approach to socio-cultural reconciliation reflects the principles of UNDRIP and the TRC Calls to Action, advancing reconciliation in a manner that is both transformative and collaborative.

The Ministry achieved its target for the reporting period, having successfully collaborated with Indigenous communities across the province to establish an additional four community well-being initiatives bringing the cumulative total to 12.

Financial Report

Resource Summary

	Estimated	Other Authorizations ¹	Total Estimated	Actual	Variance ³
Operating Expenses (\$000)					
Negotiations and Regional Operations Division	12,812	6,972	19,784	20,399	615
Strategic Partnerships and Initiatives Division	21,906	2,866	24,772	21,254	(3,518)
Reconciliation Transformation and Strategies Division	1,709	0	1,709	1,889	180
Executive and Support Services	7,487	0	7,487	10,210	2,723
Treaty and Other Agreements	46,438	121,287	167,725	167,725	0
First Citizens Fund	1,900	0	1,900	1,900	0
First Nations Clean Energy Business Fund	7,264	164	7,428	7,428	0
Sub-Total	99,516	131,289	230,805	230,805	0
Adjustment of Prior Year Accrual²	0	0	0	(553)	(553)
Total	99,516	131,289	230,805	230,252	(553)
Ministry Capital Expenditures (Consolidated Revenue Fund) (\$000)					
Executive and Support Services	3,901	27	3,928	27	(3,901)
Total	3,901	0	3,901	0	3,901

¹ "Other Authorizations" include Supplementary Estimates, Statutory Appropriations and Contingencies. Amounts in this column are not related to the "estimated amount" under sections 5(1) and 6(1) of the *Balanced Budget and Ministerial Accountability Act* for ministerial accountability for operating expenses under the Act.

² The Adjustment of Prior Year Accrual of \$0.553 million is a reversal of accruals in the previous year.

³ "Variance represents "Actual" minus "Total Estimated": If the Actual is greater than the Total Estimates, the Variance will be displayed as a positive number.

Appendix A: List of Crowns, Agencies, Boards and Commissions

[BC Treaty Commission](#)

The BC Treaty Commission is an independent body responsible for facilitating treaty negotiations among First Nations and the governments of Canada and British Columbia.

[First Peoples' Cultural Council](#)

The First Peoples' Cultural Council is a First Nation-run Crown corporation that supports the revitalization of Indigenous languages, arts, culture and heritage in British Columbia.

[Haida Gwaii Management Council](#)

The Haida Gwaii Management Council (HGMC) is a strategic-level joint decision-making body for land and natural resource decisions on Haida Gwaii, as set out in the [Kunst'aa guu – Kunst'aayah Reconciliation Protocol](#).

[Minister's Advisory Council on Indigenous Women](#)

The Minister's Advisory Council on Indigenous Women provides advice to the Government of British Columbia on how to improve the quality of life of Indigenous women across B.C.

