

**Ministry of
Indigenous Relations
and Reconciliation**

**2020/21
Annual Service Plan Report**



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Minister's Accountability Statement



The Ministry of Indigenous Relations and Reconciliation *2020/21 Annual Service Plan Report* compares the Ministry's actual results to the expected results identified in the *2020/21 – 2022/23 Service Plan* created in February 2020. I am accountable for those results as reported.

A handwritten signature in blue ink that reads "Murray Rankin".

Honourable Murray Rankin
Minister of Indigenous Relations and Reconciliation
August 9, 2021

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Letter from the Minister

I would like to begin this annual report by acknowledging that the Government of British Columbia carries out its work on the territories of 204 First Nations communities across the province, each with unique cultures, languages, legal traditions and relationships to these lands and waters. I also respectfully acknowledge and honour the Métis and Inuit people living in B.C.

The reporting period covering this year's Annual Service Plan Report coincides with the emergence of a global health crisis. Amidst the uncertainty that followed the first case of COVID-19 identified in British Columbia, the provincial government, Indigenous peoples, and British Columbians across the province mobilized to support one another as we prioritized public health measures, while pivoting when necessary to ensure our economy would be robust and well-positioned for recovery. It is in this spirit that the Ministry and Indigenous peoples continued to build momentum for reconciliation and demonstrated our collective resilience stemming from these efforts during the past year.

The pandemic saw the Ministry shift capacity to help support the rollout of emergency measures in response to the ongoing public health crisis. As the interface for government-government engagement, the Ministry worked with Indigenous governments and organizations to enhance capacity and provide financial resources to support the rollout of safety measures that protected remote and vulnerable communities across the province. This work continues as we shift our efforts from protecting our communities to recovering stronger than we were before.

The immediate public health response did not stop our efforts to continue implementing the United Nations Declaration on the Rights of Indigenous Peoples. This past year the Ministry worked with Indigenous peoples to deliver milestone agreements, support economic development opportunities and furthered reconciliation objectives through increased capacity for Indigenous self-governance and self-determination.

The Ministry also launched an extensive cross-government engagement process with Indigenous leaders in the development of a consultation draft for the Action Plan released in the spring of 2021. This engagement will continue into the next reporting period and will inform concrete actions to be undertaken in the years ahead as we work towards building a shared future in British Columbia.

It has been an exceptional year and I am honoured to have taken on the role as Minister of Indigenous Relations and Reconciliation. This work is close to my heart and I look forward to continuing a legacy of working with Indigenous partners as we advance reconciliation together.



Honourable Murray Rankin
Minister of Indigenous Relations and Reconciliation
August 9, 2021

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](#) (the Ministry) guides and helps coordinate the Province of British Columbia's efforts to achieve true and lasting reconciliation with [Indigenous peoples](#)¹.

The [Truth and Reconciliation Commission \(TRC\) of Canada: Calls to Action](#) confirms the [United Nations Declaration on the Rights of Indigenous Peoples](#) (UN Declaration) as the framework for reconciliation in Canada. British Columbia is the first province in Canada to recognize Indigenous peoples' human rights in law and to put the UN Declaration into action through the [Declaration on the Rights of Indigenous Peoples Act](#) (Declaration Act). This historic law requires that provincial laws be aligned with the UN Declaration, provides new direction around shared decision making, and allows flexibility for the Province to enter into agreements with a broad range of Indigenous governments. The Ministry of Indigenous Relations and Reconciliation leads these efforts in consultation and cooperation with Indigenous peoples, working closely with other organizations across government.

The Ministry achieves its [reconciliation commitments](#) in a transformative and collaborative manner. [Strengthening relationships with Indigenous communities](#) and leveraging Indigenous knowledge and perspectives improves social and economic outcomes for Indigenous peoples and all British Columbians.

The Ministry furthers [reconciliation with Indigenous peoples in B.C.](#) by collaboratively developing related policy and practices, and negotiating and implementing [agreements, partnerships, and treaties](#). The Ministry's focus is to build lasting relationships with Indigenous peoples, working toward flexible agreements that can evolve over time and developing collaborative approaches to policy making. This results in better engagement with Indigenous government and communities, treaty partners, municipal governments, and the federal government.

The Ministry engages with Indigenous governments, communities², and organizations, as well as federal, municipal and treaty partners, stakeholders, and the public. While reconciliation is a

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 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.

whole-of-government responsibility, the Ministry provides 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., and the [First Peoples' Cultural Council](#) (FPCC), 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, and expanded upon in Minister Scott Frasers's 2017 [Mandate Letter](#) shaped the goals, objectives, performance measures and financial plan outlined in the 2020/21 Ministry of Indigenous Relations and Reconciliation Service Plan and the actual results reported on in this annual report.

The global COVID-19 pandemic resulted in many shifts in priorities, structures, and operations across the public sector. Any changes to Ministry of Indigenous Relations and Reconciliation's goals, objectives, performance measures or financial plan to align with the strategic direction established by Government in late 2020 are presented in the 2021/22 Service Plan.

Operating Environment

Reconciliation must be centered on respectful and collaborative relationships with Indigenous partners that recognizes the value of Indigenous perspectives and contributions to our shared goals and priorities. In these efforts, the B.C. Government is guided by:

- the UN Declaration, 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 Declaration Act, committing the provincial government, in consultation and cooperation with Indigenous peoples, to establish a process that brings B.C. laws in line with the UN Declaration;
- 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;
- The [Draft Principles that Guide the Province of British Columbia's Relationship with Indigenous Peoples](#) (10 Draft Principles), guiding B.C. public servants in their relationship with Indigenous peoples; and
- Gender-based Analysis Plus (GBA+), allowing the Ministry to better understand how various identities, including Indigenous peoples, experience ministry policies, programs and initiatives and enables ministry staff to better reflect the various perspectives and socio-cultural realities of all people living in British Columbia in its work through equitable and accessible policymaking.

The COVID-19 pandemic resulted in significant and immediate shifts in how the Ministry worked together with Indigenous peoples, as public health measures were prioritized to ensure the safety of communities across the province, especially those that are remote and vulnerable to the unprecedented public health emergency. This shift stressed operational capacity both within the public service and Indigenous governments and organizations. As a result, while significant milestones were achieved, some reconciliation commitments saw delays where the ongoing pandemic response took precedence.

Report on Performance: Goals, Objectives, Measures and Targets

Goal 1: Advance equitable social and economic outcomes of Indigenous peoples

The Ministry is committed to advancing social and economic outcomes in Indigenous communities in comprehensive and holistic ways that are determined by and organized around each community’s goals and requirements.

Objective 1.1: Partner on shared initiatives that improve the quality of life of Indigenous peoples

Key Highlights

- Partnered with Indigenous communities in the province to develop four new community well-being initiatives that address socio-cultural priorities through community-based initiatives.
- Supported urgent provincial coordination and engagement efforts with First Nations and Indigenous leadership to respond to the impacts of COVID-19, and provided urban Indigenous communities with \$7.8 million in COVID-19 relief funding to strengthen socioeconomic initiatives at Friendship Centres across B.C. in response to the pandemic.
- Through the Minister’s Advisory Council on Indigenous Women, committed \$530,000 in funding to support the rollout of 53 unique, community-led projects to end gender-based violence.
- Continued to deliver annualized funding to the First Peoples’ Cultural Council to revitalize Indigenous language and culture within the province through community-centred initiatives.
- Partnered with the Huu-ay-aht First Nation to improve a 76-kilometre stretch of Bamfield Road to address ongoing safety and accessibility concerns, which will also bring economic growth and diversification opportunities to the region.

Performance Measure(s)	2018/19 Baseline	2019/20 Actuals	2020/21 Target	2020/21 Actuals	2021/22 Target	2022/23 Target
[1.1] Cumulative number of community ¹ well-being initiatives	12	16	20	20	24	30

Data source: The Ministry of Indigenous Relations and Reconciliation

¹The term *community* is inclusive of all First Nations, Métis and urban Indigenous communities

Discussion of Results

Community well-being initiatives are reconciliation processes where Indigenous communities and the B.C. government work in partnership to identify and then action socio-cultural priorities. These partnerships invest in areas such as economic development, cultural revitalization, human resource capacity building, education, justice, health and family services, and institutional and infrastructure development.

The Ministry achieved its target for the reporting period, having successfully collaborated with Indigenous Communities across the province including Lake Babine Nation, Gitanyow Hereditary Chiefs, Kelly Lake Indigenous Coalition, and the 3 Nations Society inclusive of Tahltan, Kaska and Taku River Tlingit Nations. This work established four additional community well-being initiatives, bringing the cumulative total to the reporting year’s target of twenty.

Objective 1.2: Support Indigenous communities in advancing self-determination and governance building

Key Highlights

- Completed and signed the long-term gaming revenue sharing agreement that will see the Province share approximately \$3 billion in gaming revenues over 25 years with eligible First Nations communities in B.C.
- Collaborated with First Nations across the province to turn nine new revenue-sharing opportunities into specific agreements and extended application timelines for the First Nations Clean Energy Business Fund funding to enable interested First Nations apply for funding without shifting capacity from their community pandemic response.

Performance Measure(s)	2019/20 Baseline	2020/21 Target	2020/21 Actuals	2021/22 Target	2022/23 Target
[1.2] Number of new opportunities ¹ for First Nations to participate in revenue-sharing.	9	4	10	4	4

Data source: Ministry of Indigenous Relations and Reconciliation

¹This includes new revenue-sharing opportunities negotiated into particular agreements.

Discussion of Results

Revenue-sharing is an important reconciliation tool that supports implementation of the UN Declaration by providing funding that strengthens capacity, promotes self-determination, and supports economic, social and community priorities. In addition to sharing provincial gaming revenue to provide stable, long-term funding for First Nations in B.C., the Ministry also continues to work closely with First Nations communities around the province to develop revenue-sharing agreements through collaboration on resource and economic development opportunities.

The Ministry exceeded its target for the reporting year, having collaborated on nine new revenue-sharing opportunities with First Nations communities in addition to the long-term Gaming Revenue-Sharing Agreement, bringing the total to ten opportunities for First Nations to participate in revenue sharing.

Goal 2: Work in partnership to achieve true and lasting reconciliation with Indigenous peoples

True and lasting reconciliation is a cross-government priority and requires collaboration with ministry partners, and transparent engagement with all British Columbians. The Ministry is committed to establishing partnerships and forums that enable meaningful participation of all those seeking to understand and advance reconciliation.

Objective 2.1: Implement 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.

Key Highlights

- Released the first ever Annual Report on the *Declaration on the Rights of Indigenous Peoples Act* ensuring transparency and accountability of reconciliation efforts by outlining concrete steps the provincial government has taken towards implementing the Declaration Act and achieving the objectives of the UN Declaration since the unanimous adoption of the Declaration Act in November 2019.
- Engaged with First Nations, Métis Nation BC, and Indigenous leaders and organizations to inform development of a consultation draft of the Action Plan that will guide the Province in working together with Indigenous peoples to achieve the objectives of the UN Declaration.
- Developed tools and guidance to assist ministries across the public service identify opportunities to consult and cooperate with Indigenous peoples in aligning provincial legislation with the UN Declaration.

Performance Measure(s)	2019/20 Baseline	2020/21 Target	2020/21 Actuals
[2.1] Delivery of planning commitments and reporting obligations related to the <i>Declaration Act</i>	0	1	1

Data source: Ministry of Indigenous Relations and Reconciliation

Discussion of Results

This measure outlines two expectations for ministry performance during the reporting year. The first is delivery of the Annual Report, which was accomplished. The second is development of the Action Plan, for which comprehensive and wide-reaching engagement efforts were initiated and substantial progress was achieved during the reporting period.

While the Declaration Act does not set a timeline for release of the Action Plan, development was slowed by the pandemic and release has since been scheduled for 2021 to ensure that capacity in provincial government and First Nations governments and organizations was well-positioned to support the urgent and evolving COVID-19 public health response. A consultation draft of the Action Plan was released soon after the reporting period ended and has since been made available to the public for continuing engagement in development of the final draft.

Objective 2.2: Negotiate and implement treaties and other constructive agreements with Indigenous peoples

Key Highlights

- In partnership with the federal government and First Nations around the province, advanced treaty negotiations and developed other constructive agreements that lay a path forward for reconciliation in B.C., including supporting a significant ranch purchase in the NStQ treaty process and developed landmark non-treaty agreements such as the [Lake Babine Nation Foundation Agreement](#) and the [Reconciliation Implementation Framework Agreement](#) with the Snuneymuxw First Nation.
- Advanced shared interests in treaty implementation through actions that strengthened our relationship with the Alliance of BC Modern Treaty Nations, including engagement efforts on the Action Plan development, the Premier’s Forum to discuss shared priorities, and initiating a collaborative process on the development of a new fiscal policy to define the provincial fiscal relationship with modern treaty partners.
- Advanced implementation of other constructive agreements including fulfillment of a commitment under the [shíshálh Foundation Agreement](#) that saw the province transfer land to the shíshálh Nation, bringing long-term social, economic, and cultural benefits to the region.

Performance Measure(s)	2018/19 Baseline	2019/20 Actuals	2020/21 Target	2020/21 Actuals	2021/22 Target	2022/23 Target
[2.2] Number of agreements demonstrating transformed approach to treaty-making and other constructive arrangements	5	7	9	9	11	13

Data source: Ministry of Indigenous Relations and Reconciliation

Discussion of Results

A transformed approach to treaty-making includes incremental agreements that support the negotiated reconciliation of Aboriginal rights and title interests, whether inside or outside the formal BC Treaty Commission process. These agreements include final agreements, agreement-in-principle, incremental treaty agreements, core treaty agreements, Stage 5 agreements or other constructive arrangements that seek to reconcile Aboriginal rights and title interests.

Supporting achievement of the performance measure, continued implementation of the Recognition and Reconciliation of Rights Policy for Treaty Negotiations in British Columbia enables flexible, innovative, and collaborative approaches to the negotiation of treaties, agreements, and other constructive arrangements in British Columbia.

Implementing these new approaches enabled the Ministry to achieve its target for the reporting period, having successfully collaborated with Indigenous communities across the province to establish additional agreements that demonstrate a transformed approach to treaty-making and other constructive arrangements, bringing the total to nine for the reporting period.

Objective 2.3: Increase British Columbians’ understanding of reconciliation through transparent and cooperative engagement

Key Highlights

- Delivered transparent engagement opportunities through [govTogetherBC](#), providing an avenue through which the public can be both informed and consulted on reconciliation initiatives occurring across the province.
- Designed and initiated a comprehensive engagement plan as part of the process to develop the draft Action Plan in consultation and cooperation with Indigenous peoples, supported by broader engagement with other partners including local governments, the public, and industry.

Performance Measure(s)	2020/21 Target	2021/22 Target	2022/23 Target
[1.1] Percentage increase over baseline awareness of reconciliation among British Columbians	-	3%	5%

Discussion of Results

The Ministry had committed to developing a new performance measure in line with the associated objective. However, a refocusing on ministry priorities following release of its 2020 mandate warranted review of this objective. Reassessment led to the decision to remove this objective from future reporting periods and cease development of the associated performance measure.

Despite this, the Ministry recognizes that transparent and cooperative engagement is essential to advancing reconciliation – all British Columbians have a role to play as we work together in building a shared and inclusive future. The pandemic has since reinforced this understanding. As such, recent efforts led the Ministry to undertake structural changes to improve integration of its engagement efforts across all ministry business lines. This has resulted in more consistent and reliable application of engagement efforts as the Ministry works with Indigenous partners, local governments, key stakeholders, and the public as we advance reconciliation together.

Financial Report

Financial Summary

	Estimated	Other Authorizations ¹	Total Estimated	Actual	Variance
Operating Expenses (\$000)					
Negotiations & Regional Operations	13,254	107,040	120,294	120,978	684
Strategic Partnerships & Initiatives	22,830	8,343	31,173	27,578	(3,596)
Reconciliation Transformation and Strategies	1,974	500	2,474	3,156	681
Executive & Support Services	9,066	0	9,066	11,296	2,230
Treaty & Other Agreements Funding	39,442	101,403	140,845	140,845	0
First Citizens Fund	1,905	0	1,905	1,905	0
First Nations Clean Energy Business Fund	8,201	0	8,201	8,049	(152)
Sub-total	96,672	217,286	313,958	313,807	(152)
Adjustment of Prior Year Accrual ²	0	0	0	(7,737)	(7,737)
Total	96,672	217,286	313,958	306,070	(7,889)
Ministry Capital Expenditures (Consolidated Revenue Fund) (\$000)					
Executive & Support Services	1	0	1	0	(1)
Total	1	0	1	0	(1)
Other Financing Transactions (\$000)					
Receipts	(0,000)	(0,000)	(0,000)	(0,000)	(0,000)
Land Transfers Disbursements – Pre-Treaty Land Transfers – Treaty and Other Agreements Funding	15,000	0	15,000	13,637	(1,363)
Net Cash Requirements (Source)	15,000	0	15,000	13,637	(1,363)
Total Receipts	(0,000)	0	(0,000)	(0,000)	(0,000)
Total Disbursements	15,000	0	15,000	13,637	(1,363)
Total Net Cash Requirements (Source)	15,000	0	15,000	13,637	(1,363)

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 [\$7,737] million is a reversal of accruals in the previous year.

Appendix A: Agencies, Boards, Commissions and Tribunals

As of June 25, 2021, the Minister of Indigenous Relations and Reconciliation is responsible and accountable for the following:

[BC Treaty Commission](#)³

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](#)⁴

The Haida Gwaii Management Council 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.

³ With reference to the BC Treaty Commission, responsibility and accountability is limited and defined through [the Treaty Commission Act](#).

⁴ With reference to the Haida Gwaii Management Council, responsibility and accountability is limited and defined through the [Kunst'aa guu – Kunst'aayah Reconciliation Protocol](#).