

# Business Plan 2018–21

## Indigenous Relations

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### Accountability Statement

This business plan was prepared under my direction, taking into consideration our government's policy decisions as of March 7, 2018.

*original signed by*

Richard Feehan, Minister

### Ministry Overview

The ministry consists of the Department of Indigenous Relations. The ministry is also responsible for the Metis Settlements Appeal Tribunal, a quasi-judicial body that promotes self-governance, certainty and respect within the Metis Settlements through adjudication, mediation and education.

A more detailed description of Indigenous Relations and its programs and initiatives can be found at [www.indigenous.alberta.ca](http://www.indigenous.alberta.ca).

### Strategic Context

The outcomes and key strategies identified in this business plan are aligned with the strategic direction of the Government of Alberta.

Alberta is committed to reconciliation with Indigenous Peoples. The ministry of Indigenous Relations acts as a focal point for the province's relationships with First Nations, Métis and Inuit Peoples. Indigenous Relations is responsible for building and maintaining relationships with Indigenous communities, groups and organizations as well as upholding government-to-government and nation-to-nation relationships with First Nations and Métis.

Reconciliation is key to enhancing Alberta's relationships with Indigenous Peoples. Reconciliation initiatives include actions to implement the principles of the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) and the recommendations of the Truth and Reconciliation Commission of Canada's Final Report, as well as efforts to address historical travesties such as the Sixties Scoop and Indian residential schools. Indigenous Relations either leads, coordinates or supports other ministries in undertaking such initiatives that serve to reconcile Alberta's relationships with Indigenous Peoples. In particular, the ministry coordinates reconciliation by leading and supporting implementation of Alberta's Protocol Agreements with Treaty 8 First Nations of Alberta and the Blackfoot Confederacy, as well as through agreements with the Metis Settlements General Council and the Métis Nation of Alberta. Moving forward, the ministry will continue to engage with Indigenous communities, groups and organizations to understand how to work together in reconciliation and on UN Declaration related initiatives.

The ministry also works with other governments, industry and other partners to strengthen social and economic opportunities and improve the well-being of Indigenous Peoples in Alberta. Although Alberta's economy is recovering, the economic decline caused by the drop in the price of oil, as well as two large-scale natural disasters, has significantly affected Indigenous Peoples living in Alberta. As the economy improves, the Government of Alberta is committed to ensuring Indigenous Peoples participate and benefit from economic opportunities. As the fastest growing population in Alberta and Canada, Indigenous Peoples are vital to Alberta's economic success.

Indigenous Relations supports enhanced economic participation through a number of economic grant programs and the Indigenous Climate Leadership Initiative. The Indigenous Climate Leadership Initiative is part of Alberta's Climate Leadership Plan, which supports Indigenous leaders and communities to participate in climate leadership opportunities while reducing greenhouse gas emissions, stimulating green economic development, generating green jobs, diversifying Alberta's economy and lowering communities' energy costs.

The Government of Alberta respects the rights of Indigenous Peoples and their cultural identities. There is an increasing recognition within the Government of Alberta of the need for a more strategic and systematic approach to informing ourselves and others of the histories, cultures and aspirations of Indigenous Peoples. Indigenous Relations is co-leading the development of mandatory training for all Alberta public servants to learn about treaties, residential schools, the Sixties Scoop and the historical and contemporary experiences of First Nations, Métis and Inuit Peoples.

Indigenous Peoples want a greater voice to participate in decision making that affects their lives. In the spirit of reconciliation, Indigenous Relations is working with other Alberta ministries to develop opportunities so Indigenous Peoples are empowered to influence land and resource management decisions, as well as supporting and empowering Indigenous Peoples to address the socio-economic conditions in Indigenous communities. The ministry engages with Indigenous communities to support their participation in a number of areas such as land-use planning, resource management and inclusion of traditional ecological knowledge in decision-making.

The Government of Alberta also supports the unique perspectives of Indigenous women and works with the First Nations and Métis Women's Councils on Economic Security to improve the socio-economic outcomes for Indigenous women and their families.

Advancing gender equality is a priority for the Government of Alberta. Gender equality is intrinsically linked to social and economic growth and is vital to the realization of human rights for all. Across government, this commitment has been operationalized through the adoption of Gender-based Analysis Plus (GBA+) and establishment of Centres of Responsibility in each ministry to assess the gender and diversity implications of engagement processes, policies, programs and initiatives.

**Note:** For the purposes of this document, Indigenous Relations uses the term "Indigenous" to refer to all First Nations, Métis, Inuit and other Indigenous Peoples, recognizing that not all people self-identify using the term Indigenous. The Government of Alberta uses the term "Aboriginal" when referencing data sources (i.e., Statistics Canada), programs and program area titles that use "Aboriginal" or when required for historical or legal reasons. The accent on "Métis" is used except when referring to the Metis Settlements as per Metis Settlements' legislation, regulations or policies.

## Outcomes, Key Strategies and Performance Measures

### **Outcome One: Enhanced socio-economic well-being of Indigenous Peoples in Alberta**

The ministry strives to support Indigenous Peoples through effective relationships, policies and initiatives. By building relationships with Indigenous governments, groups and organizations, industry, other governments and partners, and Government of Alberta ministries, Indigenous Relations helps to strengthen economic and social opportunities for Indigenous Peoples in Alberta. Relationship agreements provide a collaborative way forward for the Government of Alberta to work with Indigenous leaders on improving the socio-economic well-being of Indigenous Peoples. These include the Protocol Agreements with Treaty 8 First Nations of Alberta and Blackfoot Confederacy, the Long-Term Governance and Funding Arrangements agreement with the Metis Settlements General Council, and the Métis Nation of Alberta-Government of Alberta Framework Agreement. Indigenous Relations provides advice, guidance and specialized knowledge to other ministries, governments and industry and collaborates with Indigenous governments, communities, groups and organizations to support capacity development. The ministry also funds the Metis Settlements Appeal Tribunal and the Metis Settlements Land Registry, and administers Alberta's Metis Settlements legislation and the First Nations Development Fund.

## Key Strategies:

- 1.1 Lead the government in strengthening relationships with Indigenous governments, communities and organizations and Peoples in Alberta through the implementation of the principles of the UN Declaration in a manner that is consistent with the Canadian Constitution and Alberta Law. This work includes:
  - Working with Indigenous leaders, communities and organizations to deepen our understanding of the UN Declaration and the priorities of Indigenous Peoples;
  - Engaging Indigenous governments, communities and organizations on initiatives to implement the principles of the UN Declaration;
  - Continuing to engage with Indigenous leadership on the development of protocol agreements;
  - Leading engagement with First Nations, Alberta Transportation and the federal government to connect regional drinking water systems with federally supported on-reserve water infrastructure to ensure clean, safe and reliable drinking water for First Nations in Alberta; and
  - Co-leading the Indigenous Learning Initiative including the implementation of an introductory mandatory training for Alberta Public Service and public agency staff to learn about treaties, residential schools, the Sixties Scoop and the historical and contemporary experiences of First Nations, Métis and Inuit peoples in Alberta.
  
- 1.2 Ensure Indigenous governments and organizations have opportunities to reduce carbon emissions, create jobs, participate in Alberta's electricity market, and increase community well-being by actively taking part in Alberta's Climate Leadership Plan through:
  - Engaging with Indigenous governments, communities and organizations to inform climate leadership programs, policy and governance decisions;
  - Delivering programing to enable action to reduce greenhouse gas emissions, enable Indigenous leadership to assess, plan and execute community greenhouse gas reduction and green energy projects, and enable jobs and economic participation in the green economy;
  - Working in partnership with Indigenous leaders to increase Indigenous participation in the decision making process to ensure investments related to climate leadership are directed to Indigenous communities and organizations; and
  - Working with Indigenous leaders and communities to facilitate Indigenous participation in the electricity market.
  
- 1.3 Improve socio-economic outcomes of Indigenous Peoples by:
  - Supporting Indigenous Peoples and groups to deal with the opioid crisis by working with Health to develop criteria for the distribution of funding made available through the Minister of Health's Emergency Response on Opioids Commission;
  - Continuing work on priorities as outlined in the Treaty 8 First Nations of Alberta Protocol Agreement and by implementing the Blackfoot Confederacy Protocol Agreement;
  - Strengthening strategic partnerships with Indigenous governments, communities and organizations, other governments, industry and others to improve socio-economic outcomes of Indigenous Peoples in such areas as children in care, health and education;
  - Supporting the improvement of education outcomes for First Nations students in Alberta;
  - Administering the First Nations Development Fund based on First Nations' economic, social and community priorities;
  - Collaborating with Indigenous governments and organizations, other governments and private and non-profit sectors to address barriers preventing Indigenous Peoples from participating in the economy;
  - Collaborating with other ministries, Indigenous organizations, other governments and private and non-profit sectors to enhance the socio-economic well-being of urban Indigenous Peoples through the Urban Initiatives Program;

- Continuing to lead the Government of Alberta's work with Siksika Nation on the repair and rebuild of houses affected by the 2013 floods;
- Supporting Children's Services on the Sixties Scoop apology by engaging with Indigenous leadership, organizations and survivors to ensure that a meaningful apology is delivered;
- Administering the Aboriginal Economic Partnership Program, Aboriginal Business Investment Fund and the Employment Partnerships Program and supporting strategic projects and initiatives that support Indigenous community and organization goals;
- Collaborating with Health to develop models for continuing care in First Nations; and
- Working with the Aseniwuche Winewak Nation to strengthen governance and improve socio-economic conditions for the Cooperatives and Enterprises.

1.4 Improve socio-economic outcomes for Indigenous women and girls by:

- Participating in the National Inquiry into Missing and Murdered Indigenous Women and Girls;
- Supporting locally based solutions by working with Indigenous and non-Indigenous partners and other stakeholders; and
- Supporting the First Nations and Métis Women's Councils on Economic Security.

1.5 Increase economic opportunities and enhance community and individual well-being of Métis people by:

- Continuing to work with the Metis Settlements General Council and the Metis Settlements to implement the Long-term Governance and Funding Arrangements agreement that seeks to achieve effective governance, enhanced accountability and long-term sustainability; and
- Collaborating with the Métis Nation of Alberta and other ministries to implement the Métis Nation of Alberta-Government of Alberta Framework Agreement.

1.6 Collaborate with other ministries, Indigenous governments, communities and organizations, and the non-profit sector to deliver the Alberta Indigenous Intern Program to strengthen cultural awareness, build community capacity and increase employment within the Government of Alberta.

Performance Measures	Last Actual 2016-17	Target 2018-19	Target 2019-20	Target 2020-21
1.a Climate Leadership: Number of Indigenous Climate Leadership grants	25	110	110	110
1.b Economic Initiatives: Number of Indigenous economic development initiatives	55	44	44	44
1.c Urban Initiatives: Number of urban initiatives and capacity building projects	14	17	17	18
1.d Flood Recovery in Siksika: Percentage of affected homes with construction completed	7%	100%	n/a	n/a

**Linking Performance Measures to Outcomes:**

- 1.a Demonstrates how the ministry supports Indigenous communities, Peoples and organizations in enabling actions to reduce greenhouse gas emissions, reduce energy bills and create jobs.
- 1.b and 1.c Demonstrates how the ministry supports Indigenous communities, Peoples and organizations in enhancing their socio-economic well-being.
- 1.d The flood-recovery housing project is helping to address flood impacted housing in Siksika Nation in southern Alberta and to create strong and vibrant communities.

Performance Indicators	Actual (Year)	Actual (Year)	Actual (Year)	Actual (Year)
1.a Life expectancy at birth:				
• First Nations	72.52	71.60	70.38	71.35
• Non-First Nations	82.07 (2013)	82.19 (2104)	82.30 (2015)	82.32 (2016)
1.b Infant mortality rate (per 1,000 live births):				
• First Nations	9.66	9.56	7.82	6.87
• Non-First Nations	4.10 (2013)	4.32 (2014)	4.18 (2015)	3.73 (2016)
1.c Employment: Percentage of off-reserve Aboriginal population unemployed compared to that of the non-Aboriginal population	4.3 (2013)	3.5 (2014)	5.9 (2015)	5.9 (2016)
1.d Average employment income of Alberta's population 15 years and over who worked full-year, full-time:				
• Aboriginal Albertans		\$43,003	\$55,668	\$66,254
» First Nations		\$38,238	\$50,033	\$61,721
» Métis		\$46,293	\$60,296	\$69,889
• Non-Aboriginal Albertans		\$58,538 (2005)	\$70,042 (2010)	\$82,329 (2015)
1.e Average employment income of Alberta's Aboriginal population 15 years and over who worked full-year, full-time				
• Male		\$50,131	\$63,933	\$78,079
• Female		\$34,438 (2005)	\$45,236 (2010)	\$53,136 (2015)
1.f Percentage of Alberta's employed off-reserve Aboriginal population that has a university degree compared to that of the non-Aboriginal population	16.2% (2013)	15.3% (2014)	15.7% (2015)	19.1% (2016)
1.g Percentage of First Nations population that has a university certificate, diploma or degree compared to that of the non-Aboriginal population			17 (2011)	18 (2016)
1.h Percentage of homicide victims (out of all homicide victims) <sup>1</sup> :				
• Aboriginal Albertans		29%	29%	27%
» Male		21%	17%	18%
» Female		8%	12%	9%
• Non-Aboriginal Albertans		71%	71%	73%
» Male		50%	49%	57%
» Female		21% (2014)	22% (2015)	16% (2016)

**Note:**

<sup>1</sup> The 2014 figures in 1.h were revised in 2016 as per Statistics Canada CANSIM Table 253-0009.

**Outcome Two: Responsible land and natural resource management that benefits all Albertans, respects Aboriginal and Treaty rights, and includes Indigenous perspectives.**

Alberta's management and development of provincial Crown lands and natural resources are subject to its legal and constitutional duty to consult First Nations when Crown decisions may adversely impact their continued exercise of constitutionally protected Treaty rights and, where appropriate, to accommodate their interests. The Government of Alberta has focused Indigenous consultation expertise within the ministry of Indigenous Relations, which strengthens Alberta's role in the First Nations consultation process. The ministry manages the consultation process as it relates to *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013* and supports First Nations, industry and other ministries in the process. The ministry also manages the consultation process as it relates to *The Government of Alberta's Policy on Consultation with Metis Settlements on Land and Natural Resource Management, 2015*, and leads the development of a Métis consultation policy.

This ministry develops policies, programs and initiatives that ensure Alberta fulfills its duty to consult on land and resource development decisions; evaluates consultation capacity requirements of First Nations to participate in land management and resource development consultations; and provides consultation capacity funding to First Nations and Metis Settlements. Indigenous Relations provides advice and guidance to other Alberta ministries responsible for land and natural resource management on obligations to consult and engage with Indigenous communities. The ministry also supports other ministries to enhance the inclusion of Indigenous Peoples and perspectives in the management of air, land, water and biodiversity.

The ministry coordinates the province's participation in land-related negotiations with the federal government and First Nations, particularly Treaty Land Entitlement claims for which Alberta has obligations under the *Natural Resources Transfer Agreement*. These initiatives support responsible land and natural resource management that benefits all Albertans while respecting Aboriginal and Treaty rights. These initiatives are critical components in the advancement of reconciliation with Indigenous Peoples.

### **Key Strategies:**

- 2.1 Lead the development, renewal, and implementation of provincial First Nations and Métis consultation policies and processes by:
  - Completing the comprehensive renewal of *The Government of Alberta's Policy on Consultation with First Nations on Land and Natural Resource Management, 2013*, including the exploration of a legislative approach;
  - Completing the comprehensive renewal of *The Government of Alberta's Policy on Consultation with Metis Settlements on Land and Natural Resource Management, 2015*, including the exploration of a legislative approach;
  - Completing the exploration of options to enhance the consultation capacity needs of First Nations and Metis Settlements;
  - Working in collaboration with the Métis Nation of Alberta and other Métis organizations to develop a provincial Métis consultation policy;
  - Administering Alberta's consultation policies within the context of the provincial regulatory framework;
  - Continuing to administer the First Nations Consultation Capacity Investment Program;
  - Supporting consultation-related activities undertaken by other Government of Alberta ministries; and
  - Supporting government-to-government processes to address land and natural resource management matters of mutual interest.
- 2.2 Promote consistent, coordinated and efficient consultation processes by:
  - Ensuring that Alberta's consultation policies address current and emerging issues and are responsive to the needs of First Nations, Métis organizations, government, industry, and other stakeholders;
  - Leading the GeoData Mapping Project to identify consultation areas with First Nations' input;
  - Developing consultation areas in collaboration with Metis Settlements through the GeoData Mapping Project;
  - Developing information management systems for consultation-related information; and
  - Working with other governments to identify and address consultation challenges and opportunities for coordination.
- 2.3 Work with Alberta's land and natural resource ministries to establish collaborative approaches to enhancing Indigenous inclusion in land and natural resource management by:
  - Leading the development of a Government of Alberta policy or other guiding document for the respectful application of traditional ecological knowledge and traditional land use in Alberta's land-use planning and resource management processes;
  - Supporting Environment and Parks to engage with Métis communities on the review of the *Metis Harvesting in Alberta* policy;
  - Developing and delivering training and education on Alberta's regulatory and consultation processes;
  - Supporting Alberta's Land-use Secretariat to promote meaningful inclusion of Indigenous Peoples and perspectives in the development and implementation of provincial land-use planning; and

- Supporting other ministries to develop and maintain relationships with First Nations and Métis organizations to facilitate the inclusion of Indigenous Peoples and perspectives in the management of air, land, water, and biodiversity.

2.4 Work with other ministries, the federal government and First Nations towards resolution of land-related negotiations, including:

- Negotiation on a settlement of the Lubicon Lake Band land claim;
- Negotiation of the Beaver First Nation Treaty Land Entitlement; and
- Negotiation of the Fort McMurray First Nation Treaty Land Entitlement.

Performance Measures	Last Actual 2016-17	Target 2018-19	Target 2019-20	Target 2020-21
2.a Percentage of First Nations with a GeoData map developed to support the consultation process	90%	100%	100%	100%
2.b Percentage of Metis Settlements with a GeoData map developed to support the consultation process	0	67%	100%	100%
2.c Percentage of weeks in a fiscal year that pre-consultation assessments are completed within established timelines (four working days upon receipt of a complete application)	96%	95%	95%	95%
2.d Percentage of weeks in a fiscal year that consultation adequacy assessments are completed within established timelines (ten working days upon receipt of a complete application)	88.5%	90%	90%	90%
2.e Percentage of First Nations that participate in the First Nations Consultation Capacity Investment Program (FNCCIP)	98%	100%	100%	100%

#### Linking Performance Measures to Outcomes:

2.a and 2.b GeoData maps for First Nations reflect the contemporary and ongoing exercise of Treaty rights and traditional uses, as defined in current provincial policy. GeoData maps for Metis Settlements reflect the contemporary and ongoing harvesting and traditional use activities of Metis Settlement members, as defined in current provincial policy. The maps help ensure that First Nations and Metis Settlements are consulted in a consistent and coordinated manner under current provincial policy.

2.c and 2.d Demonstrates the efficiency of the pre-consultation assessment process, and the consultation adequacy review process, and provides information regarding consistency, coordination and efficiency of the consultation process.

2.e FNCCIP assists First Nations and Treaty organizations with continued development of consultation structures, including capacity building for consultation staff, to fulfill their responsibilities within Alberta's consultation process.

#### Performance Measures under Development:

A measure on meaningful inclusion of Indigenous Peoples in land-use planning is under development.

### Risks to Achieving Outcomes

- Failure to meet the Crown's consultation obligations could affect relationships with First Nations and Métis Peoples, lead to regulatory and investor uncertainty, cause delays in regulatory reviews, and result in potential adverse impacts to the exercise of constitutionally protected rights.
- Inability to meet increasing demands for funding to support Indigenous participation in Alberta's economy could have indirect negative impacts on relationships.
- Indigenous Relations is working with Seniors and Housing and Siksika Nation on the repair and rebuild efforts due to the 2013 flooding in southern Alberta. If the repair and rebuild efforts continue to experience delays due to the complexity of the project, there is a risk of further timeline extensions.

## STATEMENT OF OPERATIONS

(thousands of dollars)	Comparable			2018-19 Estimate	2019-20 Target	2020-21 Target
	2016-17 Actual	2017-18 Budget	2017-18 Forecast			
<b>REVENUE</b>						
Transfers from Government of Canada	(4,174)	-	-	<b>3,500</b>	3,500	-
Labour Market Development	2,828	1,828	2,081	<b>2,170</b>	2,377	2,181
Other Revenue	217	-	-	-	-	-
Consolidated Total	(1,129)	1,828	2,081	<b>5,670</b>	5,877	2,181
<b>EXPENSE</b>						
Ministry Support Services	5,989	7,100	7,100	<b>6,677</b>	6,675	6,673
First Nations and Métis Relations	36,947	31,648	31,884	<b>31,558</b>	31,851	26,655
Indigenous Women's Initiatives	1,163	1,287	1,287	<b>1,167</b>	1,167	1,167
First Nations Development Fund	119,733	129,000	120,000	<b>123,000</b>	129,000	134,000
Metis Settlements Appeal Tribunal	1,065	1,198	1,198	<b>1,196</b>	1,196	1,196
Consultation and Land Claims	18,878	17,275	17,275	<b>17,674</b>	17,674	17,674
2013 Alberta Flooding	4,161	3,717	3,957	-	-	-
Land and Legal Settlement	41	-	-	<b>8,400</b>	-	-
Climate Leadership Plan	6,804	970	37,450	<b>53,869</b>	53,798	50,328
Ministry Total	194,781	192,195	220,151	<b>243,541</b>	241,361	237,693
Inter-Ministry Consolidations	(124)	-	-	-	-	-
Consolidated Total	194,657	192,195	220,151	<b>243,541</b>	241,361	237,693
Net Operating Result	(195,786)	(190,367)	(218,070)	<b>(237,871)</b>	(235,484)	(235,512)
<b>CAPITAL INVESTMENT</b>						
Ministry Support Services	-	25	25	<b>25</b>	25	25