

**Ministry of  
Indigenous Relations  
and Reconciliation**

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**2021/22  
Annual Service Plan Report**

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Published by the Ministry of Indigenous Relations and Reconciliation

## Minister's Accountability Statement



The *Ministry of Indigenous Relations and Reconciliation 2021/22 Annual Service Plan Report* compares the Ministry's actual results to the expected results identified in the *2021/22 – 2023/24 Service Plan* created in April 2021. 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 5, 2022

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## Letter from the Minister

I would like to open this annual report by acknowledging that the Government of British Columbia carries out its work on the territories of 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 Peoples in B.C.

This past year society became collectively aware of what Indigenous Peoples have long known – that many who attended residential schools or Indian hospital sites never returned home. Indigenous Peoples and communities faced many other challenges this year as well, including extreme weather events and the ongoing pandemic.

These events have served to reinforce our collective resolve to create space for healing and continue to advance reconciliation. The imperative for this work has only grown and I am grateful to Indigenous Peoples throughout the province who continued to work with us, despite the many diverse and enduring challenges of the last year.

Our government worked with Indigenous Peoples throughout the province to reach a historic milestone with the release of the Declaration Act Action Plan. This plan is truly a first – no other exists like it in the world. It outlines 89 actions to be undertaken across government that will create a better future for Indigenous Peoples and all British Columbians.

Work began last year on yet another historic accomplishment with the establishment of the Declaration Act Secretariat. The Secretariat will carry out the important function of coordinating government's efforts to consult and cooperate with Indigenous Peoples in the work to align provincial laws with the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration).

Taken together with annual reporting, the Secretariat and the Action Plan will serve as bedrock for the work to come as we bring life to the Declaration on the Rights of Indigenous Peoples Act and realize the objectives of the UN Declaration.

I also want to acknowledge the ongoing work to create lasting reconciliation in the province. We have continued to partner with Indigenous Peoples to develop treaties and milestone agreements that support reconciliation, self-determination, and economic independence. I am grateful to the Indigenous Peoples with whom we partner and the ministry staff who are behind these remarkable efforts.

This past year has been fraught with challenges and we've responded through partnership and collective effort. I am proud of the momentum built this past year to advance reconciliation and I look forward to building on it in the next.



Honourable Murray Rankin  
Minister of Indigenous Relations and Reconciliation  
August 5, 2022

## 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](#)<sup>1</sup>.

The [Truth and Reconciliation Commission \(TRC\) of Canada: Calls to Action](#) confirms the [United Nations Declaration on the Rights of Indigenous Peoples](#) as the framework for reconciliation in Canada. British Columbia is the first province in Canada to recognize Indigenous Peoples' human rights 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. It 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 treaties and other flexible agreements that can evolve over time and developing collaborative approaches to policy making. This results in better engagement with Indigenous communities, treaty partners, municipal governments, and the federal government.

The Ministry engages with Indigenous governments, communities<sup>2</sup>, and organizations, as well as federal, municipal and treaty partners, stakeholders, and the public. While reconciliation is a whole-of-government responsibility, the Ministry provides guidance and leadership to other areas of government on establishing and enhancing relationships with Indigenous Peoples.

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<sup>1</sup> 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.

<sup>2</sup> 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 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), with a mandate to protect, revitalize and enhance First Nations' heritage, language, culture, and arts under the [First People's Heritage, Language and Culture Act](#).

## Strategic Direction

The strategic direction set by Government in 2020, Minister Murray Rankin's [2020 Mandate Letter](#), and government's coordinated response to the COVID-19 pandemic have each shaped the goals, objectives, performance measures and financial plan outlined in the [2021/22 Ministry of Indigenous Relations and Reconciliation Service Plan](#) and the actual results reported on in this annual report.

## Operating Environment

Indigenous Peoples have carried a disproportionate burden of the extreme adversity faced in British Columbia over the last year, including the global pandemic and extreme weather events; these challenges were exacerbated by the findings of unmarked graves at former residential school sites. These events and experiences have greatly impacted how the Ministry engages with Indigenous Peoples and communities and highlighted the imperative to work in partnership to advance our shared long-term vision of reconciliation, in line with other ministry partners who also share in government's commitment to reconciliation.

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 [Declaration Act Action Plan](#), outlining 89 actions the Province has committed to undertake over the next five years in consultation and cooperation with 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;
- the Treaty Commission Act and the BC Treaty process, which provides a framework for the three [Parties](#) (Canada, B.C., and First Nations) to work towards shared goals of recognition and 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.



## Report on Performance: Goals, Objectives, Measures and Targets

### Goal 1: Advance equitable social and economic outcomes of Indigenous Peoples

The Ministry is committed to advance social and economic outcomes in Indigenous communities in comprehensive and holistic ways that are determined by and organized around each community’s priorities. These efforts include sharing the benefits of economic development within the province with Indigenous communities and increasing opportunities for the participation of Indigenous Peoples in the economy.

### Objective 1: Partner on shared initiatives that improve the quality of life of Indigenous Peoples

The Ministry works with Indigenous, provincial, and federal agencies and partners to advance opportunities that improve the health and wellness of Indigenous communities through community-focused initiatives addressing social, cultural, and economic factors.

#### Key Highlights

- In partnership with the federal government, allocated flexible funding to enable Indigenous-led processes that include investigative work and cultural and wellness supports in response to the findings at former residential school and Indian hospital sites.
- Partnered with the Daylu Dena council and the federal government to fund the construction of a new multi-purpose community building and to demolish a former residential school site in Kaska Dena community of Lower Post.
- Delivered funding to the First Peoples’ Cultural Council to continue Indigenous language and cultural revitalization efforts within the province through community-led initiatives.

Performance Measure	2019/20 Baseline	2020/21 Actuals	2021/22 Target	2021/22 Actuals	2022/23 Target	2023/24 Target
[1.1] Cumulative number of community <sup>1</sup> well-being initiatives.	16	20	22	22	24	28

Data source: Ministry of Indigenous Relations and Reconciliation

<sup>1</sup>The 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. This work established two additional community well-being initiatives, bringing the cumulative total to the reporting year’s target of twenty-two.

## Objective 2: Support Indigenous communities in advancing self-determination and governance building

The Ministry works with Indigenous Peoples to advance self-determination and governance building; supporting opportunities for economic, social, and cultural initiatives aligned with community priorities and transitioning delivery of public services to Indigenous governments.

### Key Highlights

- Delivered funding to 27 Indigenous communities during the fiscal year through the [First Nations Clean Energy Business Fund](#) to advance clean energy projects and a low carbon future for the province.
- Offset gaming revenue shortfalls experienced during the pandemic through a one-time \$74 million grant to support First Nations' governments priorities for social services, education, infrastructure, cultural revitalization, and economic development.

Performance Measure(s)	2020/21 Actuals	2021/22 Target	2021/22 Actuals	2022/23 Target	2023/24 Target
[1.2] Number of new opportunities <sup>1</sup> for First Nations to participate in revenue sharing.	10	4	1	4	4

Data source: Ministry of Indigenous Relations and Reconciliation

<sup>1</sup>This 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 promotes self-determination, supports engagement, and advances economic, social and community priorities. In addition to sharing provincial gaming revenue to provide secure, 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 negotiated one comprehensive revenue-sharing agreement with [McLeod Lake Indian Band](#). While the ministry missed the target for the reporting period, the agreement signed covers five separate mining projects rolled up into a single agreement.

Revenue sharing opportunities have advanced in alignment with provincial priorities since this measure was developed. Many of these opportunities (such as the 27 agreements signed under the First Nations Clean Energy Business Fund) are not reflected under current reporting methodology. The Ministry will revise this measure to better reflect the scope of fiscal arrangements and other reconciliation initiatives available to support the advancement of self-determination and governance building within Indigenous communities.

## 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.

### Objective 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

All ministries carry responsibility for implementation of provincial reconciliation commitments. Supporting this, the Ministry works to develop cross-government tools and approaches that achieve the objectives of the UN Declaration and implementation of the *Declaration on the Rights of Indigenous Peoples Act*.

#### Key Highlights

- In consultation and co-operation with Indigenous Peoples, released the historic [Action Plan](#) listing goals, objectives and 89 priority actions to achieve the objectives of the UN Declaration in B.C.
- Established the Declaration Act Secretariat to coordinate a whole-of-government approach to alignment of provincial laws, policies, and practices with the UN Declaration.
- Observed the first-ever federal National Day for Truth and Reconciliation and hosted consultations with Indigenous Peoples followed by public engagements to determine how the National Day will be commemorated in future years.
- Advanced relations with Métis Nation British Columbia through a [Letter of Intent](#) that outlines an approach to develop a new partnership model and distinctions-based approach<sup>3</sup> to the implementation of shared priorities framed by reconciliation commitments aligned with the Declaration Act, the Calls to Action, and the National Inquiry into Missing and Murdered Indigenous Women and Girls Calls to Justice.

Performance Measure(s)	2021/22 Target	2021/22 Actuals
[2.1] Delivery of the Action Plan and reporting obligations related to the Declaration Act.	1	1

Data source: Ministry of Indigenous Relations and Reconciliation

#### Discussion of Results

The Ministry has continued to meet its reporting obligations as identified in the Declaration Act through the release of the [2020/21 Annual Report](#), outlining actions taken across Government to implement section 3 (alignment of laws) and section 4 (Action Plan) of the Declaration Act.

<sup>3</sup>A definition for distinctions-based approach is provided in the [Declaration on the Rights of Indigenous Peoples Act Action Plan 2022-2027](#).

In addition to the Annual Report, the historic release of the first-ever Action Plan under the Declaration Act was delivered during the reporting year. Through extensive consultations with Indigenous leadership across the province and public engagements, the Action Plan collectively identifies goals and outcomes that form the long-term vision for implementing the UN Declaration in British Columbia. Achieving this, the Action Plan lists 89 concrete, tangible actions to be undertaken across government and in partnership with Indigenous Peoples over the next five years.

## Objective 2: Negotiate and implement treaties and other constructive agreements with Indigenous Peoples

The Ministry works with Indigenous Peoples and other ministry partners to establish treaties and other constructive agreements that affirm self-determination and support new approaches to the development of a framework for cooperation and co-existence of Indigenous jurisdiction.

### 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 for reconciliation in B.C., including the [Changing Tide Framework Agreement](#) with the Haida Nation, the [Cowichan Nation-British Columbia Government-to-Government Agreement](#), and the [Sts'ailes Reconciliation Agreement](#).
- Continued partnership with the Alliance of B.C. Modern Treaty Nations to ensure meaningful inclusion of Modern Treaty Nation interests in the Declaration Act Action Plan and a renewed commitment to implementation of modern treaties through the development of the [Shared Priorities Framework](#).
- Reached an interim agreement with the Blueberry River First Nations to initiate restoration activities on the land base and address the cumulative impacts on Treaty 8 rights while promoting economic certainty for permitted natural resource activities.
- Initiated negotiations with the Tahltan Central Government to develop the first ever agreement under Section 7 of the Declaration Act that will enable a shared decision-making structure to guide environmental assessment of the Eskay Creek project.

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

Data source: Ministry of Indigenous Relations and Reconciliation

\*This value has been adjusted from the [2021/22 Ministry of Indigenous Relations and Reconciliation Service Plan](#) as this performance measure will no longer be used in future reporting periods.

### Discussion of Results

The performance measure underneath this objective has been removed from the [2022/23 Service Plan](#) and will no longer be used for reporting underneath this objective.

Consultation is underway on the reporting approach for this objective. These consultations will support development of a new measure that reflects the transformative shift in how the Ministry collaborates with Indigenous communities to design and implement treaties and other agreements and will align with the Declaration Act Action Plan.

Reporting on this measure will begin as soon as is practicable.

## Financial Report

### Financial Summary

Financial Summary	Estimated	Other Authorizations <sup>1</sup>	Total Estimated	Actual	Variance
<b>Operating Expenses (\$000)</b>					
Negotiations and Regional Operations Division	15,341	108,214	123,555	122,571	(984)
Strategic Partnerships and Initiatives Division	18,834	35,002	53,836	56,854	3,018
Reconciliation, Transformation and Strategies Division	3,260	0	3,260	3,148	(112)
Executive and Support Services	13,305	0	13,305	11,383	(1,922)
Treaty and Other Agreements Funding	117,063	228,088	345,151	345,151	0
First Citizens Fund	1,642	0	1,642	1,630	(12)
First Nations Clean Energy Business Fund	9,268	0	9,268	8,453	(815)
<b>Sub-total</b>	<b>178,713</b>	<b>371,304</b>	<b>550,017</b>	<b>549,189</b>	<b>(828)</b>
Adjustment of Prior Year Accrual <sup>2</sup>	0	0	0	(850)	(850)
<b>Total</b>	<b>178,713</b>	<b>371,304</b>	<b>550,017</b>	<b>548,339</b>	<b>(1,678)</b>
<b>Ministry Capital Expenditures (\$000)</b>					
<b>By Core Business</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>(1)</b>
<b>Total</b>	<b>1</b>	<b>0</b>	<b>1</b>	<b>0</b>	<b>(1)</b>
<b>Other Financing Transactions (\$000)</b>					
British Columbia First Nations Gaming Revenue Sharing Limited Partnership Receipts	(58,059)	0	(58,059)	(91,175)	(33,116)
British Columbia First Nations Gaming Revenue Sharing Limited Partnership Disbursements	58,059	0	58,059	91,175	33,116
Land Transfers Disbursements	32,570	0	32,570	1	(32,569)
<b>Total Receipts</b>	<b>(58,059)</b>	<b>0</b>	<b>(58,059)</b>	<b>(91,175)</b>	<b>(33,116)</b>
<b>Total Disbursements</b>	<b>90,629</b>	<b>0</b>	<b>90,629</b>	<b>91,176</b>	<b>(547)</b>
<b>Total Net Cash Requirements (Source)</b>	<b>32,570</b>	<b>0</b>	<b>32,570</b>	<b>1</b>	<b>(32,569)</b>

<sup>1</sup> "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.

<sup>2</sup> The Adjustment of Prior Year Accrual of \$0.850 million is a reversal of accruals in the previous year.

## Appendix A: Agencies, Boards, Commissions and Tribunals

As of August 5, 2022, the Minister of Indigenous Relations and Reconciliation is responsible and accountable for the following:

### **BC Treaty Commission<sup>4</sup>**

[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<sup>5</sup>**

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. through collaborating with government to guide implementation of the Declaration on the Rights of Indigenous Peoples Act and the Truth and Reconciliation Commission Calls to Action that affect women. The Council also supports the inclusion of Indigenous Gender-Based Analysis+ across government and is working to support the development of B.C.'s Action Plan to end gender-based violence.

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<sup>4</sup> With reference to the BC Treaty Commission, responsibility and accountability is limited and defined through [the Treaty Commission Act](#).

<sup>5</sup> With reference to the Haida Gwaii Management Council, responsibility and accountability is limited and defined through the [Kunst'aa guu – Kunst'aayah Reconciliation Protocol](#).