



Indian and Northern  
Affairs Canada

Affaires indiennes  
et du Nord Canada

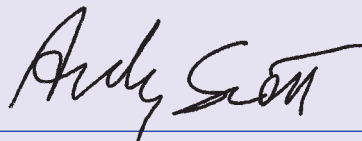
# Indian and Northern Affairs Canada and Canadian Polar Commission

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## 2004–05 Estimates

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### Report on Plans and Priorities



The Honourable Andy Scott, PC, MP  
Minister of Indian Affairs and Northern Development





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## SECTION 1 Messages

### Minister's Message

*I* is a pleasure to present the *2004–05 Report on Plans and Priorities* for Indian and Northern Affairs Canada and Canadian Polar Commission.

I am honoured to assume the responsibility that has been given to me as Minister of Indian Affairs and Northern Development, and proud to lead a department that is committed to a better quality of life for First Nations, Inuit and Northerners.

Today, we stand at a crossroads in our nation's history. There is a renewed sense of national purpose and a renewed spirit of confidence in our country. We are determined to focus our energies and efforts on our shared aspirations for a better and stronger Canada. The key to this is an agenda for real and sustainable changes based on a shared commitment to securing the social foundations upon which Canadians can grow and prosper. At Indian and Northern Affairs Canada, this spirit finds expression in a commitment to strengthening relationships with First Nations, Inuit and Northerners and their leadership. We will explore ways of working together based on the premise that no one understands the needs and priorities of First Nations, Inuit and Northerners better than the people themselves.

As stated in the February 2004, *Speech from the Throne*, the conditions in too many Aboriginal communities offends our values as Canadians. It is in all our interest to turn the corner, and to do so without delay. To this end, we will forge a new partnership with Aboriginal people and their leadership, and Northerners, to strengthen our relationship and work on our shared goal of reducing and eliminating the gap in life chances between Aboriginal people and other Canadians. The status quo is not acceptable, and we are dedicating ourselves to see positive, lasting and meaningful change.

The Government of Canada believes that Canada's future will be shaped by our ability to effectively utilize the ingenuity and creativity of Canadians from coast to coast to coast. We have seen considerable economic growth in First Nations, Inuit and Northern communities across the country. But we also know there are too many communities that have not shared in that growth, and where unacceptable levels of poverty continue to linger. We must build on success where it has emerged, and invest in enabling communities so that all are able to break cycles of poverty and reach their full potential.

The task for all of us is to remove the barriers which impede success, and identify those tools that will allow us to reach our highest goals and challenges in turn creating strong and healthy communities. In this regard, education for a young and growing First Nations population, in conjunction with sustainable economic development, are key areas for the future of First Nations, Inuit and Northerners.

In the North, we have seen new opportunities arise at a time when the process of devolution begins to unfold. INAC is committed to furthering this process while working with our Northern partners to strengthen capacity, enhance local infrastructure and promote sustainable development. The North has tremendous potential, and we will continue our efforts to ensure that Northerners — and all Canadians — are able to benefit.

This *Report on Plans and Priorities* describes the department's agenda for action and its long-term policy focus for realizing our shared aspirations. It also reflects new management processes within INAC and confirms the department's commitment to work collaboratively with our many partners to improve the quality of life for First Nations, Inuit and Northerners in Canada.



# Management Representation Statement

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I submit, for tabling in Parliament, the 2004–05 Report on Plans and Priorities (RPP) for Indian and Northern Affairs Canada and the Canadian Polar Commission.


This document has been prepared based on the reporting principles and disclosure requirements contained in the *Guide to the preparation of the 2004–05 Report on Plans and Priorities*:

- It accurately portrays the organization's plans and priorities.
- The planned spending information in this document is consistent with the directions provided in the Minister of Finance's Budget and by the Treasury Board Secretariat.
- Is comprehensive and accurate.
- Is based on sound underlying departmental information and management systems.

The reporting structure on which this document is based has been approved by Treasury Board Ministers and is the basis for accountability for the results achieved with the resources and authorities provided.



Michael Horgan  
Deputy Minister



Date





## SECTION 11 *Raison d'être*

### Indian and Northern Affairs Canada

The *mission* of Indian and Northern Affairs Canada (INAC) is "Working together to make Canada a better place for First Nations, Inuit and Northerners."

This mission incorporates the principles of:

- a partnership among First Nations people, Northerners and other Canadians that reflects our mutual interdependence and enables us to work together to build a better future;
- financially viable First Nations governments able to generate their own revenues and able to operate with secure, predictable government transfers;
- First Nations governments reflective of, and responsive to, their communities' needs and values;
- the political, economic and social advancement of Canada's three territories; and
- a quality of life for First Nations people and Northerners that is similar to that enjoyed by other Canadians.

These principles also apply to INAC's new results-based management framework, which makes it easier for the department, other federal government departments, and First Nations, Inuit and Northerners to harmonize their efforts.

INAC's core responsibilities with respect to Aboriginal people are primarily to Indian Bands, Status Indians living on reserve and the Inuit. The department's primary role is to support First Nations and Inuit in developing healthy, sustainable communities and in achieving their economic and social aspirations. INAC negotiates comprehensive and specific land claims and self-government agreements on behalf of the federal government, oversees implementation of settlements and promotes economic development. It is responsible for funding province-like services such as education, social assistance and social support services to residents ordinarily resident on reserve with the goal of ensuring access to services comparable to those available to other Canadian residents. It also supports housing and community physical infrastructure on-reserve. The vast majority of these programs and services are delivered



in partnership with First Nations, who directly administer 85 percent of Indian and Inuit Affairs Business Line funds.

INAC's role in the North is extremely broad and includes settling and implementing land claims, negotiating self-government agreements, advancing political evolution, managing natural resources in the Northwest Territories and Nunavut, protecting the environment, and fostering leadership in sustainable development both domestically and among circumpolar nations.

This broad mandate is derived largely from the *Department of Indian Affairs and Northern Development Act*, the *Indian Act*, territorial acts and legal obligations arising from section 91(24) of the *Constitution Act, 1867*; however, the department is responsible for administering over 50 statutes in total. Consequently, INAC's mandate is complex and its responsibilities encompass a broad range of services and overlap responsibilities of numerous other federal government departments.

### **Canadian Polar Commission**

The Canadian Polar Commission is responsible for monitoring, promoting and disseminating knowledge of the polar regions; contributing to public awareness of the importance of polar science to Canada; enhancing Canada's international profile as a circumpolar nation; and recommending polar science policy direction to government.

## SECTION III *Planning Overview*

### Planning Context

The long history and rich culture of Canada's indigenous peoples and the unique characteristics of the North help define our national identity. First Nations and Inuit peoples are an important part of our national fabric and seek to share in the social and economic privileges most Canadians enjoy. Similarly, the North, although it encompasses 40 per cent of Canada's land mass, does not yet enjoy a level of development comparable to other regions in Canada. INAC and the federal government are committed to providing opportunities for First Nations, Inuit and Northerners to more fully participate in and benefit from Canada's political, social and economic development.

The First Nations and Inuit population is the youngest and fastest-growing segment of the Canadian population. This may represent an advantage for First Nations and Inuit youth as a largely aging population prepares to leave the workforce in Canada — they may be in a position to supply needed skills and talent, provided they have the capacity and tools to take advantage of these opportunities, particularly in regions where Aboriginal people constitute an increasingly significant component of the labour force.

First Nations and Inuit governments are also poised to reap greater economic benefits as settlement of land claims and self-government agreements provide greater certainty over rights to natural resources, contribute to a more positive investment climate and create greater potential for economic development, jobs and growth. Many First Nations and Inuit communities are also engaged in successful revenue-generating initiatives, which further contribute to community development. However, more efforts are needed to ensure First Nations and Inuit communities have access to the full range of economic development tools available to non-Aboriginal communities in similar circumstances.

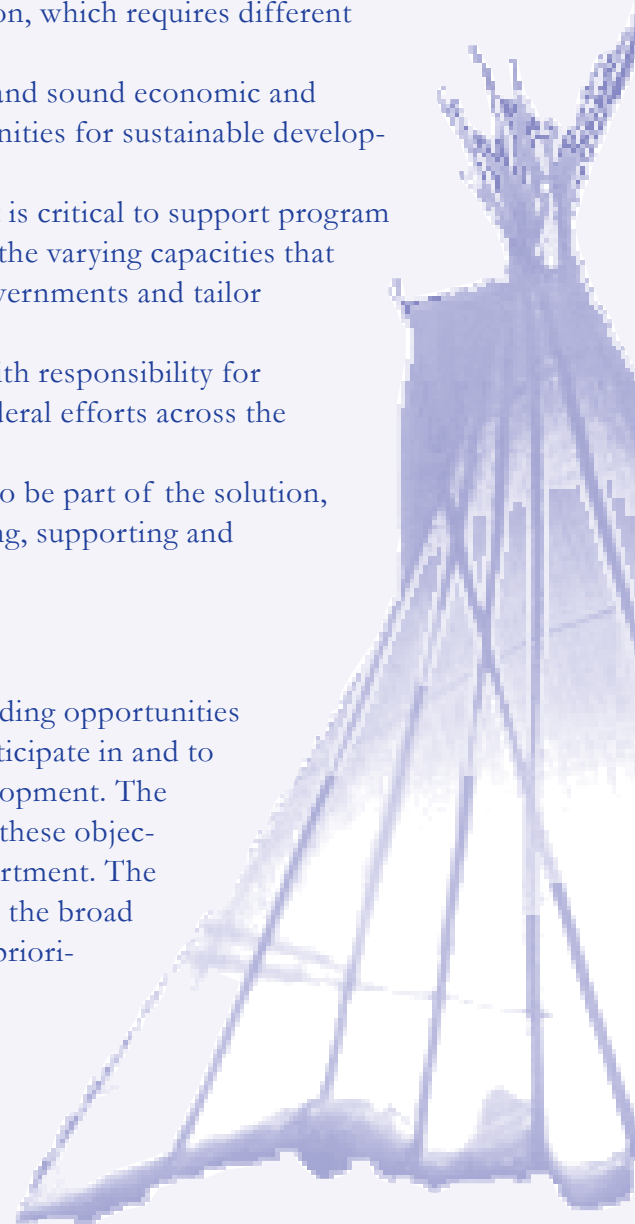
In the North, Canada's three territories have been transformed in recent decades, but there is tremendous potential for further development. The increasing capacity and authority of territorial institutions are providing new governance models and demonstrating effective partnerships between Aboriginal and non-Aboriginal groups. The North also possesses world-class diamond, gold and other mineral deposits and enormous oil and gas reserves; in addition, major gas pipeline projects are under consideration. These assets will generate significant economic benefits, not only for Northerners but for all Canadians. Work is under way to ensure that such activities are sustainable and that the northern environment is protected.

The government of Canada's response to the vast potential that exists will have a lasting impact on whether First Nations, Inuit and Northerners become fully contributing partners in Confederation or whether the cycle of dependency will continue. To generate positive, lasting change that benefits First Nations, Inuit and Northerners and contributes to Canada's overall success, the federal government, together with its partners, needs to address a number of issues. Some of these issues are:

- Socio-economic disparities between Aboriginal and non-Aboriginal people need to be reduced if First Nations and Inuit are to have the same life chances as other Canadians.
- First Nations, Inuit and Northerners must have the necessary education, skills and training to participate in a knowledge economy.
- Their governments must have the necessary tools to improve the quality of life in their communities.
- Increased demand for basic programs and services resulting from population growth.
- Attention must be given to the urban Aboriginal situation, which requires different approaches with a broader set of partners.
- Proper regulatory, legislative and institutional capacity, and sound economic and physical infrastructure are needed to maximize opportunities for sustainable development both on reserve and in the North.
- Strengthening partnerships with First Nations and Inuit is critical to support program delivery, but to be effective, partners need to recognize the varying capacities that exist across the spectrum of First Nations and Inuit governments and tailor responsibilities accordingly.
- Given the range of federal departments and agencies with responsibility for Aboriginal programming, challenges in coordinating federal efforts across the government must be addressed.
- Provinces/territories as well as the private sector need to be part of the solution, considering the many jurisdictions involved in promoting, supporting and managing development.

### **Strategic Plan**

INAC and the federal government are committed to providing opportunities for First Nations, Inuit and Northerners to more fully participate in and to benefit from Canada's political, social and economic development. The INAC Strategic Plan provides the road-map for achieving these objectives by setting out the long-term policy focus of the department. The Strategic Plan provides guidance to sectors and regions on the broad steps required to keep the INAC agenda on track; and its priorities, consistent.



The plan focuses on two equally important and mutually reinforcing objectives: improving quality of life and fostering self-reliance. These objectives inform the activities and investments that are required in the short, medium and long term.

Most importantly, the Strategic Plan is premised on the notion that significant, visible and sustainable improvements are possible primarily through redefined relationships with our partners i.e., with Aboriginal people and Northerners, with provinces and territories, and with other federal departments and agencies, each of whom hold different and often unique levers for generating positive and lasting change. Overall, the success of INAC to meet these objectives is linked to the recognition of the importance of relationships as a fundamental starting point for moving forward.

Working in collaboration with our partners, INAC will ensure policies and other tools are in place to support strong governments. The objective is to strengthen a government-to-government relationship, enabling First Nations and Inuit to provide programs and services to their citizens that are comparable to those of other Canadians. In the territories, INAC will continue to work with Northerners and other partners to strengthen relationships and build effective, efficient institutions of government. INAC recognizes the diversity among its partners and the different capacities, cultures and values that exist among them. To be effective, steps to foster stronger government capacity must take these differences into account.

Within the federal government, Aboriginal programming is shared among 14 federal departments and agencies. Similarly, in the North, INAC works with a number of federal departments to manage federal interests in the territories. INAC will continue to work with federal partners to identify areas where greater efficiencies can be created through more integrated and mutually supportive policies and programs.

Provinces and territories are also key partners in creating sustainable economic development and providing social services. Renewed attention will be given to the development of strategies that involve all jurisdictions in improving quality of life and fostering self-reliance for First Nations, Inuit and Northerners.

In addition to strengthening relationships, INAC will support and enhance areas with the greatest potential to produce lasting results for the largest number of Aboriginal people in need. Efforts will also be focussed in areas with the highest potential to leverage resources with federal departments, other levels of government and with First Nations and Inuit themselves. Two such areas include education and economic development.

In terms of education, INAC will work to support First Nations schools systems that have the capacity to provide a quality of education similar to that of provincial systems, including comparable competencies for teachers, access to special education services and support for early childhood development.

In terms of economic development, mandates, authorities, regulatory regimes and funds will be coordinated to support strategic, sustainable investments. We will work with partners to provide the economic and physical infrastructure for development.

More broadly, INAC will review its policies and programs to determine where re-engineering could produce stronger results that specifically contribute to quality of life.

Overall, INAC's focus on strengthening and renewing relationships, combined with the emphasis on a select number of key areas that can produce significant change, should result in transformative change that allows First Nations, Inuit and Northerners to successfully pursue their own aspirations within Canada.

### **Planning and Measuring Progress**

Improving quality of life and fostering self reliance are long-term objectives that entail many different aspects of INAC's mandate. INAC will measure its progress toward these long-term objectives through its new Planning, Reporting and Accountability Structure (PRAS), which groups INAC activities into five strategic outcomes — the Government, the People, the Land, the Economy and the Operations — that demonstrate how each aspect of the INAC mandate contributes to national, long-term objectives. Demonstrated progress under these strategic outcomes will clearly show positive and sustained movement toward an improved quality of life and greater self-reliance for First Nations, Inuit and Northerners.

Audit and evaluation activities are also important functions in ensuring greater accountability for results. As part of implementing the department's new management framework, INAC will ensure the adoption of a Multi-Year Audit and Evaluation Plan based on considerations of strategic importance, risk, materiality and other criteria.

### **Sustainable Development Strategy**

INAC has developed its third Sustainable Development Strategy (SDS) for 2004–06, entitled *On the Right Path Together: A Sustainable Future for First Nations, Inuit and Northern Communities*. The SDS presents a vision of where the department would like to be in the future and complements the department's overall mission of improving the quality of life and fostering greater self-reliance for First Nations, Inuit and Northerners. The SDS puts forward targets that commit the department to trying new and innovative approaches to fulfilling its mandate to achieve more positive social, economic, environmental and cultural results at the community level.

The commitments in the SDS are organized into five themes — Consultation and Joint Decision Making; Long-term Planning; Water Management; Climate Change and Energy Management; and a broad theme related to modifying INAC's structure, policies and processes to integrate the concept of sustainable development into all aspects of its operations. The major commitments in each theme are included in the body of this document. It is anticipated that further integration of the SDS and the *Report on Plans and Priorities* (RPP) will occur in future years. Details with respect to content and direction of the SDS can be found in the SDS Annex in Section VI. The entire strategy and accompanying action plans can be found at [http://www.ainc-inac.gc.ca/sd/doc\\_e.html](http://www.ainc-inac.gc.ca/sd/doc_e.html).



## Managing for Results – Organizing to Deliver

In 2003, Treasury Board Secretariat published the **Management Accountability Framework** (MAF), which sets out the expectations and indicators regarding management excellence. INAC has begun to put the MAF into operation and to promote its role in strengthening management practices within the department, beginning with an emphasis on current practices and controls, areas that require improvements and strategies to accomplish results. This is outlined further in Section IV under Operations (Internal Support and Strategic Direction).

INAC is committed to transforming its relationship with First Nations, Inuit and Northerners. To better meet changing needs and priorities, INAC's own good governance — how the department is organized, how it plans its programs and services, and how it evaluates performance — is of fundamental importance. Maintaining this forward agenda depends on a continued focus on "**One plan, One process,**" a common vision for the future and a consistent and coordinated plan of action focused on real, measurable and sustainable outcomes.

Over the past year, the department has made a number of concrete investments to promote stronger and more effective departmental planning, decision making, operations and reporting of results. Through a new organizational structure and business management process, the department is aligning its plan with its people, and building the kind of management systems that are essential to the success of individuals, teams and networks pursuing a common mission.

Clarity, consistency and accountability in managing for results will be achieved and maintained through the new departmental **Integrated Planning and Reporting System** (IPRS). This holistic business management process will enable an ongoing, effective, horizontal approach to achieving and communicating clear strategic outcomes, performance objectives and results. Among other key benefits, the IPRS will integrate departmental planning more closely with government-wide plans and priorities through the departmental Strategic Plan; rationalize departmental planning, operating and reporting processes at all levels and in all locations through the development of Strategic Outcome Business Plans; maximize the impact of INAC's strategies and programs through more effective alignment with INAC's program authorities; foster more transparent accountability across the department for spending and results against these plans by articulating these requirements in Performance Management Agreements; and provide the basis for a shared managing-for-results framework with partners.

To implement the IPRS and to build a solid foundation for departmental planning and reporting through the *Report on Plans and Priorities* (RPP) and the *Departmental Performance Report* (DPR), clear and accountable leadership and well-defined work team governance structures are essential.

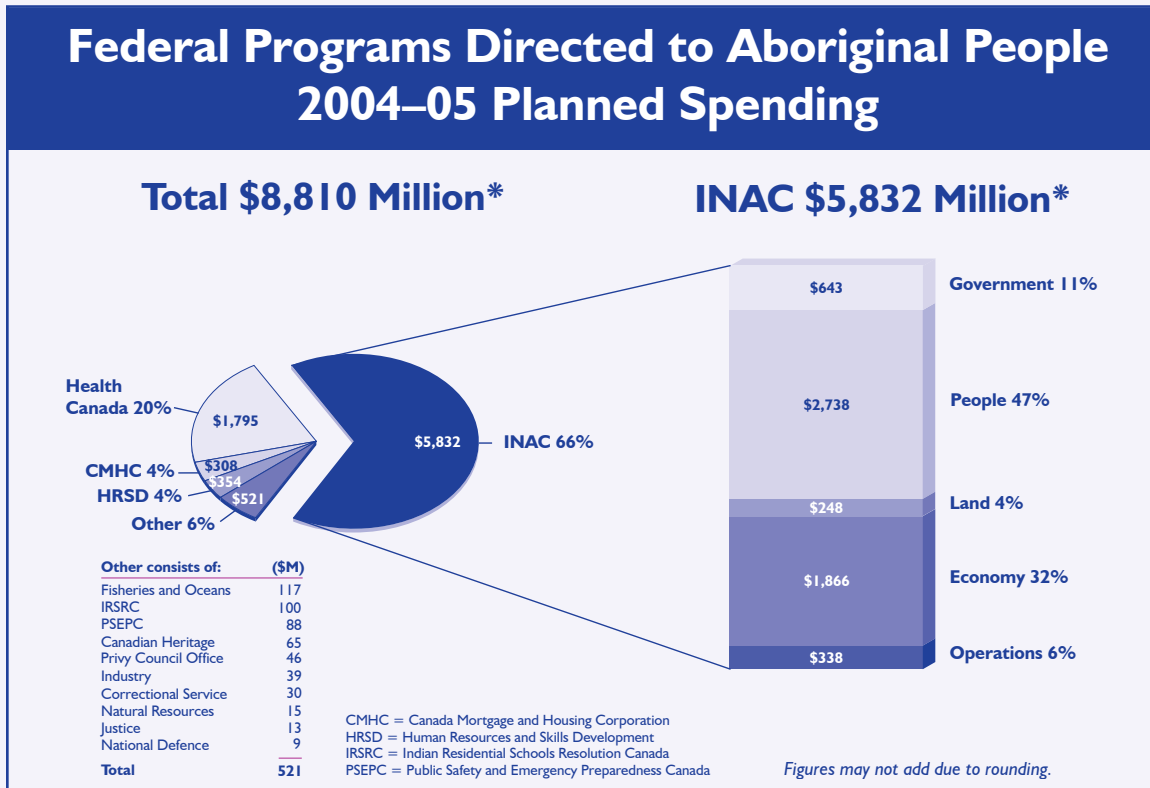


In this light, the department is implementing a results framework based on the following **logic model**.

<p><b>Long-term Outcomes</b></p>	<p><b>STRATEGIC OUTCOMES</b></p> <hr/> <p><i>(Describes the issue to be addressed and statement of intent of where INAC would like to be with its stakeholders longer term)</i></p> <p>A more promising future for all First Nations and Inuit and Northerners as demonstrated by accomplishments in the following areas: The Government; The People; The Land; The Economy; The Operations.</p> <p>More sustainable and accountable Aboriginal governments, stronger partnerships, improved quality of life, increased self-sufficiency and economic independence.</p>	
<p><b>Intermediate Outcomes</b></p>	<p><b>TARGET RESULTS (mid-points)</b></p> <hr/> <p><i>(Directional statements that require partnerships to implement, and need to take into account differences among communities)</i></p> <p>See Section IV – Plans and Priorities by Strategic Outcome for details.</p>	
<p><b>Collaborative Outcomes</b></p> <p>First Nations and Inuit people and communities</p>	<p><b>PARTNERED RESULTS WITH FIRST NATIONS, INUIT AND NORTHERNERS</b></p> <hr/> <p><i>(strategies and plans to achieve Target Results to be developed with stakeholders)</i></p> <p>First Nations communities:</p> <ul style="list-style-type: none"> <li>– adopt specific approaches that contribute to strategic outcomes</li> <li>– gain capacity to manage their own affairs</li> <li>– improve their legal, regulatory, fiscal, social, governance and infrastructure support climate</li> </ul> <p>Constructive progress on disputes, land claims, negotiations and other statutory and fiduciary responsibilities.</p> <p>Substantive progress on the evolution of the territories in a manner consistent with the principles of sustainable development.</p> <p>Collaboration on economic development, increased participation and engagement in determining approaches, frameworks and plans with INAC and other partners.</p>	
<p>Federal, provincial and regional governments, not-for-profit and private sectors</p>	<p><b>PARTNERED RESULTS WITH DELIVERY PARTNERS</b></p> <hr/> <p>Appropriate access to capital and services from private sector financial and service institutions and other related organizations.</p> <p>Better integration of federal, provincial and territorial governments provide harmonized policies, programming and funding, laws and regulations in support of strategic outcomes.</p>	
<p><b>Operations</b></p> <p>INAC</p>	<p><b>ACTIVITIES</b></p> <hr/> <ul style="list-style-type: none"> <li>• Liaison with First Nations and other partners</li> <li>• Development of strategy, policy, guidelines, etc.</li> <li>• Funding processes</li> <li>• Specialized support for infrastructure and services</li> <li>• Litigation management</li> <li>• Advisory and information services</li> <li>• Public education and awareness</li> </ul>	<p><b>OUTPUTS</b></p> <hr/> <ul style="list-style-type: none"> <li>• Meetings, fora for information exchange to develop clear policies, identity management priorities and foster improved decision-making</li> <li>• Frameworks, guidelines and other policy outputs</li> <li>• Funding Agreements/payments</li> <li>• Infrastructure outputs</li> <li>• Strategic court decisions/out-of-court settlements</li> <li>• Service and communication outputs</li> <li>• Public education and awareness outputs</li> </ul> <p><b>RESOURCES:</b> \$5.9 billion in 2004–05 and 4,097 full-time equivalents</p>

## Federal Partners

Fourteen federal departments and agencies, including INAC, offer programs for Aboriginal people, with total expenditures of approximately \$8.8 billion in 2004–05 (see Figure 1). Basic, province-type services account for more than 80 percent of total on-reserve funding. Further information on federal partners is included in Section VI.



\* Expenditures in Figure 1 are budgetary only (excludes \$76 million in non-budgetary expenditures).

Figure 1

## Profile of Canada's Aboriginal People

The *Constitution Act, 1982* recognizes three groups of Aboriginal people — **Indians, Inuit and Métis**. In addition, the *Indian Act* delineates the legal definitions that apply to Indian bands and **Status Indians** in Canada: a Status Indian is an Indian person who is registered under the *Indian Act*.<sup>1</sup> **Métis** people are of mixed First Nations and European ancestry, who identify themselves as Métis. The **Inuit** are the Aboriginal people of Arctic Canada and live primarily in Nunavut, the Northwest Territories and northern parts of Newfoundland and Labrador and Quebec. The Inuit do not live on reserves and are not covered by the *Indian Act*.

INAC's core responsibilities with respect to Aboriginal people are primarily to Indian bands, Status Indians living on reserve and the Inuit. INAC has responsibilities with respect to Indian bands and self-governing First Nations on reserve and/or settlement lands.

In the North, INAC works in cooperation with northern Aboriginal people and territorial governments to develop governance structures and to finalize and implement land claims and self-government agreements. Given the unique context of Canada's North, and in accordance with the federal policy on Aboriginal self-government<sup>2</sup>, some agreements also include Métis north of 60° latitude.

Status Indians living on reserve represent about 62 percent of the Status Indian population. There are 458,600 on-reserve Status Indians and 285,200 who reside off-reserve.<sup>3</sup> In total, there are 614 First Nations communities, comprising 52 nations or cultural groups and more than 50 languages. About 61 percent of First Nations communities have fewer than 500 residents — only six percent have more than 2,000. Overall, 35 percent of on-reserve Status Indians live in urban areas, while 45 percent live in rural areas; 17 percent live in special-access areas and four percent in remote zones.

The on-reserve Status Indian population is expected to increase by 53 percent from 2004 to 2021, compared with 11 percent for the Canadian population as a whole. About 40 percent of the Status Indian population is under the age of 20, compared with 25 percent for the overall Canadian population.<sup>3,4</sup>

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<sup>1</sup> A **Non-Status Indian** is an Indian person who is not registered as an Indian under the *Indian Act*.

<sup>2</sup> See [http://www.ainc-inac.gc.ca/pr/pub/sg/plcy\\_e.html](http://www.ainc-inac.gc.ca/pr/pub/sg/plcy_e.html).

<sup>3</sup> 2000-based projections using the Indian Registry System for the year 2003.

<sup>4</sup> *Population Projections for Canada, Provinces and Territories, 2000–2026*, Statistics Canada, 2001.

## Profile of Canada's North

In Canada's North, which occupies 40 percent of Canada's land mass, the three territories consist of some 96 organized communities, most of them home to small populations, the majority of whom are First Nations, Métis or Inuit. Some 92,300 residents are scattered across this area; Nunavut's population is 26,700, while there are 37,100 people in the Northwest Territories and 28,500 in the Yukon.

The population in the North is young, with 44 percent of the population under the age of 25. Over half of the population of the North is Aboriginal, varying from 86 percent in Nunavut to about 53 percent in the Northwest Territories and about 26 percent in the Yukon. There are few reserves; as a general rule, northern governments are responsible for providing programs and services similar in type to those for which INAC is responsible on reserves in southern Canada.



# SECTION IV *Plans and Priorities by Strategic Outcome*

## Indian and Northern Affairs Canada

### Summary

This section presents a summary of plans and priorities for Indian and Northern Affairs Canada under INAC's new results framework. The framework provides internal cohesiveness, aligns resources to outcomes and results, and improves corporate discipline by focusing the department and its partners on performance.

Figure 2 provides a chart summarizing plans and priorities by strategic outcome, result theme (ongoing priority), business line and planned spending. The remainder of Section IV provides further details of plans and priorities for the reporting period, including target results, deliverables and time lines.



Figure 2

To achieve its strategic outcomes, the department is organized into three business lines as follows:

### **Indian and Inuit Affairs**

Providing an environment that fosters a more promising future for all First Nations and Inuit people by supporting good governance and accountability for First Nations governments to their citizens as the basis for social and economic development; promoting enhanced skills and expertise contributing to more self-reliant First Nations and Inuit governments and individual and community self-sufficiency; and addressing past grievances so that we can continue to move forward.

### **Northern Affairs**

Strengthening Canada's three northern territories by supporting northern governance institutions through the devolution of province-like responsibilities and intergovernmental cooperation; working in partnership with Northerners to ensure the sustainable development of the North, including its people, resources, environment and economy; and fostering intergovernmental cooperation internationally on circumpolar issues.

### **Departmental Management and Administration**

Providing policy direction and sound management of the department for efficient and effective planning, accounting, personnel, communications and other administrative support; and promoting understanding of mutual obligations to help resolve grievances and manage risks.

## Details by Business Line

### Business Line: Indian and Inuit Affairs

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#### STRATEGIC OUTCOME

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#### The Government

*Fostering good governance, effective institutions and cooperative relationships*

*Lead: Assistant Deputy Minister, Claims and Indian Government*

*Planned Spending: \$704.5 million per annum*

### What is this strategic outcome about?

This strategic outcome supports effective governance and institutions that enable First Nations and Inuit governments to achieve an improved quality of life. First Nations and Inuit governments are increasingly responsible for their own affairs: devolution arrangements have transferred administrative authority for the delivery of most programs and services in communities; self-government agreements are expanding law-making powers and establishing new fiscal relationships; and further development of intergovernmental and Treaty relationships is providing the basis for cooperation with other governments and communities in Canada and for resolving long-standing claims and disputes.

*Creating an environment that empowers First Nations and Inuit governments and strengthens effective institutions and cooperative Treaty and intergovernmental relationships.*

These developments support First Nations governments' efforts to develop clear accountabilities to their citizens and to improve social and economic conditions. INAC will continue to help increase self-sufficiency by supporting effective governance and by promoting institutions and processes that foster cooperative Treaty and intergovernmental relationships. All Canadians benefit from healthier, more self-reliant First Nations and Inuit communities better positioned to benefit from social and economic activities.

Effective governance is key to socio-economic development. It allows First Nations and Inuit governments to empower citizens, to exploit opportunities and to improve programs and services to enhance social and economic well-being. The department strengthens First Nations and Inuit governance and financial management through legislative initiatives, administrative mechanisms and capacity development, as well as through its programs and policies.

Institutions support First Nations and Inuit governments in managing resources, in providing programs and services, and in formulating, implementing and enforcing sound policies and regulations. Some institutions work with governments and other partners in areas such as research, governance, education and the environment. The department supports these institutions through funding, research and participation.

Federal, provincial/territorial and First Nations and Inuit governments are building foundations for cooperative relationships by negotiating and implementing land claims and self-government agreements, by mutually clarifying Treaties, and by putting in place the means to work together in identifying priorities for joint action. Negotiations fulfil Constitutional obligations, promote mutual respect, build partnerships, help define common agendas, and reduce conflict and litigation. Agreements give First Nations and Inuit the tools they need to support their cultures and improve their economies: certainty over rights to lands and resources, and clarity for the exercise of self-government powers.

## Plans, Priorities, and Benefits and Results

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### Result Theme/Ongoing Priority: **Governance**

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**Fostering stronger governance contributes directly to healthy, stable and prosperous communities and improved well-being for First Nations and Inuit. To strengthen governance, INAC is focusing on legislative initiatives, programs and policies, and administrative mechanisms that foster stable, legitimate and effective First Nations and Inuit governments that are culturally relevant and accountable to their citizens. (Increased control over lands, resources and the environment under the Strategic Outcome — The Land also contributes to the evolution of First Nations and Inuit governance.)**

**Benefits and Results:** Increased accountability, responsiveness and transparency of First Nations and Inuit governments, along with the appropriate jurisdictions, authorities and access to resources, will lead to social and economic benefits and increased community well-being.

**Results Strategy:** Fostering increased self-reliance of First Nations and Inuit governments by recognizing decision-making and enabling accountable, transparent, legitimate and citizen-empowered governance systems, in partnership with First Nations and Inuit.

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**Target Result 1:** Foster increased capacity to enable First Nations and Inuit groups to adopt broader responsibilities and governance functions; and develop, design and implement innovative programs that respond to their priorities.

#### Deliverables and Time Lines

- Increased number of candidates who participate in INAC's electoral process training courses (ongoing).
- Capacity building in human resources for governance through First Nations administrations (ongoing).



- Modernized design of Band Support Funding by 2005–06.
  - Support to develop governance models that foster increased collaboration and aggregation (ongoing).
- 

**Target Result 2:** Enable First Nations and Inuit citizens to hold their governments accountable.

#### Deliverables and Time Lines

- Creation and implementation of an Internet-accessible virtual library/forum of governance "best practices" (by March 2005).
  - Support for First Nations that are developing and ratifying their own, customized election codes under the *Indian Act* (ongoing).
  - Support for the ratification of up to 13 self-government constitutions by First Nations and Inuit groups (by 2005–06).
- 

**Target Result 3:** Enable and support First Nations and Inuit groups in adopting broader responsibilities and governance functions.

#### Deliverables and Time Lines

- Increase in the number of First Nations and Inuit groups that undertake and complete self-government negotiations (ongoing).
  - Support for by-law advisory services leading to the coming into force of an increased number of by-laws under the *Indian Act* (ongoing).
  - Work in partnership with First Nations to increase the number of elections run by independent electoral officers (by 2004–05).
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**Target Result 4:** Financial transfer arrangements that are matched to First Nations governance capacity.

#### Deliverables and Time Lines

- Assess the extent to which First Nations funding agreements are reflective of their management capacity for prevention and intervention if anomalies are observed (by March 2006).
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**Target Result 5:** Fiscal relations that are responsive to community priorities and show increased transparency, predictability and accountability.

#### Deliverables and Time Lines

- Ratification of financial management and accountability codes (ongoing).

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## Result Theme/Ongoing Priority: **Institutions**

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**Institutions that are well populated by First Nations and Inuit; that are culturally appropriate, effective and comprehensive; and that support increased self-reliance of communities and governments.**

**Benefits and Results:** Strengthened institutions will increase the effectiveness of First Nations and Inuit governments to meet service delivery and other needs. Strengthened institutions require an independent and professional public service that possesses the capacity to carry out a wide range of responsibilities and functions.

**Results Strategy:** Fostering effective First Nations and Inuit governments, in close collaboration with all partners, by providing focused support to the development of a rationalized and cohesive array of institutions that reflect the values of these governments and their citizens (includes the strengthening of an independent public service and the further development of professional associations).

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**Target Result 1:** Improved models for effective governance of institutions that foster increased collaboration and aggregation, as well as improved working relationships and partnerships between and among First Nations, Inuit and Canadians in general.

### Deliverables and Time Lines

- Increased number of effective constitutions, charters, laws, rules/codes, policies, procedures and practices that support First Nations institutions (ongoing).
- Based on an inventory, increased number of strategic partnerships that support institutional development (ongoing).

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**Target Result 2:** Strengthened local, as well as regional and national, institutions of public administration to which all communities have access.

### Deliverables and Time Lines

- Subject to approval by Parliament and Royal Assent, implement the fiscal and statistical institutions to advise First Nations and Inuit governments (2004–05).
- In cooperation with First Nations, establish an independent Centre for First Nations Government (2004–05).

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**Target Result 3:** A professional and independent First Nations/Inuit public service that provides sound advice and implements decisions.

### Deliverables and Time Lines

- Continued financial capacity building through such mechanisms as the Aboriginal Financial Officers Association of Canada.

- Increased number of forums for sharing information and best practices (ongoing).
- Increased number of communities and institutions whose employees meet standards set by professional associations; includes developing and strengthening professional Aboriginal associations (ongoing).

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## Result Theme/Ongoing Priority: **Cooperative Relationships**

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### **Building better intergovernmental and Treaty relationships with First Nations and Inuit to pursue shared objectives.**

**Benefits and Results:** Treaties, comprehensive land claims and self-government agreements establish the foundation for cooperative relationships which respect Aboriginal and Treaty rights, provide certainty over rights to land and resources, and clarify the exercise of self-government powers. These agreements protect the rights of First Nations and Inuit, ensure access to economic opportunities, promote self-sufficiency and enhance the pursuit of shared objectives. To succeed, these agreements require mechanisms to build cooperative relations, to fulfil obligations, to achieve common understanding and to resolve disputes.

Significant progress has been realized through exploratory Treaty processes and commissions, comprehensive and specific claims settlements and self-government agreements. Comprehensive land claims agreements have achieved certainty for lands and resources for over 40 percent of Canada's land mass; 166 specific claims have been settled over the past decade; 32 First Nations are operating under self-government agreements; and 456 First Nations and Inuit groups are participating in land claims and self-government negotiations. Progress on agreements is continuing.

**Results Strategy:** Establishing cooperative relationships by building on common understandings of historic Treaties and through negotiation and implementation of comprehensive land claims and self-government agreements and development of processes that lead to the resolution of specific claims and grievances.

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**Target Result 1:** Shared understanding between First Nations and governments on the historic Treaty relationship and increased public awareness of historic Treaties through enhanced effectiveness of Exploratory Treaty Tables (ETTs) and historic Treaty commissions.

#### **Deliverables and Time Lines**

- Establishment of and support for the work of Treaty commissions (ongoing).
- Evaluation of ETTs (Saskatchewan 2004–05, other ETTs to follow).
- Continuous public education with regions, private sector, First Nations and other government departments.

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**Target Result 2:** Address specific claims and establish the Specific Claims Resolution Centre (SCRC).

**Deliverables and Time Lines**

- SCRC established and operational (by 2006–07).
  - Reaching 12 final specific claims settlements a year (ongoing).
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**Target Result 3:** Achieve certainty over rights to land and resources, and predictability and clarity for the implementation of self-government, through the negotiation of comprehensive land claims and self-government agreements.

**Deliverables and Time Lines**

- Success of key initiatives at self-government and comprehensive land claims Tables, including framework agreements, Treaty-related measures, incremental Treaty agreements, agreements-in-principle, final agreements, implementation plans and fiscal agreements (ongoing).
  - Funding support for capacity development (e.g., through the Negotiations Preparedness Initiative) while negotiations are continuing (ongoing).
- 

**Target Result 4:** Effective processes to implement relationships and agreements, as well as review and renewal of implementation plans and fiscal arrangements.

**Deliverables and Time Lines**

- Management and support for structures and mechanisms that oversee implementation (ongoing).
- Periodic review and renewal of implementation plans and fiscal arrangements in accordance with the agreements (ongoing).
- Implementation of measures to improve federal/provincial/territorial cooperation (ongoing).
- Implementation of measures to improve federal interdepartmental coordination (2004–05).
- Establishment of new processes for mandating implementation plan renewals and updates (2005–06).
- Establishment of a federal interdepartmental mechanism to address Aboriginal issues interdepartmentally in regions where no such mechanism exists (2006–07).

## Challenges, Risks, Opportunities and the Rationale for the Choices Made

The political, social and economic circumstances under which the transformation toward greater self-reliance is taking place vary across the country. INAC needs to be aware of the interests and capacity of different communities and to be able to respond with programs and policies that are flexible. The department must work with First Nations and Inuit, provincial and territorial governments and other federal government departments to find the best ways to support increased self-reliance. Failure to effectively manage this challenge could result in continuing litigation and conflict and hence slower progress in improving living conditions.

Over the past decade, there has been a growing consensus by First Nations and Inuit, the federal government and outside experts that, to build self-reliant, healthy communities, First Nations and Inuit must have control over the decisions that affect their lives and governance tools to exercise this control in the interest of their communities. In other words, progress in enabling effective governance and self-government is essential to an improved quality of life and increased self-reliance for First Nations and Inuit.

In light of not re-introducing C7 into Parliament, the First Nation Governance Bill, a key opportunity for the department is to develop an engagement process in partnership with First Nations to discuss governance approaches supporting the principles of transparency, accountability, effectiveness and efficiency.

## Areas for Improvement and Lessons Learned

To be more successful, the department needs to communicate with First Nations and Inuit communities on our respective priorities and work together more closely to pursue common purposes. After many years of implementing land claims and self-government agreements, we have learned that more emphasis must be placed on transforming the relationships with First Nations and Inuit communities, not just on fulfilling our obligations.

## Key Partnerships

In addition to partnering with First Nations and Inuit, partnerships are required with provincial and territorial governments as key players in negotiating and implementing agreements and working with institutions. Partnerships with industry, environmental groups and academic establishments help with capacity development and research.

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## STRATEGIC OUTCOME

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### The People

*Strengthening individual and family well-being*

*Lead: Assistant Deputy Minister, Socio-Economic Policy and Programs*

*Planned Spending: \$2,657.8 million per annum*

### What is this strategic outcome about?

First Nations and Inuit people are among the most disadvantaged groups in Canada. Research indicates that the areas most likely to produce lasting improvements in quality of life are education and economic development. However, sound education systems cannot achieve maximum results without sound social and health services that support ready-to-learn children and families. Similarly, the ability to maximize economic development and employment opportunities requires safe, stable and healthy individuals, families and communities.

This strategic outcome supports the national objective of giving First Nations and Inuit access to a range and level of services reasonably comparable to those enjoyed by other Canadians in like circumstances, while enabling First Nations and Inuit control over the policies, programs and services that most directly affect their quality of life.

*Integrated interdepartmental policy development, program design and service delivery undertaken in partnership with First Nations and Inuit and other partners. Jointly developed management and accountability frameworks that include jointly agreed-upon performance indicators to support and measure effectiveness and outcomes.*

### Plans, Priorities, and Benefits and Results

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#### Result Theme/Ongoing Priority: **Managing Individual Affairs**

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##### **Professionally managing individual First Nations affairs.**

**Benefits and Results:** The objective of managing individual affairs is to provide a professional standard of service to fulfil Canada's constitutional, Treaty and statutory obligations and responsibilities, while meeting the diverse requirements of First Nations people. The Registration Program ensures the application of proper criteria in the determination of entitlement of legal status under the *Indian Act*, and the issuance of a secure Certificate of Indian Status as confirmation of registration under the Act. The Administration of Estates Program oversees the approval of wills, appointment of administrators, resolution of disputes concerning testamentary matters and the timely administration of estates including the appropriate distribution of assets. The Indian Moneys Program involves the proper administration

(collecting, maintaining, expenditure) of Indian Trust moneys held in the Consolidated Revenue Fund for minors and mentally incompetent persons pursuant to the *Indian Act*. The fulfilment of Canada's Treaty annuity payment obligations includes annual payments of Treaty annuities, triennial clothing allowances and hunting/fishing allowances and supplies.

**Results Strategy:** The effective administration of individual First Nations affairs under the *Indian Act* and Treaties requires that the department manage at a professional service standard reflective of its fiduciary and trust responsibilities. The commitment to the provision of an effective professional service standard includes the modernization of policies and systems and continuous improvement of practices reflecting the fiduciary and trust obligations to ensure the timely and appropriate application of the entitlement criteria for registration; the proper management of estates; the protection and timely disbursement of individual moneys; and the fulfilment of Treaty annuities and allowances.

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**Target Result 1:** Up-to-date Indian register and departmental Band Lists.

**Deliverables and Time Lines**

- Delays with respect to the determination of entitlement to registration on departmental Band Lists will be eliminated (ongoing).
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**Target Result 2:** Certificate of Indian Status issuance.

**Deliverables and Time Lines**

- Status cards issued, renewed and replaced (ongoing).
  - Options for a new, more secure card system will be developed (2004–05).
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**Target Result 3:** Estates administration.

**Deliverables and Time Lines**

- Timely administration of estates (ongoing).
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**Target Result 4:** Administering individual moneys.

**Deliverables and Time Lines**

- Management of trust accounts (ongoing).
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**Target Result 5:** Treaty payments.

**Deliverables and Time Lines**

- Timely payment of Treaty annuities and allowances (ongoing).

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Result Theme/Ongoing Priority: **Education**

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**High-quality education supported by First Nations regional education systems, and increased levels of educational attainment for First Nations and Inuit students.**

**Benefits and Results:** The department supports programming in the following areas:

- The Elementary/Secondary Education Program provides funding to ensure that students who live on reserve have access to education programs comparable to those provided by the province in which the reserve is located.
- The Special Education Program, which operates within the elementary/secondary education system, provides services to improve the achievement levels of on-reserve First Nations special education students by providing access to special education programs and services that are culturally sensitive and meet provincial standards in the province in which the First Nation is located.
- The objective of the Post-Secondary Education Program is to support the increased participation and success of First Nations and Inuit students, both on and off reserve, in recognized post-secondary education programs, thereby improving their employability, and to increase the availability of post-secondary programs tailored to the cultural and educational needs of First Nations and Inuit students.
- The Cultural Education Centres Program supports First Nations and Inuit communities in expressing, preserving, developing and promoting their cultural heritage and language.
- The First Nations and Inuit Youth Employment Strategy emphasizes the importance of education for effective labour market participation and provides opportunities for First Nations and Inuit youth (aged 15 to 30, who ordinarily live on reserve or in recognized communities) to improve their job skills.

**Results Strategy:** A gap currently exists between First Nations and other Canadian students (Auditor General's Report, April 2000). INAC is committed to working with First Nations, Inuit and other stakeholders to improve First Nations and Inuit educational attainment. The department's programming supports First Nations and Inuit initiatives to provide high-quality, culturally relevant education. It does so by increasing the ability of First Nations schools to recruit and retain a high-quality teaching staff; increasing parental and community involvement in education; meeting the needs of special education students; and further enhancing Indian control over Indian education by increasing First Nations capacity, decision making, and participation and control of education through the establishment of education systems.



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**Target Result 1:** Support First Nations and Inuit to provide high-quality, culturally relevant education (i.e., contribute to First Nations schools' capacity to recruit and retain qualified teachers).

**Deliverables and Time Lines**

- Provide proposal-driven funding for teacher professional development training and support activities (2004–05).
  - Prepare preliminary analysis to document any gaps in parity between First Nations and provincial teachers' salaries (2004–05).
  - Complete final analysis (2004–05).
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**Target Result 2:** Continue to support First Nations to provide special needs programs comparable to those in the province where the First Nation is located.

**Deliverables and Time Lines**

- Develop an improved reporting template (2004–05).
  - Build support systems in First Nations schools to assist First Nations with Special Education Program reporting requirements (2004–05).
  - Examine the types and outcomes of special education programs and services provided to students living on reserve that attend provincial schools (2004–05).
  - Analyse trends in provincial expenditures and service standards for special education (2004–05).
  - Assess the level of need for special education services for students attending band-operated or federal schools (2004–05).
  - Conduct a formative evaluation of the Special Education Program (2004–05).
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**Target Result 3:** Support First Nations parental and community involvement in education.

**Deliverables and Time Lines**

- Provide funding for pilot projects that increase parental and community involvement in education.
  - Conduct a review of the first-year pilots (2004–05).
  - Finalize program guidelines for the pilots (2004–05).
  - Conduct a formal evaluation of the pilot projects (2005–06).
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**Target Result 4:** Review the Post-Secondary Education Program.

**Deliverables and Time Lines**

- Review the program, including program management, and develop a plan to bring about improvements taking into account internal/external audits and evaluation (2004–05).

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**Target Result 5:** Assist First Nations and Inuit to secure culturally appropriate teaching methodologies and curricula, and provide support for community-based cultural education programs and services.

**Deliverables and Time Lines**

- Develop and implement a follow-up plan for the evaluation on the Cultural Education Centres Program (ongoing).
  - Provide input to Canadian Heritage on the Aboriginal Languages Initiative (ongoing).
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**Target Result 6:** Support opportunities for First Nations and Inuit youth to improve their job skills and acquire work experience.

**Deliverables and Time Lines**

- Fund First Nations and Inuit organizations to provide school-based work/study opportunities and career planning (ongoing).
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**Target Result 7:** Further enhance Indian control over Indian education by increasing First Nations capacity, decision making, participation in and control of education; strengthen support for existing regional First Nations education systems and expand the number of regional First Nations education systems.

**Deliverables and Time Lines**

- Develop a clear articulation of INAC's role with respect to education (2004–05).
  - Provide support to Treaty 6 and Treaty 8 in Alberta to implement their plans to establish education systems (ongoing).
  - Participate in tripartite negotiations in British Columbia toward First Nations jurisdiction over education (ongoing).
  - Produce research reports on education systems with particular attention to indigenous education internationally (ongoing).
  - Develop models for First Nations education systems in collaboration with regional First Nations organizations (ongoing).
  - Negotiate renewal of the Mi'kmaq Kina'matnewey (MK) Agreement in Nova Scotia (2004–05).
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**Result Theme/Ongoing Priority: Social Development**

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**First Nations assume responsibility for, and jurisdiction over, "social development," including policy development, program design and service delivery, to build self-reliant, sustainable, healthy and stable First Nations communities.**

**Benefits and Results:** Social development services and benefits are intended to be community-based and -controlled. Their purpose is to support reserve residents through individual and family services that have been designed, developed and implemented in collaboration with key partners. Services include: First Nations Child and Family Services, to respond to child protection needs and provide family support and preventive services; the First Nations National Child Benefit Reinvestment Initiative, to reduce child poverty and promote attachment to the workforce; Income Assistance services, to provide for basic needs such as food, clothing and shelter, as well as special needs such as funeral and burial expenses; Family Violence Prevention services, to provide temporary shelter, counselling, public education and awareness; Assisted Living, to provide non-medical services for personal, group and respite care to allow functionally impaired persons to maintain their independence.

#### Results Strategy:

- Strengthen partnerships with First Nations, provinces and territories and other government departments, to jointly articulate strategic orientations and to develop integrated social development policy frameworks and programs, as well as to clarify respective roles, responsibilities and accountabilities.
- Build capacity in First Nations by supporting life skills training; creating communities of interest or networks to promote best practices in case management, social work and social policy; and sound program management to facilitate the transfer of jurisdiction over social development to First Nations.
- Ensure the provision of services that are reasonably comparable to provincial services provided in similar situations.

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**Target Result 1:** Increase the safety and security of First Nations children, individuals and families (ordinarily resident on reserve) in their own homes and communities.

#### Deliverables and Time Lines

- Re-focus funding support for Child and Family Services, on prevention of abuse and neglect (2004-05).
- Develop an options paper on the linkages between the Income Assistance Program and the Aboriginal Human Resources Development Strategy (2004–05).

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**Target Result 2:** Improve social support services for First Nations adults, seniors and children who experience functional limitations (due to health problems, age or disability) to maintain their independence, to maximize their level of functioning and to live in conditions of health and safety.

#### Deliverables and Time Lines

- In collaboration with First Nations and other partners, complete a policy options paper on Long-term Care (2004–05).

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**Target Result 3: Clarify roles and responsibilities (i.e., of service providers and INAC).**

**Deliverables and Time Lines**

- Incorporate management control frameworks in funding agreements (2004–05).
- Complete five national/regional/provincial manuals for Income Assistance, Child and Family Services, Family Violence Prevention, Assisted Living and National Child Benefit (2004–05).

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**Target Result 4: Strengthen the interface between federal/provincial/territorial and First Nations partners.**

**Deliverables and Time Lines**

- Improve federal/provincial/territorial interface by increasing the number of regional tripartite Tables on Child and Family Services (2004–05).
- Work in partnership with Health Canada and Human Resources and Skills Development Canada to develop "single- window" service delivery options with respect to Early Childhood Development (ongoing).

## **Challenges, Risks, Opportunities and the Rationale for the Choices Made**

Improving the quality of life for First Nations and Inuit requires cooperation between federal government departments, First Nations and Inuit, First Nations national and regional organizations, provincial/territorial ministries and agencies and other partners. Success is also dependent on other factors, such as the rapidly growing First Nations and Inuit population, geographic remoteness and increased mobility on and off reserve. Consequently, INAC will take a coordinating and advocacy role — encouraging, enabling and facilitating cooperation.

Building capacity in First Nations and Inuit communities continues to be a challenge. Differences among communities make it necessary for INAC to adopt a flexible approach to program management that differentiates between communities. Recruitment and retention of qualified, professional staff is another ongoing challenge for First Nations and Inuit communities. Finally, as INAC's role changes and First Nations assume greater responsibility for program delivery, departmental capacity issues must be addressed.

The lack of effective coordination of federal/provincial/territorial and departmental performance assessment and reporting is hindering the development of approaches that take into account the unique requirements of First Nations. Efforts at interdepartmental coordination are ongoing; for example, INAC works with both Health Canada and Human Resources and Skills Development Canada (HRSD) regarding Early Childhood Development. INAC and HRSD have also become partners in post-secondary training

to ensure a continuum of education programs and services that reflect the First Nations and Inuit philosophy of life-long learning and improve their employability. This contributes to the strategic outcome of strengthening individual and family well-being, while helping to reduce the skills deficit that is being forecast Canada-wide in the next decade.

Balancing First Nations and departmental data reporting requirements is another ongoing challenge. The lack of jointly developed, community-relevant performance indicators and supporting statistical systems is hindering results-based accountability and impeding reliable, meaningful reporting. As well, the lack of rationalized data requirements has placed an onerous reporting burden on First Nations and Inuit communities. The definition and development of core performance indicators for the various programs will enhance data quality and analysis, clarify respective accountabilities and streamline reporting systems.

Relationships with First Nations often suffer due to their lack of trust in the federal government, and current active monitoring by INAC further aggravates this perception — it appears contrary to the direction of devolution. Moreover, *Indian Act* and other legislative frameworks constrain program delivery to administration of obligations. Thus, the shift to a joint, intergovernmental approach to program design and delivery will be a long-term undertaking.

The establishment of education systems will contribute significantly to ensuring that First Nations schools, many of which are small and geographically remote, can offer the array of educational programs available to other Canadians and benefit from economies of scale.

Investing in effective social development programs and services will improve life opportunities for First Nations peoples. Community-based planning provides an opportunity for First Nations and Inuit communities to identify and articulate their social development priorities and the means by which to address these priorities.

## Areas for Improvement and Lessons Learned

Pursuant to recommendations from internal evaluations, audit reports and policy reviews, the following actions are currently being taken with respect to social development programming:

- reinvigoration and expansion of tripartite Tables to foster effective First Nations/provincial/federal working relationships in support of the delivery of child and family services;
- maintenance of up-to-date national and regional program manuals;
- continuation of efforts to move beyond passive income assistance to an active measures program that promotes attachment to the workforce;
- establishment of tripartite (federal/provincial/First Nations) agreements with a clear statement of roles and responsibilities.

Over the last 25 to 30 years, it can be demonstrated that program delivery, coupled with capacity development, does achieve results. First Nations Child and Family Services agencies have evolved and matured because attention was paid to building capacity as an integral part of the policy and program framework, and to making sure the shift in accountability between INAC, First Nations and provinces was clearly understood. International experience confirms that community participation is essential for the successful design, development and delivery of programs.

The joint work undertaken with First Nations to develop and implement the Special Education Program demonstrated that progress in First Nation and Inuit education is fostered by a meaningful collaborative approach between all stakeholders. As part of the effort to improve performance measures, INAC has developed the "Student Tracing Methodology" so that INAC can work with First Nations to utilize INAC education data (Elementary/Secondary and Post-Secondary) to trace student cohorts funded by INAC to determine their progression, retention and graduation rates. Based on the recommendations of the National Working Group on Education and other studies, departmental officials are working with First Nation partners regionally and nationally to target the issues that have been highlighted as key to student success. These issues include: teacher recruitment and retention, parental and community involvement, need for First Nation education systems to promote aggregated education services and benefit from economies of scale.

## Key Partnerships

- First Nations and Inuit communities and organizations
- Other federal government departments
- Provinces and territories
- Professional (social work, teachers) associations and organizations

The Mushuau Innu Relocation Agreement (MIRA) and Labrador Innu Comprehensive Healing Strategy (LICHS) are examples of key partnerships. The relocation of the Mushuau Innu to the new community at Natuashish in December 2002 represents a major step to bringing closure to the federal government's obligations outlined in the MIRA and towards addressing the community's social problems. Negotiations are also moving forward to address an outstanding housing requirement at Natuashish for remaining eligible Innu as well as for essential professional and support staff. With respect to the LICHS, INAC and its federal partners, the Province and the Innu will continue to work in partnership in order to advance Innu healing, build increased Innu capacity for the management and delivery of some government programs, complete reserve creation (Sheshatshiu), and achieve improvements in health, education, family and social well-being, economic development and First Nations governance.

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**STRATEGIC  
OUTCOME**

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**The Land**

*Transferring land title, and supporting sustainable use of lands and management of resources*

*Lead: Assistant Deputy Minister, Lands and Trusts Services*

*Planned Spending: \$179.4 million per annum*

## What is this strategic outcome about?

First Nations and Inuit culture, identity and economic opportunities are inextricably linked to the land and natural resources. INAC's long-term objective is to contribute to a future in which First Nations governments are responsible for sustainable development of their own lands and resources. INAC is committed to creating an environment that allows First Nations, the federal government and other partners to move beyond the historical mistrust and legislative and regulatory roadblocks that have hindered First Nations and Inuit communities from reaping the benefits offered by lands and resources. INAC's strategy is to help ensure First Nations have the necessary institutional and professional support they need, while effectively managing federal government responsibilities during the transition.

Over the next three years, efforts will focus on removing structural and systemic barriers to the implementation of land transfers; improving the way policies, regulations, programs and procedures are developed, monitored and enforced; and establishing legislative and institutional frameworks to support the transfer of responsibility and control over lands, resources and the environment through sectoral and/or comprehensive self-government arrangements. At the same time, the department will support development of First Nations professional skills and strengthen its internal ability to support the overall process.

Success will only be achieved through genuine partnerships based on open dialogue, transparency and cooperation. INAC will build effective partnerships with First Nations and Inuit communities and governments and other partners, to ensure commitment to final outcomes.

## Plans, Priorities, and Benefits and Results

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Result Theme/Ongoing Priority: **Certainty of Title and Access to Land and Resources**

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**INAC has responsibility to transfer the title of lands to First Nations and Inuit communities, largely through specific and comprehensive land claims. The return of historically expropriated lands (e.g., railway lands) is adding additional land to reserves. Historic antagonism, protracted negotiations, jurisdictional**

disputes and other factors have impeded access to land, delayed or halted investment and development opportunities, and contributed to socio-economic disadvantages. As a result of sustained efforts over the last 10 to 15 years (see Result Theme: Cooperative Relationships, above), significant progress has been made: the reserve land base is doubling and certainty of title has been achieved over 40 percent of Canada's land mass.

This increased access to lands and resources is creating significant economic opportunities for First Nations and Inuit communities. This is the key to increased self-reliance and self-government. INAC must ensure an efficient process to transfer these lands.

#### Benefits and Results:

- Increased self-reliance and economic independence for First Nations and Inuit people, communities and governments as a result of economic development and revenues derived from timely access to lands and resources.
- Improved investor confidence and increased investment opportunities flowing from certainty of title and clarification of jurisdiction.
- Business partnerships, business creation, development and expansion.
- Positive impacts of economic development on social, cultural and environmental circumstances of First Nations and Inuit peoples, communities and governments.
- New approaches to federal, provincial and territorial relations with First Nations and Inuit communities and governments.

#### Results Strategy:

- Remove structural and systemic barriers to development of land and resources through the rapid implementation of confirmation and land transfer components of agreements. Efforts will focus on supporting the efficiency and effectiveness of the Additions to Reserve (ATR) process by capitalizing on best practices and lessons learned. INAC will also facilitate increased access to benefits from economic development activities on traditional territories.
- Build new partnerships and strengthen existing relationships with First Nations, other federal government departments, provinces and municipalities to foster understanding of the benefits of and strategies to facilitate First Nations and Inuit access to land and resources.

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#### Target Result 1: Efficient ATR process.

##### Deliverables and Time Lines

- Complete up to 100 ATRs (based on past history) in 2004–05.
- Develop a strategy to track and report on progress in terms of the average time to add land to reserves (by March 2005).
- Reduce the time it takes to add land to reserves from 5–7 years to 2 years (by March 2007).



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Target Result 2: Clarify land title for Aboriginal parties to comprehensive claim settlements.

Deliverables and Time Lines

- Complete land title transfer, registration and survey requirements pursuant to land claims agreements (ongoing).

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Target Result 3: Clarify status of utility rights-of-way crossing reserves.

Deliverables and Time Lines

- Settlement negotiated with the CPR/9 First Nations/Canada (2004–05).
- Optional tax/title settlement model for other railways/utilities introduced (ongoing).

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Target Result 4: Improve formal relationships to facilitate additions to reserve.

Deliverables and Time Lines

- Develop protocols with First Nations, the Federation of Canadian Municipalities, the provinces and other federal government departments such as Environment Canada, Natural Resources Canada and the Department of Justice organizations (ongoing).

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Target Result 5: Reconciliation of outstanding land transactions with respect to expropriation by provinces (section 35 of the *Indian Act*).

Deliverables and Time Lines

- Develop and approve appropriate strategy to resolve section 35 takings (2004–05).
- Protocol with the Province of British Columbia to resolve approximately 65 section 35 takings (2004–05).
- Resolve approximately 35 outstanding section 35 takings in other provinces using best practices from the B.C. experience (2006–07).

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Result Theme/Ongoing Priority: **Responsible Federal Stewardship**

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The federal government acts in a direct stewardship role as the legal custodian of reserve lands. While management activities for these reserve lands are often shared between the Government of Canada and First Nations, the responsibility for reserve land management rests with INAC under the *Indian Act* and the *Indian Oil and Gas Act*. First Nations communities and governments are becoming increasingly sophisticated in their pursuit of new and more complex development opportunities. The volume of such activities is also increasing as access to lands and resources increases. INAC and First Nations need to overcome the constraints of an antiquated legislative and regulatory regime under the *Indian Act* and the *Indian Oil and Gas Act*. Otherwise, delay in implementing investment

**and development opportunities will continue to contribute to ongoing socio-economic disadvantages and strained relationships.**

**INAC seeks to modernize operations and develop and maintain a modern regulatory environment in partnership with First Nations, so that the federal government can be a responsible steward during the transition to First Nations self-government over lands and resources.**

#### Benefits and Results:

- Sound stewardship of First Nations reserve lands by the federal government.
- Reciprocal knowledge transfer and information sharing in support of a common understanding of sound stewardship of land and resources.
- A common understanding of strategies to facilitate sustainable stewardship of land and resources.
- Overall improvement of socio-economic and environmental conditions of First Nations communities.
- Remediation of contaminated sites.
- Reduced risk of litigation associated with fiduciary responsibilities.

#### Results Strategy:

- Effective management of First Nations reserve lands, resources and revenues held in trust by the federal government. The Government of Canada's commitment to sound stewardship of reserve lands will require continual improvements to the legislative and regulatory framework, as well as the way in which we develop, monitor and enforce policies and regulations and incorporate environmentally sound principles and practices.
- Renewed partnerships and strengthened relationships with First Nations, other federal government departments, provinces and municipalities.

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**Target Result 1: Develop and implement Indian and Inuit Affairs Program Environmental Stewardship Strategy.**

#### Deliverables and Time Lines

- Develop Environment Directive (2004–05).
- Develop Indian and Inuit Affairs Program Environmental Management System (2004–05).
- Implement Indian and Inuit Affairs Program Environmental Management System (2006–07).

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**Target Result 2: Enhanced administrative means for First Nations to access Indian moneys held in the Consolidated Revenue Fund.**

#### Deliverables and Time Lines

- Implementation of the new Specific Purpose Expenditure Trust Policy (in 2004–05).

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Target Result 3: *Indian Oil and Gas Act* amendments and associated regulations.

Deliverables and Time Lines

- Under development for late 2004–05.

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Target Result 4: New instruments to regulate, enable and facilitate commercial and industrial activity on reserves.

Deliverables and Time Lines

- Deliver legislative options regarding commercial and industrial activity on reserves, in partnership with First Nations (2004–05).
- Implementation, including appropriate agreements and regulations (2005–07).

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Target Result 5: Reduce the number of contaminated sites.

Deliverables and Time Lines

- Steady reduction in inventory of contaminated sites requiring remediation (ongoing).

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Target Result 6: Improve registration and enforcement of regulations surrounding land transfers.

Deliverables and Time Lines

- Develop enforcement tools (2004–05).
- Develop land registration service delivery standards (2004–05).
- Commence land registry clean-up (2004–05).
- Complete land registry clean-up (2006–07).

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Result Theme/Ongoing Priority: **First Nations Governance over Land, Resources and the Environment**

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Significant components of the current legislative framework under the *Indian Act* and the *Indian Oil and Gas Act* are outdated and paternalistic and limit progress. Legislative and regulatory change and modern institutional frameworks are required to enable First Nations to assume jurisdiction and control over land. Important steps, such as the *First Nations Land Management Act*, have already been taken by First Nations and the federal government to move this agenda forward. Nevertheless, more remains to be accomplished to establish the full suite of legislative and institutional arrangements necessary to support the transition to full First Nations governance over their lands, resources and environment.

To support the transfer to First Nations governance over land, resources and the environment, INAC will support First Nations-led initiatives to develop

**the appropriate legislative vehicles, provide First Nations with professional development tools, and continue to support the creation of First Nations institutions and professional associations.**

**Benefits and Results:**

- Responds to First Nations aspirations to govern lands, resources and moneys.
- Promotes sustainable development of First Nations lands and resources.
- Allows more effective exploitation of economic opportunities and enhanced community self-reliance.
- Provides the professional and institutional structures to support First Nations authority over lands, resources and moneys.
- Creates sectoral options in the transition to comprehensive self-government.
- Provides the framework for intergovernmental cooperation between First Nations, provinces, and the federal government.

**Results Strategy:**

- Strengthen the land management competencies and professional skills base in First Nations communities and governments through professional training and expanded First Nations participation in decision making about land and resources.
- Support the development of the necessary suite of First Nations sectoral institutions and professional associations in lands, natural resources and the environment.
- Work jointly to create modern enabling legislation to provide First Nations with opportunities to opt out of the *Indian Act* and *Indian Oil and Gas Act* and assume control of sector-specific arrangements.

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**Target Result 1: A First Nations Oil and Gas and Money Management Act.**

**Deliverables and Time Lines**

- Potential legislative initiative developed with First Nations (available by 2004–05).

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**Target Result 2: Modern First Nations Land and Environmental Management Training Program.**

**Deliverables and Time Lines**

- New curriculum, certification and delivery guidelines (2004–05).
- Implementation of the new Lands Management Training Program (2006–07).

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**Target Result 3: A more modern reserve land program for First Nations.**

**Deliverables and Time Lines**

- New reserve land management program options developed (2004–05).

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## Target Result 4: Expansion of First Nations under *First Nations Land Management Act*.

### Deliverables and Time Lines

- Lands Advisory Board exploratory discussions on tribal entry (2004–05).
- Bijuralism options for Quebec First Nations to accommodate the different legal system in that province (2004–05).
- Up to 75 First Nations (by 2006–07).

## Challenges, Risks, Opportunities and the Rationale for the Choices Made

The proposed strategies will improve access to lands and resources on which First Nations and Inuit communities and governments can base sustained socio-economic development and self-sufficiency. First Nations pursuit of increasingly sophisticated and diversified development opportunities is presenting a growing challenge for the department to meet its management responsibilities on reserve lands. INAC must have the professional expertise and regulatory tools to keep pace with the modern First Nations agenda.

Significant components of the current legislative framework are outdated and paternalistic, hindering a positive climate for First Nations and Inuit communities and governments to attract investment. Key challenges include difficulty obtaining consensus to amend or introduce new legislation; limited institutional and human resources competencies in land management of First Nations and Inuit communities and governments; and the need to establish effective partnerships among First Nations and Inuit governments and federal, provincial and territorial governments. Failure to address these challenges could lead to a lengthier and more difficult transition to self-government and lost economic opportunities and could require the federal government to act in a stewardship role for a prolonged period.

A key challenge for the department is to ensure that its own house is in order, so it acts and is seen to act as a development facilitator by First Nations and Inuit and their investor partners. The proposed strategies will support the federal government's role as a steward of reserve land; establish the appropriate legal framework, systems and processes; build the land management competencies of First Nations and Inuit governments; and establish appropriate and effective partnerships.

The proposed strategies for First Nations governance over land, resources and the environment seek to ensure that optimal conditions exist to attract investment; to maximize the socio-economic benefits flowing from lands and resources under the control and management of First Nations and Inuit communities; and to foster strategic partnerships and joint ventures to seize opportunities associated with development of land and resources.

## Areas for Improvement and Lessons Learned

A key lesson learned is the value of effective partnerships, in particular with First Nations and Inuit organizations, in implementing strategies for land and resource management. The *First Nations Land Management Act* (FNLMA) offers a model of optional First Nations-led sectoral self-government legislation for dealing with other land and resource jurisdictions (i.e., oil and gas, and Indian moneys). The success INAC has achieved is due to cooperation by all partners. INAC simply cannot move forward alone — the department needs to focus on developing effective partnerships with First Nations and Inuit organizations, other federal government departments, provinces and municipalities, along with the private sector, community-based organizations and non-governmental organizations.

Building new competencies and strengthening the capacity of all partners is also important to enable all parties to assume their new responsibilities in the context of First Nations and Inuit governance over land, resources and the environment.

Finally, departmental operations must be streamlined to put our own house in order; for example, the average time for processing Additions to Reserve is excessive (up to seven years) and results in increased litigation, increased costs to the Canadian taxpayer, missed economic opportunities and damaged relationships with First Nations.

## Key Partnerships

As noted above, partnerships are key to the success of this strategic outcome. Some of our key partners are:

- First Nations governments interested in assuming jurisdiction and developing the necessary legislative instruments, through such means as the First Nations oil and gas pilot projects.
- The Lands Advisory Board leads implementation of the FNLMA.
- The National Aboriginal Lands Managers Association (NALMA), comprising some 200 First Nations land managers working in First Nations communities. The work of these managers encompasses about 90 percent of reserve lands.
- The Indian Resource Council (IRC), representing approximately 130 First Nations with interests in oil and gas, nominates the majority of the co-management Board of Indian Oil and Gas Canada (INAC's Special Operational Agency responsible for managing the *Indian Oil and Gas Act* and regulations). Oil-producing First Nations hold 80 percent of the department's Capital and Revenues Trust fund.
- The National Aboriginal Forestry Association works with INAC and Natural Resources Canada representing First Nations forestry interests.

- Provinces: Reserve land is contiguous to provincial land. First Nations and Inuit community development of land and resources is enhanced through harmonization of management regimes and establishment of strong working relationships.
- Municipalities: The Federation of Canadian Municipalities (FCM) has established the Canadian Centre for Municipal/Aboriginal Relations to build effective relationships between First Nations and municipal governments. INAC works with FCM and First Nations to foster collaborative working relationships.
- Other federal government departments possess specific mandates and accountabilities that support INAC's commitment to execute its responsibilities. They include: Agriculture and Agri-Food Canada; Canadian Heritage; Canadian Environmental Assessment Agency; Environment Canada; Fisheries and Oceans Canada; Justice Canada; National Defence; Natural Resources Canada; Parks Canada; Privy Council Office; and Transport Canada.

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**STRATEGIC  
OUTCOME**

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## The Economy

*Increasing participation in the economy*

*Lead: Assistant Deputy Minister, Socio-Economic Policy and Programs*

*Planned Spending: \$1,844.1 million per annum*

### What is this strategic outcome about?

This strategic outcome concentrates on establishing a supportive investment/business climate to enable First Nations and Inuit individuals, communities and businesses to seize economic opportunities by leveraging investments in infrastructure for economic and community development.

*Building the economic foundations necessary to close the socio-economic gap between Aboriginal and non-Aboriginal people will foster safe, stable and healthy First Nations and Inuit communities with a greater participation in the Canadian and global economies.*

### Plans, Priorities, and Benefits and Results

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Result Theme/Ongoing Priority: **Economic and Employment Opportunities**

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**Economic and employment opportunities for Aboriginal people.**

**Benefits and Results:** The department will facilitate the development of an environment that allows for greater participation by First Nations and Inuit in economic ventures with key partners. Aboriginal people will be better positioned to identify and act upon economic opportunities, thus creating a sustainable economic foundation.

**Results Strategy:** Advocate and facilitate the development of partnering initiatives with targeted public and private corporations, unions, governments and other stakeholders.

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**Target Result 1:** Increase economic and employment opportunities for Aboriginal people.

#### Deliverables and Time Lines

- Improved relationships between Aboriginal communities and organizations and mainstream business and other organizations (ongoing).
- Development of agreements concerning employment contracts between Aboriginal communities and organizations and mainstream employers (ongoing).
- Increased Aboriginal employment opportunities in targeted sector (2006–07).
- Expansion of existing businesses and creation of new businesses (ongoing).
- Development and implementation of a dedicated strategy to assist Aboriginal women to achieve a level of participation in the economy that is reflective of their representation in Canadian society (strategy by 2005 and ongoing).



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Result Theme/Ongoing Priority: **Access to Capital and Economic Development**

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**First Nations, Inuit and Innu access to capital and economic development.**

**Benefits and Results:** Financial transfers, as part of specific and comprehensive claims settlements and economic development assists First Nations/Inuit/Innu individuals and communities to identify and act on opportunities for economic growth. The department is investing in economic development activities that will facilitate greater participation by First Nations, Inuit and Innu, increase business opportunities, and support economic development, capacity and financial and economic infrastructure.

**Results Strategy:**

- Support First Nations/Inuit/Innu communities in building the foundations for sustainable economic growth through investments in economic infrastructure, human capacity, economic governance, economic development strategies, business development, and development of land and natural resources.
- Improve the climate for economic development through changes to the regulatory environment, access to capital initiatives, and partnerships with other federal government departments, the private sector, provincial and territorial governments.

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**Target Result 1:** First Nations, Inuit and Innu communities have increased business opportunities and services, economic development and capacity, and financial and economic infrastructure.

**Deliverables and Time Lines**

- Improved business climate (ongoing).
- Enhanced individual/community human capacity to support economic growth (ongoing).
- Improved economic infrastructure (ongoing).
- Better access to resources, capital and sources of expertise (ongoing).
- The development of regional economic strategies consistent with Aboriginal and other partners' priorities (strategies by 2005 and ongoing).

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Result Theme/Ongoing Priority: **Community Infrastructure**

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**Community physical infrastructure.**

**Benefits and Results:** First Nations and Inuit communities will acquire and maintain community facilities and services that are consistent with recognized standards and comparable to services provided to nearby communities by provincial and local governments.

The operational objective of the Capital Facilities and Maintenance (CFM) program for First Nations assets is to make federal investments that assist First Nations to maximize the life cycle of their community physical assets (such as water and sewage systems and housing); mitigate health and safety risks; ensure assets meet applicable codes and standards; and ensure they are managed in a cost-effective and efficient manner.

#### Results Strategy:

- Implement the Long-term Capital Plan and the enhanced capital management regime.
- Complete the CFM program review and identify viable options for future program design.
- Implement the First Nations Water Management Strategy.
- Implement joint INAC/Canada Mortgage and Housing Corporation housing action plans.
- Promote innovative alternatives to finance and manage community physical infrastructure in First Nations communities.

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**Target Result 1:** Assist and enable First Nations to ensure that community physical infrastructure is well planned, protected and managed in a sustainable, cost-effective and efficient manner.

#### Deliverables and Time Lines

- Investment decisions are aligned with national priorities (2005–06).
- Issues related to long-term CFM program sustainability and accountability are addressed (2005–06).
- First Nations communities will have safe, potable water and wastewater facilities that meet federal guidelines (2006–07).
- Improved on-reserve housing conditions (ongoing).
- Public-private partnerships to address on-reserve community physical infrastructure needs (2006–07).
- The economic benefits generated from the construction and maintenance of community physical infrastructure are maximized (ongoing).

### Challenges, Risks, Opportunities and the Rationale for the Choices Made

Challenges related to this strategic outcome include the need to develop skills and training that respond to capacity gaps and to acquire knowledge of and access to labour market opportunities; ongoing barriers to engaging private sector capital and having ability to respond to major economic development projects; lack of integration of economic development initiatives between federal government departments; and the need for succession planning for small and medium-sized businesses.

In 2001, the employment rate for First Nations was 41 percent compared to 53 percent for the off reserve First Nations population, 51 percent for the Inuit (only) population and 64 percent for the total Canadian population. The largest gap in employment rates between First Nations on reserve and the total Canadian population was 47 percentage points for the 15–24 age group (2001 Census).

While the proportion of First Nations/Inuit pursuing post-secondary education is improving, only 21 percent of on-reserve First Nations people have a post-secondary certificate, diploma or degree compared with 40 percent for all Canadians (2001 Census). Furthermore, 21 percent of Inuit (only) have also reached this level of education while 27 percent of First Nations off-reserve did so. These educational gaps have contributed to the gap in workforce participation and income.

Failure to invest in economic development and community physical infrastructure will result in reduced employment opportunities and higher dependency rates, continuing disenfranchisement of Aboriginal youth, and substandard assets that present health and safety risks (i.e., poor water quality, inadequate and unsafe housing).

On the positive side, provincial governments increasingly view Aboriginal economic development as a priority, particularly in the western provinces, where there is great potential for partnerships with the co-op movement; other investors and public-private partnerships also show potential to build on success models and develop First Nations financial institutions.

## Areas for Improvement and Lessons Learned

More effective performance information would support more efficient and effective decision making. More coordination/integration of federal resources could maximize investments with respect to development of skills and training needed.

## Key Partnerships

- Public and private corporations
- All levels of government (federal, provincial, territorial, municipal, Aboriginal)
- Unions
- Sectoral institutions
- Aboriginal stakeholders
- Infrastructure Canada Program (for more information on this horizontal initiative see [http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/hrdb-rhbd/profil\\_e.asp](http://www.tbs-sct.gc.ca/rma/eppi-ibdrp/hrdb-rhbd/profil_e.asp)).

## Business Line: Northern Affairs

### STRATEGIC OUTCOME

#### The North

*Strengthening Canada's three northern territories*

*Lead: Assistant Deputy Minister, Northern Affairs*

*Planned Spending: \$184.5 million per annum*

### INAC's Strategic Outcomes in Canada's three northern territories

In Canada's three northern territories, the settlement of land claims and self-government agreements and devolution of province-like responsibilities to northern governments remain long-standing federal objectives in support of the North's political development. With the majority of land claims agreements signed or nearing completion, the creation of new institutions of public government and the progress on self-government, efforts are now focused on supporting strong intergovernmental relationships.

The transfer of control and administration of public lands, water and natural resources to the Government of Yukon took effect on April 1, 2003. Negotiations for a similar transfer are now under way in the Northwest Territories (NWT) and efforts have begun to strengthen the foundation for such a transfer in Nunavut. As governance structures evolve in the North, coordination and cooperation among public government and its institutions and Aboriginal government institutions are taking on increasing importance. In addition, fostering international cooperation on circumpolar issues has become a priority, not only at the government level, but also for individual Northerners concerned about concentrations of pollution in the Arctic.

*INAC's overall strategic focus in the North is on strengthening Canada's three northern territories by: supporting northern governance institutions through the devolution of province-like responsibilities and enhancing intergovernmental cooperation; working in partnership with Northerners to promote the sustainable development of the North; and fostering international cooperation on circumpolar issues.*

In the NWT and Nunavut, INAC continues to have responsibility for the management of land, water and natural resources. Pressures for new sources of oil and natural gas have resulted in major exploration and investments in the North, including proposals to develop major gas fields in the Mackenzie Delta, to build a gas pipeline down the Mackenzie Valley and to investigate the possibility of an Alaska Highway pipeline. Pipeline development would provide sustained growth in northern economies and create opportunities for employment, training and new business, not only in the oil and gas industry, but also in related industries such as construction, transportation and small business spin-offs. Investments are also being made in mineral exploration and development.

Conditions in Canada's North pose unique challenges to the delivery of programs and services — the remoteness of many small communities scattered across wide distances, a severe climate and gaps in infrastructure (e.g., connectivity, roads, ports). Gaps in skills and capacities among individuals, communities and governments and in science and technology also pose challenges for economic growth. In addition, Northerners are concerned about the cumulative effects of major resource development projects on the sensitive Arctic environment, along with the potential impacts of year-round sea access, and broader issues such as climate change, contaminants in the Arctic food chain from transboundary pollutants and the large number of contaminated sites, including abandoned mines, in the North requiring remediation.

Northerners, both Aboriginal and non-Aboriginal, are willing to invest in development on the condition that environmental concerns and socio-economic impacts are addressed and that they participate in and benefit from development. Northern communities are working to address capacity challenges to effectively participate in decision making, to conserve social structures and to foster sustainable development.

A key challenge facing INAC will be to support development of the vast resource potential of the territories while ensuring the ecological integrity of the northern environment is protected. In partnership with other federal government departments and Northern partners, INAC is investing in increased northern research and attempting to close legislative, policy and regulatory gaps to put in place more efficient and stable regulatory regimes that both encourage economic growth and ensure sustainable development in the North.

## Plans, Priorities, and Benefits and Results

### Strategic Outcome: The North — The Government

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#### Result Theme/Ongoing Priority: Northern Governance

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**Progress on the Aboriginal agenda and on northern institution-building has contributed to the beginning of a social and cultural revitalization in Aboriginal communities and to strengthened partnerships essential to current and future development. Further attention to these priorities and to supporting the capacity of Northerners to manage governance is essential. Northern governance also has an important international dimension since transboundary issues must be addressed through both domestic and international action.**

**Benefits and Results:** Fostering good governance and building effective institutions and cooperative relationships will help to prepare Northerners to face the challenges and opportunities from increased exploration and development of natural resources,

support a competitive investment climate within the principles of sustainable development, and enhance inter-ministerial efforts to promote agreements, protocols and information sharing on key Arctic issues.

**Results Strategy:** Supporting intergovernmental relationships is a key ongoing strategy, along with continued devolution of control and administration of public lands, water and natural resources to northern governments, working cooperatively to build effective governance institutions pre- and post-devolution, and fostering inter-governmental cooperation on circumpolar issues.

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**Target Result 1:** Achieving key milestones in the devolution of province-like responsibilities to northern governments.

#### Deliverables and Time Lines

- A signed Agreement-in-Principle on the devolution of province-like responsibilities in the NWT (2004).
  - Approval of the final NWT Devolution Transfer Agreement and tabling of legislation for consideration by Parliament (in 2005–06).
  - Progress toward Nunavut devolution through a range of activities including the development of resource management legislation (see Strategic Outcome: The North — The Land, below) and cooperative approaches to territorial economic development (see Strategic Outcome: The North — The Economy, below) (ongoing).
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**Target Result 2:** Improved development and management of strategic issues in each territory through effective intergovernmental mechanisms.

#### Deliverables and Time Lines

- Participation in and support for senior-level fora (Yukon and NWT Intergovernmental Forums and Nunavut Senior Officials Working Group) (ongoing).
  - Strengthen interdepartmental cooperation and communication on northern issues through the NWT and Nunavut Federal Councils, including the 2004 Public Service Leadership Conference in the NWT (ongoing).
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**Target Result 3:** Addressing key Arctic issues through strengthened intergovernmental cooperation and international action.

#### Deliverables and Time Lines

- Advance on Canada's Arctic Council objectives at the two upcoming Senior Arctic Officials Meetings, May 4–5 and November 15–16, 2004, and at the Arctic Council Ministerial Meeting, November 17–18, 2004.

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**Target Result 4:** Improved community economic development in the Russian North through partnerships.

#### Deliverables and Time Lines

- With the Inuit Circumpolar Conference (Canada), complete the final program of activities of the five-year technical assistance project, *Institution-building for Northern Russian Indigenous Peoples* (2004–05).
- Increase the sharing of best practices in federalism, governance and northern development with Russian partners in the Siberian Federal District through workshops, interchanges and other learning events (ongoing).

### **Strategic Outcome: The North — The People**

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#### Result Theme/Ongoing Priority: **Healthy Northern Communities**

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**One of the challenges facing federal, provincial and territorial governments is to find the most effective means of ensuring that people living in isolated communities in northern Canada have the physical and economic means to obtain sufficient safe and nutritious food at all times. Food security is influenced by a number of factors, including the price of imported foods and the safe consumption of traditional foods. On a broader scale, scientists are learning more about climate change and its impact on the Arctic. Adaptive strategies will need to be developed, evaluated and then adopted in northern communities.**

**Benefits and Results:** Individual and family well-being is enhanced when investments are made to improve the health of individuals, and communities are provided with the information and the tools they need to respond to broader issues such as the effects of climate change and contaminants in the Arctic food chain.

**Results Strategy:** Subsidizing the transport of nutritious perishable foods to isolated northern communities to keep the prices affordable is a key strategy for improving the health of Northerners. With funding provided by Health Canada, INAC is conducting pilot projects in Kugaaruk (Nunavut), Kangiqsujuaq (Quebec) and Fort Severn (Ontario) to determine whether further reductions in the cost of shipping the most critical perishable foods (e.g., fruit, vegetables and fresh dairy products), along with nutrition education and promotion of healthy foods, would improve health in isolated communities.

Funding and managing research into the sources of contaminants in the northern food chain is resulting in improved understanding of their impact on traditional

foods. Emphasizing human health research and effective community dialogue assists Northerners to make informed choices about traditional food consumption, while supporting international agreements to control contaminants reduces the impact on human health throughout the circumpolar world.

To mitigate climate change, INAC is working in partnership with territorial governments, other federal government departments and Aboriginal organizations to increase energy efficiency and the use of renewable sources of energy, decrease reliance on diesel fuels, and reduce greenhouse gas emissions. Emphasis will also be placed on defining the impacts of climate change and the options for adaptation in northern communities.

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#### Target Result 1: Improved food security and health of Northerners.

##### Deliverables and Time Lines

- Ensure retailers using the Food Mail Program pass savings on to customers through regular monitoring and reporting of prices; report on food price survey results via the INAC Web site (ongoing).
  - Complete the pilot projects in three northern communities, in cooperation with Health Canada, Canada Post, the Nunavut and Ontario governments, and the Nunavik Regional Board of Health and Social Services, to provide a sound basis for Ministers to make sustainable, long-term decisions about funding for the Food Mail Program (2004–05).
  - Improve the efficiency of the transfer of funds for hospital and physician services provided by the territorial governments to First Nations and Inuit residents through permanent adjustments to program authorities (2004–05).
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#### Target Result 2: Increase understanding of the sources and effects of contaminants in the northern food chain.

##### Deliverables and Time Lines

- Conduct research into effects on human health and monitor effects on communities at highest risk, where exposure to contaminants are of concern to health authorities (ongoing).
- Conduct environmental trend monitoring related to human health and international controls to enable the provision of sound dietary advice in high-risk communities (ongoing).
- Address Canada's obligations under the Stockholm and the Long-Range Transboundary Air Pollution (LRTAP) Conventions and the Arctic Monitoring and Assessment Programme (AMAP) by assessing Arctic temporal trends and new chemicals of concern in the Arctic (ongoing).



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**Target Result 3:** Better understanding of the impacts of climate change, options for reducing greenhouse gas emissions, and partnerships and incentives to implement options both in the North and in Aboriginal communities. (Note: Funding for the Aboriginal community portion in the provinces is captured under the Strategic Outcome — The Land; above).

#### Deliverables and Time Lines

- Reduce greenhouse gas emissions in the North and in Aboriginal communities during the Kyoto reporting period (2008–12).
- Implement Aboriginal and northern partnership mechanisms in each territory and province to coordinate federal and other actions on reducing greenhouse gas (2004–05).
- Develop annual regional plans in each INAC region for the implementation of the Aboriginal and Northern Community Action Plan on Climate Change (2004–07) and other climate change programs as appropriate.
- Developing an impacts and adaptation strategy by 2005 for incorporation into the federal impacts and adaptation plan, in partnership with territorial governments, provinces, Aboriginal organizations and other federal government departments.

### **Strategic Outcome: The North — The Land**

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#### Result Theme/Ongoing Priority: **Northern Land and Resources**

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**One of INAC's key challenges in the North is to support economic development of the vast natural resources of the territories while protecting the ecological integrity of the sensitive northern environment. Environmental stewardship is all the more important in the context of projected levels of exploration and development activity, the impacts of climate change and the large number of contaminated sites in the North.**

**Benefits and Results:** Supporting the sustainable development of the North's natural resources while protecting Arctic ecosystems so that the North's resources will be available for the use and enjoyment of future generations.

**Results Strategy:** The remediation of northern contaminated sites and enhancing INAC's ability to minimize the environmental impacts of resource development through environmental management/conservation programs is a key strategy in protecting the Arctic environment. Strengthening institutions, fostering partnerships and other initiatives lead to timely, open and predictable regulatory approval processes and improve prospects for resource development that is environmentally responsible and sustainable.

Increasing geoscientific and other science-based knowledge, and supporting the formation of the next generation of northern science experts, will contribute to the capacity for sound decision making throughout the North in both the public and private sector.

INAC has responsibilities for non-renewable resource management (i.e., oil and gas, mining) in the NWT and Nunavut. These responsibilities extend to the offshore, which will continue to remain a federal responsibility post-devolution. Investing in increased northern research and closing legislative, policy and regulatory gaps, in partnership with other federal government departments and northern partners, will support more efficient and stable resource regulatory regimes and encourage the growth of the northern economy in a way that is sustainable.

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**Target Result 1:** Strengthened environmental management and stewardship to reduce health and safety risks posed by northern contaminated sites and major resource development projects.

#### Deliverables and Time Lines

- Mitigate environmental and human health risks through continued care and maintenance at several abandoned mine sites in the Yukon and NWT (ongoing).
- Finalized project descriptions for the Giant and Colomac Mines (2005) with implementation pending environmental assessment and licensing approvals.
- Remove 75 percent of PCB-contaminated soil from the Resolution Island Site in Nunavut (by the winter of 2005) (remediation completed by 2007).
- To the extent financial resources permit: 1) enhance the NWT-Protected Area Strategy specifically for the Mackenzie Valley over the next five years to identify, evaluate and establish interim protection for a network of protected areas prior to or concurrent with the proposed Mackenzie Valley pipeline (ongoing); and 2) implement the NWT Cumulative Environmental Effects Management Strategy and Framework to facilitate ecological protection and responsible economic development within a sound environmental management framework (ongoing).

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**Target Result 2:** Expanded knowledge base for sound decision making through increased levels of northern research, including collection, acquisition and sharing of data.

#### Deliverables and Time Lines

- Address critical gaps in capacity and scientific research so that governments can take sound, timely decisions on project proposals and identify measures to mitigate exploration, development and transmission of natural gas in the Mackenzie Valley (ongoing).
- Improve the quality and quantity of geoscience data in the North through investments in geophysical coverage, digitizing and compiling existing data, and enhancing existing projects with partners, including the Geological Survey of Canada, the governments of the Yukon, NWT and Nunavut, and Nunavut Tunngavik Inc. (2004–05).

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**Target Result 3:** An effective northern operating environment through provision of clear, efficient and stable resource regulatory regimes.

#### Deliverables and Time Lines

- Complete development of new regulations under the *Yukon Environmental and Socio-economic Assessment Act* in partnership with the Government of Yukon and the Council of Yukon First Nations.
- Continue to advance Canada's interest in long-term northern energy development by co-ordinating the federal regulatory and policy response to the Mackenzie Valley pipeline.
- Complete development of the northern resource framework for decision making as outlined in the INAC 2004–06 Sustainable Development Strategy (by 2006).
- Complete regulatory amendments to the Frontier Lands Petroleum Royalty Regulations to meet today's operating environment (2004–05).
- Develop an electronic oil-and-gas royalty management system to facilitate on-line royalty submissions and provide a mechanism for assisting in administration, assessment and audits of royalties (bulk of development in 2004–05); update MINERS database to reflect recent amendments to the Canada Mining Regulations (2004).
- Enhance cooperation and understanding of mineral resource issues through meetings of northern Mines Ministers and the Industry Government Overview Committee (ongoing).
- Provide greater certainty concerning resource development in Nunavut through introducing legislation to govern the Nunavut Planning Commission and the Nunavut Impact Review Board (2005–06); preparing the Waters Management Action Plan for Nunavut (2005–06); and reviewing Nunavut Water Regulations in conjunction with the Nunavut Water Board and Nunavut Tunngavik Inc. (2004–05).

### **Strategic Outcome: The North — The Economy**

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#### Result Theme/Ongoing Priority: **Northern Economy**

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**The capacity of the North to respond to development requires the attention and support of the federal government if Northerners are truly to participate in and benefit from resource development. Territorial governments have the responsibility for province-type roles in economic development, but have limited sources of revenue and budgetary flexibility. With half the population under 25 years of age, maintaining a sufficient rate of job creation is also a key objective.**

**Benefits and Results:** Supporting investments that strengthen the three territorial economies results in sustainable economic growth and enables Northerners to participate in and benefit from northern development.

**Results Strategy:** INAC, with its partners, is making investments required to strengthen the North's economic foundations, both physically (e.g. roads, municipal infrastructure, connectivity hardware) and from a knowledge perspective (e.g. increased capacity among Northerners to create their own economic opportunities through the development of adaptive technologies, improved scientific knowledge, and the participation in project review processes).

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**Target Result 1:** Improved northern infrastructure.

#### Deliverables and Time Lines

- Complete the delivery of the 28 municipal infrastructure projects supported under the current Infrastructure Canada Program (by the end of 2005–06).
  - Ensure the majority of new Municipal Rural Infrastructure Fund (MRIF) projects related to "green" projects and housing are under way in all three territories (by 2006–07).
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**Target Result 2:** Enhanced innovation and knowledge.

#### Deliverables and Time Lines

- Complete the evaluation of the Innovation and Knowledge Fund in 2004; respond to all recommendations; and seek renewal of the fund based on its record of improved information in such areas as the potential for a Nunavut fishery, the geoscience information base, and expanded community access to high-speed (broadband) Internet service (2004–05).
- 

**Target Result 3:** Increased benefits and opportunities for Northerners from resource development.

#### Deliverables and Time Lines

- Enhance benefits to Northerners through strategic use of INAC Aboriginal Economic Development Programs by stimulating community opportunities associated with a number of development projects, including: Tahera Diamond Mine and Doris Hinge Gold Mine (Nunavut); Bathurst Road and Port Feasibility Study (Nunavut); and the Mackenzie Valley pipeline and Beaufort gas exploration and development (NWT) (ongoing).
  - Ensure correct disbursement of royalties due to Aboriginal groups under signed land claims agreements (ongoing).
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**Target Result 4:** Cooperative approach to territorial economic development.

#### Deliverables and Time Lines

- Consult with Northerners on how to spend the new funds announced in Budget 2004 for northern economic development as part of the development of a Northern Strategy for the longer term.

- Provide a comprehensive and coordinated departmental response to the Nunavut Economic Development Strategy (2004–05), including identification of areas where joint action is possible and would result in tangible improvements to Nunavut's economy.
- Support the NWT Economic Development Advisory Forum in its use of an economic impact model aimed at targeting investment to the most promising business developments as well as capacity building (ongoing).

## Challenges, Risks, Opportunities and the Rationale for the Choices Made

There are challenges, risks and opportunities associated with delivering on INAC's Strategic Outcomes in the North. Development of forums that promote intergovernmental discussions are essential for each territory's social, political and economic viability. In Nunavut, where the territory is just five years old, the particular challenges lie in strengthening partnerships and working together to build a track record of success. Working cooperatively with the territorial government, Nunavut Tunngavik Incorporated and other territorial partners as they implement their strategy for the development of the territory will be key to building a foundation for the future.

The negotiation of devolution in the NWT, along with the completion of land claims and self-government agreements, will result in new partnerships between public and Aboriginal governments. It will be important for all parties in the NWT to participate in the development and maintenance of these new relationships to realize the broader goal of increasing northern control over northern resources and bringing decision making closer to those most affected.

Federal Councils in the Yukon, NWT and Nunavut can bring together federal government departments to coordinate the design and implementation of federal programs and services, to improve their delivery to Northerners and to ensure that they accommodate the unique circumstances of each territory. All three territories must be able to capitalize on federal infrastructure funding now available in significantly larger amounts than under previous arrangements, so that northern jurisdictions are able to improve the quality of life of their citizens and reap the benefits of significant economic opportunities now on the horizon in the North.

Industry is close to the point of decision on the construction of gas pipelines that would transport northern natural gas to southern Canadian and American markets. Continued investor interest in diamond mining and renewed interest in gold mining also increase the potential for Northerners to benefit from employment and business opportunities. These developments heighten the urgency to have the appropriate regulatory and information bases in place so that environmental safeguards and socio-economic provisions can be identified and included in development and monitoring activities.

Federal and stakeholder participation in environmental assessments related to major resource development projects and a strong regulatory regime are vital to creating public confidence and accountability in resource development in the NWT and Nunavut. The risks, if federal departments and northern regulatory boards are not prepared to manage resource development, entail loss of employment opportunities, tax revenues and royalties for Northerners and other Canadians, and threats to the ecological integrity of northern ecosystems.

## Areas for Improvement and Lessons Learned

### **Yukon Devolution Transfer Agreement**

Northern circumstances necessitate close and effective working relationships between Aboriginal and non-Aboriginal Northerners. The negotiation of the Yukon Northern Affairs Program Devolution Transfer Agreement (DTA), with all parties at the table, provided one process that helped to ensure all interests were reflected in the final agreement. However, devolution involves a wide range of complex issues and, while the transition on April 1, 2003 went smoothly, some matters, particularly implementation, could have been better handled. Accordingly, INAC is undertaking a "lessons learned" exercise on the Yukon devolution process. This study will be completed in 2004 so that the results will be available for devolution negotiations in the other two territories.

### **Northern Contaminants Program**

Effectively managing human health and safety and environmental issues in the North is of highest priority for Canadian governments, northern residents and other stakeholders. The evaluation of the Northern Contaminants Program (NCP) in 2002–03 found that, under INAC's leadership and management, the NCP has become a model for interdisciplinary research that is being emulated in other countries. The NCP was found to have had many positive impacts at the international level, including providing a vehicle for Canadian northern Aboriginal people to have community concerns expressed in international fora. In addition, the evaluation indicated that the NCP has established new standards for partnerships, particularly with Aboriginal organizations. The program is now being used as a reference standard for other programs. For those wanting to learn more about the NCP see [http://www.ainc-inac.gc.ca/ncp/index\\_e.html](http://www.ainc-inac.gc.ca/ncp/index_e.html).

### **Contaminated Sites**

While the Commissioner of the Environment and Sustainable Development's Annual Report to Parliament in October 2002 highlighted concerns about the federal management of contaminated sites, including abandoned mines in the North, it noted that the department had made progress in its handling of contaminated sites. INAC has already taken action on the recommendations, including the prevention of environmental damage before it occurs, through a combination of tools, including water licences, surface leases and environmental agreements, and by increasing the amount of financial security

collected from mining companies. INAC is overseeing the collection of sufficient financial funds to deal with the potential closure and restoration of each new mine site. Under the Federal Contaminated Sites Accelerated Action Fund announced in the federal Budget 2003, INAC is expected to make significant advances in care and maintenance and remediation activities at the highest-priority contaminated sites in Canada over the 2004–07 planning period.

### **Food Mail Program**

The focus of the Auditor General's Report on the Food Mail Program in December 2002 has helped to raise the profile of the important contribution of this program in making a healthy diet more affordable for Northerners. During 2004–05, efforts will continue to focus on enhancing program effectiveness. Priority is being given to isolated communities served from Happy Valley-Goose Bay and Churchill, since the use of these entry points appears to be causing more serious food quality problems than other entry points. Baseline nutrition and food security surveys undertaken in three Food Mail pilot project communities between October 2001 and December 2002 have documented serious food security and nutrition problems in these communities, which confirms the need to continue to reduce the cost of the most important perishable foods, take measures to improve quality and variety, and provide nutrition education. These pilot projects will be evaluated in 2004–05; the information will provide a basis for better understanding the role of the Food Mail Program as a component of the broader approach to food security in isolated northern communities.

### **Key Partnerships**

To better deliver Canada's circumpolar agenda, INAC continues to build and expand its network of institutions and countries interested in circumpolar and Arctic issues. The Arctic Council is a key circumpolar forum that involves all eight Arctic countries (Canada, Denmark, Finland, Iceland, Norway, Russia, Sweden and the United States) and six international indigenous peoples organizations (Aleut International Association, Arctic Athabaskan Council, Gwich'in Council International, Inuit Circumpolar Conference, Saami Council and the Russian Association of Indigenous Peoples of the North). INAC has also established strong domestic partnerships in this area, including with the Inuit Circumpolar Conference (Canada) and the Council of Yukon First Nations, both of which are active in bilateral cooperation with Russia.

In the three northern territories, INAC uses a partnership approach to carry out most of its activities under all four strategic outcomes. Over the coming planning period, INAC will continue to use a number of fora to continue this partnership approach, including the Federal Councils, the NWT and Yukon Intergovernmental Forums, the Nunavut Senior Officials Working Group and the Industry-Government Overview Committee (mineral resources).

## Business Line: Departmental Management and Administration

### STRATEGIC OUTCOME

#### The Operations

*Providing strategic departmental operational management*

*Lead: Assistant Deputy Minister, Regional Operations Support and Services*

*Planned Spending: \$338.0 million per annum*

### What is this strategic outcome about?

This strategic outcome underpins all other departmental business lines by providing essential services that support the ongoing operation of the department and help to achieve its strategic objectives.

It entails building and sustaining a value- and results-based modern culture of management excellence that supports INAC internally and externally in achieving its mandate and strategic objectives; strengthens its decision-making, planning, operational and reporting processes; assists to strengthen relationships with First Nations, Inuit and Northerners; and fosters a better understanding of First Nations, Inuit and northern issues in Canadian society and internationally.

The benefits to First Nations, Inuit, Northerners and other Canadians are well-informed policy development and effective, efficient and consistent program delivery that supports the government's Aboriginal agenda.

### Plans, Priorities, and Benefits and Results

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#### Result Theme/Ongoing Priority: **External Operations**

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**Supports the achievement of strategic outcomes through the management of transfer payments, communications, litigation management, consultations, streamlining of reporting by First Nations, risk management, sustainable development and emergency management.**

**Benefits and Results:** Initiatives undertaken under this result theme result in greater awareness and understanding of Aboriginal and northern issues and foster cooperative relationships between Aboriginal and non-Aboriginal people.

They also improve accountability in government; increase transparency; strengthen departmental management, decision-making, planning and reporting processes; and enhance the department's ability to support the government's Aboriginal agenda to better the opportunities of First Nations, Inuit and Northerners.



**Results Strategy:** Achieving a culture of management excellence by:

Emphasizing initiatives that strengthen relationships with First Nations, Inuit and Northerners, including litigation management that is geared toward resolution and prevention strategies. Initiatives must also ensure a transparent, timely and accessible dialogue with partners and create an environment for better understanding of First Nations, Inuit and northern issues in Canadian society.

Continuing efforts to increase transparency, to improve accountability and use of information in relation to transfer payments and reporting by First Nations, and to enhance departmental capacity to manage risks, assist First Nations in emergency management and help ensure sustainable development.

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**Target Result 1:** Accelerated case closure rate for low value, straightforward and moderate court cases.

#### Deliverables and Time Lines

- Assess INAC's strategic plan for each case in the inventory of litigation (ongoing).

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**Target Result 2:** Assess public awareness of First Nations, Inuit and northern issues and understanding of the evolving nature of the relationship with First Nations, Inuit and Northerners and adjust communications activities and products as appropriate.

#### Deliverables and Time Lines

- A strategic communications framework through a corporate communications plan that is integrated with the departmental planning framework, environmental scanning and research, strategic partnerships and an evaluation framework (ongoing).
- Operational communications support through effective strategies, activities and products, a public affairs strategy, and a strengthened relationship with regional offices (ongoing).
- Strategic and tactical communications advice by identifying opportunities and challenges in advancing the department's agenda, correlating strategies for compliance with direction from central agencies and other government departments and highlighting potential impacts on clients, stakeholders and partners (ongoing).

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**Target Result 3:** Improved departmental and First Nations, Inuit and Northerners' capacity in relation to risk management and the management of emergencies in communities; improved interdepartmental collaboration; and, streamlined accountability, reporting and information-sharing mechanisms.

#### Deliverables and Time Lines

- Full integration of risk management into internal audit work and into planning, policy, operational and decision-making processes (ongoing).

- Development of a departmental Corporate Risk Profile.
- Establishment of new mechanisms for interdepartmental collaboration to address Aboriginal issues (December 2005).
- Increased and improved emergency management through arrangements/agreements with provinces and emergency organizations (ongoing).
- Modernization of INAC's reporting infrastructure and requirements in relation to agreements with First Nations, Inuit and Northerners (2004–06).

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**Target Result 4:** Promote cooperative relationships between and amongst federal, provincial/territorial and First Nations and Inuit governments.

#### Deliverables and Time Lines

- Federal, provincial and territorial Aboriginal Affairs Ministers and national Aboriginal leaders are to meet on an annual basis. The focus this year will be to develop and consider strategies and recommendations on housing and education.

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## Result Theme/Ongoing Priority: **Internal Operations**

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### **Internal Support and Strategic Direction, internal coherence and corporate discipline.**

**Benefits and Results:** By supporting a more integrated approach to departmental planning and reporting, INAC will be better equipped to allocate human and financial resources in a transparent and accountable manner.

**Results Strategy:** Develop a culture of management excellence in the department by developing leadership at all levels, by strengthening and developing capacity in both employees and management systems, and by building more effective working relationships.

The department will adopt a new, re-based, Multi-Year Audit and Evaluation Plan anchored in the new Planning, Reporting and Accountability Structure (PRAS) and the departmental Results-based Management and Accountability Framework (RMAF) and Risk-based Audit Framework (RBAF).

A limited number of more critical audits and evaluations stemming from commitments made in previous years will be conducted while the department effects the transition to implementing its new, re-based, Multi-Year Audit and Evaluation Plan anchored in the new PRAS, departmental RMAF and RBAF.

Reinforced processes will be established to ensure that senior management receives timely, high-quality, independent and professional advice and assurances on the performance of management frameworks, departmental programs, policies, operations and risk management.

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**Target Result 1:** Public Service Values continually reinforced by leaders and employees at all levels.

#### Deliverables and Time Lines

- Communication to employees at all levels of the organization to help them understand their accountabilities and obligations associated with the Public Service Code of Values and Ethics (ongoing).
- 

**Target Result 2:** Results-based Management and Accountability Framework that provides effective strategic direction.

#### Deliverables and Time Lines

- Results-based management implemented by assigning accountability for results in Performance Management Agreements (PMAs) — employees' goals and objectives cascade from Deputy Minister's accountabilities (ongoing).
  - Increased horizontal collaboration by clarifying accountabilities for each Results Theme (ongoing).
- 

**Target Result 3:** Understanding by employees of departmental direction, results to be achieved and their accountability for strategic outcomes.

#### Deliverables and Time Lines

- Employees at all levels understand how their work contributes to the achievement of INAC's strategic outcomes, to be demonstrated by surveys (ongoing).
  - Implement INAC's Management/Leadership program incrementally (2004–07).
- 

**Target Result 4:** A diverse, representative and capable workforce and workplace that is focused on results and prepared to deliver INAC's mandate today and into the future.

#### Deliverables and Time Lines

- Develop a Diversity Strategy, with a focus on increased and equitable representation of Aboriginal employees in INAC (2004–05).
- Foster a workplace that provides opportunities for recruitment, development and advancement of Aboriginal people and other designated groups, and promotes retention in the federal public service (ongoing).
- Implement INAC's policy for continuous learning (2004–05).
- Implement the new official languages policy that comes into effect in April 2004.

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**Target Result 5:** An integrated planning and reporting process to provide a cohesive approach to results-based management and assist managers and employees in meeting their accountabilities and achieving their objectives.

#### Deliverables and Time Lines

- Establish INAC/First Nations/Inuit/Northerner priority-setting processes for sustainable development in regions where such processes do not currently exist (2005–06).
- Develop and implement a comprehensive departmental Information Management and Information Technology Strategy aligned with strategic outcomes and priorities (2004–05).
- Integrate gender equality analysis throughout departmental policies, programs and processes (ongoing).
- Develop and implement an enhanced assurance framework related to procurement, and materiel and assets management (by 2004–05).

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**Target Result 6:** Improve service delivery to clients.

#### Deliverables and Time Lines

- Establish or revise service standards for selected internal services (ongoing).
- Integrate functional specialists with client groups and reposition them as strategic partners and expert sources for functional guidance (ongoing).
- Assess the need for delivery of services in both official languages according to the results of the decennial census and adjust service delivery where necessary (2004–05).

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**Target Result 7:** More effective relationships.

#### Deliverables and Time Lines

- Develop and implement new approaches for improving interaction between headquarters and regions (ongoing).

## Challenges, Risks, Opportunities and the Rationale for the Choices Made

Improving the quality and effectiveness of the department's relationship with First Nations, Inuit, Northerners and other Canadians at the national and community level, and developing a results-based culture of management excellence will be the focal point of the department's efforts to achieve the strategic operations outcome over the next few years.

Internally, this will mean focussing on the effectiveness of departmental operations and on the relationship and interactions between regions, sectors and headquarters. Many factors may impact the department's ability to continue to deliver effective services, such as an aging workforce, competition for talent within the federal public service and

between the public and private sectors, a highly mobile workforce and a limited pool of experienced functional specialists in areas such as human resources, finance, and audit and evaluation.

Canadians and Parliamentarians expect that departments will monitor program effectiveness, demonstrate and document results achieved, and reallocate human and financial resources away from ineffective or low-priority activities. INAC's ability to deliver timely information, support and guidance to decision makers has a direct impact on their ability to respond to this expectation. Departmental activities to increase horizontal collaboration, the implementation of a departmental information management strategy, streamlining of First Nations reporting through improved data collection, and an enhanced planning and reporting system are initiatives that have been undertaken to resolve these challenges. These efforts will strengthen INAC's decision-making, operations, and planning and reporting processes, resulting in improved ability to deliver on its mandate and strategic objectives.

In response to the new official languages policy that comes into effect in April 2004, the department is preparing a new framework to communicate changes in accountabilities and will ensure that it complies with the requirements of the *Official Languages Act*. In addition, as required by the Act and Regulations, INAC is conducting a review of the first official language preference of the Aboriginal clients of its regional offices. This review will be conducted in a manner which recognizes and respects the culture of INAC's Aboriginal clients and incorporates existing information on the first official language preference of Aboriginal clients.

Another challenge for INAC in achieving its strategic operations outcome lies in the adversarial nature of litigation that can place at risk elements of the department's relationship with First Nations, Inuit and Northerners. At the same time, high volumes of litigation can impede the department's capacity to make strategic investments in other areas. INAC has therefore re-engineered its approach to litigation to create a culture of results-based litigation management, which focuses on professional management of cases before the courts, out-of-court resolution through a range of tools, when possible, and prevention of future litigation.

## Areas for Improvement and Lessons Learned

The shift to a results-based culture of management excellence requires a concerted effort to communicate the benefits and attributes of this approach and a demonstrated commitment to implementing it in support of decision-making and resource allocation. The introduction of Modern Comptrollership within INAC demonstrates the importance of employee engagement, awareness and understanding to the successful implementation of a department-wide initiative.

In order to ensure that managers and employees understand their individual and collective roles in achieving departmental strategic outcomes, and contribute to providing accurate, consistent and timely data for departmental management systems, INAC is leading the way among federal departments in developing a Planning, Reporting and Accountability Structure (PRAS), Results-based Management and Accountability Framework (RMAF) and Results-based Audit Framework (RBAF). These tools will provide the connectivity between the individual activities and the Government's Aboriginal agenda. As part of the ongoing efforts to deliver results, INAC will continue to exploit opportunities to improve communications internal and external to the department, and work with employees and stakeholders to continuously improve departmental processes and operations.

Pursuant to audits and reviews, including Chapter 1 of the 2002 Report of the Auditor General, *Streamlining First Nations Reporting to Federal Organizations*, INAC has planned several follow-up actions. These include conducting a review and analysis of INAC's current data collections to validate their continuing business value, identifying accountability and results-based data requirements, working with other departments to avoid duplication of data collection and establish sharing protocols, and creating a dialogue with First Nation, Inuit and Northern partners on innovative approaches for affordable and sustainable data collection.

## Key Partnerships

Effective internal partnerships with regions and sectors are vital to the creation of a culture of management excellence within INAC. Sustaining strong relationships with external stakeholders is crucial for the department to reach its strategic objectives. Working with our partners, we will develop processes that improve and facilitate the exchange of information between regions and headquarters, and with First Nations, Inuit and Northerners, that reduce complexity and duplication, and that stress efficiency and effectiveness. By improving our ability to work with our partners, we will encourage the exchange of information and facilitate corporate management of the department's resources, which, in turn, will assist communities in building capacity on the road to self-sufficiency and contribute to improving life chances for First Nations, Inuit and Northerners.

# Canadian Polar Commission

## Summary

Strategic Outcome	Results Themes/Ongoing Priorities	Resources (\$ Millions)
To provide Canadians with an effective national and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues	• Communicating Polar Science to Canadians	\$0.4
	• Strengthening Canada's Presence in International Circumpolar Organizations	\$0.3
	• An Increasingly Important Advocacy Role with Respect to Polar Knowledge in Canada	\$0.3

## Details

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**STRATEGIC OUTCOME**

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**Canadian Polar Commission**  
*To provide Canadians with an effective national and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues*  
*Planned Spending: \$1.0 million per annum*

### What is this strategic outcome about?

This outcome is intended to help Canada maintain its position as a leading polar nation by ensuring Canadian scientists have access to funding, resources and proper logistical and infrastructure support to maintain the high standards expected of Canadian polar researchers; to ensure that Canadians have a better understanding of the Arctic and its role in global climate change; and to increase understanding of how to live and prosper sustainably in Canada's northern regions.

## Plans, Priorities, and Benefits and Results

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### Result Theme/Ongoing Priority: **Communicating Polar Science to Canadians**

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#### Benefits and Results:

- Continue improvement in the coordination of polar research, expansion of the knowledge base and increased access to information.
- Increase the critical mass of information needed to undertake meaningful analysis; to identify significant trends, strengths and gaps in Canadian polar research; and to allow policy makers to make informed decisions.
- Contribute to the understanding of polar issues so that Canadians become more familiar with polar research needs and how they may be addressed.

#### Results Strategy:

- Increase national and international awareness of polar issues and research activities.
  - Continue systematic and regular reporting on Canada's performance in polar research.
  - Continue to expand the Canadian Polar Information Network.
  - Continue to promote and expand the on-line directory of polar researchers.
  - Continue refining and expanding the Internet site on polar information for primary, secondary and university students.
- 

#### Target Result 1: Enhance polar knowledge.

#### Deliverables and Time Lines

- Publish the Commission's *Meridian* newsletter and the newsletter of the *Canadian Antarctic Research Network* (ongoing).
- Provide links to national and international polar research resources and refine the Polar Science Forum, a Web-based, interactive tool for discussion of issues affecting the conduct of polar science and the development of policy (ongoing).
- Facilitate conferences and workshops on emerging national and international issues such as Arctic sovereignty and governance, in collaboration with other organizations (ongoing).
- Encourage international exchanges among circumpolar researchers (ongoing).



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Result Theme/Ongoing Priority: **Strengthening Canada's Presence in International Circumpolar Organizations**

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**Benefits and Results:**

- Increase awareness and support for world-class polar research by Canadians in the Arctic and Antarctic.
- Raise the profile of Canada as a circumpolar nation domestically and internationally.

**Results Strategy:**

- Continue to ensure an effective Canadian presence on international organizations and committees.
- Promote greater participation and leadership by Canadian scientists in interdisciplinary and multidisciplinary research projects dealing with global issues, including International Polar Year in 2007–08.

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**Target Result 1:** Raise Canada's international profile as a circumpolar nation.

**Deliverables and Time Lines**

- Participate in the Northern Dimension, University of the Arctic, the Arctic Council, the International Arctic Science Committee, the Northern Research Forum and the Scientific Committee on Antarctic Research (ongoing).
- Continue collaboration with researchers to promote research and publicize international Arctic and Antarctic issues (ongoing).

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Result Theme/Ongoing Priority: **An Increasingly Important Advocacy Role with Respect to Polar Knowledge in Canada**

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**Benefits and Results:**

- Reflect the Commission's commitments to both Arctic and Antarctic polar research more clearly by working with government departments and agencies to develop national strategies, initiatives and policies, by working with organizations interested in developing a Canadian Antarctic Research Program, and by facilitating and encouraging Canadian scientists to develop research projects that will address issues of concern to Canadians and that will benefit Northerners.
- Increase awareness of the need for stronger support for and better access to polar research by universities and federal government departments and agencies.

## Results Strategy:

- Continue to monitor and report on the state of polar knowledge in Canada.
  - Support the development of a national policy for Arctic and Antarctic scientific research.
  - Support Canada's compliance with international agreements (i.e., the Protocol on Environmental Protection to the Antarctic Treaty) (ongoing).
- 

Target Result 1: Develop stronger Canadian science and technology in polar regions.

## Deliverables and Time Lines

- Continue the Indicators of Polar Knowledge project (ongoing).
- Publish the Commission's *Meridian* newsletter and the newsletter of the *Canadian Antarctic Research Network* to provide current information on polar research to national and international researchers, policy makers, students and the public (ongoing).
- Develop a Canadian Antarctic Research Program (ongoing).
- Develop a national strategy on Arctic research (ongoing).

## Challenges, Risks, Opportunities and the Rationale for the Choices Made

The Canadian Polar Commission (CPC) helps focus national attention on the need for world-class polar research, information and associated infrastructure, and on the need to improve the conditions for domestic research. In addition, the CPC acts as a point of contact and for polar research and source of information for links between governments, the research sector, Northern communities, industry, the academic sector and indigenous organizations.

The CPC also acts as a primary point of contact with the international circumpolar scientific community, represents Canada on the International Arctic Science Committee and the Scientific Committee on Antarctic Research (as Canada's adhering body), and provides liaison with research organizations throughout the circumpolar world.

## Areas for Improvement and Lessons Learned

The Web-based Canadian Polar Information Network has the potential to offer much more polar information to Canadians than it is currently able to do. For example, funding constraints meant a real-time video feed for polar research conferences, seminars and workshops was not possible. The CPC's increased profile over the past few years has raised expectations in the polar research community such that the number of requests it receives to hold meetings and conferences and to provide other support has increased exponentially.

The Commission finds it impossible to meet the demand. Its funding has decreased by approximately 25 percent since it was created in 1991. As such, the Commission is only able to maintain current activities; it cannot undertake new initiatives, such as examining the adequacy of polar research infrastructure or establishing consultative processes to develop a national Arctic and Antarctic research policy.

## Key Partnerships

Northern Dimension, University of the Arctic, the Arctic Council, the International Arctic Science Committee, the Northern Research Forum and the Scientific Committee on Antarctic Research.

Department of Foreign Affairs and International Trade, Fisheries and Oceans Canada, Environment Canada, Indian and Northern Affairs Canada, Social Sciences and Humanities Research Council, Natural Sciences and Engineering Research Council, Canadian Institutes of Health Research, Association of Canadian Universities for Northern Studies, the Canadian Circumpolar Institute, the Arctic Institute of North America, Groupe d'études inuit et circumpolaires, Québec Océan, Centre d'études nordiques, indigenous organizations.



## SECTION V *Organization*

### Strategic Outcomes and Business Lines (2004–05)

Indian and Northern Affairs Canada (\$ millions)

Strategic Outcomes	Business Lines			Total
	Indian and Inuit Affairs	Northern Affairs	Departmental Management and Administration	
The Government – Fostering good governance, effective institutions and co-operative relationships	704.5	13.9	–	718.4
The People – Strengthening individual and family well-being	2,657.8	79.8	–	2,737.6
The Land – Transferring land title, and supporting sustainable use of lands and management of resources	179.4	69.0	–	248.4
The Economy – Increasing participation in the economy	1,844.1	21.8	–	1,865.9
The Operations – Providing strategic departmental operational management	–	–	338.0	338.0
<b>Total</b>	<b>5,385.8</b>	<b>184.5</b>	<b>338.0</b>	<b>5,908.3</b>

Due to rounding, figures may not add to totals shown. Includes non-budgetary expenditures of \$76 million.

## 2004–05 Main Estimates (Old Structure) Crosswalk to New Results Framework

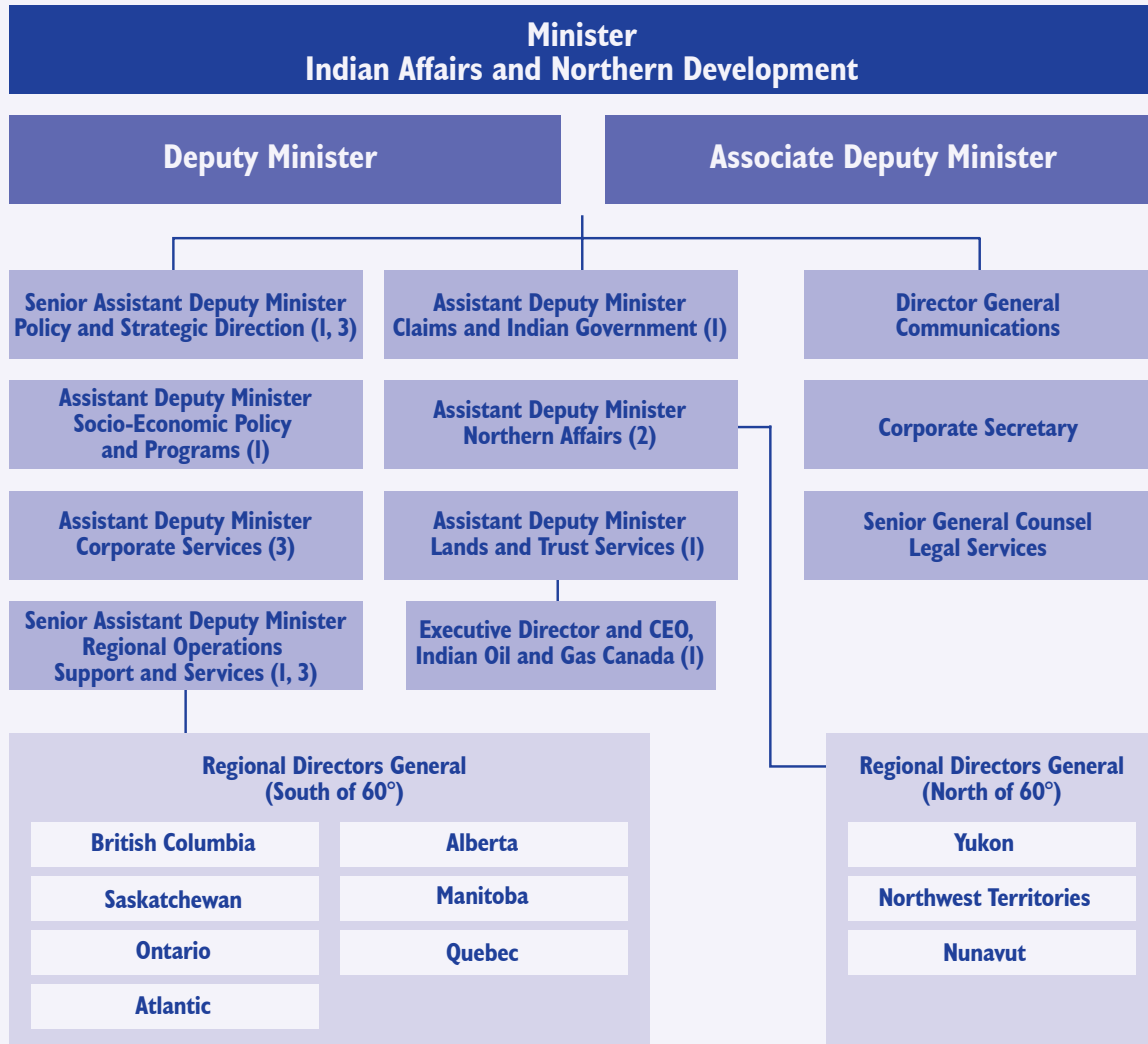
	Old Structure	New Structure				
		Government	People	Land	Economy	Operations
<b>Indian and Inuit Affairs Program</b>						
Lands and Trust Services	149.8	19.4	21.0	95.7	7.0	6.7
Elementary/Secondary Education	1,128.5	–	1,128.5	–	–	–
Post-Secondary Education	305.2	–	305.2	–	–	–
Social Development	1,175.5	–	1,175.5	–	–	–
Capital Facilities and Maintenance	852.7	–	–	–	852.7	–
Housing	161.3	–	–	–	161.3	–
Indian Government Support	395.7	390.1	–	–	–	5.6
Economic Development	137.6	–	–	–	137.6	–
Self-Government	156.4	128.8	27.6	–	–	–
Regional Operations	127.2	–	–	–	–	127.2
Claims	999.8	165.7	–	83.7	685.5	64.9
Sub-Total	5,589.7	704.0	2,657.8	179.4	1,844.1	204.3
Northern Affairs Program	199.3	13.9	79.8	69.0	21.8	14.8
Administration Program	119.4	0.5	–	–	–	118.9
<b>Total</b>	<b>5,908.3</b>	<b>718.4</b>	<b>2,737.6</b>	<b>248.4</b>	<b>1,865.9</b>	<b>338.0</b>

## Canadian Polar Commission (\$ millions)

Strategic Outcome	Business Line
	Canadian Polar Commission
To provide Canadians with an effective national and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues.	1.0

# Accountability – Organization and Business Lines

## Indian and Northern Affairs Canada



Business Lines	Planned Spending 2004–05	
	(\$ millions)	FTEs
<b>Indian and Northern Affairs Canada</b>		
1. Indian and Inuit Affairs	5,385.8	1,091
2. Northern Affairs	184.5	269
3. Departmental Management and Administration	338.0	2,737
<b>Total INAC</b>	<b>5,908.3</b>	<b>4,097</b>
<b>Canadian Polar Commission</b>		
Canadian Polar Commission	1.0	5

## Planned Spending

(\$ millions)	Forecast Spending 2003-04*	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07
<b>Indian and Northern Affairs Canada</b>				
Indian and Inuit Affairs	4,827.1	5,249.0	4,927.6	4,979.9
Northern Affairs	131.7	174.0	165.1	159.4
Departmental Management and Administration	303.1	337.8	338.1	339.1
Budgetary Main Estimates	5,262.0	5,760.8	5,430.7	5,478.4
Non-Budgetary Main Estimates	77.4	73.6	72.5	67.5
Less: Respendable Revenue	—	—	—	—
<b>Total Main Estimates</b>	<b>5,339.4</b>	<b>5,834.4</b>	<b>5,503.2</b>	<b>5,545.9</b>
Adjustments to Planned Spending**	272.8	74.0	49.4	53.9
<b>Net Planned Spending</b>	<b>5,612.2*</b>	<b>5,908.3</b>	<b>5,552.7</b>	<b>5,599.8</b>
Less: Non-Respendable Revenue	193.5	172.0	159.3	156.7
Plus: Costs of services received without charge	58.7	64.9	65.9	66.8
<b>Net cost of Program</b>	<b>5,477.4</b>	<b>5,801.3</b>	<b>5,459.3</b>	<b>5,509.9</b>
<b>Full-Time Equivalents</b>	<b>4,100</b>	<b>4,097</b>	<b>4,085</b>	<b>4,062</b>
<b>Canadian Polar Commission</b>				
Total Main Estimates (Budgetary)	1.0	1.0	1.0	1.0
Adjustments to Planned Spending	—	—	—	—
<b>Net cost of Program</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>
<b>Full-Time Equivalents</b>	<b>5</b>	<b>5</b>	<b>5</b>	<b>5</b>

Due to rounding, figures may not add to totals shown.

\*Reflects forecast of net planned spending to the end of the fiscal year.

\*\*Additional funding in 2003-04 provided for: out of court settlements (\$81 million); improvements to water and sewer systems on reserves (\$71 million); First Nations education (\$40 million); assessment, management and remediation of contaminated sites (\$38 million); Northern Air Stage Parcel Service (\$15 million); litigation management (\$15 million); and additional operating requirements (\$13 million). In future years, the adjustments primarily reflect additional funding for: various claims activities (\$37 million in 2004-05 and \$16 million in 2005-06 and 2006-07); First Nations child care (\$6 million in 2004-05, \$8 million in 2005-06 and \$10 million in 2006-07); and Budget 2004 initiatives (\$30 million in 2004-05, \$25 million in 2005-06 and \$28 million in 2006-07) including the Labrador Innu Comprehensive Healing Strategy, Early Learning and Child Care, the Independent Centre for First Nations Government and Northern Economic Development.

### Net Planned Spending – Explanation of Trend

The net increase of approximately \$296 million from 2003-04 to 2004-05 primarily reflects the following major items: increases of \$263 million for the settlement of specific and comprehensive claims and adjustments as per signed agreements, \$84 million for ongoing programs and services, \$30 million for Budget 2004 initiatives, \$26 million for First Nations education, and \$10 million for climate change measures; and reductions in targeted funding provided in 2003-04 for out-of-court settlements (\$81 million) and contaminated sites (\$38 million).

The net decrease of approximately \$356 million from 2004-05 to 2005-06 is comprised of the following major items: an increase of \$86 million for ongoing programs and services; a decrease of \$395 million for various claims reflecting the settlement agreements and/or pending extension of authorities; and, sunseting of \$33 million in funding provided for various initiatives (e.g. Northern Energy Development, Canada Jobs Fund, rust-out).

The net increase of approximately \$47 million from 2005-06 to 2006-07 is comprised of the following major items: an increase of \$88 million for ongoing programs and services; decreases of \$27 million for various claims reflecting the settlement agreements; and, sunseting of \$16 million in funding provided for various initiatives (e.g. *Marshall* strategy, valuation of diamonds).



## SECTION VI *Annexes*

### Tables

**Table 1 – Summary of Capital Spending by Program and Business Line**

(\$ millions)	Forecast Spending 2003-04	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07
<b>Department</b>				
Indian and Inuit Affairs	24.9	32.3	20.0	20.0
Northern Affairs	3.5	3.5	3.5	3.5
Departmental Management and Administration	5.0	5.0	5.0	5.0
<b>Total Capital Spending</b>	<b>33.4</b>	<b>40.8</b>	<b>28.5</b>	<b>28.5</b>
<b>Canadian Polar Commission</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

Due to rounding, figures may not add to totals shown.

**Table 2 – Summary of Transfer Payments**

(\$ millions)	Forecast Spending 2003-04	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07
<b>Department</b>				
<b>Grants</b>				
Indian and Inuit Affairs	830.9	1,066.5	665.5	647.0
Northern Affairs	0.8	0.7	0.7	0.7
Departmental Management and Administration	–	–	–	–
<b>Total Grants</b>	<b>831.7</b>	<b>1,067.2</b>	<b>666.2</b>	<b>647.7</b>
<b>Contributions</b>				
Indian and Inuit Affairs	3,877.8	4,039.1	4,100.7	4,180.6
Northern Affairs	89.0	80.9	83.5	83.1
Departmental Management and Administration	0.8	0.5	0.5	0.5
<b>Total Contributions</b>	<b>3,967.5</b>	<b>4,120.4</b>	<b>4,184.8</b>	<b>4,264.2</b>
<b>Total (Grants + Contributions)</b>				
Indian and Inuit Affairs	4,708.7	5,105.5	4,766.2	4,827.6
Northern Affairs	89.8	81.6	84.3	83.8
Departmental Management and Administration	0.8	0.5	0.5	0.5
<b>Total Transfer Payments</b>	<b>4,799.2</b>	<b>5,187.6</b>	<b>4,851.0</b>	<b>4,912.0</b>
<b>Canadian Polar Commission</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

Due to rounding, figures may not add to totals shown.

**Table 3 – Details on Transfer Payments Programs**

Objectives of Transfer Payment Programs by Business Line	Strategic Outcomes
<p><b>Indian and Inuit Affairs</b>  <i>(2004–05 Planned Spending: Grants \$1,066.5 million; Contributions \$4,039.1 million)</i></p> <p>An environment that fosters a more promising future for all First Nations and Inuit people by supporting good governance and accountability for First Nation governments to their citizens as the basis for social and economic development; promoting enhanced skills and expertise contributing to more self-reliant Aboriginal governments and increased individual and community self-sufficiency; and, by addressing past grievances so that they continue to move forward.</p>	<p>The Government – Fostering good governance, effective institutions and co-operative relationships</p> <p>The People – Strengthening individual and family well-being</p>
<p><b>Northern Affairs</b>  <i>(2004–05 Planned Spending: Grants \$0.7 million; Contributions \$80.9 million)</i></p> <p>Strengthening Canada’s three northern territories by supporting northern governance institutions through the devolution of province-like responsibilities and intergovernmental cooperation; working in partnership with Northerners to ensure the sustainable development of the North, including its people, resources, environment and economy; and fostering intergovernmental cooperation internationally on circumpolar issues.</p>	<p>The Land – Transferring land title, and supporting sustainable use of lands and management of resources</p> <p>The Economy – Increasing participation in the economy</p>
<p><b>Departmental Management and Administration</b>  <i>(2004–05 Planned Spending: Grants \$0.0 million; Contributions \$0.5 million)</i></p> <p>Provide policy direction and sound management of the department for efficient and effective planning, accounting, personnel, communications and other administrative support; and, promote understanding of mutual obligations to help resolve grievances and manage risk.</p>	<p>The Operations – Providing strategic departmental operational management</p>
<p><b>Milestone Monitoring</b></p> <p>The department has in place the appropriate systems to monitor and ensure the integrity of its transfer payment programs. Specifically, the department has developed various performance frameworks and reporting vehicles, which provide information on departmental performance to Canadians. The department also utilizes its internal audit and evaluation function to review programs and activities on an ongoing basis.</p>	

**Table 4 – Foundation**

<p><b>Aboriginal Healing Foundation</b></p> <p>The Aboriginal Healing Foundation (AHF) was established in January 1998 as a non-political, non-profit corporation, operating at arms’ length from government, to support the implementation of a Healing Strategy to address the legacy of physical and sexual abuse in Indian Residential Schools. It was provided with a 10-year mandate and \$350 million from the federal government.</p> <p>As of October 2003, the AHF had committed over \$390 million (this includes interest earned on the \$350 million). The AHF is no longer accepting proposals for funding and is now focusing on project monitoring. It will continue publishing research documents and a Final Report over the remainder of its 10-year mandate. The AHF expects that project funding will conclude by March 31, 2007.</p> <p>Two independent interim evaluations of the AHF healing strategy process and impacts have been completed by Kishk Anaqut Health Research and presented to the AHF, in June 2001 and September 2002. Copies of both evaluations as well as an evaluation update and annual reports can be found on the AHF’s Web site at <a href="http://www.ahf.ca">http://www.ahf.ca</a>.</p>
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**Table 5 – Non-Respendable Revenues**

(\$ millions)	Forecast Revenue 2003-04	Planned Revenue 2004-05	Planned Revenue 2005-06	Planned Revenue 2006-07
<b>Department</b>				
<b>Indian and Inuit Affairs</b>				
Return on investments:				
• Indian economic development fund	0.5	0.5	0.5	0.5
• Native claimants	8.5	8.5	8.5	8.5
Recovery from guaranteed loans	0.5	0.5	0.5	0.5
Refunds of previous years' expenditures	12.7	12.7	12.7	12.7
Adjustment to prior year's payables	1.5	1.5	1.5	1.5
Proceeds from:				
• Disposal of surplus Crown assets	0.1	0.1	0.1	0.1
Other non-tax revenues	6.3	7.1	7.1	7.1
<b>Sub-total (Indian and Inuit Affairs)</b>	<b>30.1</b>	<b>30.9</b>	<b>30.9</b>	<b>30.9</b>
<b>Northern Affairs</b>				
Return on investments:				
• Norman Wells Project profits	84.0	78.0	73.0	68.0
• Other	0.5	0.5	0.5	0.5
Refunds of previous years' expenditures	1.1	1.1	1.1	1.1
Adjustments to prior year's payables	1.1	1.1	1.1	1.1
Canada mining	53.3	41.0	34.3	36.3
Quarrying royalties	0.2	0.2	0.2	0.5
Oil and gas royalties	20.0	16.0	15.0	15.0
Land, building and machinery rentals	0.1	–	–	–
Land use fees	0.2	0.2	0.2	0.2
Other fees, rentals, licences	–	–	–	–
Proceeds from:				
• Sales	–	–	–	–
• Disposal of surplus Crown assets	–	–	–	–
Other non-tax revenues	2.9	2.9	2.9	2.9
<b>Sub-total (Northern Affairs)</b>	<b>163.2</b>	<b>140.9</b>	<b>128.2</b>	<b>125.6</b>
<b>Departmental Management and Administration (DMA)</b>				
Refunds of previous years' expenditures	0.1	0.1	0.1	0.1
Other non-tax revenues	–	–	–	–
<b>Sub-total (DMA)</b>	<b>0.2</b>	<b>0.2</b>	<b>0.2</b>	<b>0.2</b>
<b>Total Non-Respendable Revenues (Department)</b>	<b>193.5</b>	<b>172.0</b>	<b>159.3</b>	<b>156.7</b>
<b>Canadian Polar Commission</b>	<b>–</b>	<b>–</b>	<b>–</b>	<b>–</b>

Due to rounding, figures may not add to totals shown.

**Table 6 – Net Cost of Programs for the Estimates Year**

(\$ millions)	Total
Net Planned Spending (Total Main Estimates plus adjustments as per the Planned Spending table)	5,908.3
<i>Plus: Services Received without Charge</i>	
Accommodation provided by Public Works and Government Services Canada (PWGSC)	26.1
Contributions covering employer's share of employees' insurance premiums and expenditures paid by TBS	20.4
Worker's compensation coverage provided by Human Resources Canada	0.6
Salary and associated expenditures of legal services provided by Justice Canada	17.8
Sub-Total	64.9
<i>Less: Non-responsible Revenue</i>	172.0
2003-04 Net Cost of Program	5,801.3

Due to rounding, figures may not add to totals shown.

**Table 7 – Loans, Investments and Advances (Non-Budgetary)**

(\$ millions)	Forecast Spending 2003-04	Planned Spending 2004-05	Planned Spending 2005-06	Planned Spending 2006-07
<b>Department</b>				
Loans to native claimants	45.0	38.1	36.1	31.1
Loans to First Nations in British Columbia for the purpose of supporting their participation in the British Columbia Treaty Commission process	28.2	37.7	36.4	36.4
<b>Total</b>	<b>73.2</b>	<b>75.8</b>	<b>72.5</b>	<b>67.5</b>
<b>Canadian Polar Commission</b>	-	-	-	-

Due to rounding, figures may not add to totals shown.

**Table 8 – Major Regulatory Initiatives**

INAC is responsible for two separate yet equally important mandates: **Indian and Inuit Affairs** and **Northern Affairs**. This broad mandate is derived largely from the *Department of Indian Affairs and Northern Development Act*, the *Indian Act*, territorial acts and legal obligations arising from section 91(24) of the *Constitution Act, 1867*; however, the department is responsible for administering over 50 statutes in total. Consequently, INAC's mandate is complex and its responsibilities encompass a broad range of services.

For a complete list of legislation administered by INAC please refer to [http://www.inac-ainc.gc.ca/pr/leg/index\\_e.html](http://www.inac-ainc.gc.ca/pr/leg/index_e.html).

For a list of regulations currently in force and Planned Regulatory Initiatives for 2004-05 please refer to [http://www.inac-ainc.gc.ca/pr/leg/reg/index\\_e.html](http://www.inac-ainc.gc.ca/pr/leg/reg/index_e.html).

You may also obtain this information by calling (819) 997-0380.

## Sustainable Development Strategy

In line with plans to fully integrate the Sustainable Development Strategy (SDS) and the *Report on Plans and Priorities* (RPP) into a single document, an increasing number of specific departmental SDS commitments are incorporated in this report. However, many other SDS commitments do not appear in this document. The new strategy, entitled *On the Right Path Together: A Sustainable Future for First Nations, Inuit and Northern Communities*, can be found at [http://www.ainc-inac.gc.ca/sd/doc\\_e.html](http://www.ainc-inac.gc.ca/sd/doc_e.html). The text below provides some highlights of the SDS and indicates major SDS commitment included in this report.

For 2004–05, efforts will focus on implementing the commitments contained in this recently tabled, third strategy. The 2004–06 SDS has been revised to focus on thematic areas that complement the overall departmental strategic direction. Its breath of involvement within the department has been also greatly expanded: for the first time, all INAC regions and all major headquarters sectors have been involved in developing the strategy and all have made specific commitments to sustainable development; over half of the targets are being implemented through the department's regional offices.

The five SDS themes are: Consultation and Joint Decision Making; Long-term Planning; Water Management; Climate Change and Energy Management; and Integrating Sustainable Development into Departmental Policies and Processes. The first four deal directly with community sustainability; these are the themes in which many of the regional targets are found. The fifth theme focuses on more subtle operational and behavioural change within the department.

Under the first theme, the department's commitments focus on two broad objectives: establishing a clear First Nations and Inuit consultation framework and developing regional cooperative process to jointly establish priorities (the latter is referred to under the Strategic Outcome — Operations in this RPP).

Commitments under the second theme are centred on establishing an integrated federal planning framework and supporting comprehensive community planning, as well as a resource development framework for the North. (Commitments under this theme are included under the Strategic Outcome — The People and the section on The North in this RPP.)

The third and fourth themes are more specific: SDS commitments to providing safe water supplies and effective wastewater treatment can be found under the Strategic Outcome — The Economy, while commitments on climate change and energy management are included in the section on The North.

The fifth theme commits the department to integrating sustainable development into its ongoing programs, policies and decision-making processes. The primary focus of this theme is to reshape how the department operates by developing tools and procedures for integrating sustainable development; raising awareness of the SDS among staff and First Nations, Inuit and Northerners; modifying organizational structures within the department; and using an environmental management systems approach to greening INAC internal operations.

Corporate Services has the lead for sustainable development of internal operations for the department. For 2004–05, work plans will focus on undertaking a policy review and gap analysis of key areas that have an environmental impact, such as real property, procurement, fleet, Information Technology (IT) and travel. Policies will be updated using an environmental management and sustainable development lens, and gaps will be addressed as required. As well, a review of custodial real property will be initiated to determine where opportunities exist to address significant environmental, legal and other relevant aspects. (SDS commitments under this theme are included under the Strategic Outcome — The Operations).



## Federal Partners – Contacts

### **HEALTH CANADA**

**Call (613) 954-8815 or visit the Web site at <http://www.hc-sc.gc.ca>**

Non-Insured Health Benefits; Community health services; Environmental health and surveillance; Hospital services; National Native Alcohol and Drug Abuse Program; Brighter Futures Program — Community Mental Health and Child Development; Aboriginal Head Start; National Children's Agenda; First Nations and Inuit Home and Community Care Program; First Nations and Inuit Health Information Systems; Food Safety and Nutrition Program; Organization for the Advancement of Aboriginal People's Health; Federal Tobacco Control Strategy; Collection and Analysis of Health Information of First Nations; Capital Rust-Out; Public Security and Anti-Terrorism; Early Childhood Development for First Nations and Other Aboriginal Children; First Nations and Inuit Primary Care Electronic Health Record; the Provincial-Federal First Nations Telehealth Project; First Nations Water Management Strategy; Canada's Drug Strategy Renewed; Resolution Framework to address the legacy of Indian Residential Schools; Health Facilities and Physical Assets; Nursing Investment Strategy; Health Integration Initiative; Immunization Strategy; Aboriginal Diabetes Strategy; and Labrador Innu Comprehensive Healing Strategy.

### **HUMAN RESOURCES AND SKILLS DEVELOPMENT**

**Call (819) 997-8677 or visit the Web site at <http://www.hrsdc.gc.ca/en/home.shtml>**

Aboriginal Human Resources Development Strategy; Aboriginal Skills and Employment Partnerships.

### **CANADA MORTGAGE AND HOUSING CORPORATION**

**Call (613) 748-2586 or visit the Web site at <http://www.cmhc-schl.gc.ca>**

On-reserve: Non-Profit Housing Program; Residential Rehabilitation Assistance Program; Shelter Enhancement Program; Home Adaptations for Senior's Independence; Aboriginal Capacity Development; Housing Internship Initiative for First Nations and Inuit Youth.

Off-reserve: Rural and Native Housing Program; Urban Native Non-Profit Housing Program; Residential Rehabilitation Assistance Program; Emergency Repair Program; Home Adaptations for Seniors' Independence; Aboriginal Capacity Development; Agreement respecting the implementation of the James Bay and Northern Quebec agreement related to housing in Nunavik.

#### **PUBLIC SAFETY AND EMERGENCY PREPAREDNESS CANADA**

**Contact the Aboriginal Policing Directorate at (613) 991-0241 or visit the Web site at <http://www.psepc-sppcc.gc.ca>**

First Nations Policing Policy — Implementation, maintenance and development of the First Nations Policing Program, mainly on-reserve, through tripartite policing agreements between First Nations communities, provincial and territorial governments and the federal government, to provide First Nations with access to professional, effective, culturally sensitive police services that are accountable to the communities they serve.

#### **CANADIAN HERITAGE**

**Contact the Aboriginal Affairs Branch at (819) 994-3835**

Aboriginal Friendship Centres Program; Northern Native Broadcast Access Program; Aboriginal Representative Organizations Program; Aboriginal Women's Program; Aboriginal Language Initiative; Canadian/Territorial Co-operation Agreements for Aboriginal Languages; Urban Multipurpose Aboriginal Youth Centres Initiative; and Young Canada Works for Urban Aboriginal Youth.

#### **INDUSTRY CANADA**

**Call (613) 954-4064 or visit the Web site at <http://www.abc-eac.ic.gc.ca>**

To increase the number of viable businesses in Canada owned and controlled by Aboriginal Canadians and to provide a supportive business environment for Aboriginal Canadians in all areas of Canada.

#### **FISHERIES AND OCEANS CANADA**

**Contact the Aboriginal Affairs at (613) 993-1917**

Aboriginal Fisheries Strategy and the *Marshall* Long-Term Response Program (Fisheries Access and Co-Management Program) — Increases Aboriginal involvement in all aspects of fisheries, fish habitat management and commercial fishing opportunities.

#### **NATURAL RESOURCES CANADA**

**Contact the Financial Management Branch at (613) 996-6865 or visit the Web site at <http://www.nrcan-rncan.gc.ca>**

Canada's First Nation Forestry Program; R2000 Home Standard and Energuide for Houses Program; Commercial Building Incentive Program; Home Energy Efficiency Retrofit Grants; Industrial Building Incentive Program; Aboriginal and Northern Community Action Plan; Air Quality Program; CANMET Energy Technology Centre; Canada Land Surveys; Canada Nunavut Geoscience Office; Northern Energy Development; National Aboriginal Foundation; National Aboriginal Achievement Awards; Aboriginal-Mining Industry/sector (partnership, enhancement, consultation and policy development).



## **JUSTICE CANADA**

**Contact the Aboriginal Justice Directorate at (613) 941-9298 or the Programs Branch at (613) 957-3180 or visit the Web site at <http://www.canada.justice.gc.ca>**

Aboriginal Justice Strategy; Legal Studies for Aboriginal People Program; the Aboriginal Courtwork Program; and Youth Justice Renewal Initiative.

## **PRIVY COUNCIL OFFICE**

**For matters related to Indian Specific Claims, contact the Indian Specific Claims Commission at (613) 943-1515 or visit the Web site at <http://www.indianclaims.ca>; for any other matters, contact the Federal Interlocutor for Métis and Non-Status Indians at (613) 947-1848 (Privy Council Office)**

Indian Specific Claims Commission; Federal Interlocutor's Contribution Program; Urban Aboriginal Strategy.

## **NATIONAL DEFENCE**

**Contact Corporate Services at (613) 992-6033**

Bold Eagle Program; Canadian Forces Aboriginal Entry Program; Canadian Rangers Program; Junior Canadian Ranger Program; Headstart Program.

## **CORRECTIONAL SERVICE OF CANADA**

**Call (613) 943-0493 or visit the Web site at <http://www.csc-scc.gc.ca>**

Aboriginal Treatment and Healing Programs; Aboriginal-specific health strategies; Research projects on Aboriginal Reintegration; Aboriginal Healing Lodges; Halfway Houses for Aboriginal offenders; National Aboriginal Employment-Recruitment Strategy; Elders working in institutions and in the community; Aboriginal Liaison Services in federal institutions; support to Native Brotherhood and Sisterhood Groups; Aboriginal Offender Employment and Job Placement; and Aboriginal Gangs Reintegration Project.

## **INDIAN RESIDENTIAL SCHOOLS RESOLUTION CANADA (IRSRC)**

**Residents of British Columbia, Alberta or the North may contact IRSRC at (604) 775-6400; all other residents may call (613) 996-2686. Alternatively, the IRSRC Web site is available at <http://www.irsr-rqpi.gc.ca>**

Strategic Outcome: The management and resolution of claims that address the legacy of the Indian residential school system.

## Reliability of Statistics

### **Demographic Statistics Supplied and Verified Through the Indian Registry System**

The Indian Registry System (IRS) is maintained by INAC and has existed since 1951, but in its current format since 1990. The system is considered authoritative, since it contains the names of every individual registered under the terms of the *Indian Act*. It is updated on an ongoing basis by departmental staff and by 450 Indian Registry administrators.

The IRS is an accurate source, except for one major limitation: the late reporting of life events, including births and deaths. For more information on the IRS, please contact the Information Unit at the Indian Registration and Band Lists Directorate at (819) 997-9265. For more information on the effects of late reporting of life events, please call the departmental Contact Centre toll-free at 1-800-567-9604.

### **Demographic Statistics Supplied and Verified Through Population Projections**

*On-reserve Status Indian Population* — The department uses 2000-based population projections developed for INAC by Statistics Canada using the IRS. These projections have been adjusted for late and under-reporting of births and deaths and therefore differ from actual IRS data. Although these projections are not predictions, they represent future trends that the registered Indian population will follow, if the underlying assumptions (with respect to fertility, mortality, miscellaneous additions, migration, reinstatement and status inheritance) are accurate.

*Canadian Population* — The department uses *Population Projections for Canada, Provinces and Territories, 2000–2026* (Statistics Canada publication, Catalogue No. 91-520). These data are considered reliable, if the underlying assumptions are accurate.

### **Demographic Statistics Supplied and Verified Through the 2001 Census of Canada**

Statistics from the 2001 Census represent the characteristics of the Canadian population taken at one point in time. They are based on self-reporting by individuals.

One major limitation of Census statistics is undercoverage resulting from nonparticipation or incomplete enumeration of communities. A preliminary estimate released by Statistics Canada on January 21, 2003, indicates that approximately 30,000 to 35,000 individuals were not enumerated in the 2001 census. Most of these people were registered Indians living on-reserve. Non-participation by First Nations communities was not a problem in the northern territories; therefore, statistics for the North are very reliable.

Please note that data for the Aboriginal population in the North are based on INAC's definition of Aboriginal, which takes into account those respondents who reported themselves as meeting any one of the following: being registered under the *Indian Act*; having Band Membership; having Aboriginal identity; or having Aboriginal ancestry with one or more Aboriginal ethnic origins.

Regarding 2001 labour force employment rates and post-secondary education completion rates, the percentages were computed using the "Not Attending School Full Time" part of the school attendance variable. It is more appropriate to use this item since it excludes full-time students still in the education system, and likely planning to go further.

## Contacts for Further Information

### Indian and Northern Affairs Canada

Terrasses de la Chaudière  
10 Wellington St., North Tower  
Gatineau, Quebec  
Postal Address: Ottawa, Ontario K1A 0H4  
Internet: <http://www.ainc-inac.gc.ca>  
E-mail: [webmaster@ainc-inac.gc.ca](mailto:webmaster@ainc-inac.gc.ca)

### General and Statistical Enquiries, and Publication Distribution

Phone: (toll-free) 1-800-567-9604  
TTY: (toll-free) 1-866-553-0554  
E-mail: [InfoPubs@ainc-inac.gc.ca](mailto:InfoPubs@ainc-inac.gc.ca)  
Socio-demographic statistical publications available at:  
[http://www.ainc-inac.gc.ca/pr/sts/index\\_e.html](http://www.ainc-inac.gc.ca/pr/sts/index_e.html)

### Departmental Library — Not sure who to contact in the department?

Phone: (819) 997-0811  
E-mail: [Reference@ainc-inac.gc.ca](mailto:Reference@ainc-inac.gc.ca)

### Media Enquiries — Communications

Phone: (819) 994-2044

### Northern Affairs Program

Phone: (819) 953-3760  
E-mail: [NAPInfo@ainc-inac.gc.ca](mailto:NAPInfo@ainc-inac.gc.ca)

### Canadian Polar Commission

Constitution Square  
360 Albert Street, Suite 1710  
Ottawa, Ontario K1R 7X7  
(613) 943-8605 or 1-888-POLAR01  
Internet: <http://www.polarcom.gc.ca>  
E-mail: [mail@polarcom.gc.ca](mailto:mail@polarcom.gc.ca)

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