



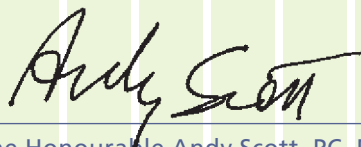
Indian and Northern  
Affairs Canada

Affaires indiennes  
et du Nord Canada

**INDIAN AND NORTHERN  
AFFAIRS CANADA AND  
CANADIAN POLAR  
COMMISSION**

**PERFORMANCE  
REPORT**

**FOR THE PERIOD ENDING MARCH 31, 2004**



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





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# MESSAGES

## MINISTER'S MESSAGE

It is my pleasure to present to Parliament and the people of Canada the 2003–04 Departmental Performance Report for Indian and Northern Affairs Canada (INAC) and the Canadian Polar Commission.

Over the past year, INAC has made a number of important and very concrete investments in the department's internal governance and business operations to support a management focus on results. This report will provide a balanced view of our objectives of the past year as we work towards furthering self-reliance, self-sufficiency, and effective governance.

To help meet these priorities, our activities centred on achieving stronger and more collaborative and coherent departmental planning, decision-making, program delivery, monitoring and evaluation, and accountability for results.

Last fall, Treasury Board approved a new Results Framework for INAC, an essential roadmap for the department's forward course in achieving progress, together with its partners. The Results Framework has identified four key areas of strategic importance and investment in achieving an improved quality of life for First Nations, Inuit and Northerners, specifically the Government, the People, the Land and the Economy. This document reflects INAC's new management focus on results, by reporting the past year's progress in terms of their contribution towards achieving these strategic outcomes.

I am proud to share the many accomplishments our department has achieved in collaboration with its many partners. We have made significant progress on many fronts, but at the same time, we know that there is much more we can achieve in reducing and eliminating the gap in quality of life between Aboriginal and other Canadians. We must celebrate the continued economic growth in Aboriginal and Northern communities that is changing lives, benefiting all Canadians and serving as models for success. We must continue to build on the advances in claims negotiations that are helping First Nations realize their aspirations for self-reliance and a better quality of life. We must redouble our efforts to support the young and growing Aboriginal population as a critical investment in a brighter future. But most importantly, we must continue to dedicate ourselves to helping First Nations, Inuit, Métis and Northerners secure the essential tools and partnerships they need to bring about positive, meaningful and lasting change.

Since my appointment as Minister of INAC and as Federal Interlocuter for Métis and Non-Status Indians, I have stressed my personal commitment to a new, dynamic and creative approach to ensuring the needs and the aspirations of Aboriginal and Northern Canadians are heard, understood and acted upon in Parliament and across this great country. Achieving this goal

will depend on the strength and sustainability of relationships, existing and yet to be forged, among and between partners. I am confident distinct roles will allow for better coordination and synergy as INAC and the Government of Canada continues to work with its partners to build and sustain the cooperative relationships that will enable us to meet our shared priorities for progress.

Indeed, the government has placed a renewed emphasis on finding innovative, collaborative directions that will bring real and beneficial change to Aboriginal people. Action is well underway, highlighted by the April 19, 2004 Canada-Aboriginal Peoples Roundtable attended by the Prime Minister, more than two dozen federal Cabinet ministers and Aboriginal leaders from across the country. Among the important developments flowing from the Roundtable was recognition of the need to acknowledge the distinctiveness of First Nations, Inuit and Métis and our shared responsibilities to work together and with other partners, to advance the Aboriginal agenda. The creation of an Inuit Secretariat within INAC and my new role as Federal Interlocuter for Métis and Non-Status Indians reflect these new directions.

In addition, to ensure an effective forum for expressing the needs of Aboriginal Canadians, and to bring government-wide focus to addressing them, the Prime Minister now chairs a permanent Cabinet Committee on Aboriginal Affairs. As vice-chair, I intend to play an active role in supporting this new decision-making committee. To confirm the Government's commitment to action on issues of importance for Canada's North, my colleague, the Honourable Ethel Blondin-Andrew has been appointed to the new position of Minister of State (Northern Development).

INAC has played, and will continue to play, a central role in this agenda for innovation and change — in partnership with First Nations, Inuit, Métis and Northern communities — to help meet their priorities in achieving results in areas such as self-reliance, self-sufficiency and effective governance. Indeed, this Departmental Performance Report reflects INAC's important transition away from managing activities to truly managing for results.

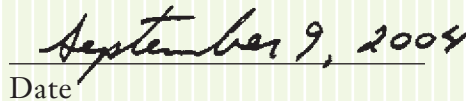
## MANAGEMENT REPRESENTATION

I submit, for tabling in Parliament, the 2003–04 Departmental Performance Report for Indian and Northern Affairs Canada and the Canadian Polar Commission.

This report has been prepared based on the reporting principles and other requirements in the *2003–04 Departmental Performance Reports Preparation Guide* and represents, to the best of my knowledge, a comprehensive, balanced, and transparent picture of the organization's performance for fiscal year 2003–04.



Michael Horgan  
Deputy Minister



Date



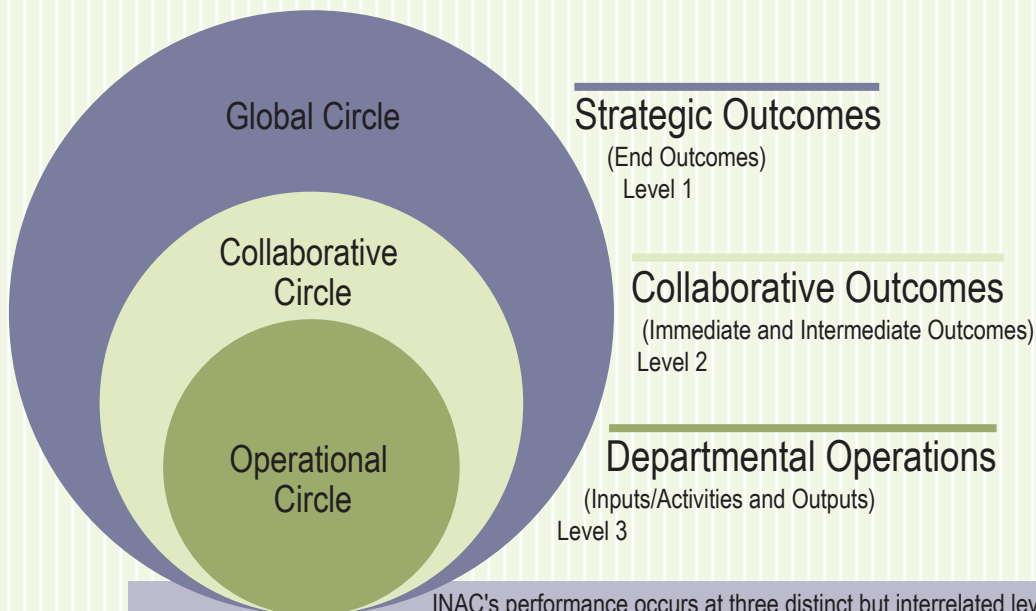


# SUMMARY OF DEPARTMENTAL PERFORMANCE

## PROGRESS AND PERFORMANCE

### INDIAN AND NORTHERN AFFAIRS CANADA

Indian and Northern Affairs Canada's (INAC) performance story needs to be told at three distinct but interconnected levels.



INAC's performance occurs at three distinct but interrelated levels. The strategic outcomes (Level 1) are the high-level long-term goals — our shared purpose, which can be achieved only through collaborative visions, relationships and capacity-building with First Nations and Northern communities. Immediate and intermediate outcomes occur in a collaborative circle of stakeholders (Level 2). To realize these outcomes, the department must in turn establish appropriate management practices and manage its inputs, activities and outputs (Level 3).

The first or global circle represents the high-level strategic outcomes toward which the department's collaborative efforts with First Nations, Inuit and Northerners are directed: strengthening governance; reducing the socio-economic gap; supporting healthy communities; and improving operations. Each of these strategic outcomes can be understood in the context of the planning framework established in the Report on Plans and Priorities for April 2003 to March 2004 and takes into account jurisdictional considerations, statutory and fiduciary obligations, the special relationships between the federal government and Aboriginal people, and the aspirations and directions of First Nations, Inuit and northern residents. At this level, departmental performance can be described as expectations not yet fully met, given the evolutionary nature of change in the situation of First Nations, Inuit and Northerners.

The second circle encompasses collaborative actions with INAC's partners, co-delivery organizations and stakeholders. Here, performance is based on expected changes in the engagement, relationship, joint vision and commitment of the various players. These

changes should lead in turn to improvements in capacity and community action; over the long term, such improvements will contribute to fulfilling the strategic outcomes. Much of this will occur across a wide continuum of governance, delivery and funding models. Activities aimed at achieving these collaborative outcomes included:

- strengthening communities, people and economies through sustained economic development, increased self-sufficiency, and improvements in health and safety in First Nations, Inuit and northern communities;
- improving Aboriginal governance through various capacity-building initiatives and movement on self-government and claims agreements;
- establishing a new fiscal relationship with First Nations, Inuit and Northern institutions, by building effective governance and intergovernmental links and transparent, stable, predictable fiscal arrangements, and by working toward governance and fiscal accountability of First Nations and Inuit in the Canadian economy;
- building renewed partnerships with First Nations, Inuit and Northerners to encourage reconciliation and community healing, increased public awareness of Aboriginal and Northern issues, stronger working relationships with Aboriginal people and organizations, and new approaches to federal, provincial and territorial relations with First Nations and Inuit communities; and
- effective management of federal interests in the North through strengthened northern governance, fostering circumpolar co-operation, supporting a healthy human and natural environment in the North and encouraging sustainable use of northern natural resources.

At this level, INAC's performance — set out in greater detail in Section Four — can be described in most instances in terms of expectations successfully met.

The third circle of the performance story is departmental operations and the Management and Accountability Framework. This level involves a discussion of the department's use of inputs, its key activities and its outputs. As noted in Section Four, significant progress was made on a number of fronts, including Aboriginal representation in a skilled, dynamic departmental workforce; instituting sound management practices; government online; developing and implementing a sustainable development strategy; and continued service enhancements or improvements. Overall, performance at this level can be characterized as successfully met expectations.

## CANADIAN POLAR COMMISSION

The performance of the Canadian Polar Commission (CPC) can be examined using a similar three-level approach. At the global level, the organization worked toward providing Canadians with an effective national and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues. Again, performance can be characterized as expectations not yet fully met, given that progress toward the strategic outcome tends to be evolutionary.

At the collaborative level, the organization worked with partners and stakeholders to develop and disseminate knowledge about the polar regions through:

- ensuring Canada's views are represented in international initiatives and organizations;
- focusing on increased national and international awareness of polar issues and research activities;
- implementing appropriate research by government departments and agencies; and
- developing a national policy for northern scientific research and other initiatives to help build stronger support for Canadian polar research and polar issues.

Progress at this level should be characterized in terms of expectations not yet fully met.

At the third level, the Commission successfully met expectations by completing activities related to communicating polar science to Canadians; identifying new partnerships for the development of polar information; facilitating bilateral and multilateral research; strengthening Canada's presence in international organizations; and playing an advocacy role with respect to polar knowledge.

## **GOVERNMENT RESPONSES TO PARLIAMENTARY COMMITTEE REPORTS**

### **INDIAN AND NORTHERN AFFAIRS CANADA**

The Minister of Indian Affairs and Northern Development tabled a comprehensive government response to the 20th Report of the Standing Committee on Public Accounts: *Chapter 6 of the April 2003 Report of the Auditor General of Canada — Federal Government Support to First Nations — Housing on Reserves*, which was tabled on October 1, 2003. The government response is available at this address: <http://www.parl.gc.ca/InfoCom/PubDocument.asp?FileID=72573&Language=E>.

The Minister was also to have provided a response to the Sixth Report of the Standing Senate Committee on Aboriginal Peoples: *Urban Aboriginal Youth: An Action Plan for Change*, which was tabled on October 30, 2003. This request died on the Order Paper, however, when Parliament was dissolved on May 23, 2004. The Senate committee report can be found at the following address: <http://www.parl.gc.ca/37/2/parlbus/commbus/senate/com-e/abor-e/rep-e/repfinoct03-e.htm>.

### **CANADIAN POLAR COMMISSION**

No activity during this period.



# CONTEXT

## RAISON D'ÊTRE

### INDIAN AND NORTHERN AFFAIRS CANADA

The mission of Indian and Northern Affairs Canada is “Working together to make Canada a better place for First Nations, Inuit and Northerners.”

This mission incorporates five principles:

- 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 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.
- A quality of life for First Nations people and Northerners that is similar to that enjoyed by other Canadians.

INAC’s core responsibilities with respect to Aboriginal people are primarily to Indian Bands, Status Indians living on reserve and 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 claims and self-government agreements on behalf of the federal government, oversees implementation of settlements, and promotes economic development. It provides funding for province-like services, such as education, income assistance and social development services, to persons 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, which directly administer 85 per cent of funding in the Indian and Inuit Affairs business line.

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 circum-polar nations.

The department’s mandate derives 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*. The department administers more than 50 statutes in all; as a result, its mandate is complex, and its responsibilities encompass a broad range of services and activities, including many that are interconnected with those of other federal departments and agencies.

## CANADIAN POLAR COMMISSION

The Canadian Polar Commission monitors, promotes and disseminates knowledge of the polar regions; contributes to public awareness of the importance of polar science to Canada; enhances Canada's international profile as a circumpolar nation; and recommends polar science policy direction to government.

## PERFORMANCE CONTEXT

Appreciating the performance of INAC and the CPC requires an understanding some of the unique characteristics and factors shaping the context for the organizations' work. The sheer breadth of INAC's mandate is daunting, especially when the significant issues facing Aboriginal communities are considered. First Nations and Inuit are the youngest and fastest growing segments of Canada's population. However, they also face lower educational attainment rates and higher unemployment and incarceration rates than other Canadians. The February 2004 Speech from the Throne observed that conditions in too many Aboriginal communities offend our values as Canadians. Providing adequate housing, potable water, waste treatment facilities and other community infrastructure requires sustained commitment and efforts that are often complicated by the remote location of Aboriginal communities. The lack of certainty about ownership of natural resources and the long time line and complexity of land claims and self-government negotiations must also be factored into expectations about INAC's performance. New relationships need to be developed with Aboriginal people and their leaders. New institutions need to be established by the First Nations, Inuit and Northerners, institutions that will need time to mature and become part of a stable environment. In this context, developing and implementing an action plan for renewed collaboration, focused on achieving positive, sustainable results with First Nations, Inuit and Northern communities, will take time.

Against this backdrop, significant changes have occurred across the department over the last year that will affect INAC's performance:

- An A-Base review (alignment of results and resources) was completed during the period, and an integrated planning process was introduced. This 'one plan, one process' approach is expected to provide an essential building block for establishing clear results and monitoring and measuring performance.
- A new result based framework was developed and approved by senior management as INAC's new management framework.
- Midway through the fiscal year, Treasury Board approved a new Planning, Reporting and Accountability Structure (PRAS). The PRAS was designed to streamline the department's activity structure by consolidating the three existing programs into a single departmental program with five strategic outcomes. Changes resulting from the PRAS are expected to be finalized in the coming fiscal year. Depicted below is a crosswalk between our previous strategic outcomes structure, which were the basis for the commitments in the 2003-04 Report on Plans and Priorities, and the strategic outcomes of the new PRAS.

#### PREVIOUS STRATEGIC OUTCOMES STRUCTURE

To provide Canadians with an environment that fosters a more promising future for all First Nations and Inuit by strengthening the relationship and addressing the disparities in living standards of First Nations and Inuit versus non-Aboriginal people; and to promote enhanced skills and expertise, leading to more sustainable and accountable Aboriginal governments, increased self-sufficiency and economic independence.

To provide Canadians with management of the federal Northern Agenda resulting in: strengthened territorial governance systems that are sensitive to Aboriginal rights and interests and the needs of all Northerners in general; exercising environmental stewardship, and promoting sustainable development in the North.

#### NEW STRATEGIC OUTCOMES

***The Government*** — Fostering good governance, effective institutions and co-operative relationships.

***The People*** — Strengthening individual and family well-being.

***The Land*** — Transferring land title and supporting sustainable use of lands and management of resources.

***The Economy*** — Increasing participation in the economy.

***The Operations*** — Providing strategic departmental operational management.

- As the Results Framework becomes operational across the department, it will permit greater integration in planning and reporting and improvements in setting meaningful performance expectations. However, in the period ending March 31, 2004, considerable effort was required to implement the Framework and, where required, to realign certain reporting responsibilities from the old organizational structure with the new structure. The Results Framework, depicted below, summarizes plans and priorities by strategic outcome, results theme (ongoing priority), business line and expected spending.

The Results Framework focuses on four strategic outcomes:

- The government — that is, the way Aboriginal people are governed, the effectiveness of their institutions, and the powers their governments exercise.
- The people — how education and social development contribute to stronger individual and family well-being; for example, how changes in education systems can help children stay in school longer and receive job training and higher education when they graduate; how changes in social services provide a social safety net for all.
- The land — a land-based system founded on sustainable practices.
- The economy — the economic development of communities, including infrastructure and housing.

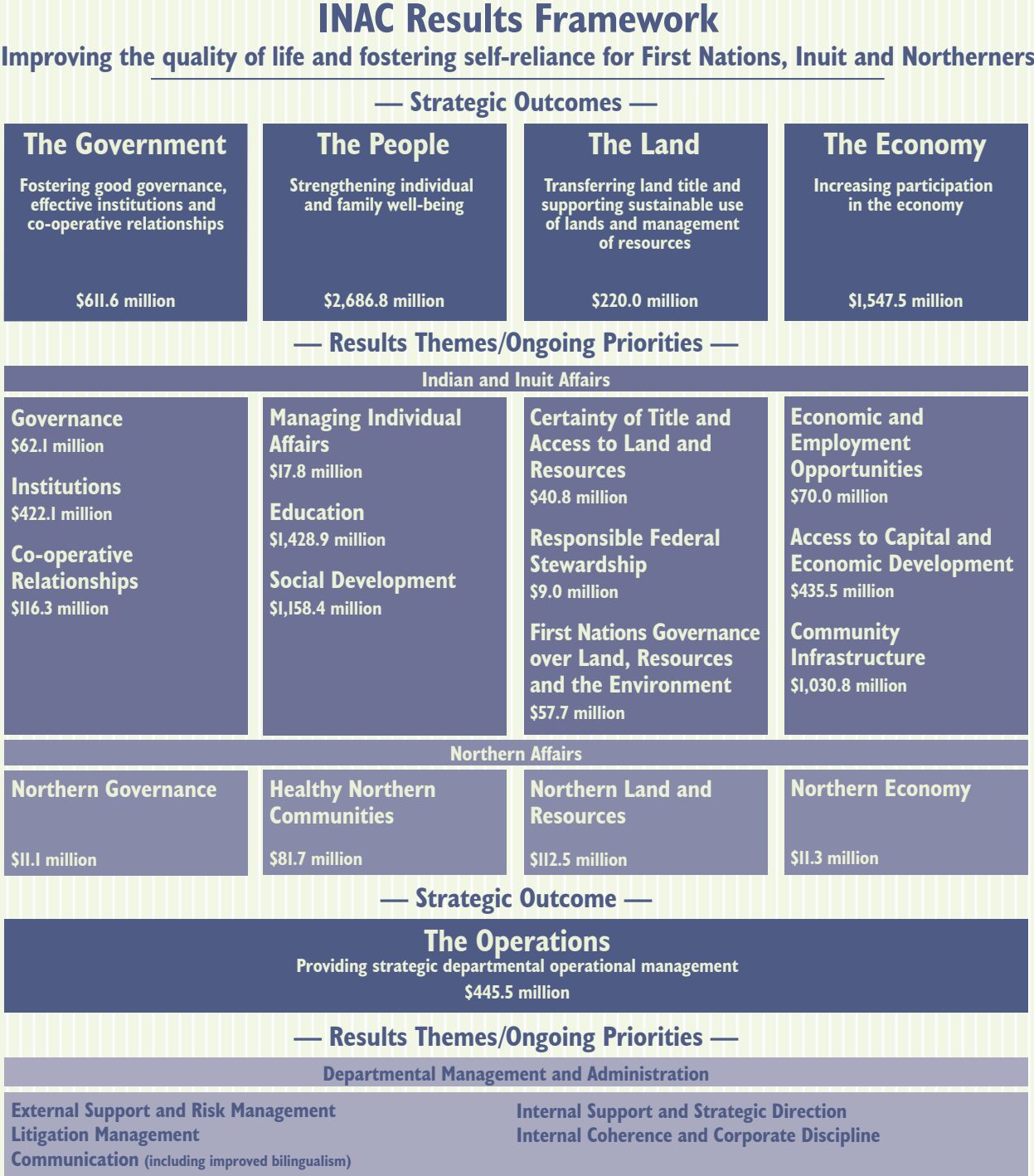
Further details on performance against each of these strategic outcomes for the period ended March 31, 2004, are provided in Section Four.

- Also during this period, INAC tabled a new Strategy for Sustainable Development to guide program and policy development. Further details on the new vision for sustainable development are provided in Section Five.

# KEY RESULTS COMMITMENTS

INAC’s Results Framework lays the foundation for greater clarity, coherence, and consistency in terms of how we describe what we do as a department working with a range of partners — today and for the future. In addition to providing internal cohesiveness and aligning resources with outcomes and results, the framework will improve corporate discipline by focussing the department and its partners on performance (Figure 1).

Figure 1





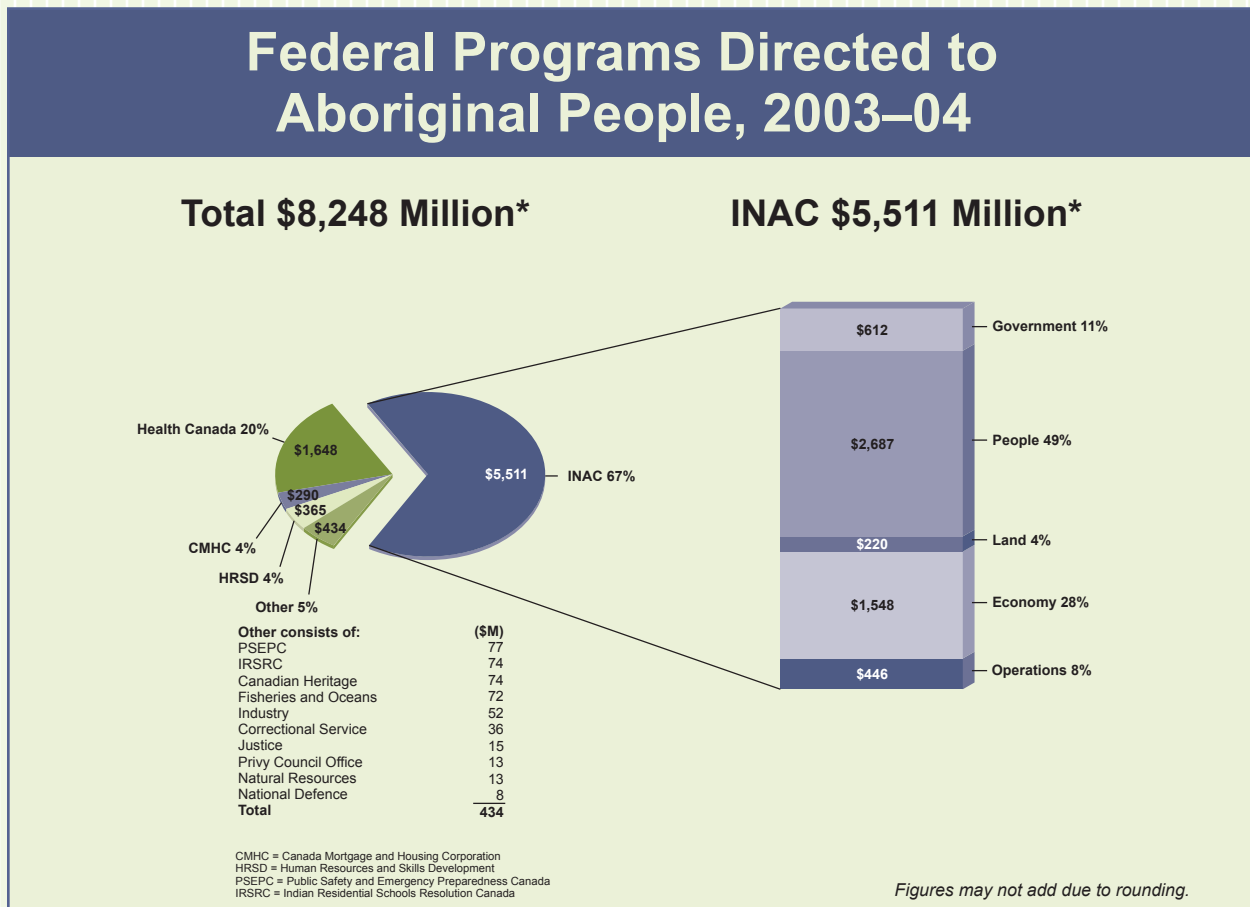
## RISKS AND CHALLENGES FACING THE ORGANIZATION

- Socio-economic disparities between Aboriginal and non-Aboriginal people have prevented First Nations and Inuit people from enjoying the same quality of life as other Canadians.
- First Nations and Inuit are the youngest and fastest growing segments of the Canadian population, but many lack the education, skills and training to improve their quality of life and that of their communities. The demographics of these communities have also increased the demand for basic programs and services such as housing.
- First Nations and Inuit communities vary considerably in terms of their capacity and readiness for governance and their ability to deliver programs and services.
- Natural resources need to be developed in a sustainable manner, but there is also a need to deal with problems of the past (e.g., massive mine clean-up in North).
- Land claims and self-government agreements need to be settled expeditiously so as to provide greater certainty about natural resources, contribute to a more positive investment climate and provide greater potential for economic development, jobs and growth. To date, however, the timeline associated with settlements has been long.
- The three northern territories have been transformed, with new governance models that will take time to mature and become part of a stable environment in which to plan and implement commitments.
- Delivering programs and services through collaboration with other government departments, levels of government and third parties creates complexity and poses challenges in terms of co-ordination and consistency.
- The implementation of a more secure Certificate of Indian Status Card.
- Progress of the social and economic strength of First Nations and Inuit communities may be jeopardized should education results not be improved. Post-secondary attainment is particularly critical for ensuring First Nations and Inuit are able to participate in the knowledge based economy.
- Continued regulatory gaps must be rationalized in order to maintain the economic and commercial development of First Nations communities.

## FEDERAL PARTNERS

Fourteen federal departments and agencies, including INAC, offer programs for Aboriginal people, with total expenditures of approximately \$8.2 billion in 2003–04 (see Figure 2). Basic province-type services account for more than 80 per cent of total on-reserve funding. Further information on federal partners is included in Section Six.

Figure 2



\*Expenditures in Figure 2 are budgetary only (INAC figures exclude \$63.6 million in non-budgetary expenditures and include \$52.0 million in Justice Canada costs).

## 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* sets out the legal definitions that apply to Indian bands and **Status Indians**: a Status Indian is an Indian person who is registered under the *Indian Act*.<sup>1</sup> **Métis** are persons of mixed First Nations and European ancestry who identify themselves as Métis. **Inuit** are the Aboriginal people of Arctic Canada and live primarily in Nunavut, the Northwest Territories and the northern parts of Newfoundland and Labrador and Quebec. 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 Inuit. INAC also has responsibilities with respect to Indian bands and self-governing First Nations on reserve and/or settlement lands.

In the North, INAC works in co-operation 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 per cent 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 60 per cent of First Nations communities have fewer than 500 residents — only seven per cent have more than 2,000. Overall, 35 per cent of on-reserve Status Indians live in urban areas, while 45 per cent live in rural areas, 17 percent in special-access areas and four per cent in remote zones.

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

## PROFILE OF CANADA'S NORTH

The North occupies 40 per cent of Canada's land mass. The three northern territories contain some 96 organized communities, most of them home to small, mainly First Nations, Métis or Inuit populations. Some 92,300 residents are scattered across this vast region: 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; 44 per cent of residents are under 25. More than half the population is Aboriginal, varying between 85 per cent in Nunavut, about 51 per cent in the Northwest Territories and 23 per cent in the Yukon. There are few reserves; as a general rule, northern governments provide programs and services similar in type to those for which INAC is responsible on reserves in southern Canada.

<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 2004.

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

## RELIABILITY OF STATISTICS

### DEMOGRAPHIC STATISTICS SUPPLIED AND VERIFIED THROUGH THE INDIAN REGISTRY SYSTEM

The Indian Registry System (IRS) has existed since 1951 and is maintained by INAC. Its current format was introduced in 2003. The system is considered authoritative, since it contains the names of every individual registered under the *Indian Act*. It is updated regularly by departmental staff and 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 data from the IRS. The projections have been adjusted for late and under-reporting of births and deaths and therefore differ from actual IRS data. Although the projections are not predictions, they provide a perspective on future trends in the registered Indian population based on assumptions about fertility, mortality, miscellaneous additions, migration, reinstatement and status inheritance.

#### *Canadian Population*

The department uses *Population Projections for Canada, Provinces and Territories, 2000–2026* (Statistics Canada 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 depict the characteristics of the Canadian population at a point in time. They are based on self-reporting by individuals.

One major limitation of census statistics is under-coverage resulting from non-participation 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, census statistics for the North are very reliable.

Data for the Aboriginal population in the North are based on the identity definition of Aboriginal, which takes into account respondents who (1) self-identified as being a North American Indian and/or Métis and/or Inuit; and/or (2) reported themselves as being registered under the *Indian Act*; and/or (3) reported themselves as having Band membership.

# PERFORMANCE AND ACCOMPLISHMENTS BY STRATEGIC OUTCOME

## INDIAN AND NORTHERN AFFAIRS CANADA

INAC's high-level logic model shows how the key results themes under each strategic outcome use resources to generate activities, outputs and a series of immediate, intermediate and end outcomes, as follows:

**Strategic Outcomes:** Statements of end outcomes that relate to the overall objective of the department. These statements relate to the long term and are typically expressed as 'desired states'.

**Intermediate Outcomes:** Statements of change or action in key groups and communities, including partners, that lead to and support strategic outcomes. These outcomes typically relate to the build-up of capacity and sustained actions across groups and communities.

**Immediate Outcomes:** Statements of engagement, participation, reaction and early relationship actions taken by key groups and communities (outside the department) related to intermediate and strategic outcomes. In some cases immediate actions include the supportive actions of delivery partners, such as other government agencies.

**Plans and Priorities:** Statements relating to key departmental plans and priorities under the strategic outcomes.

**Program Resources and Results Linkages:** Listing of key programs and initiatives that contribute to the strategic outcome; and, for each program or initiative, planned spending and actual spending.

## STRATEGIC OUTCOME: THE GOVERNMENT

*Fostering good governance, effective institutions and co-operative relationships.*

### WHAT IS THIS ABOUT?

This strategic outcome supports creation of an environment conducive to sustainable development based on good governance, effective and efficient institutions, and co-operative relationships that will in turn enable First Nations and Inuit governments to achieve an improved quality of life and increased self-reliance.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003–04 REPORT ON PLANS AND PRIORITIES

- Strengthening Governance
- Supporting Healthy Communities

### LOGIC MODEL

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#### STRATEGIC OUTCOMES

- Accountable, transparent, legitimate, representative, and citizen-empowered First Nations and Inuit governments, with fully-developed fiscal relationships as well as government-to-government relationships.
- Stable and effective institutions that are controlled by First Nations people and Inuit, responsive to community needs, culturally appropriate, and that support the increased self-reliance of communities and governments.
- Co-operative intergovernmental and treaty relationships with First Nations and Inuit in pursuit of shared objectives.

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#### INTERMEDIATE OUTCOMES

- Government processes and mechanisms that engage citizens and enable them to hold their government to account.
- First Nations and Inuit governments that make their own decisions, are responsible for their own program design and delivery and provide access for their citizens.
- Increasingly self-reliant First Nations and Inuit governments with stable and predictable fiscal relationships that are responsive to community plans.
- Rationalized array of First Nations and Inuit-led institutions that are responsive to community needs and have clear mandates and collaborative structures and mechanisms.
- Shared understanding between First Nations governments on historic treaty relationships.
- Specific claims addressed.
- Certainty for First Nations and Inuit and other Canadians with respect to land and resource rights in parts of Canada where Aboriginal land rights remain unresolved.
- Effective process to implement relationships established through comprehensive land claims and self-government agreements, including monitoring of implementation of obligations and results of these agreements.

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#### IMMEDIATE OUTCOMES

- Effective governance frameworks, including codes, constitutions, community plans and redress mechanisms developed by First Nations and Inuit governments.
- Increased capacity of First Nations and Inuit governments in policy and program design and implementation.
- Increased collaborations among governments and institutions.
- Financial transfer arrangements matched to First Nations and Inuit self-financing capacity, including effective use of existing revenue generation tools.
- Aligned funding methodologies for institutions that are responsive to community needs and that have the essential elements of modern management and comptrollership.
- Professionalism of key public service functions in First Nations and Inuit institutions through common standards and training programs.

- Shared understandings on historic treaty relationships, including increased public understanding and respect.
- Specific Claims Resolution Centre established and operational once in effect.
- Self-government and comprehensive land claim agreements through the achievement of key milestones, including impact assessments of these agreements.

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#### PLANS AND PRIORITIES

Consultation; information sharing; educational assistance; outreach; legislative and administrative reform; partnering; funding assistance; negotiations and implementation.

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#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003-04 Actual
Governance	42.1	62.1
Institutions	420.2	422.1
Co-operative Relationships	121.7	116.3
<b>Total</b>	<b>584.0</b>	<b>600.5</b>

*Figures may not add due to rounding.*

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### GOVERNANCE

In terms of increasing the capacity of First Nations and Inuit governments in policy and program design and implementation, progress was made on several fronts:

- INAC's Nunavut Regional Office (NRO) flowed \$400K to Nunavut Community Economic Development Organizations (CEDOs) under the Governance Capacity Building and Accountability Initiative. Funding is provided to eligible community-based projects and programs and is administered by the CEDOs in partnership with the NRO.
- In the Yukon, the department provided funding to support the Council of Yukon First Nations work to better respond to the needs and responsibilities of evolving First Nations' role in governance, generally, and self-government, in particular. The department also provided funding to the Self-government Secretariat to assist self-governing First Nations in the Yukon on issues of mutual interest in the implementation of self-government in the Yukon. The regional office continues to work with the Liard First Nation and the Yukon Territorial Government to build governance capacity in the First Nation.

**Financial Management Skills and Capacity in First Nations:** INAC continued to support the development of financial capacity by disbursing Gathering Strength funds. In particular, the Aboriginal Financial Officers Association of Canada (AFOA-Canada) and its chapters were funded to develop and promote quality standards, practices, research, certification and professional development of Aboriginal financial officers in close collaboration with the Certified General Accountants Association of Canada. During the year, 43 new Certified Aboriginal Financial Management designations were conferred, membership in AFOA increased from 521 to 646, and more than 600 Aboriginal financial and management professionals attended a national conference in February 2004 to further their skills. Special regional capacity development workshops were held in Saskatoon and Winnipeg in January 2004; each drew more than 100 Aboriginal financial managers to explore the impact of impending governance legislation on financial management. Numerous communication products were developed and distributed to Aboriginal financial and management professionals to promote understanding of financial statements and related work. More than 115 Aboriginal students registered for AFOA's on-line

courses. To help shape future capacity development training and resource initiatives, a capacity development survey was distributed to all AFOA members and all financial officers in First Nations communities.

**Strengthened Governance and Fiscal Accountability:** Better financial control and reporting — as demonstrated by the appropriate use of financial coding and audited financial statements — help support greater accountability of First Nations and Inuit governments to their own members. First Nations and Inuit governments must provide INAC and their members with audited financial statements prepared in accordance with generally accepted accounting principles. The Management Control Framework and policies supporting INAC funding agreements also help ensure accountability by providing guidance on compliance and standards and setting out a process for monitoring and improving effectiveness where required. The agreements include provision for Remedial Management — that is, intervention by INAC when deficiencies are identified. The intervention process is also set out in policy. Highlights include the following:

- The number of entities that received clear (unqualified) opinions on their financial statements increased slightly, to 80 per cent (Figure 3), and ongoing efforts improved access by members to audited financial statements.
- INAC reviews and assesses financial stability and compliance with the requirements of funding agreements. When any of the terms and conditions of the funding agreement are not being met, the department applies intervention mechanisms tailored to the cause and severity of the problem. Prescribed intervention mechanisms include a requirement to develop and implement a Remedial Management Plan (most often necessitated by financial difficulties); a requirement for the First Nation to appoint a co-manager; and, in extreme cases, appointment of a third-party manager by INAC.
- As of March 31, 2004, 23 per cent of First Nations, Tribal Councils and political organizations were under some form of intervention (Figure 4).

Figure 3

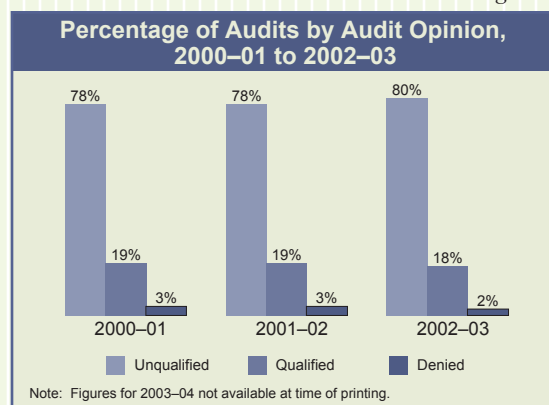


Figure 4



## INSTITUTIONS

Progress occurred in several areas:

- Work continued to advance the *First Nations Fiscal and Statistical Management Act* (FSM). The FSM legislation was reinstated in March 2004 and was at third reading in the House of Commons when Parliament was dissolved in May 2004.
- The proposed *First Nations Governance Act* was introduced in the House of Commons, and although the bill died on the Order Paper in November 2003, the initiative raised broad interest in the need for good governance practices. Both First Nations and the federal government are committed to ensuring transparency, accountability, effectiveness and efficiency in First Nations governments. Governance remains an important policy objective. For example, preliminary work is now under way to establish an independent Centre for First



Nations Governance, following on the commitment in the February 2004 Speech from the Throne.

- In the fall of 2003, 129 projects involving almost 300 First Nations were funded to enable their communities to identify and examine governance practices, approaches and challenges. Some First Nations focused on developing codes for leadership selection, financial management and administration of government, while others concentrated on human resource policies and procedures and new approaches for local redress. All reflected their communities' needs, culture and traditions. Results will be shared to encourage further development of governance models and tools.
- Further work was done to increase collaboration among governments and institutions through the approval and publication of a document entitled *Comprehensive Land Claims and Self-Government Agreements: A Handbook*. The handbook is intended for federal officials across government and is expected to enhance understanding, support and participation of other departments in implementing agreements.
- A human resources tool — *First Nation Administrator: Primary Duties and Core Competencies* — was developed in response to a recommendation from the First Nations Public Service Steering Committee. The document outlines the role of and skills needed by First Nations administrators (known previously as band managers). Identifying core competencies supports recruitment, professional development and training. In the spring of 2003, a Forum for First Nations Administrators provided input on the draft document and opportunities to network with other administrators (more than 100 attended). The publication is available at [http://www.ainc-inac.gc.ca/bc/jf/stc/Fnpsi/index\\_e.html](http://www.ainc-inac.gc.ca/bc/jf/stc/Fnpsi/index_e.html).

#### CO-OPERATIVE RELATIONSHIPS

Significant progress was made on the immediate outcomes of effective governance frameworks (including codes, constitutions, community plans and redress mechanisms developed by First Nations and Inuit governments) and obtaining self-government and comprehensive land claim agreements (through the achievement of key milestones, including impact assessments of these agreements). More specifically:

- The Westbank First Nation Self-Government Agreement was signed and the legislation implementing the Agreement was passed.
- The Blood Child and Family Services Agreement-in-Principle was signed.
- The Deline Self-Government Agreement-in-Principle was signed.
- The Tlicho Land Claim and Self-Government Agreement was signed, and the implementing legislation was drafted and introduced in Parliament.
- The Labrador Inuit Land Claims Agreement was initialled by Canada, Newfoundland and Labrador, and the Labrador Inuit Association.
- The Land Claim and Self-Government Agreements for Kluane First Nation were signed in October 2003 and came into effect on February 2, 2004. Negotiations with Kuanlin Dun First Nation, White River First Nation and Carcross Tagish First Nation have concluded, with work toward ratification of those agreements proceeding. Self-government agreement implementation activities continue with the Yukon Territorial Government and Self-Governing Yukon First Nations. Several Programs and Services Transfer Agreements were negotiated, with work proceeding on ongoing reviews. Work in this area will increase in 2004–05, given the change in focus of the region's activities from negotiation to implementation of self-government and land claims agreements.
- The Tulita Self-Government Framework Agreement was signed.
- The Treaty 8 First Nations of Alberta Self-Government Framework was signed.
- A framework agreement on the amalgamation of certain institutions and the creation of a new form of government in Nunavik was signed by Makivik, Quebec and Canada.

- The Tlicho Implementation Plan and Fiscal Funding Agreement was completed for the Tlicho Land Claim and Self-Government Agreement.
- The Agreement-in-Principle of a General Nature among Canada, Quebec and First Nations of Mamuitun Mak Nutashkuan was signed.
- The Gwich'in 10-year Implementation Plan renewal was completed.
- In British Columbia, agreements-in-principle were signed with the Tsawwassen, Lheidli T'enneh, Maa-Nulth and Sliammon First Nations. The parties to these four treaty processes are now negotiating final agreements. This progress can be attributed to new approaches introduced in the B.C. treaty process, including the use of resource revenue-sharing, a results-based framework, and incremental treaty agreements. Negotiators are also making progress at several other tables; further agreements-in-principle may be forthcoming in 2004-05.

With regard to the intermediate outcome of addressing specific claims:

- 14 specific claims settlements were reached, resolving longstanding grievances between Canada and the First Nations involved. When fully paid out and implemented, these settlements will provide more than \$259 million to First Nations and add to reserve lands.
- Key milestones were achieved in five special claims. For example, in the Kettle and Stony Point Camp Ipperwash negotiations, the Seniors Compensation Advance Payment Agreement was concluded.
- The ratification threshold policy was completed.
- The *Specific Claims Resolution Act* was proclaimed on November 7, 2003. Discussions are underway with the Assembly of First Nations prior to bringing the Act into force.
- The specific claims process continued to be managed effectively as an alternative to litigation.
- The completion of guidelines for federal negotiators: membership/citizenship in self-government agreements.

In terms of the immediate outcome of supporting shared understandings on historic treaty relationships, including increased public understanding and respect:

- Understanding of historic treaties continued to be enhanced through discussions at Exploratory Treaty Tables (ETT) with Treaty First Nations (TFNs) in Saskatchewan, Treaty 6 and 8 in Alberta, and the Nishnawbe-Aski Nation in Ontario (representing 49 TFNs).
- Exploratory treaty discussions in Saskatchewan are the most advanced, being facilitated effectively by the Office of the Treaty Commissioner (OTC). Five of the eight agreed topic areas have been completed, with discussions currently focused on justice, lands and resources, and hunting/fishing/trapping/gathering. A review of the Exploratory Treaty Table (ETT), in accordance with Gathering Strength funding requirements, began in January 2004, with a companion evaluation of the OTC, as required by the terms of the renewed mandate. Work will continue this year on the post-March 2005 mandate and roles of the ETT and the OTC.
- In addition, the OTC continues to implement an extensive and highly successful public education program in Saskatchewan, highlighting the meaning and importance of historic treaties.

Work continued during the period on establishing effective co-operative relationships with First Nations and Inuit. For example:

- In the Ontario Region, the Grand River Notification Agreement was renewed for a five-year term. The agreement is a model for improving information sharing between Aboriginal and non-Aboriginal communities in the Grand River watershed about proposed activities that could have an impact on the local environment. Parties to the agreement include the

provincial and federal governments, the neighbouring counties, the City of Brantford, Six Nations of the Grand River, the Mississaugas of the New Credit, and the Grand River Conservation Authority. INAC has a negotiating and facilitation role at this table.

- The Nishnawbe-Aski Nation (NAN) Exploratory Treaty Table became operational, as an entity separate from the NAN/Canada bilateral protocol of October 1999. The forum has been successful in building a climate of trust and co-operation between Canada and NAN, which have collaborated on establishing a framework and model for discussions, procedural guidelines, and a work plan for the current year.
- In November 2003, Canada and the Assembly of Manitoba Chiefs, representing First Nations in Manitoba, signed a Memorandum of Agreement to establish a Treaty Relations Commission with a five-year mandate that emphasizes public education, independent research and facilitation of treaty-related issues. The Commission will engage all levels of government, the schools, universities, unions and the private sector, providing opportunities to educate people and strengthen the relationship between Manitoba TFNs and non-Aboriginal people.
- Discussions continued with Alberta TFNs concerning the establishment of a treaty commission. Because three separate treaty groups (6, 7 and 8) are involved, full agreement has been difficult to achieve. Treaty 8 and Treaty 6 have reviewed and generally agreed on a model similar to the Manitoba Treaty Relations Commission.
- Canada, Nova Scotia and the Mi'kmaq of Nova Scotia began negotiating a framework agreement to define the scope and process for concluding an agreement-in-principle. Work is expected to continue in 2004-05.
- Seven Manitoba entitlement First Nations have subscribed to the benefits available under the *Manitoba Claims Settlement Implementation Act*. No reserve creation orders were executed by the Minister on their behalf in 2003-04, but lands that were encumbered by third-party interests, or for which pre-reserve designations are planned, were identified and advanced as proposals for reserve creation. Ongoing activities include accommodating third-party interests with appropriate instruments under the *Indian Act* and planning a pre-reserve designation. Concurrently, notice was again provided to non-subscribing entitlement First Nations as to the potential benefits available to them under the Act.
- In terms of the *Claim Settlements (Alberta and Saskatchewan) Implementation Act*, various First Nations (including Onion Lake First Nation, Thunderchild First Nation, Poundmaker First Nation, Muskeg Lake First Nation, Alexander First Nation, and Loon River Cree First Nation) made use of the Act to accommodate third-party land interests and thereby accelerate the progress of their claims-based expansions of reserves.
- A two-tiered approach to streamline the mandating and approval processes for comprehensive claims and self-government was implemented for the Federal Steering Committee (FSC) on Self-Government and comprehensive claims. An FSC process was established for transactional items and for an Executive Committee to focus on strategic oversight and policy direction.
- The tripartite (Canada, B.C., First Nations Summit) Fiscal Relations Working Group concluded its work in the spring of 2003. Discussions on the structure of a self-government fiscal relationship resulted in a final report setting out the parties' views. It is hoped that the information in the report will provide a strong foundation for fiscal discussions at the individual negotiation tables.

### **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

In the Specific Claims Branch, more than 20 joint research projects (involving more than 60 claims) are under way, an approach that offers efficiencies, reduces research costs, and helps

build capacity and constructive working partnerships with First Nations. Partnerships were also established with First Nations and Inuit, provincial and territorial governments, and other government departments and agencies for negotiating and implementing agreements and developing institutions. Finally, partnerships with industry, environmental groups and academics establishment contributed to capacity development and research. Specific examples included partnerships with the following organizations:

Regional chapters of the Aboriginal Financial Officers Association  
Health Canada  
Certified General Accountants Association of Canada  
Canadian Institute of Chartered Accountants  
Assembly of First Nations  
Native American Finance Officers Association  
Global Development Group  
Xerox Canada  
Canadian Executive Services Organization  
Parks Canada

## **RELEVANT AUDITS AND EVALUATIONS**

Evaluations of the following have been completed: Band Support Funding; Tribal Council; Indian and Inuit Management Development; and Band Employee Benefits programs. The department is working with First Nations to develop a paper and consultation strategy for Indian Government Support program renewal.

The Auditor General's report, tabled on February 10, 2004, included an Audit Note on Third Party Management. In response to the report, the department launched a review of intervention policies, with emphasis on the development of a co-management policy (identified as a key missing component) and on increasing First Nations input in the intervention process, improving the timeliness of intervention, increasing capacity-building, and enhancing dispute resolution. This is an opportunity to recast the intervention framework as a single, more transparent, policy. The review will be completed in 2004–05.

Chapter 8 of that report, entitled "Indian and Northern Affairs Canada — Transferring Federal Responsibilities of the North," examined and made recommendations on the implementation of the Gwich'in Comprehensive Land Claim Agreement and the Nunavut Land Claims Agreement. The recommendations dealt with issues that included: the need for improved results-based reporting; changes to the obligations tracking system; the tracking of the costs of delivering federal obligations; and the strengthening of INAC coordination framework on meeting federal responsibilities.

A departmental response was prepared prior to the tabling of Chapter 8 and provided to the Office of the Auditor General via a letter from INAC's Deputy Minister. The letter commented on each recommendation, responded to issues raised in the chapter and made commitments to address some of the Auditor General's concerns.

Issues raised in Chapter 8 may be referenced in discussion with the department by Aboriginal groups that have settled claims or that are in negotiations. INAC is working with other parties to the land claims agreements and the Office of the Auditor General to address these issues.

An audit/evaluation of the OTC and Saskatchewan ETT began in January 2004, with completion expected in June 2004.

## LESSONS LEARNED AND AREAS FOR IMPROVEMENT

Reaching agreement on the linkages between historic treaties and self-government negotiations has continued to be a challenge, primarily in Treaty 8 and in Saskatchewan. Although internal discussions on the treaty/governance link have commenced, this is recognized as a sensitive and difficult issue to resolve.

INAC recognizes the need to examine, from time to time, the results of implementing comprehensive land claims to ensure that, in fulfilling the obligations, the objectives are being met and results achieved. The department is exploring how this can best be achieved.

After many years of implementing land claims and self-government agreements, we have learned that more emphasis must be placed on transforming relationships with First Nations and Inuit communities, not simply fulfilling our obligations. If self-government negotiation processes are to be effective and productive, it is essential that the federal government, First Nations and Inuit communities, and participating provincial or territorial governments share a clear vision of the intended results. The absence of a common agenda can frustrate progress in negotiations.

To enhance relationships with First Nations and facilitate the achievement of program goals, INAC will need to improve communication with First Nations about program parameters and requirements; develop additional strategic options for managing an increasing inventory; and work more closely with First Nations to explore joint projects.

Since the inception of the Inherent Right Policy (IRP), the federal focus has moved from negotiation of jurisdictions to also encompass development and achievement of good governance, and effective government-to-government relationships.

We have learned that we need to foster a government-wide, integrated approach to recognition and support of Aboriginal governments. We also need the support and participation of provincial and territorial governments.

Improving community well-being also requires Aboriginal re-investment in developing their community vision, values, capacity and relationships. Often, a strong vision by the Aboriginal group of its destiny accelerates the pace of the negotiations, if this vision can be accommodated within existing policies.

## STRATEGIC OUTCOME: THE PEOPLE

*Strengthening individual and family well-being.*

### WHAT IS THIS ABOUT?

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

Aboriginal 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. Education systems cannot achieve maximum benefits, however, without sound social and health services that support ready-to-learn children and their families. Similarly, maximizing economic development and employment opportunities requires safe, stable, healthy individuals, families and communities. Work under this strategic outcome involves integrated interdepartmental policy development, program design and service delivery, undertaken in partnership with First Nations and Inuit and other partners.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003-04 REPORT ON PLANS AND PRIORITIES

- Reducing the Socio-Economic Gap
- Supporting Healthy Communities

### LOGIC MODEL

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#### STRATEGIC OUTCOMES

Strengthening individual and family well-being by:

- providing an improved professional standard of service in fulfilling Canada's constitutional, treaty and statutory obligations and responsibilities while continuing to meet the diverse requirements of First Nations people;
  - supporting access by First Nations people and Inuit to a range and level of education and social development services reasonably comparable to those enjoyed by other Canadians in like circumstances; and
  - enabling First Nations and Inuit control over the policies, programs and services that affect their quality of life most directly.
- 

#### INTERMEDIATE OUTCOMES

- Effective administration of individual First Nations affairs under the *Indian Act* and treaties.
  - Increased band control of membership.
  - Provision of high-quality, culturally relevant education by First Nations and Inuit.
  - Establishment of First Nations education systems (inter-connections with provincial systems).
  - Enhanced Indian control over Indian education.
  - Increased levels of educational attainment for First Nations and Inuit/Innu students.
  - Increased community and organizational capacity, decision-making and participation in education.
  - Assumption by First Nations of responsibility for social development programs.
- 

#### IMMEDIATE OUTCOMES

- Up-to-date Indian Register and departmental band lists, issuance of secure Certificate of Indian Status, timely administration of estates and payment of treaty annuities and allowances.
- Increased levels of educational attainment for all First Nations and Inuit/Innu students.
- Increased First Nations parental and community involvement in education.
- Enhanced, culturally appropriate teaching methodologies and curricula and community-based cultural and education programs and services.

- Enhanced teacher recruitment and retention and improved professional development opportunities.
- Increased special needs programs and redesigned elementary/secondary education programs.
- Redesigned post-secondary education program.
- Increased opportunities for First Nations and Inuit youth to improve job skills and acquire work experience.
- Improved social development services for adults, seniors and children living on reserve who experience functional limitations.
- Improved social development program and service delivery mechanisms for all First Nations, Inuit and Innu.
- Clarified roles and responsibilities (of service providers and INAC) understood by all stakeholders.
- Strengthened interface between federal, provincial, territorial and First Nations partners.

#### PLANS AND PRIORITIES

Registration; revenues and band governance; social development; education; registry services; consultation; information sharing; educational assistance; outreach; legislative and administrative reform; partnering; funding assistance.

#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003–04 Actual
Managing Individual Affairs	20.8	17.8
Education	1,458.1	1,428.9
Social Development	1,193.5	1,158.4
<b>Total</b>	<b>2,672.4</b>	<b>2,605.0</b>

*Figures may not add due to rounding.*

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### MANAGING INDIVIDUAL AFFAIRS

Implementation of the re-engineered Indian Registry System (IRS) supports the Government On-Line initiative and has enabled streamlined and standardized IRS maintenance, expedited issuance of Certificate of Indian Status cards, secure online access to registration and card issuance functions, improved data integrity for Indian registration and band lists, and improved system access for Indian Registration Administrators in First Nations communities.

#### EDUCATION

A new policy framework for the Youth Employment Strategy came into effect on April 1, 2003. The First Nations and Inuit components of the Strategy are being implemented in partnership with communities and organizations. The goal is to enhance employability skills and increase the number of skilled young Canadians in the workforce.

Departmental officials are working with First Nations partners regionally and nationally on areas highlighted as key to student success by the Minister's National Working Group on Education and in other reports. These areas include: increasing the ability of First Nations schools to recruit and retain high-quality teaching staff; increasing parental and community involvement in education; meeting students' special education needs; and reviewing the band-operated funding formula. The final report of the Minister's National Working Group on Education is available on the INAC website at [http://www.ainc-inac.gc.ca/ps/edu/finre/bac\\_e.html](http://www.ainc-inac.gc.ca/ps/edu/finre/bac_e.html).

The National Special Education Working Group, made up of First Nations educators working in the field of special education and INAC officials, developed national special education program guidelines, identified baseline data elements and reporting requirements, and determined priority actions for effective implementation of the program.

**Curriculum:** Examples of activities aimed at enhancing culturally appropriate teaching methodologies and curricula and community-based cultural and education programs and services included the following:

- In the Ontario Region, curriculum documents for Kindergarten to Grade 8 respecting and reflecting Ojibwa culture were developed in partnership with the local board of education and launched in January 2004. Work continues on developing curriculum documents and supports for secondary-level teachers. The project has received national and international interest and acclaim. Community and parental engagement are strong, and the program's commitment to instilling pride in students' culture and heritage should contribute to greater self-esteem and help keep children in school.
- The department supported the Gift of Language and Culture project — a three-year project undertaken by the Prince Albert Grand Council, Onion Lake First Nation, Peter Ballantyne Cree Nation and Lac La Ronge Indian Band — to develop a Cree language instruction curriculum and a Cree immersion curriculum. The curriculum will include the use of Cree syllabics and computer-based learning tools for auditory learning and pronunciation. Completion of the project will help First Nations meet the needs of students and communities by making high-quality linguistic and cultural content available for use in their schools.
- The department partnered with the Woodlands Cultural Centre to provide support for public awareness and the teaching of Aboriginal culture. The program has been particularly successful in supporting provincial schools and the curriculum requirement for Aboriginal content in various grades.
- Funding was provided to the Ogemawahj Tribal Council under a work plan for supporting First Nations schools and councils that deliver education through both the provincial and First Nations-operated school systems. The support service includes how to deal with boards of education and their billing processes and how to deliver services to children with special or high learning needs. First Nations communities have responded very positively to this support, which is promoting change in the day-to-day delivery of education for Aboriginal students.
- Canada, Quebec and the Crees agreed in principle on the next five-year budgetary rules for the Cree School Board, subject to final approval by the Treasury Board.

**Increasing Public Awareness of Aboriginal Issues:** The Ontario Region's Visiting Schools program in the Greater Toronto Area reached more than 40,000 children and youth in 2003–04. The program introduces young people to Aboriginal people, culture, and contributions to Canada, aiming to build bridges of understanding between Aboriginal and non-Aboriginal Canadians. The Ontario Region also supported the Union of Ontario Indians' Aboriginal Beat Conference, which brought together Aboriginal and non-Aboriginal journalists from across the province for a critical examination of media coverage and knowledge of Aboriginal issues. The aim was to foster improvements over time through education while also recognizing excellence in reporting on Aboriginal people and issues by presenting awards.

Inspired by a common interest in creating a more supportive public environment for Aboriginal people, INAC formed a strategic alliance with Saskatchewan's largest private-sector broadcaster, Rawlco Radio, to sponsor the Seeds of Success public awareness campaign. In the past three years, Rawlco Radio and other private broadcasters have donated more than \$1.3 million in free air time to Seeds of Success public service announcements. The province-wide radio campaign reaches a potential audience of 750,000 people daily, promoting awareness of the significant achievements and contributions of Aboriginal people in Saskatchewan. Through its support, INAC has shown how a long-term communication campaign can be delivered cost-effectively to promote positive change in public attitudes. Annual surveys conducted to evaluate the campaign show consistently that Seeds of Success is leaving a lasting impression with the



vast majority of Saskatchewan residents, with more than two-thirds expressing the need to highlight more Aboriginal success stories through the media.

### **SOCIAL DEVELOPMENT**

The Social Development Resource Centre (SDRC) is the result of a partnership initiative with the First Nations Social Development Steering Committee Society, the Tsleil-Waututh Nation (funding administrator) and INAC. The SDRC provides training and support for Band Social Development Workers, who deliver essential services for the unemployed, single parents and persons with disabilities on reserve in British Columbia. Further information is available on their website: <http://www.resourcecentre.org>.

Within the context of new Income Assistance Program authorities, INAC, Human Resources Skills Development Canada and First Nations began to improve the design and delivery of, and accessibility to, employment training and services in First Nation communities.

The implementation of a Flexible Funding Option for First Nations Child and Family Services (FNCFS) Agencies has allowed greater community control over services, especially in respect to the provision of prevention focussed services. The Flexible Funding Option allows FNCFS Agencies to engage measures of child and family support that are least disruptive to the family without having to remove a child from the parental home and place him/her in a foster or group home. FNCFS Tripartite Tables include representatives from FNCFS Agencies, provinces, which issue Agency licences, and INAC, which funds the Agencies. The Tripartite Tables have facilitated communication and engendered co-operation in respect to the resolution of child and family services and other social development issues.

As a result of the Integration and Quality Care Action Plan, INAC and Health Canada anticipate stronger and more effective policy and program co-ordination that will lead to more culturally sensitive, comprehensive and integrated continuing care services for First Nation peoples and Inuit.

Notable progress has been achieved with respect to the implementation of the Labrador Innu Comprehensive Healing Strategy: co-operation among federal partners, the Innu and the Province of Newfoundland and Labrador has increased; band status has been granted to the Innu groups; a reserve has been created at Natuashish (a reserve is expected to be created at Sheshatshiu by Spring 2005); most of the Innu have been registered; a federal health secretariat has been created to support and nurture growing community skills and knowledge in respect to the delivery of community-based health programs; and police services have improved.

Within the Early Childhood Development (ECD) Strategy for First Nations and Other Aboriginal Children, INAC led three community planning pilots in order to further understand the benefits of aggregated service delivery. INAC also led pilots in three communities to test the transferability of program evaluation tools and, as a result, will develop evaluation tools for ECD programs.

### **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

Specific examples include partnerships with the following organizations:

Treasury Board Secretariat  
Canada Revenue Agency  
Health Canada  
Human Resources and Skills Development Canada  
Social Development Canada

Justice Canada  
Industry Canada  
Canadian Heritage  
Assembly of First Nations  
First Nations Child and Family Services National Advisory Committee  
First Nations Child and Family Caring Society  
National Aboriginal Circle Against Family Violence  
First Nation/INAC Policy Advisory Group Treaty 7

## RELEVANT AUDITS AND EVALUATIONS

In response to a recommendation in the 2002 Interim Evaluation of the National Child Benefit Reinvestment (NCBR) initiative, several key management tools for NCBR First Nations practitioners were developed: a *Proposal and Reporting Resource Guide*; a *National Child Benefit Reinvestment National Standards and Guidelines Manual*; and a *First Nations National Child Benefit Reinvestment* calendar. As well, the *2002 First Nations National Child Benefit* report was released.

The initial findings of an audit of the First Nations Child and Family Services Program indicated the need for a national manual to enhance clarity, uniformity and understanding of program objectives and requirements. Consequently, INAC is developing national and regional manuals for all five social development programs (Income Assistance, Assisted Living, First Nations Child and Family Services, Family Violence Prevention, and National Child Benefit Reinvestment).

As a result of an audit of teacher certification, the reporting requirements for the elementary/secondary education program have been changed to collect more detailed information on the certification of teachers working in band-operated schools.

## LESSONS LEARNED AND AREAS FOR IMPROVEMENT

Several important lessons were learned in fiscal year 2003–04:

- Meeting community control and responsibility objectives creates a continuing and pressing need to identify and address community capacity needs.
- Work undertaken with First Nations to develop and implement the Special Education Program demonstrated that progress in First Nations and Inuit education is fostered by a meaningful collaborative approach among all stakeholders.
- First Nations schools generally operate without the support mechanisms available to other Canadian education providers through provincial education ministries and school boards. Development of education systems that can provide school board-type services would contribute significantly to ensuring that First Nations schools — many of which are small and geographically remote — can offer the array of programs available to other Canadians and benefit from economies of scale.
- Improvements are needed in the area of measuring outcomes, including efficient data collection and reporting accessibility; reviewing data use, need and duplication; and data linking initiatives. With regard to education, a new tool, the Student Tracing Methodology, is being developed so that First Nations, Inuit and INAC can use data to trace student cohorts funded by INAC to determine their progression, retention and graduation rates.

## STRATEGIC OUTCOME: THE LAND

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

### WHAT IS THIS 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 of lands and resources. INAC's strategy is to help ensure First Nations have the institutional and professional support they need, while managing federal government responsibilities effectively during the transition. Work under this strategic outcome in fiscal year 2003–04 concerned implementation of efficient land management practices that address the Crown's existing obligation to protect, conserve and manage lands; to promote resource management consistent with the principles of sustainable development; and to support First Nations' aspirations to control their lands and resources.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003–04 REPORT ON PLANS AND PRIORITIES

- Strengthening Governance
- Supporting Healthy Communities
- Reducing the Socio-Economic Gap

### LOGIC MODEL

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#### STRATEGIC OUTCOMES

- Economic development and revenue generated from timely access to lands and resources.
- Improvements in socio-economic and environmental conditions of First Nation communities.
- First Nations governance of land, resources and the environment.

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#### INTERMEDIATE OUTCOMES

- Common understanding and awareness among all stakeholders of benefits and strategies to facilitate First Nations and Inuit access to lands and resources and the sound stewardship of lands and resources.
- Existence of optimal conditions to attract investment and support for private sector financial and service institutions and other related organizations.
- First Nations authority and control over lands, resources and the environment, including sector-specific arrangements.
- Responsible management and use of reserve lands.
- Increased opportunities for First Nations to opt out of the lands and resources provisions of the *Indian Act* and the *Indian Oil and Gas Act*.

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#### IMMEDIATE OUTCOMES

- Improved partnerships with First Nations and other stakeholders.
- Better integration of efforts of federal, provincial and regional governments, not-for-profit and private sectors.
- Reconciliation of outstanding land transactions.
- Increased land base for First Nations and Inuit.
- Compliance with established regimes.
- Strengthened land management competencies and professional skills base in First Nations communities and governments.
- Modernized legislation, regulations and institutional frameworks.

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## PLANS AND PRIORITIES

Additions to Reserves process (reserve land); comprehensive claims; administering *Indian Oil and Gas Act* and associated regulations; administering lands, resources and environment responsibilities; inventorying; assessing and managing contaminated sites; collecting and managing Indian monies; partnering; stewardship practices; legislative and regulatory activity; policy implementation.

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## PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003–04 Actual
Certainty of Title and Access to Lands and Resources	48.2	40.8
Responsible Federal Stewardship	14.3	9.0
First Nations Governance over Land, Resources and the Environment	47.8	57.7
<b>Total</b>	<b>110.3</b>	<b>107.5</b>

*Figures may not add due to rounding.*

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## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### CERTAINTY OF TITLE AND ACCESS TO LANDS AND RESOURCES

The Additions to Reserve (ATR) modernization initiative, which aims to reduce the time required to add land to a reserve from 5–7 years to an average of 2 years, made significant progress in 2003–04, as follows:

- Further testing of the 3-day ATR training module, developed in 2002–03, was completed in May 2003, and a revised training module was delivered to two groups of First Nations land managers in British Columbia in February and March 2004.
- The land management project was launched in collaboration with the Federation of Canadian Municipalities and Aboriginal associations to promote better understanding of the ATR process, to enhance the relationship between First Nations and municipal governments, and to develop communication tools to assist in the dialogue between the two parties.
- National consensus on a standardized process for ATR was reached between INAC regional staff and the National Aboriginal Land Managers Association.

Reserve expansion as a result of specific claim settlements (among other sources) provides a wide range of social, economic and employment opportunities for First Nations communities and individual band members. The acquisition and development of strategic properties, the enhanced capacity to undertake joint ventures, and the increased ability to compete in the mainstream economy all contribute to improving the standard of living for First Nations communities and their members. Success stories resulting from previous specific claim settlements include the following:

- The Onion Lake First Nation in Saskatchewan gained revenue, employment and other benefits from the setting apart as a reserve of more than 100,000 acres of land with significant potential for oil and gas and forestry production.
- The Pelican Lake First Nation in Saskatchewan owns and operates a manufacturing plant for houses on reserve land in the village of Leoville and has a show home on reserve in the village of Spiritwood.
- Joint ventures between the Kahkewistahaw First Nation and the city of Yorkton exemplify a win-win success story with the recent opening of a gas and convenience store, the development of a shopping mall, and the future relocation of the Painted Hand Casino, run by the Kahkewistahaw First Nation.

The Government of Canada, the Canadian Pacific Railway (CPR) and nine First Nations in British Columbia ratified settlement agreements, resolving uncertainty over title to the CPR right-of-way and the subsequent application of property tax powers on these First Nations reserves. These tax/title settlements illustrate the long-term benefits of negotiating solutions in creative and productive ways and secure certainty over title to the land while respecting First Nations governance and tax jurisdiction. The new *Property Assessment and Taxation Regulations*, which came into effect on March 29, 2004, allow for implementation of the settlement agreements. INAC was involved negotiating the settlement agreements as part of its responsibility for managing reserve interests under the *Indian Act*.

### **RESPONSIBLE FEDERAL STEWARDSHIP**

Significant progress has been made to implement the Indian and Inuit Affairs Program Environmental Stewardship Strategy Action Plan. A central accomplishment during the fiscal year was development and approval of the Indian and Inuit Affairs Program Environment Policy. Further policy development in the form of directives, procedures and processes is continuing.

The Contaminated Sites Management Program, under which assessment and remediation of contaminated sites on reserve lands was initiated during the year, will continue. There is now greater emphasis on remediation in order to mitigate the risks to health and safety and reduce Crown liabilities.

In collaboration with First Nations, the following lands-related legislative initiatives were launched:

- Development of a legislative framework to govern major commercial and industrial activity on reserve.
- Amendments to the *Indian Oil and Gas Act* and *Regulations*. In addition to working with the Indian Oil and Gas Co-Management Board, there have been extensive consultations with First Nations that have oil and gas interests and with the Indian Resource Council, which represents more than 130 First Nations.

### **FIRST NATIONS GOVERNANCE OVER LANDS, RESOURCES AND THE ENVIRONMENT**

In collaboration with First Nations, INAC initiated the development of an enabling legislative framework for First Nations oil and gas and monies management, so that First Nations will have the option of managing their oil and gas activities and related revenues directly. Substantial progress has resulted through work with three pilot First Nations (Siksika, Blood and White Bear).

The high-level design of a modernized land management program was proposed to support First Nations interested in strengthening governance of their lands, resources and the environment. The draft program framework was completed in collaboration with the National Aboriginal Land Managers Association, the INAC First Nations Land Management Initiative (FNLMI) and regional staff and is now being developed further for the next phase of this modernization initiative.

Six First Nations ratified their land codes through community approvals and these are now operational: Nippissing First Nation, Westbank First Nation, McLeod Lake First Nation, Beecher Bay First Nation, Whitecap Dakota Sioux First Nation, and Tsawwassen First Nation. Two others (Sliammon First Nation and Ts'kw'aylaxw First Nation) ratified land codes that will become operational in 2004–05, upon ministerial signature. INAC and the Land Advisory Board Resource Centre have agreed to a multi-year funding arrangement that secures funding

until 2007-08. The Framework Agreement on First Nations Land Management and the FNLMI constitute important steps toward self-government.

Two additional research papers were released in 2003-04. All research has been published and is available on the departmental website. To increase awareness of the issue of on-reserve matrimonial real property, the department organized information sessions, including four national sessions hosted by the Public Legal Education Association of Canada. Audiences included First Nations communities, Aboriginal women's organizations and law schools. On June 4, 2003, the minister asked the Standing Senate Committee on Human Rights to study the legal issues affecting on-reserve matrimonial real property when a marriage or common-law relationship breaks down. On November 2, 2003, the Senate Committee tabled an interim report; its preliminary recommendations include amendments to the *Indian Act* and consultations aimed at developing long-term solutions. Although the Committee was not able to issue a final report before Parliament was dissolved in May 2004, its work confirmed the complexity of the issue and offered insight and direction for the future. Several research and policy initiatives on the issue are under way, and the department continues to engage in dialogue with stakeholders. Proposed solutions will be explored in collaboration with First Nations people.

### **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

Several key partnerships are critical to achieving results in INAC's land-related initiatives. Interdepartmental relationships have been established with Natural Resources Canada and the Department of Justice, which provide advice on operational issues and legislative proposals. Partnerships also exist with several special operating agencies, including Indian Oil and Gas Canada and the Indian Taxation Advisory Board.

Provincial and municipal partners are involved in areas such as rail negotiations and the ATR process. A formal partnership has been established with the Federation of Canadian Municipalities to assist in the ATR modernization initiative.

There is a growing list of partnerships with Aboriginal associations and institutions and individual First Nations, including the National Aboriginal Land Managers Association, various regional land managers' associations, the Lands Advisory Board, the National Aboriginal Forestry Association, the Canadian Aboriginal Minerals Association, and the Indian Resource Council. These collaborations offer a model for strengthening sustainable economic development and fostering an improved quality of life and greater self-reliance for First Nations.

### **RELEVANT AUDITS AND EVALUATIONS**

See *Lessons Learned and Areas for Improvement*.

### **LESSONS LEARNED AND AREAS FOR IMPROVEMENT**

An evaluation of the First Nations Forestry Program (FNFP) was conducted in partnership with Natural Resources Canada (NRCan) between July 2002 and April 2003. The evaluation found that the program is useful and making a difference in supporting the forestry activities of First Nations with a large land base and in facilitating off-reserve forestry activities for First Nations without a large land base. The program is relevant and has been effective in establishing networks and sharing information; imparting technical skills and knowledge; developing strategies for opportunities in the forest sector; increasing awareness of sustainable forestry; and increasing management capacity. The evaluation also noted that the FNFP is accessible to its target audience, although access is limited by funding availability. The downturn in the softwood lumber market and the growing presence of invasive pests in mature forests pose

significant challenges to future success. The evaluation generated five recommendations that have become part of an Action Plan:

- The first recommendation was to ensure that the FNFP was renewed for five more years and that the funding level was increased. On March 14, 2003, the minister announced the renewal of the FNFP until March 31, 2008. Funding was increased by \$2 million per year and is now \$6.5 million per year, divided between NRCan and INAC.
- The second and third recommendations concerned a revised funding formula, based on new population levels and other trends, and the inclusion of provincial/territorial, industrial and other funding agency representatives in the program management structure, where applicable.
- The fourth recommendation related to expediting the proposal process to accommodate seasonal planning issues. This recommendation was implemented in September 2003.
- The fifth recommendation related to increasing First Nations involvement in the delivery of the FNFP.

The FNFP focus on capacity building and business development is consistent with federal policy objectives, and there is overwhelming support for the FNFP.

## STRATEGIC OUTCOME: THE ECONOMY

*Increasing participation in the economy.*

### WHAT IS THIS ABOUT?

This strategic outcome concentrates on increasing community and individual self-reliance through a supportive investment/business climate, partnerships, and strategic investments that enable individuals, communities and businesses to seize economic opportunities and leverage investments in infrastructure for economic development. Work under this strategic outcome helps build the economic foundations necessary to close the socio-economic gap between Aboriginal and non-Aboriginal people and to foster safe, stable and healthy First Nations and Inuit communities with a greater participation in the Canadian and global economies.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003-04 REPORT ON PLANS AND PRIORITIES

- Reducing the Socio-Economic Gap
- Supporting Healthy Communities

### LOGIC MODEL

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#### STRATEGIC OUTCOMES

- Economic employment opportunities.
  - Higher income levels for First Nations, Inuit and Northerners.
  - Access to capital and economic development.
  - Community infrastructure.
- 

#### INTERMEDIATE OUTCOMES

- Creation of new Aboriginal businesses and expansion of existing businesses by First Nations and Inuit.
  - First Nations set plans and priorities and manage with a long-term capital plan and enhanced capital management regime, and alternative sources of investment/financing are pursued.
  - First Nations participation and engagement in economic ventures related to finance and investment, employment opportunities and infrastructure development.
  - Community physical infrastructure is planned, protected and managed by First Nations and Inuit in a sustainable, cost-effective and efficient manner.
  - First Nations communities have safe potable water, waste management facilities and housing that meet federal guidelines and are comparable to standards achieved in non-First Nations communities.
  - Changes in legislation, regulations, policies and practices, along with public and private sector attitudes and understandings, reduce impediments to economic development.
  - Provision of financial support services by Aboriginal financial institutions for economic development activities.
  - Increased recruitment, promotion and retention of Aboriginal employees.
  - Development of agreements with First Nations, Inuit and Northerners concerning employment contracts between Aboriginal communities and organizations and mainstream employers.
  - Aboriginal people can identify and act on economic opportunities.
- 

#### IMMEDIATE OUTCOMES

- Non-government (private and not-for-profit sector) engagement and support.
- Better access to resources, capital and sources of expertise by First Nations and Inuit communities and businesses.
- Federal-provincial-territorial government engagement, participation and support.
- Community-level development by First Nations, Inuit and Northerners of professional standards, training and administration for individuals in communities engaged in economic development.



- Development and implementation with First Nations, Inuit and Northerners of a dedicated strategy to assist women to achieve a level of participation in the economy that reflects their representation in Canadian society.
- Development with First Nations, Inuit and Northerners of regional economic strategies consistent with Aboriginal and other partners' priorities.
- Existence of a clear, stable, efficient regulatory regime understood by all players.
- Increased knowledge of Aboriginal products/businesses by other stakeholders.
- Enhanced individual/community capacity in First Nations, Inuit and Northern communities to support economic growth.
- Improved relationships between Aboriginal communities and organizations and mainstream businesses and other organizations.

#### PLANS AND PRIORITIES

Community economic and capacity development program; community economic opportunities program; community developmental equity program; Aboriginal Workforce Participation Initiative; Procurement Strategy for Aboriginal Business; policy access to capital; Capital Facilities Maintenance Program; housing, water and other capital infrastructure assets.

#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions		
	Planned Spending	2003–04 Actual	
Economic and Employment Opportunities for Aboriginal People	70.0	70.0	
Access to Capital and Economic Development	522.9	435.5	
Community Infrastructure	1,090.2	1,030.8	
<b>Total</b>	<b>1,683.1</b>	<b>1,536.2</b>	<i>Figures may not add due to rounding.</i>

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### ECONOMIC AND EMPLOYMENT OPPORTUNITIES FOR ABORIGINAL PEOPLE

Under the Community Economic Development Program, INAC provided core funding to Nunavut Community Economic Development Organizations (CEDO) to support delivery of economic programming, business support and training to Inuit-owned businesses. The annual budget for support to CEDOs is \$1.5 million. The department's regional office provided additional capacity support to CEDOs to deliver INAC/Aboriginal Business Canada programming under the Nunavut Project Review Committee. INAC's support is \$100,000 annually, which will be reviewed at the regional level at the end of 2004–05.

#### ACCESS TO CAPITAL AND ECONOMIC DEVELOPMENT

INAC continued to work with other federal departments to reinvigorate the Procurement Strategy for Aboriginal Business across government, focusing on increasing the number of Aboriginal suppliers bidding and winning contracts for federal Crown procurement. The amount of procurement from Aboriginal businesses across the federal government rose from \$253 million in 2002–03 to \$487 million in 2003–04. INAC also worked with the Aboriginal community to increase the number of Aboriginal companies listed in its inventory of firms with which federal departments can contract.

INAC published and distributed *Journey to Success, an Aboriginal Women's Business Planning Guide* to help female entrepreneurs participate in the economy through business ventures. Workshops were held with key stakeholders in community and urban settings in Alberta,

Manitoba and Ontario in February and March 2004. A 'train the trainer' approach was used, so that participants could take information and skills back to their communities. Discussions were also held with stakeholders in Nunavut to determine how best to use the guide to support Inuit women's economic participation. Current implementation plans include working with the Pauktuutit Inuit Women's Association and the Canadian Executive Services Organization to develop community-based strategies to encourage Inuit women to participate in the economy.

Through the Aboriginal Workforce Participation Initiative, INAC signed formal partnerships with Michelin of Canada, the Alberta government and the Brandon Regional Health Authority. The parties agreed to work with the Aboriginal community and employees to facilitate constructive cultural relations; enhance linkages to the Aboriginal labour force; promote employment, retention and career development of Aboriginal employees; identify potential business development initiatives; and develop an action plan outlining strategies in the short and long term to increase participation of First Nations in the economy. Such partnerships are expected to serve as models for other organizations.

Partnership building among interested stakeholders has become the driving factor in co-ordinating INAC's approach to First Nations economic issues and challenges. In Manitoba, a hydroelectric sector working group of First Nations, federal, provincial and private sector stakeholders was established. It played a key role in the development of the Atoskiwin Training and Employment Centre, which will train apprentices from Northern First Nations for hydro development projects, leading to meaningful long-term employment.

In the tourism sector, an intergovernmental working group was established to support sustainable Aboriginal tourism projects. One such project is the Northwest Aboriginal Tourism strategy in Manitoba, through which First Nations and municipalities are working together on a regional approach to tourism for the first time. The project has both federal and provincial funding support. The regional sectoral working groups have proven an effective means of communication and a building block for successful First Nations projects. A similar intergovernmental working group has been established for forestry.

More than 300 participants from First Nations, federal, provincial and municipal governments, and the private sector attended conferences in Ottawa and Edmonton organized by the department to facilitate and promote Aboriginal human resource development partnerships; to provide information, including details on existing partnership development tools; and to influence future economic and employment development opportunities for Aboriginal people.

In the Northwest Territories, INAC's Aboriginal Economic Development Programs invested \$11.5 million in various resource-based economic activities, which leveraged additional equity and loan investments totalling \$24.6 million, for a total investment of \$36.1 million in the NWT economy.

Drawing on the Economic Development Opportunity fund and the Major Business Project Program, INAC made contributions that will result in Aboriginal people being able to identify and act on economic opportunities. For example:

- The Siksika Nation will receive a \$6 million contribution for development of Blackfoot Crossing Historical Park (BCHP), a year-round tourist attraction offering authentic interpretation of the history and culture of the Northern Plains Indian. The BCHP will cover 500 acres and incorporate four National Historic Sites, an Interpretive Centre, a teepee village, a buffalo paddock and other period attractions. The total project value is estimated at \$25.1 million. BCHP is a welcome addition to Alberta's tourism infrastructure and will stimulate spin-off in the form of additional Siksika-owned businesses. INAC funding will be provided over two years, with \$2.4 million flowing to the Siksika Nation in 2003–04.

- The Heart Lake and Chipewyan Prairie First Nations will receive a \$300,000 contribution for equipment needed to launch JHL Forestry, a timber harvesting company that will operate in Northern Alberta. Alberta Pacific Forest Industries Inc. (AlPac) is also a partner in this venture, providing management expertise and guaranteeing a market for the harvested timber. JHL Forestry is expected to create 11 full-time positions. INAC's contribution of \$0.3 million comes from the Economic Development Opportunity Fund. The total project value is \$2 million.
- In January of 2003, approval was granted to support the development of a Labrador Inuit Inshore fishing project. The approval was granted to support this 3.4 million dollar project through a \$250,000 contribution from the Economic Development Opportunity Fund. As a result, the Labrador Inuit Development Corporation (LIDC) has established an inshore fishing enterprise by purchasing the existing enterprise named Sea Voyager III Fisheries (SVF). SVF is the owner of the 65 foot steel fishing vessel the "Newfoundland Mariner" and various licences. The purchase of the vessel offers an on-board freezing/processing feature. The associated licences permit the enterprise to fish for turbot, groundfish, crab, tuna and scallop in designated areas. Acquisition of the enterprise by LIDC offers it the opportunity to acquire licences in the future to expand its fishing area, beyond the offshore shrimp fishery it now holds, for the above species of fish and shellfish. Additional fleet capacity allows the Labrador Inuit community to inject funds into the Inuit Aboriginal fishery in Labrador.

This venture makes a significant extension to the capabilities and viability of the Inuit Aboriginal fishery in Labrador. The International demand for seafood is on the rise and the stability of national markets bode well for the viability of this project. The project will generate approximately \$1.3 million in projected revenue over the first three years.

## COMMUNITY INFRASTRUCTURE

**Alternative Energy Forum:** In response to growing interest among First Nations, and as part of the Government of Canada's climate change agenda, INAC's British Columbia Region sponsored a forum in Vancouver on December 3–4, 2003, that looked at alternative energy options for First Nations communities. The purpose of the event was to raise awareness, communicate the technical and financial support available to communities, and introduce and connect the various stakeholders. Over 100 people attended, the majority from First Nations and tribal organizations (approximately 50 Bands were represented). Representatives from industry, academia, BC Hydro, financial institutions and the federal and provincial governments also attended. Participants had the opportunity to visit sites showcasing practical applications of renewable energy (e.g., Municipality of North Vancouver's microhydro project) and energy-efficient housing (e.g., BCIT Solar Energy Housing Project). Through the forum, communities were able to network with independent power producers and look at financial options for developing power projects. As a result, a number of communities are examining the feasibility of wind and micro-hydro projects and will be incorporating energy efficiency considerations in infrastructure planning and development.

**Capital Management Regime:** INAC has worked diligently to strengthen its Capital Management Regime and to ensure that effective planning processes and controls are in place, that risks are identified, and that all stakeholders manage the use of capital assets on a life-cycle basis. As a complement to implementation of its Long-Term Capital Plan, and to create safe and sustainable on-reserve environments, the department has developed a series of management control frameworks aimed at improving the delivery and maintenance of community infrastructure. Achievements include the following:

- Development of a National Priority Ranking Framework to assign highest capital investment priority to projects that protect the health and safety of First Nations.

- Finalization of a performance measurement framework to facilitate collaboration with First Nations in setting performance targets related to infrastructure and housing. Once complete, the framework will provide a meaningful basis on which to measure results.
- Shortening of and improvement in INAC's asset inspection cycle. The new three-year inspection cycle (down from five years) will permit timely identification of health and safety risks posed by deficient assets and will ensure that departmental decisions are based on the most current and accurate information possible.

**First Nations Water Management Strategy:** In collaboration with First Nations and Health Canada, corrective action plans are being implemented for all 264 identified high-risk and all 546 identified medium-risk water and wastewater treatment facilities. Since funding of the First Nations Water Management Strategy began in October 2003, three per cent of the identified high-risk sites and five per cent of the medium-risk sites have been corrected, thus improving health and safety in First Nation communities.

In collaboration with First Nations institutions, INAC has continued expansion of training programs for water plant operators and can report the following accomplishments:

- The number of certified water treatment operators increased by 23 per cent.
- The number of water treatment operators under training increased by 13 per cent.
- The number of certified wastewater treatment operators increased by 20 per cent.
- The number of wastewater treatment operators under training increased by 13 per cent. Through this training program and other training activities, the capacity of First Nations to manage water and wastewater activities was enhanced.
- Through the Strategy, co-ordination between Health Canada and INAC resulted in the timely sharing of data on health risks related to water quality, establishment of a formal process for joint assessment of planned water treatment projects, and implementation of a joint communication awareness strategy. These accomplishments demonstrate effective horizontal efforts between departments.

**On-Reserve Water and Wastewater Services:** INAC continued to partner with First Nations to provide centralized water and wastewater services in communities still depending wholly or partially on individual septic systems and wells. One example is Glooscap First Nation in Nova Scotia, which had been plagued with well contamination problems, leading to frequent boil water orders and the need to import bottled water. A partnership between INAC, Public Works and Government Services Canada, Glooscap First Nation and the Town of Hantsport made possible the installation of a water transmission line from a new water source, a new water distribution system within the community, and a state of the art water treatment plant managed and operated by the Town of Hantsport.

**Housing:** INAC funding, with assistance from the Canada Mortgage and Housing Corporation, resulted in the construction of 1,899 new houses on reserve in 2002–03 and renovations to a further 4,224 houses. As of March 2004, 53.2 per cent of all houses on reserve were considered adequate.

INAC also supported ten special initiatives examining alternative forms of land tenure and increasing access to private sector financing for the administration of First Nations housing programs at an aggregate level. These initiatives will serve as models for other First Nations and their organizations to improve housing conditions on reserve.

## **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

Specific examples include partnerships with the following organizations:

Health Canada  
Public Works and Government Services Canada  
Canada Mortgage and Housing Corporation  
Municipal authorities (for capital infrastructure)  
Nunavut Community Economic Development Organizations  
Michelin of Canada  
Government of Alberta  
Brandon Regional Health Authority

## **RELEVANT AUDITS AND EVALUATIONS**

Working with the Canada Mortgage and Housing Corporation, the department developed detailed action plans to address recommendations from the Office of the Auditor General (OAG) and the Standing Committee on Public Accounts (SCPA) regarding on-reserve housing. The department also provided funding to the Assembly of First Nations (AFN) to enable AFN to re-establish its housing secretariat and provide advice and assistance to First Nations on housing issues. In addition, the AFN will now be able to participate in implementing the action plans developed to respond to the OAG and SCPA recommendations.

## **LESSONS LEARNED AND AREAS FOR IMPROVEMENT**

The establishment of more effective performance information would support more efficient and effective decision making. This coupled by a horizontal approach to the integration of activities that would build on each other to stimulate economic development for First Nations, Inuit and Métis people. This could maximize our investments of federal resources as we move closer to reducing the socio-economic gap between Aboriginal and non-Aboriginal people.

With respect to First Nations Housing, INAC is acting on the recommendations of both the OAG and SCPA reports. The department is taking steps to: clarify roles and responsibilities as they relate to on-reserve housing; streamline delivery of federal assistance programs to support housing; improve data collection, monitoring and compliance; and improve reporting to Parliament. INAC and CMHC will continue to work with the AFN and other First Nation organizations to improve service delivery in this area.

## THE NORTH

*Strengthening Canada's northern territories.*

### WHAT IS THIS ABOUT?

INAC's strategic focus in the North is strengthening the three northern territories by supporting northern governance institutions through 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 co-operation on circumpolar issues.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003-04 REPORT ON PLANS AND PRIORITIES

- Strengthening Governance
- Supporting Healthy Communities
- Reducing the Socio-Economic Gap

### LOGIC MODEL: STRATEGIC OUTCOME — THE GOVERNMENT (THE NORTH)

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#### STRATEGIC OUTCOME

Fostering good governance, effective institutions and co-operative relationships.

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#### INTERMEDIATE OUTCOMES

- Devolution of province-like responsibilities to northern governments.
  - Effective intergovernmental mechanisms in the North.
  - Strengthened international co-operation on circumpolar issues.
- 

#### IMMEDIATE OUTCOMES

- Greater consultation and collaboration in joint decision making with Northerners.
  - Development of shared management agendas.
  - Increased understanding of governance issues, tools, mechanisms and implementation.
  - Establishment of positive relationships at all levels.
  - Continued participation by key stakeholders in domestic and international forums at the working and senior levels.
  - Increased engagement/participation of all key agencies (territorial/provincial/Aboriginal/federal) in northern governance.
- 

#### PLANS AND PRIORITIES

General co-ordination and advocacy of northern political, social and economic development activities, including devolution negotiations; intergovernmental forums and processes; and circumpolar co-operation.

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#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	<b>\$ millions</b>	
	<b>Planned Spending</b>	<b>2003-04 Actual</b>
Northern Governance	13.3	11.1

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## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### NORTHERN GOVERNANCE

**Devolution of Province-like Responsibilities:** Concrete progress was made in devolving province-like responsibilities to territorial governments:

- Responsibility for the Northern Affairs Program of the department's Yukon Region was devolved to the Yukon Territorial Government on April 1, 2003. The region is now engaged in follow-up work to meet outstanding legal commitments set out in the Devolution Transfer Agreement, such as management of contaminated sites.
- In the Northwest Territories, the commitment to conclude a Framework Agreement for devolving land and resource management responsibilities was met. The Agreement was initialled by the chief negotiators in June 2003 and signed by the Minister, the Premier of the NWT, and a majority of Aboriginal summit members on March 18, 2004. Work continues on negotiation of an agreement-in-principle.
- In March 2004 a 'lessons learned' report was completed on the Yukon devolution experience; lessons learned could be helpful in current and future negotiations to transfer land and resource management responsibilities in the North.

**Effective Intergovernmental Mechanism:** Efforts to strengthen intergovernmental relationships continued in each territory:

- In the Yukon, the Intergovernmental Forum held its second and third meetings in May and October 2003. The Minister, the Premier of the Yukon, the Council of Yukon First Nations, and Yukon First Nations attended these forums and signed a protocol confirming their respective governments' political commitment to intergovernmental co-operation in implementing the new governance regime created as a result of land claims and self-government agreements. The priorities identified by the group include program and service delivery issues, education, economic development and fiscal matters.
- In the NWT, the Intergovernmental Forum (IGF) held a session on March 18, 2004, with participation from the political leadership of the federal, territorial and Aboriginal governments. One area for action is economic development through the work of the Economic Development Advisory Forum (EDAF). Established by the IGF, the EDAF met in July and September 2003 to develop recommendations for the IGF on priority directions and to provide input on economic development policy and program design and implementation.
- The Nunavut Senior Officials Working Group, composed of three senior officials from INAC, the Government of Nunavut and Nunavut Tunngavik Incorporated, continues to meet every two years to share information on strategic priorities and to agree on approaches to achieve progress. This body met once during the reporting period. The second meeting was deferred because of elections in the territory. This forum is well regarded by the parties and has been instrumental in establishing effective intergovernmental working relationships for setting joint priorities and moving forward on key files, such as developing devolution approaches that will work in the Nunavut context and articulating the unique needs of this territory in areas such as infrastructure and economic development.

**Strengthened International Co-operation on Circumpolar Issues:**

- INAC supported the work of the Arctic Council (AC) by contributing to the objectives of the Icelandic Chair (2002–04) and the Inari Declaration. The department provided secretariat services to support Canada's representation at two AC meetings of senior officials in April and October 2003. It also facilitated an interdepartmental consultative process to secure

Government of Canada engagement in key Icelandic program initiatives, such as the Arctic Human Development Report, the Arctic Climate Impact Assessment, and the Information Communication and Technology Conference. INAC provided country leadership in implementation of the AC's *Future of Children and Youth in the Arctic* program and in the production of the Sustainable Development Working Group compendium on *Capacity Building*. The department also co-led (with Iceland) development of the Arctic Marine Strategic Plan. Finally, the department established a permanent Secretariat for the Arctic Council Sustainable Development Working Group in Canada.

- Under the Canada-Russia Agreement on Co-operation in the Arctic and the North, and within the framework of the Northern Dimension of Canada's Foreign Policy, INAC continued to strengthen international co-operation in a number of areas, including northern municipal governance; federalism; governmental socio-economic monitoring and assessment; park development and eco-tourism; and sustainable economic development. Specific initiatives included launching the Circumpolar Municipalities Association; co-ordinating the second in a series of workshops on federalism and law; and co-ordinating several high-level events that brought together entrepreneurs and artists from Canada and Russia to explore business and cultural linkages.

## LOGIC MODEL: STRATEGIC OUTCOME — THE PEOPLE (THE NORTH)

### STRATEGIC OUTCOME

Healthy northern communities.

### INTERMEDIATE OUTCOMES

- Improved food security, nutrition and health of Northerners, including residents of some remote provincial communities.
- Reduce the effects of contaminants on the health of Northerners.
- Increased capacity of Northerners to respond to broad issues such as climate change.

### IMMEDIATE OUTCOMES

- Community-level awareness, understanding and knowledge of nutrition and food safety.
- Increased engagement of Northerners and key agencies in food-related programs.
- Understanding of the sources and effects of contaminants in the northern food chain on the part of all stakeholders, including Northerners.
- Reduced prices, better supply and increased consumption of nutritious perishable food in isolated northern communities.
- Understanding by Northerners of the impacts of climate change, options for reducing greenhouse gas emissions, and development of partnerships and incentives jointly to implement options in the North and in Aboriginal communities.

### PLANS AND PRIORITIES

Northern Contaminants Program; Food Mail Program; Grants to the NWT and Nunavut governments for the provision of hospital and physician services to Indian and Inuit residents; Climate Change activities, including the Aboriginal and Northern Community Action Program.

### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003-04 Actual
Healthy Northern Communities	70.8	81.7



## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### HEALTHY NORTHERN COMMUNITIES

##### **Improved Food Security, Nutrition and Health of Northerners:**

- Improving food quality in isolated northern communities is a key goal of the Food Mail Quality Assurance Initiative. Following consultation with Food Mail Program stakeholders in Labrador, INAC implemented additional requirements for air carriers, wholesalers and retailers to deal with food quality and price issues in communities on the Labrador coast.
- Encouraging healthier eating alternatives will result in improved health. Following a public consultation process, INAC removed fruit drinks and sweetened juice from the Food Mail Program in January 2004 to encourage the consumption of healthier alternatives to beverages with added sugar.
- In partnership with Health Canada, the Nunavut Department of Health and Social Services, the Nunavik Regional Board of Health and Social Services, the Ontario Ministry of Health and Long-Term Care, and Canada Post, INAC continued to implement pilot projects in three isolated communities using the Food Mail Program. The department also assessed the impact on food consumption of cost reductions for the most critical perishable foods, along with nutrition education and retail promotion. As part of the program, INAC published *Nutrition and Food Security in Kugaaruk, Nunavut* (available at [http://www.ainc-inac.gc.ca/ps/nap/air/rep2003/Kugarep03\\_e.html](http://www.ainc-inac.gc.ca/ps/nap/air/rep2003/Kugarep03_e.html)), which presents the results of the first of three baseline studies conducted in the pilot communities before the Food Mail Pilot Projects began. INAC plans to publish the remaining two studies in the fall of 2004.
- All food price surveys conducted by INAC in isolated northern communities and in southern supply centres since 1990 can be found on the INAC website at [http://www.ainc-inac.gc.ca/ps/nap/air/Fruijui/NFB/nfb\\_e.html](http://www.ainc-inac.gc.ca/ps/nap/air/Fruijui/NFB/nfb_e.html).

**Reduced Effects of Contaminants on Health of Northerners:** The second phase of the Northern Contaminants Program (NCP) concluded with the Canadian Arctic Contaminants Assessment Symposium, held in Ottawa, March 4–7, 2003. A highlight of the symposium was the release of the Canadian Arctic Contaminants Assessment Report II, which documents five years of research under the program. During phase II, the results of NCP research provided a large part of the impetus for developing the international Stockholm Convention on persistent organic pollutants, which aims to eliminate these substances from the global environment. Results presented at the symposium highlighted the need for continued environmental monitoring in support of the Stockholm Convention and continued assessment of potential human health risks associated with contaminants in the Arctic food chain.

**Increased Capacity of Northerners to Respond to Broad Issues:** As part of the Government of Canada's Climate Change Plan, the Aboriginal and Northern Community Action Program (ANCAP) was announced in August 2003. Continuing until 2006–07, ANCAP's role is to work with communities to improve energy efficiency and renewable energy applications, build Aboriginal capacity, and reduce greenhouse gas emissions. The ANCAP inaugural meeting — held in November 2003 with more than 150 delegates attending — addressed communications, capacity and planning for ANCAP. By March 2004 many supporting activities were under way, including steps toward hiring Aboriginal and northern energy path finders in each region to provide liaison between ANCAP and communities; the development of a national training program on energy for Aboriginal and northern community members; and the provision of technical support to INAC regions and communities through Natural Resources Canada. Information on ANCAP can be found at [http://www.ainc-inac.gc.ca/clc/index\\_e.html](http://www.ainc-inac.gc.ca/clc/index_e.html).

## LOGIC MODEL: STRATEGIC OUTCOME — THE LAND (THE NORTH)

### STRATEGIC OUTCOME

Sustainable development of northern natural resources.

### INTERMEDIATE OUTCOMES

- Strengthened environmental management and stewardship.
- Expanded knowledge base for sound decision-making by Northerners.
- Effective northern operating environment.

### IMMEDIATE OUTCOMES

- Reduction in ecological and human health risks at the local level.
- Harmonized support in terms of information sharing, tools, policies, regulatory requirements and services by all stakeholders (e.g., CEA, DFO, EC, DND, and private sector companies).
- Strengthened relationships between northern Aboriginal groups and industry to assist with the sustainable development of northern resources.
- Engagement of Northerners in resource management issues.
- Participation of all key agencies in land management policy development for the North.

### PLANS AND PRIORITIES

Management of northern natural resources in the NWT and Nunavut and the northern offshore (oil and gas, including offshore areas north of Yukon; minerals/diamonds; renewable resources — land and water); Northern resource and environmental legislation, regulation, policy research, development and implementation; Protected Area Strategies; Sustainable Development Strategy co-ordination; contaminated sites management; northern science and technology co-ordination and research.

### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003–04 Actual
Northern Land and Resources	41.9	112.5

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### NORTHERN LAND AND RESOURCES

**Strengthened Environmental Management and Stewardship:** INAC continued to make progress in reducing risks to human and environmental health associated with contaminated sites in the North. As of March 31, 2004, there were 1,826 sites in the program inventory, three more than identified in 2002–03, representing a total liability of about \$803 million. Of these sites, 977 have been assessed and require no further action or have been remediated; 838 still require action (495 of these still need assessment to ascertain the level of contamination); and 11 are contingent liabilities. The focus of current efforts is 66 of the highest-priority sites. In 2003–04, the Contaminated Sites Program spent \$61.5 million, with the majority of funds coming from the new Federal Contaminated Sites Accelerated Action Plan program, which is co-ordinated jointly by Treasury Board and Environment Canada.

Specific actions with regard to contaminated sites included the following:

- A joint office was established with the Yukon Territorial Government for the environmental management of Type II sites. This group is actively involved in the environmental management of four sites (Faro, Mount Nansen, United Keno Hill and Clinton Creek) and, with its First Nation partners, is progressing toward remediation of these sites. Community liaison offices have also been established for the Faro project in Ross River and Pelly Crossing.

- In the NWT, assessment, care and maintenance, and remediation work continued at several sites. At the Giant Mine site, agreement was achieved through a broad consultation process on the preferred option of ground freezing for long-term treatment of arsenic trioxide. Departmental approval for this option was also obtained, clearing the way for further progress.
- In Nunavut, 2003–04 was the first year of the aggressive new three-year remediation plan for the Resolution Island site. The plan calls for the site to be cleaned up completely by 2005. In 2003–04 alone, INAC invested \$12 million in clean-up activities at the site, creating more than 90 ongoing seasonal jobs for Nunavummiut; 88 per cent of those employed were Inuit.

Environmental management was further strengthened through initiatives in the areas of cumulative impact assessment, protected areas and land use planning. Work continued on the NWT Cumulative Effects Assessment and Management (CEAM) Framework, including meetings on implementing the CEAM Blueprint. Resource assessments of mineral and hydrocarbon potential for lands withdrawn were performed in support of protected areas for the Sahyoue/Edacho and the Horn Plateau, along with lands withdrawn under land claims implementation around the Richardson Mountains and Travaillant Lake. On August 7, 2003, the Gwich'in Land Use Plan was signed by the President of the Gwich'in Tribal Council, the Premier of the NWT and the Minister. In Nunavut, advice was provided to the Nunavut Planning Commission on the draft West Kitikmeot Land Use Plan. This plan remains in draft form pending consideration of comments received from stakeholders during consultations.

**Expanded Knowledge Base for Sound Decision-making by Northerners:** Senior regional staff attended the Northern Mines Ministers meeting in Dawson City in May 2003 and participated in planning for the 2004 meeting in Iqaluit. In response to the mining industry's ongoing concerns, INAC expanded the northern geoscience knowledge base and improved public access to web-based information that stakeholders can use for their own decision-making. INAC worked toward completing a web-based map of NWT lands available for staking and exploration in areas such as West Slave Geological Province and the Selwyn Basin. Community bedrock mapping was also completed, and local people were trained under the Community Outreach Program in Holman. In addition, geoscience knowledge related to the hydrocarbon potential of the Mackenzie Valley was completed; this included compiling subsurface log and seismic data in support of regional assessments. With a view to improving decision-making, INAC staff contributed an economic and strategic assessment of proposed Marine Protected areas in the Beaufort Sea and advised on the implications for sustainable development of a range of initiatives to protect northern lands from exploration and development.

In the Mackenzie Valley, INAC played a key role in the environmental assessment and regulatory approval of the De Beers Canada Snap Lake Diamond Project and led the negotiation of the project's environmental agreement, signed in May 2004. Building on previous agreements for the Ekati and Diavik mines, the Snap Lake Project Environmental Agreement includes specific provisions for community involvement in environmental monitoring, cumulative effects assessment and management, and a closure and reclamation security deposit.

In Nunavut, INAC worked closely with the Nunavut Impact Review Board, industry and stakeholders on assessments of several major projects during the regulatory approvals phase, including the Jericho Diamond Mine, which has now advanced to the permitting and development phase; the Bathurst Road and Port, which is now in the environmental assessment phase; and the proposed Doris North gold mine, where a final environmental impact statement was required by the fiscal year-end.

**Effective Northern Operating Environment:** Improvements were made in the implementation and effectiveness of environmental assessment provisions included in land claims agreements and in governing legislation. Specifically, the *Yukon Environmental Socio-economic Assessment Act*

was given royal assent on May 13, 2003, and came fully into force on November 13, 2004. Under that act, the Yukon Environmental and Socio-economic Assessment Board was established in June 2004 to conduct environmental assessments for all projects subject to the act. Board members have been appointed, and implementation work is under way. At the same time, a NWT Board Forum was established to provide a co-ordinated venue for co-management/public boards to meet among themselves and with industry, government and other interested parties to identify and develop collaborative approaches to resolving issues of common concern.

In addition, the Nunavut Regional office put in place the Nunavut Mine Reclamation Policy and applied the policy's principles during mine closures at Polaris and Nanisivik. Proponents of proposed mines will also be required to incorporate these principles in their proposed site remediation plans. With respect to the development of a Nunavut Resource Development Act, the working group held several meetings. Progress on this draft legislation is attributable in large part to the process in place to obtain input from multiple stakeholders. The next step is the development of drafting instructions, which is the first phase of the legislative drafting process.

INAC continued to work with industry representatives on the Industry-Government Overview Committee, which identifies issues affecting the mineral industry and works collaboratively to find solutions. The department organized and chaired a Mineral Development Advisory Group meeting in February 2004 at Kugluktuk, involving INAC, the Nunavut Impact Review Board, other regulatory authorities and Wolfden Resources, owner of the High Lake base metal project. The meeting allowed the parties to clarify their responsibilities, roles, and information requirements should High Lake enter the regulatory process.

In its role of fostering multi-stakeholder processes to improve the regulatory environment for northern oil and gas exploration and development, INAC supported the Northern Gas Secretariat (NGS) as it launched operations of the Crown Consultation Unit (CCU), which has fiduciary and public participation responsibilities under the Mackenzie Gas Pipeline Cooperation Plan. The department also sponsored a workshop at the Federal Council Northern Forum in Fort Smith in October 2003 to engage the industry in planning roles and responsibilities related to the NGS and the CCU. INAC initiated a multi-stakeholder forum to discuss oil and gas exploration and development in the Mackenzie Delta and the Beaufort Sea and continued work to streamline the administration of oil and gas royalties under the *Frontier Lands Petroleum Royalty Regulations*, including the development of electronic royalty submission processes. Finally, the department started issuing information bulletins to clarify administrative questions on royalty matters and completed a broad consultation with stakeholders to identify operational and regulatory issues related to royalty submission and royalty assurance.

Liaison efforts aimed at strengthening the relationship between northern Aboriginal groups and industry — so as to assist with the sustainable development of oil and gas — included providing financial support to the Aboriginal Pipeline Group in August 2003 to allow Aboriginal communities in the NWT to participate as partners in the pipeline project.

In support of the Minister's mandate to co-ordinate the activities of departments, boards and agencies in the North, INAC led a group of six federal agencies that secured \$78 million to enhance the government's and regulatory agencies' on-the-ground capacity to deal with the northern gas pipeline project. The funds will be used to implement the Co-operation Plan for the Environmental Impact Assessment and Regulatory Review of a Northern Gas Pipeline Project through the Northwest Territories; to strengthen the government's scientific expertise to act in the interests of Canadians and Northerners in the Co-operation Plan process; and to finance regulatory and other essential capacity requirements. Science funding of \$500,000 was

directed to research projects to fill biophysical information gaps in support of the environmental assessment and regulatory review process for the Mackenzie Gas Project.

As royalty administrator for northern oil, gas and minerals, INAC collected royalties on behalf of Canada of about \$78 million in 2003–04 and \$99.4 million from the Crown’s one-third interest in Norman Wells production. See Section Five for details on external charging.

## LOGIC MODEL: STRATEGIC OUTCOME — THE ECONOMY (THE NORTH)

### STRATEGIC OUTCOME

Strengthened territorial economies with increased participation by Northerners.

### INTERMEDIATE OUTCOMES

- Improved northern economic infrastructure (physical and knowledge).
- Enhanced innovation and knowledge.
- Increased benefits and opportunities for Northerners from resource development.
- Co-operative approaches to territorial economic development.

### IMMEDIATE OUTCOMES

- Improved municipal and territorial economic infrastructure.
- Increased administrative capacity of Northerners to participate in the development of the North, including the circumpolar North.
- Increased knowledge of potential innovative northern products and approaches to development both in and outside the North.
- Increased awareness of potential new business opportunities for Northerners.
- Improved group and organization ability to identify, analyze, develop policy positions and act on northern development.

### PLANS AND PRIORITIES

Economic policy, planning and program delivery, including knowledge and innovation programming; and administration of federal infrastructure programs (municipal component) in the three territories.

### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003–04 Actual
Northern Economy	18.5	11.3

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### NORTHERN ECONOMY

**Improved Northern Economic Infrastructure:** With its regional development mandate for the North, INAC administers Infrastructure Canada Program Agreements with each territorial government. A total of 28 municipal infrastructure projects, focused largely on improving water and sewage treatment, are being supported in the North in partnership with the three territorial governments. Most projects are nearing completion. In August 2003, the government announced a new round of investments under the Municipal and Rural Infrastructure Fund. INAC’s regional office worked with Infrastructure Canada to negotiate agreements with the territorial governments on the approximately \$16 million in project funding that will flow to each territory between 2005–06 and 2009–10. Project directions have yet to be finalized.

**Enhanced Innovation and Knowledge:** INAC provided some \$1 million to support innovation and capacity-building projects across the North and to help Northerners seize economic

opportunities and enhance the knowledge base in science, technology and natural resources. In Nunavut, projects focused on sectoral development activities related to fisheries diversification, technology development and transfer, exploratory and test fisheries, fishery stock assessment, market assessments and strategic planning. In the NWT, projects targeted geoscience, broadband connectivity and economic planning. Funding in the Yukon was directed to a study aimed at enhancing knowledge of the potential for terrain destabilization along the Alaska highway as a result of global warming and to Phase 2 of the Yukon Innovation Action Plan and preparation of the territory's Economic Development Framework Document (a Government of Yukon project aimed at collecting and synthesizing all past economic development work relevant to the Yukon). This project contributed directly to preparation of the Yukon economic strategy, *A New Direction: Building a Sustainable and Competitive Yukon Economy*, which was announced in February 2004.

#### **Increased Benefits and Opportunities for Northerners from Resource Development:**

Acting mainly as a facilitator, INAC worked with other members of the Nunavut Mine Training Focus Group (Government of Nunavut, Nunavut Tunngavik Incorporated, regional Inuit associations, Community Economic Development Officers, and industry) toward development of a submission requesting training funds from Human Resources and Social Development Canada's recently announced Aboriginal Skills and Employment Program. INAC also advocated on behalf of the Baffin Fisheries Coalition's training submission to the same program.

In consultation with stakeholders, INAC continued to manage the provisions of the *Canada Oil and Gas Operations Act* that require companies engaged in hydrocarbon exploration, development and production in the North to develop and implement benefit plans to offer Northerners and Canadians training, employment, and supply and service contract opportunities. These provisions provide important economic benefits and will have a more significant impact on the northern and national economies as hydrocarbon activity expands, particularly into the offshore.

In the NWT, INAC's Mine Site Reclamation program contributed to the economy through business contracts and increased technical and science knowledge related to reclamation of mines in the northern environment. These included a contract for services with TliCho Logistics (an Aboriginal-owned company) of \$10 million and a public tender for contracted services in excess of \$7 million for science and engineering research related to arsenic containment and treatment at the Giant Mine site.

**Co-operative Approaches to Territorial Economic Development:** The 2004 Speech from the Throne committed the federal government to developing a comprehensive Northern Sustainable Development Strategy that capitalizes on economic opportunities while protecting the northern environment. The Minister and the Parliamentary Secretary were asked to consult with Northerners and develop a strategy for approval by Ministers. In March 2004 the government announced a \$90 million investment in northern economic development between 2004–05 and 2008–09. Collaborative work with Northerners to define investment priorities and program parameters began in 2003–04 and will continue in 2004–05.

As part of its economic development co-ordination role, INAC agreed to provide project delivery for Sport Canada's funding of a new facility in Whitehorse for the 2007 Canada Winter Games.

#### **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

Partnerships with other federal departments and agencies are key to strengthening Canada's northern territories. Finance Canada, the Privy Council Office and Justice Canada are key partners, particularly in the area of devolution. INAC works with the Department of Foreign Affairs to strengthen international co-operation on circumpolar issues.

Natural Resources Canada, Health Canada, Environment Canada, the Canadian Environmental Assessment Agency, Transport Canada, Fisheries and Oceans Canada, the Treasury Board Secretariat and the National Energy Board play integral roles in the delivery of one or more INAC programs, including the Food Mail Program, the Northern Contaminants Program, Climate Change, Contaminated Sites, the Mackenzie Valley gas pipeline project and natural resource management responsibilities more generally. Infrastructure Canada is another key partner in the area of strengthening northern economies, as is Human Resources and Social Development Canada. In some cases these departments co-deliver programs with INAC and its northern partners.

Finally, partnerships with northern resource and environmental management boards; territorial, provincial and Aboriginal governments; northern Aboriginal land claims organizations; the scientific and research community; the private sector; non-governmental organizations; and Northerners in general are essential to successful delivery of INAC's programs and services in the North and to achieving results.

### **RELEVANT AUDITS AND EVALUATIONS**

In March 2003 the Office of the Auditor General (<http://www.oag-bvg.gc.ca/>) indicated that it would be reporting to Parliament on changing governance structures in the North, particularly devolution and management of the implementation of land claims. The Auditor General's report, tabled in Parliament in February 2004, included two recommendations with respect to Yukon devolution:

- Indian and Northern Affairs Canada should conduct a 'lessons learned' evaluation of its management of the Yukon devolution exercise; and
- INAC should ensure that it has an adequate management framework to plan and manage the implementation phase of the devolution initiative in the Northwest Territories.

Both recommendations have been acted upon (see below).

### **LESSONS LEARNED AND AREAS FOR IMPROVEMENT**

As part of its response to the Auditor General's recommendations on Yukon devolution, INAC engaged an external contractor to carry out a lessons learned analysis. The report included a number of suggestions for improving current and future devolution negotiations. Key areas include more strategic approaches to managing negotiations and the transition and implementation phases of devolution.

To apply the lessons learned to the similar initiative now under way in the Northwest Territories, the report will be studied carefully by those involved, including departmental negotiating teams and the Chief Federal Negotiator for the NWT devolution initiative. Copies of the lessons learned report were also provided to the Chief Negotiators of the Government of the Northwest Territories, the Aboriginal Summit, and the Office of the Auditor General.

## STRATEGIC OUTCOME: THE OPERATIONS

*Providing strategic departmental operational management.*

### WHAT IS THIS ABOUT?

This strategic outcome underpins the other strategic outcomes and comprises initiatives that support the other business lines in the achievement of their objectives. It entails building and sustaining a modern, value- and results-based 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; helps 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. This strategic outcome supports achievement of the department's other strategic outcomes through the management of transfer payments, communications, litigation management, consultations, reporting by First Nations, risk management, sustainable development and emergency management, along with internal support and strategic direction, internal cohesion and corporate discipline.

### LINK TO THE KEY RESULTS AREAS IDENTIFIED IN THE 2003-04 REPORT ON PLANS AND PRIORITIES

- Improving Operations

### LOGIC MODEL

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#### STRATEGIC OUTCOME

Management excellence for achieving strategic outcomes.

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#### INTERMEDIATE OUTCOMES

- Sustainable, co-operative and forward-looking relationships with First Nations, Inuit and Northerners, other government departments and other levels of government.
  - Public policy objectives achieved through shared direction and priority setting and agreed results.
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#### IMMEDIATE OUTCOMES

- Consistent and effective approach to interdepartmental and intergovernmental dialogue and dialogue with First Nations, Inuit and Northerners.
  - Establishment of a joint agenda and development and first phases of implementation of a Results Framework with First Nations, Inuit and Northerners and other partners, including other government departments and other levels of government.
  - Public reporting developed jointly with First Nations, Inuit and Northerners that is balanced, transparent and easy to understand, ensuring that parliamentarians and the public are more aware of Aboriginal issues and progress on them.
  - Improved risk management capacity of the department, First Nations, Inuit and Northerners.
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#### PLANS AND PRIORITIES

- Engage First Nations, Inuit and Northerners in departmental decision-making processes/bodies and promote this approach to decision-making.
- Regions and First Nations develop Partnered Results and Action Plans with INAC.
- First Nations, Inuit, northern institutions and INAC contribute to the design, development and implementation of the Aboriginal Report Card.
- Aboriginal service deliverer(s) established as part of implementation of the Shared Results Framework.
- Develop and implement a consistent and effective approach to interdepartmental and intergovernmental dialogue and dialogue with First Nations, Inuit and Northerners.
- Assess public awareness of First Nations, Inuit and northern issues and understanding of the evolving nature of relationships with First Nations, Inuit and Northerners and adjust communication activities and products as appropriate.
- Promote and sustain momentum of Modern Comptrollership.



- Assess and manage organizational and strategic risks proactively and ensure that a high-level integrated risk profile is in place, in line with the Results Framework.
- Streamline accountability, reporting and information-sharing mechanisms.
- Link information on program resources and performance to departmental strategic outcomes and demonstrate results against Accountability Framework.
- Integrate human resources and information strategy planning into the framework of the integrated planning and reporting system.
- Adapt the Public Service Code of Values and Ethics to INAC's context with its focus on co-operative relationships and trust.

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#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003–04 Actual
Departmental Management and Administration	303.2	445.5

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## WHAT DID WE ACCOMPLISH?

### Performance Highlights

#### DEPARTMENTAL MANAGEMENT AND ADMINISTRATION

##### Exemplary Workplace:

- INAC increased its Aboriginal representation in executive-level positions from 42 in March 2003 to 46 in March 2004, which represents a year-over-year increase of 9.5 per cent. During the same period the number of women in executive-level positions increased by 3 per cent.
- All executive-level staffing requirements are examined by the Executive Resourcing Committee to ensure Aboriginal representation is addressed. To promote informed decisions, Aboriginal and employment equity statistics for each sector and region are now included in the Committee's documentation.
- INAC remains committed to its 50 per cent hiring strategy, as outlined in the 1996 Letter of Agreement between the Assembly of Manitoba Chiefs and the department. INAC continues to use the Aboriginal Employment Program to further this goal. INAC has also designated 50 per cent of recruitment under the Management Trainee Program and the Career Assignment Program for Aboriginal people.
- As of March 31, 2004 INAC had achieved 30 per cent Aboriginal representation in its workforce (1,138 of 3,788 indeterminate employees).

##### Increased Aboriginal Participation in Federal Employment and Development Initiatives:

INAC continues to assist Aboriginal people seeking employment, as well as managers throughout the federal public service seeking Aboriginal employees, through ongoing partnerships with the Public Service Commission, the maintenance of the Aboriginal Employment website and participation at Aboriginal employment forums across the country. Specifically:

- The department launched the Aboriginal University Recruitment Inventory (AURI), which is designed to promote targeted recruitment of Aboriginal university graduates through the Public Service Commission's Post-Secondary Recruitment process. Applicants underwent four stages of assessment conducted by INAC, including the Aboriginal Declaration Process; Written Communications and the Graduate Recruitment Test; the Officer Level Simulation; and Reference Checks. The names of successful candidates were then entered in a data base

to which hiring managers have access. AURI gives managers an easier and significantly faster way to recruit competent, qualified Aboriginal university graduates who have been pre-assessed at the officer level.

In terms of establishing partnerships to increase participation and representation of Aboriginal people throughout the public service, INAC continues to work closely with the Public Service Commission to increase the pool of Aboriginal candidates in various inventories. In addition to AURI, new initiatives launched in 2003–04 include the Aboriginal Skills Development Program through the PSC's Federal Work Experience Program.

### **Leadership and Learning:**

- As required by the *Policy for Continuous Learning in the Public Service of Canada*, the Human Resources Branch consulted with communities of practice and other key stakeholders to develop a more strategic approach to continuous learning. The department's new Continuous Learning Policy was approved in March 2004 for implementation in 2004–05. The policy supports the Results Framework and is based on eight learning policy commitments, including an e-learning strategy. To ensure that investments are more strategic, corporate training, learning and development programs have been aligned with the new continuous learning policy. Communities of practice that were involved in the initial consultations will support Human Resources in implementing the policy across the department.
- The Aboriginal and Inuit Awareness training program was evaluated and revised. In addition to cultural awareness workshops, INAC employees are encouraged to participate in the Treaty Annuity Payment Experience (TAPE) offered in various regions across the country. Both programs help improve employee understanding of Aboriginal and Inuit culture and history, as well as the relationship between INAC and its First Nations and Inuit partners.
- The department has a full-time career counsellor to provide career development workshops and one-on-one career counselling to employees at headquarters and in regions. Career counselling services were revised in 2003–04, based on client feedback, to improve participants' ability to develop and implement more effective career and learning plans. INAC's Learning Centre promoted continuous learning in the workplace through a series of 'lunch and learn' sessions on a range of topics of interest to employees.
- The first phase of the departmental pilot Leadership Learning Program for Managers was completed in the Atlantic, B.C. and Quebec regions. An evaluation of this phase resulted in revisions to the program to enhance participants' learning. The program's second phase involves action learning, where participants will focus on a regional project, challenge or issue, with the goal of building individual and team knowledge, competencies and skills by finding solutions and achieving results.
- To maintain its commitment to sustained dialogue on departmental core values and public service values and ethics, each executive is evaluated against departmental values and leadership competencies as part of the Performance Management Process. These are discussed at the annual performance review and are part of each executive's performance ratings.

### **Coherent Operations:**

In July 2003, INAC created the Regional Operations Support and Services (ROSS) sector — consisting of a national office and the seven regional offices south of 60° — in recognition of the importance of coherent operations in an integrated, well-managed department that can deliver on its strategic commitments. Creation of the new sector also recognizes that Canada's relationship with First Nations is substantially defined through its day-to-day contact with First Nations leaders, administrators and members; the integrity of the program delivery framework; consistent strategic messaging; and effective engagement with First Nations in change processes.

In its first year of operation, ROSS emphasized building effective horizontal working relationships, putting in place its planning capacity and strengthening service delivery. Working horizontally with other sectors, ROSS will ensure that planning and policy processes are informed by regional realities and then implemented consistently and coherently across regions.

Introducing ‘one plan, one process’ and modern management practices in the context of building a planning culture helps regional management communicate strategic operational priorities; advance national initiatives within available resources; and work with First Nations to develop comprehensive community plans that focus on quality of life and self-reliance.

To strengthen service delivery and enhance accountability, ROSS is pursuing initiatives in several key areas: *service transformation*, which considers how INAC can strengthen its service delivery channels in working with First Nations, their organizations and partners; *supporting front-line operations*, to equip front-line staff to work with First Nations in a complex and evolving environment; and *service standards*, which aims to demonstrate more clearly how services and results are supported by expenditures.

### **Risk Management:**

Over the past several years, corporate risk profiles or strategic risk assessments have been prepared to identify risks in sectors and regions.

Current work on Authorities Renewal, and the strategic outcomes tables, along with the forthcoming development of a departmental Results-based Management and Accountability Framework and Risk-Based Audit Framework, is changing the way the department does business, with consequences for the risks facing the department.

Implementation of the new results framework is expected to facilitate culture change with regard to Management for Results (and the risks inherent in those results), primarily through a reinvigorated departmental planning process.

Distinct outputs, necessary to the success of the whole structure, will include the following:

- a new Corporate Information Strategy;
- a high-level integrated risk profile;
- improved reporting based on the new results framework; and
- a management information system strategy.

### **Litigation Management:**

Through its portfolio approach to managing litigation, the Litigation Management and Resolution Branch continues to analyze and articulate the drivers of litigation. The branch undertook a thorough review of its inventory of cases, to assist in managing the litigation strategically. This review also allowed INAC to work with the Department of Justice toward a constructive and efficient partnership that maximizes the use of resources. Case-specific and portfolio resolution strategies have proved effective, as evidenced by the 17 out-of-court settlements concluded in 2003–04. Negotiations are also under way in a number of other cases. Negotiated alternatives to adversarial and often lengthy litigation contribute to improving and strengthening relationships with First Nations, Inuit and Northerners. But success is not measured solely in terms of the number of settlements. It is also measured by the number of times a decision to undertake negotiations ends in settlement, in the value of the financial and policy risk that settlements reduce, and in the resolution of long-standing, complex issues. In addition, INAC has strengthened decision-making in relation to litigation and is streamlining the process of out-of-court settlement. While efforts have focused on managing and resolving litigation, INAC will need to continue strengthening its capacity to develop prevention strategies that integrate analysis of the inventory with the review of practices, policies, regulations and/or

legislation associated with program delivery, policy, fiscal management, and management of First Nations and Inuit affairs.

### **Indian Registration System and Band Name System:**

The Indian Registration System (IRS) and Band Name System was fully re-engineered, integrated, implemented and redeployed by December 2003. The system allows a more dignified and secure approach to Certificate of Indian Status. It enables online applications for registration as a Status Indian, renewals of Certificates of Indian Status (status cards), and reporting of life events. Indian Registration Administrators at 140 bands across the country were trained and given access to the web-enabled IRS system, along with some 600 users at HQ, in the regions and in Bands. The involvement and collaboration of First Nations were critical to the success of this project.

### **Access to Departmental Publications:**

To allow Canadians to identify and access departmental publications, both current and historical, as well as other important commercial titles, the department worked to finalize the Virtual Library Portal. The portal is a web gateway to the department's rich library and research collections. Once operational, the portal will allow improved information sharing and communication.

### **International Relations:**

- The International Relations Directorate (IRD) supported the participation of Aboriginal representatives at a Canada/World Intellectual Property Organization (WIPO) North American workshop on intellectual property and traditional knowledge, as well as at two sessions of WIPO's Intergovernmental Committee on the intellectual property aspects of traditional knowledge, genetic resources and folklore.
- IRD raised over \$300,000 from several divisions within INAC to support the Indigenous Peoples' Forestry Forum, an official side event of the World Forestry Congress XII in September 2004.
- IRD supported Aboriginal participation at COP 7 of the Convention on Biological Diversity in February 2004 in Kuala Lumpur, Malaysia.
- The objective of the National Aboriginal Achievement Foundation is to encourage young Aboriginal people to discover their talents by creating awareness of and incentives in the visual and performing arts, business, health and the sciences. For 2003–04, the Foundation received \$1.6 million from five federal departments, co-ordinated through IRD.
- IRD participated in Canadian delegations to the Expert Seminar on Indigenous Peoples and the Administration of Justice, held in Madrid in November 2003, and to the Expert Seminar on Treaties, Agreements and Other Constructive Arrangements, held in Geneva in December 2003. Documents outlining the views and recommendations of the Government of Canada were tabled at both seminars.
- IRD helped lead Canadian preparations for the Global Forum of Indigenous Peoples and the Information Society, one of the largest and most successful parallel events of the World Summit on the Information Society (WSIS), held in Geneva in December 2003. The Global Forum examined opportunities and obstacles to the full and effective participation of indigenous peoples in the information society. As a result of indigenous engagement in the WSIS process, a number of indigenous references were added to the WSIS Declaration and Action Plan, which calls on states and indigenous peoples to explore the viability of establishing multi-stakeholder portals for indigenous peoples at the national level.
- The Ninth Session of the Working Group on the United Nations Draft Declaration on the Rights of Indigenous Peoples took place in Geneva in September 2003. It was noteworthy for its substantive discussion and concrete proposals, from both states and indigenous

participants, on the issue of self-determination, as well as the long-awaited indication by a number of key states — in response to a joint proposal by Canada and Australia — that they would amend the articles dealing with lands and resources. Although fruitful discussion took place on a number of less controversial articles, consensus was not reached on provisional adoption of the package of amended articles emerging from consultation among states and indigenous participants.

### **Gender Equality Analysis:**

INAC began implementation of a five-year Gender Equality Analysis (GEA) Repositioning Strategy in 2003–04. This internal strategy consists of five pillars: capacity building, senior management commitment, development of and support for a GEA network, a pilot project, and environmental scanning. The Women's Issues and Gender Equality Directorate co-ordinates the strategy, whose objective is to ensure policies, programs, legislation and all other initiatives are informed by strong gender analysis.

### **Increased Public Awareness of Aboriginal Issues:**

- Public information and education materials are being developed by each table as required to increase public understanding of and support for self-government negotiations.
- A collaborative national communications strategy was carried out in support of regional initiatives and the activities of the National Aboriginal Day co-ordinating committee. Among the initiatives for National Aboriginal Day were a national fulfilment campaign directed to schools, libraries and other Aboriginal and non-Aboriginal community groups; ads in movie theatres; and a national advertising campaign in French and English (and in some cases Inuktitut) in two major daily newspapers and Aboriginal print and radio media. Materials were also distributed by Via Rail and Air Creebec and by some MPs through their householders. A National Aboriginal Day booth was staffed at fairs and events. The Communications branch also assisted Western Economic Diversification in developing a video script and a public service announcement.
- The Public Enquiries Contact Centre improved access to information about INAC programs and services through a toll-free telephone number (1-800-567-9604) and a toll-free teletype device for the hearing impaired and extended its hours to cover all Canadian time zones. In addition to providing information, the Contact Centre makes referrals to program specialists in INAC and other departments where appropriate and distributes departmental publications. In 2003–04, the Contact Centre responded to 28,267 requests — more than twice the number received in the previous year — and distributed 773,305 products (publications, posters, bookmarks, etc.).
- The Public Education Unit brought together Aboriginal senior high school students and non-Aboriginal students through a series of four live webcasts. Students participating from their classrooms over the Internet could e-mail questions addressed to Aboriginal students through the site. Several other initiatives continue to be part of the public education strategy: the *Kids' Stop* website for students and teachers; advertising and other types of promotion for 15 different print publications, including *Mala*, a new publication about a young Inuk boy for middle grades; support for and promotion of the Heritage Canada *Encounters with Canada* program to encourage the participation of more Aboriginal students; participation in several education conferences to promote INAC's public education materials; and major revisions of a key publication, *First Nations in Canada*.

## **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

In addition to the partnerships described earlier in this section, key partners and stakeholders for the Operations strategic outcome included the following:

- For the Indian Registration System project, the Saskatchewan Finance Department and the Alberta Revenue Department, along with many stakeholders from the 140 bands and 600 users involved in implementing the project.

## **RELEVANT AUDITS AND EVALUATIONS**

An audit of the Indian Registration process was conducted in May 2003, and an evaluation of the National Aboriginal Achievement Foundation was carried out in 2003–04.

## **LESSONS LEARNED AND AREAS FOR IMPROVEMENT**

The department determined that an internal Data Collection Review was required. Work is currently underway to identify opportunities to reduce program data requirements and to streamline the data collection process.

## CANADIAN POLAR COMMISSION

### RAISON D'ÊTRE

The Canadian Polar Commission (CPC) 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.

### WHAT IS THIS ABOUT?

CPC has one strategic outcome: to give Canadians an effective national and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues. This strategic outcome is intended to help Canada maintain its position as a leading polar nation by ensuring that Canadian scientists have access to funding, resources and logistical and infrastructure support to maintain that 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 in a sustainable manner in Canada's northern regions.

### LINK TO THE KEY RESULTS AREA IDENTIFIED IN THE 2003-04 REPORT ON PLANS AND PRIORITIES

- Develop and disseminate knowledge with respect to the polar regions.

### LOGIC MODEL

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#### STRATEGIC OUTCOME

An effective and international presence in relation to polar science and technology that contributes to a broader understanding of polar issues.

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#### INTERMEDIATE OUTCOMES

- Development of a national policy for northern scientific research among federal, territorial and international governments, research institutions and organizations.
- Implementation of appropriate research by government departments and agencies.

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#### IMMEDIATE OUTCOMES

- Canada's views are represented in international initiatives and organizations.
- Increased national and international awareness of polar issues and research activities by Arctic stakeholders.
- Stronger support for Canadian polar research and the renewal of research infrastructure by government departments and granting councils.
- Appropriate participation of all stakeholders in policy discussions and research decisions related to the Arctic, including Inuit, non-governmental organizations, other governments, etc.
- Engagement of appropriate stakeholders in Arctic research and policy making.

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#### PLANS AND PRIORITIES

- Communicating polar science to Canadians.
- Identifying new partnerships for the development of polar information.
- Facilitating bilateral and multilateral research.
- Strengthening Canada's presence in international organizations.
- Playing an advocacy role with respect to polar science and technology in Canada.

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#### PROGRAM, RESOURCES AND RESULTS LINKAGES

	\$ millions	
	Planned Spending	2003-04 Actual
Canadian Polar Commission	1.0	1.0

## WHAT DID WE ACCOMPLISH?

### Performance Highlights

The Canadian Polar Commission is Canada's adhering body to the International Arctic Science Committee (IASC) (<http://www.iasc.no/>) and the Scientific Committee on Antarctic Research (SCAR) (<http://www.scar.org>). In this capacity, the CPC was asked to stimulate a discussion on Canada's role in the International Polar Year 2007–08 (IPY) (<http://www.ipy.org/>) and to involve Canadians in the planning of IPY activities. Over the last 18 months it has become clear that Canadians are not only interested in the IPY but also keen to ensure that Canada plays a key role. In large part as a result of Canadian efforts, the IPY research program is likely to include activities to monitor and understand change and its human dimension. Information gained during the IPY will focus the social, economic and cultural research agenda, so for Canada it is crucial that the research needs of northern communities be an integral part of the IPY program.

As part of the process of developing a national IPY program, the Commission began informing and consulting with northern communities and scholars to help define Canadian IPY activities, to solicit input in the planning of the IPY, and to promote ideas for pan-Canadian and pan-Northern projects. The CPC established a national steering committee and held a consultation in Whitehorse in March 2004, the first in a series of community consultations on the IPY. Participants represented a wide variety of organizations, including northern research institutes, federal and territorial departments, colleges and universities, indigenous organizations, and the private sector.

The Commission and the Canadian Committee for Antarctic Research held "Polar Connections", an international workshop at the University of Alberta aimed at developing a framework for a Canadian Antarctic Research Program, possibly in time for the IPY. This was a follow-up to Commission's strategy paper, *Antarctic and Bipolar Linkages: A Strategy for Canada* ([http://www.polarcom.gc.ca/english/antarctic/pdf/antarctic\\_science\\_enfr.pdf](http://www.polarcom.gc.ca/english/antarctic/pdf/antarctic_science_enfr.pdf)), which recommends how Canada should increase its research activities in Antarctica. Fifty-five individuals from seven countries and diverse backgrounds participated in the workshop. For many Canadian Antarctic scientists, this was a first opportunity to discuss common problems and a unique occasion to think about creating a national research program. The workshop demonstrated that Canada has considerable expertise in a variety of fields related to Antarctic science, but given the limited support currently available to lead research activities, few of these experts can pursue their Antarctic interests. The considerable number of students at the workshop augurs well for the recruitment of polar scientists. A report will be available in the summer of 2005.

In May 2003 CPC representatives met with board members from the United States Arctic Research Commission (<http://www.arctic.gov/about.htm>) and the Arctic Institute (AINA) (<http://www.ucalgary.ca/aina/>) in Calgary to discuss polar research issues of common interest and strategies to increase AINA's funding and profile.

In collaboration with the Northern Research Forum (NRF) (<http://www.nrf.is/>) Secretariat, the Government of the NWT, the City of Yellowknife and Aurora College, the CPC worked on organizing the third NRF, entitled "The Resilient North", to be held in Yellowknife in the fall of 2004. The Northern Research Forum provides a venue for policy discussion and the sharing of research on northern issues. Meetings are held biennially, with participation by a wide variety of scientists, policy makers and stakeholder representatives. Building on the themes of the two previous NRF Open Meetings, the Yellowknife meeting will address issues that are challenging the ability of northerners to adapt to change.



In concert with the Canadian Mission to the European Union, the CPC held a two-day Canada-EU symposium on Environmental Assessment, Climate Change and Policy Implications in the Arctic (<http://www.dfait-maeci.gc.ca/canadaeuropa/eu/pub/infoflash/infoflash22.htm>). The symposium brought together researchers and decision makers to share experiences and discuss Arctic research issues, concerns, and opportunities in an effort to stimulate research initiatives between Canadian and EU scientists. Participants included the Canada Northern Research Chairs, researchers and government counterparts from across Europe, and representatives of the European Commission, the European Environment Agency and the United Nations Environment Programme. The event drew more participants than initially expected and was highly successful in facilitating information exchange and in establishing and strengthening links between Arctic specialists from Canada and Europe.

The Commission expanded and updated the Researchers Directory, the online database of Canadian polar specialists that portrays Canada's wealth of polar expertise. Residing on the CPC's website (<http://www.polarcom.gc.ca>), and with nearly 2000 listings, the directory has grown by one-third in the space of a few months; listings contain current contact information, a more precise list of keywords, and an updated list of recent publications for each person listed. Feedback from users is positive, and the Commission regularly receives updates and new listings from Canadian and international polar specialists.

The Commission published several issues of *Meridian*, its Arctic science newsletter, and the *Newsletter of the Canadian Antarctic Research Network*, which circulates current information on polar research to readers in Canada and abroad. Both newsletters appear in print and on the Commission's website. Anecdotal evidence — including feedback from readers, the willingness of Canadian polar researchers to provide articles, mention of a *Meridian* article in an Arctic science newsletter distributed widely in the United States, and use of the publications as university teaching materials — suggests that they are effective and are reaching their target readership (<http://www.polarcom.gc.ca/english/publications.html>).

The Commission produced the report for the fourth year of the Indicators Project, which tracks indicators to identify emerging trends in Canadian polar science and demonstrate how existing policies affect science. The fourth report contains data for 2001 and appears on the CPC website. Methodological refinements and data collection continued. The Indicators Project is a long-term effort: it will be another few years before enough data have been accumulated to permit accurate trend analysis (<http://www.polarcom.gc.ca/english/publications.html>).

The Commission provided assistance through its modest support fund to the following partners:

- Association of Canadian Universities for Northern Studies (northern research scholarship) (<http://www.acuns.ca>)
- International PhD School on the Study of Arctic Sciences (Second international seminar, Iqaluit, Nunavut)
- International Conference on Arctic Margins (Fourth international conference, Dartmouth, Nova Scotia) (<http://www.icamiv.org/>)

## **KEY PARTNERSHIPS (LINKS WITH OTHER DEPARTMENTS AND AGENCIES)**

As is evident from the Commission's activities in 2003–04, CPC works closely with many public and private organizations, academic institutions, research institutes, councils and other forums to communicate polar science to Canadians, strengthen Canada's presence in international

circumpolar organizations, and advocate with respect to polar knowledge. Partners include the following organizations:

Department of Foreign Affairs  
Natural Resources Canada  
Department of Fisheries and Oceans  
Environment Canada  
European Union Commission  
Canadian Space Agency  
Natural Sciences and Engineering Research Council  
Social Sciences and Humanities Research Council  
Canadian Institutes of Health Research  
Arctic Institute of North America  
Canadian Circumpolar Institute  
Inuit Circumpolar Conference  
Association of Canadian Universities for Northern Studies  
Arctic College  
Yukon College  
Coastal Zone Canada Association  
International Arctic Science Committee  
Scientific Committee on Antarctic Research  
GRID Arendal  
Northern Research Forum  
Arctic Council  
University of the Arctic  
Global Monitoring for Environment and Security

## **RELEVANT AUDITS AND EVALUATIONS**

The Auditor General conducted an annual audit in 2003–04.

## **LESSONS LEARNED AND AREAS FOR IMPROVEMENT**

The web-based Canadian Polar Information Network (<http://www.polarcom.gc.ca>) has the potential to offer Canadians much more polar information than is available under current funding restraints. For example, real-time video feeds of polar research conferences, seminars and workshops could be provided if funding were available. The CPC's higher profile over the past few years has raised expectations in the polar research community, yet the Commission finds it impossible to meet all the many requests it receives to sponsor meetings and conferences and provide other support, such as scholarships. The CPC's funding has declined by about 25 per cent since its creation in 1991 and has remained static for several years. As a result, the Commission can maintain current activities but cannot initiate new activities, such as examining current issues (e.g., the adequacy of research infrastructure) or initiating a consultative process on a national polar science strategy. This year the Board decided that providing even modest financial support to organizations for activities to advance polar knowledge is no longer feasible. The Commission will focus instead on developing and facilitating partnerships that address CPC priority issues and will contribute only 'in-kind' support to other organizations' initiatives.

# OTHER REPORTING

## CONDITIONAL GRANTS/FOUNDATIONS

### NAME OF FOUNDATION

Aboriginal Healing Foundation (AHF).

### EXPECTED RESULTS

The AHF was established in March 1998, as an Aboriginally-run, not-for-profit corporation independent of governments and representative Aboriginal organizations. It was provided with a \$350 million grant. The Funding Agreement between the AHF and the Minister of INAC outlined the criteria for the AHF's funding of community-based healing projects and established the Foundation's mandate, as follows:

- One year, beginning April 1, 1998 to hire staff and begin operations;
- Four years (April 1, 1999 to March 31, 2003) to make best efforts to commit the full \$350 million healing fund plus any interest generated; and
- 10 years (April 1, 1999 to March 31, 2009) to disburse the \$350 million plus interest and prepare a final report.

### ACTUAL RESULTS ACHIEVED

In October 2003, the AHF made its final funding commitments totalling about \$381.6 million (includes interest earned). As of May 7, 2004, contribution agreements had been signed totalling approximately \$359.0 million for 1,300 projects. The AHF has funded the following types of projects: healing, prevention and awareness, building knowledge, training, honouring history, needs assessment, design and set-up, and conferences and gatherings. It is expected that the AHF's funding of currently operating projects will cease by March 31, 2007.

### LINKS TO RELATED INFORMATION

The AHF's annual reports, independent evaluations and other publications can be found at the following website address: <http://www.ahf.ca>.

## **PROCUREMENT AND CONTRACTING**

### **ROLE PLAYED BY PROCUREMENT AND CONTRACTING IN DELIVERING PROGRAMS**

The procurement and contracting activity supports the delivery of programs within INAC's headquarters and its 11 regional offices. Besides enabling all departmental personnel to acquire the office furniture, furnishings, desktop computers, stationery, supplies and equipment they need, this activity allows INAC to obtain professional and consulting services, from private sector, in pursuit of its responsibilities to First Nations, Inuit and Northerners. It provides a wide range of services, from diamond valuation and mine management to auditing, program evaluation, specific claims and litigation research, Federal Negotiators services and training support.

### **OVERVIEW OF THE CONTRACT MANAGEMENT PROCESSES AND STRATEGY WITHIN THE DEPARTMENT**

While the departmental contract management process is decentralized, it remains mostly under the responsibility of the procurement community, save for low-value goods and services purchased by departmental employees with acquisition cards (MasterCard and Visa) or by using a Low-Dollar Value (LDV) service contract tool.

All purchase orders, call-ups against Public Works and Government Services Canada (PWGSC) standing offers, and requisitions to PWGSC are activated by dedicated purchasing specialists. Service contracts less than \$25,000 are prepared by responsibility centre managers (RCMs). All competitive and noncompetitive service contracts in excess of \$25,000 in value are managed exclusively by contracting specialist at headquarters and in the regions.

All departmental RCMs have been delegated a signing authority of \$25,000 to award non-competitive contracts, \$400,000 for contract following an invitational competitive process and \$2,000,000 for a contract resulting from a bid solicitation on the Government Electronic Tendering Service, or MERX.

INAC awarded 6,070 goods and services contracts in 2003–04 worth \$194 million.

### **PROGRESS AND NEW INITIATIVES ENABLING EFFECTIVE AND EFFICIENT PROCUREMENT PRACTICES**

- Increased the number of acquisition cards (MasterCard and Visa) transactions to 39,123 and their value to \$13.7 million;
- Exceeded our objectives for the procurement of goods and services from Aboriginal suppliers by \$2 million;
- Conducted two functional reviews on the administration and awarding of goods and services contracts in two regions;
- Development and implementation of an Oracle Financial-based application for departmental managers to prepare and award their Low-Dollar Value (LDV) service contracts up to a value of \$15,000; and
- Memberships on the Treasury Board Advisory Committee on Contracts, the Business Development Coordination Team and the ADM Steering Committee of the PWGSC GoC Marketplace project, the Treasury Board Professional Development Advisory Committee, and the Material Management Institute Executive Committee.

## INFORMATION MANAGEMENT AND GOVERNMENT ON-LINE

The department has launched a major data collection review with the objective to streamline significantly the reporting requirements of First Nations. In parallel this effort is accompanied by the conversion of the current Transfer Payment Management System (TPMS) to a new web-enabled platform. This system constitutes the first step in the development of a re-engineered, single-window, online venue for transferring federal funds and reporting results.

The implementation of Government On-Line (GOL) is driven by the requirement to streamline business processes for effective, efficient and citizen-centric service delivery. Key services such as provision of information and registration of individuals are the current focus of the GOL initiative. Where opportunities exist, an integrated, whole of government approach is pursued as the preferred service delivery model.

In addition to specific GOL initiatives identified under the various strategic outcomes in Section Four, the following initiatives reflect other measured steps taken toward achieving the stated objective of the department's GOL initiative.

- Work is needed to transform the current TPMS for First Nations into a single-window, online venue for transferring federal funds to First Nations and for their reporting of results. INAC will convert the current TPMS to the new web-enabled platform as resources become available.
- On-line systems and facilities for improved information sharing and communication, including a catalogue for departmental library holdings, registries of fuel storage tanks and environmental assessments and various fora for collaboration and discussion.
- Continue enhancing Internet presence with increased availability of information, programs and services to be provided on-line (<http://www.ainc-inac.gc.ca>).
- Complete rollout of the Comprehensive Integrated Document Management (CIDM) system to every employee in the department.

## **SERVICE IMPROVEMENT**

Continuing service improvement strategies include the following:

### **COMPETENCY PROFILES**

Identification and articulation of critical staff competencies helps to ensure that First Nations, Inuit and Northerners receive results oriented services. Competency profiles provide managers and employees with a set of tools to improve human resource management in the areas of recruitment, staffing, retention and continuous learning. To date, the department has completed competency profiles for Funding Services Officers and Negotiators; development of profiles for additional mission critical job families including Policy Analysts is in the planning stages.

### **CASE STUDY LEARNING TOOL**

A unique approach to continuous learning has enhanced horizontal collaboration between front-line job families, resulting in a better understanding of the value of working together to achieve service improvement. The tool, an adaptable, flexible facilitated learning experience is based on a hypothetical situation which closely resembles conditions in the field. Participants discuss their usual approaches to such situations, the problems these approaches can cause, and the role of better communication and collaboration in mitigating and preventing similar situations.

### **ORIENTATION OF SENIOR MANAGERS TO FRONT LINE OPERATIONS**

INAC continues to orient new senior managers to the department through on-the-ground visits to the front line. Candidates are partnered with a front-line officer and follow their everyday activities over a period of two to three days, usually including some time spent in a First Nations community. Senior managers who have participated in this experience have the option to invite their front-line host for a return job shadowing experience at headquarters. Through this exchange of experience, policy/decision makers and service deliverers gain an appreciation of how one's role influences the other in the improvement of service delivery.

## SUSTAINABLE DEVELOPMENT STRATEGY

### INAC'S VISION FOR SUSTAINABLE DEVELOPMENT (SD)

It is recognized that each First Nation, Inuit and northern community is unique. Thus, the long-term vision of a healthy community and the right path to that vision will be different for each community. Success will be achieved only if there is a concerted effort to work cooperatively toward the vision of each community.

INAC has developed its own SD vision to guide the development of programs and policies. It describes the place where the department sees itself being in the future. The departmental SD vision is not the First Nations, Inuit or northern vision of sustainable development. INAC cannot speak on their behalf, but is using a departmental vision to guide the development of the necessary tools and mechanisms to enable its employees to effectively support communities.

The department is building a direct linkage between its SD strategies, SD vision and mandated strategic direction. The foundation of these efforts is facilitating the achievement of First Nations, Inuit and Northerners' visions for their own community sustainability. The role the department plays with respect to each community, now and in the future, will be tailored according to the local circumstances.

#### INAC'S SD VISION

*Within two generations, many First Nations and Inuit communities will be healthy and safe models of sustainability. They will have housing, infrastructure and support services comparable to those of similar size and function elsewhere in Canada. Within a protected environment, they will have effective transportation and communications links to the rest of the country and ample affordable, clean sources of energy. A majority of First Nations and Inuit communities will effectively manage their own institutions with strong governance structures. Community members, especially women and youth, will have acceptable opportunities for education, will participate in the economy, and will be able to get involved in local governance.*

*Land claims and issues such as management and access to natural resources, and land tenure will have been largely settled through negotiations. Community planning and development will be long term, locally driven and comprehensive.*

*The northern territories will be more self-sufficient and prosperous regions where people manage their own affairs and make stronger contributions to the country as a whole. As First Nations, Inuit and northerners gain greater autonomy and build capacity, the types of services they will require from the federal government will change. As communities become healthier, safer, and economically and environmentally stable, a smaller department will likely emerge.*

*A major focus of the department will be the implementation of the many First Nation and Inuit self-government agreements. INAC will also be a strong advocate for Aboriginal and northern people and will play a more active role as a facilitator to develop partnerships to work more cooperatively on Aboriginal issues, while respecting traditions, governance structures, language, gender and culture.*

*Striving toward this vision strengthens the federal government's legal, constitutional, fiduciary and treaty obligations and will require concerted cooperation.*

## **SUSTAINABLE DEVELOPMENT STRATEGY (SDS) RENEWAL, MANAGEMENT AND ACCOUNTABILITY**

Renewing the Strategy for tabling in Parliament as well as putting in place an effective reporting and accountability structure for managing, monitoring and reporting on progress were the focus of most SDS associated activities for fiscal 2003–04.

Although the first two INAC SDS contained some excellent commitments and direction, for the last six years the department has faced significant challenges in effectively implementing the commitments contained therein. The renewal of INAC's SDS for 2004–06 was guided by the expectations of the Commissioner of the Environment and Sustainable Development as well as by the findings of the an internal evaluation. To see the final evaluation report and associated action plan, please consult [http://www.ainc-inac.gc.ca/pr/pub/ae/ev/index\\_e.html](http://www.ainc-inac.gc.ca/pr/pub/ae/ev/index_e.html).

One of the major challenges in renewing the SDS is associated with the lack of ownership of the commitments by sectors and regional offices of the department. A second, and perhaps more significant challenge associated with the SDS, was that past commitments were interesting but even if implemented effectively did not represent new approaches to doing business, would not have policy or directional implications and were not linked to overall departmental direction. In other words, in content, direction and process, the SDS was unlikely to be “vehicles for change” as stipulated in the expectations of the Commissioner of the Environment and Sustainable Development.

As a result, the renewal of the SDS focussed extensively on ensuring that all sectors and regions of the department were fully involved and took ownership of its development. A clear mandate was articulated to guide the renewal that stipulated that commitments proposed for inclusion in the Strategy had to represent new ideas and have significant departmental policy or direction implications or they would not be included in the final version. Providing more detailed guidance at the outset of the renewal process than in the past resulted in roles and responsibilities as well as accountabilities being more clearly spelled out and accepted by senior management.

A significant effort to link the SDS to departmental business and strategic planning was also undertaken in fiscal 2003–04. A close working relationship was developed with a national team of regional strategic planners to ensure that the development of regional strategic plans were reflective of, and complimentary to, the commitments and vision articulated in the SDS for 2004–06.

The final SDS, as tabled in Parliament in February, 2004, is a much more strategic document than in the past, is highly linked to departmental direction, contains a long-term vision and, if implemented effectively will have a significant impact on departmental direction. To see the final SDS, please consult [http://www.ainc-inac.gc.ca/sd/sdd0406\\_e.html](http://www.ainc-inac.gc.ca/sd/sdd0406_e.html).

In parallel to the SDS renewal process, systems were being developed at headquarters to facilitate the tracking and reporting of progress of commitments. All commitments have specific senior managers identified as leads who are responsible for developing and submitting actions plans to the departmental lead on the SDS for all the commitments for which they are responsible. The web-based Sustainable Development Tracking and Reporting System was completed, tested and INAC SDS coordinators from across the country were trained in its use. The expectations as well as a schedule for semi-annual reporting on SDS progress was endorsed by senior management.



## PROGRESS ON SPECIFIC SDS 2001–03 COMMITMENTS

### COMPREHENSIVE COMMUNITY PLANNING

Support for First Nation and Inuit comprehensive community planning (CCP) was an INAC commitment in the 2001–03 SDS. Moving the INAC approach further is a commitment in the 2004–06 SDS.

Much of INAC's recent activity in the area of CCP has centred on the development of awareness, training support and capacity development. This includes the delivery of comprehensive community planning workshops, undertaking planning pilots, developing culturally appropriate planning models and the distribution of awareness tools such as the publication *Sharing the Story — Experiences in First Nations, Inuit and Northern Communities — Comprehensive Community Planning* ([http://www.pwgsc.gc.ca/rps/inac/content/docs\\_governance-e.html](http://www.pwgsc.gc.ca/rps/inac/content/docs_governance-e.html)).

As a result of INAC's ongoing investment in comprehensive community planning awareness sessions and capacity building, several INAC regional offices are now actively engaged in researching and developing regionally tailored comprehensive community planning approaches jointly with First Nations, Inuit and Northern communities.

### GREENING INTERNAL OPERATIONS

INAC is committed to reducing the environmental impact of its internal operations. The department has successfully created an Environmental Management System (EMS) and has started implementing the first phase of the EMS. At the end of first phase, a policy review and gap analysis of policies and procedures with an environmental impact will be complete and the department will commence the second phase of the EMS.

The department also reviewed and updated its on-line awareness tool that was developed in order to communicate sustainable internal operations to departmental staff. The Sustainable Internal Operations Awareness Tool continues to encourage INAC employees to take an active role in "greening" day to day operations.

### INDIAN AND INUIT ENVIRONMENTAL STEWARDSHIP STRATEGY

Sound environmental management of reserve lands is a priority for the department and continues to be a key element within the current SDS. The department is committed to the implementation of an Indian and Inuit Environmental Stewardship Strategy. A prime accomplishment, for this reporting period, has been the development and approval of the Indian and Inuit Environment Policy. The policy provides guidance and direction to employees in fulfilling their environmental management obligations. It begins the process of clarifying roles and responsibilities of each sector and region when complying with federal environmental legislation, departmental policies and sectoral and regional directives and procedures. It also acts as the umbrella policy which defines the spirit to which all other Indian and Inuit environmental policy instruments must ascribe as they are developed.

Further policy development in the form of directives, procedures and processes is required and is ongoing. It is expected that an Indian and Inuit Environmental Management Directive, which will further entrench the principles and direction of the Environment Policy, will be approved by the end of 2004.

Paralleling the development of the Indian and Inuit Environmental Management Directive is the development of an Environmental Learning Regime consisting of a number of environmental training workshops and modules will be made available to assist sectors and regions in building capacity to implement environmental processes and procedures into their business lines.

## **NORTHERN SUSTAINABLE DEVELOPMENT**

Operational activities in the North will continue to follow the principles and practices of sustainable use of natural resources, with attention being paid to integrating environmental considerations with socio-economic factors.

In the North, significant commitments to integrate sustainable development concepts into the management of non-renewable resources have been made through the establishment of a Northern Development Framework (NDF), which will clarify and improve the economic, environmental and social lenses through which northern non-renewable resource development decisions are made. The NDF process respects territorial differences while, at the same time, naming shared issues and common problems.

An NDF working group has been established, composed of members from INAC headquarters and the regional offices in NWT and Nunavut, to guide and coordinate the research, drafting, approvals, and internal engagement required to build consensus and produce a meaningful framework by January 2005.

## **CLIMATE CHANGE**

Significant progress occurred in fiscal 2003–04 on the climate change file at INAC. Even greater progress is anticipated in the current planning period. The department's work in this area takes place via the Aboriginal and Northern Community Action Plan (ANCAP). This four-year program is funded from Budget 2003 as part of the implementation of the Climate Change Plan for Canada. ANCAP is focussed on engaging Aboriginal people and Northerners in all provinces and territories to become active partners in climate change action. The program proposes to reduce greenhouse gas emissions through the following actions: improved energy planning and management in communities; renewable energy and improved technology applications (i.e. small hydro, wind, solar, biomass, variable generators); enhanced energy efficiency of existing and new Aboriginal facilities, and of transportation practices. In addition, under the program, Aboriginal and Northern communities will begin to address the impacts of climate change, and the adaptations needed in the future to address these impacts. Implementation procedures and structures have been established in each INAC region, and at this time energy-related projects are underway in most regions.

# STATUS OF FUEL STORAGE TANKS ON LAND OWNED BY INDIAN AND NORTHERN AFFAIRS CANADA

## ANNUAL REPORT FOR APRIL 30, 2004

As required under the *Canadian Environmental Protection Act*, Part IV, *Registration of Storage Tank Systems for Petroleum Products and Allied Petroleum Products on Federal Lands Regulations*, this report provides the information set out in Schedule II of the aforementioned regulation, updated to December 31, 2003.

### 1. THE FOLLOWING NUMBER OF ABOVEGROUND STORAGE TANK SYSTEMS:

Are registered with Indian and Northern Affairs Canada: 1,932

Comply with the Federal Aboveground Storage Tank Technical Guidelines: 69

Do not comply with the Federal Aboveground Storage Tank Technical Guidelines: 1,863

### 2. THE FOLLOWING NUMBER OF UNDERGROUND STORAGE TANK SYSTEMS:

Are registered with Indian and Northern Affairs Canada: 631

Comply with the Federal Underground Storage Tank Technical Guidelines: 15

Do not comply with the Federal Underground Storage Tank Technical Guidelines: 616

## EXTERNAL CHARGING

### Section A

		2003-04				Planning Years					
User Fee	Fee Type	Fee Setting Authority	Date Last Modified	Forecast Revenue (\$000)	Actual Revenue (\$000)	Full Cost (\$000)	Performance Standard	Performance Results	Fiscal Year	Forecast Revenue (\$000)	Estimated Full Cost (\$000)
Canada Mining	Regulatory	CMR	See Section B: Proposed Amendments can be viewed at <a href="http://www.ainc-inac.gc.ca/ps/nap/min_e.html">http://www.ainc-inac.gc.ca/ps/nap/min_e.html</a>	1,602	1,946	See note 1	Current service standards are set in existing legislation and regulation: CMR <a href="http://laws.justice.gc.ca/en/t-7/c.r.c.-c.1516/182141.html">http://laws.justice.gc.ca/en/t-7/c.r.c.-c.1516/182141.html</a> CMR — amendments <a href="http://www.ainc-inac.gc.ca/ps/nap/min_e.html">http://www.ainc-inac.gc.ca/ps/nap/min_e.html</a>	Performance results for minerals management in Nunavut and the NWT are under development as part of a larger exercise by Indian and Northern Affairs to develop a results framework and a department-wide resource and management accountability framework for fall 2004	2004-05 2005-06 2006-07	4,000 3,300 3,300	See note 1
Land Use	Regulatory	TLR	2003	408	160	See note 1	Current service standards are set in existing legislation and regulation: TLR <a href="http://laws.justice.gc.ca/en/T-7/C.R.C.-c.1524/184438.html">http://laws.justice.gc.ca/en/T-7/C.R.C.-c.1524/184438.html</a>	Performance results for land management in Nunavut and the NWT are under development as part of a larger exercise by Indian and Northern Affairs to develop a results framework and a department-wide resource and management accountability framework for fall 2004	2004-05 2005-06 2006-07	156 160 160	See note 1
Land Regulations	Regulatory	TLR	2003	680	629	See note 1	As above — see TLR	Performance results for land management in Nunavut and the NWT are under development as part of a larger exercise by Indian and Northern Affairs to develop a results framework and a department-wide resource and management accountability framework for fall 2004	2004-05 2005-06 2006-07	32 35 35	See note 1

Other Initiatives Less than \$100,000	Regulatory, TCR	228	16	See note 1	See note 1
	Legislative			See note 2	
					Performance results for INAC activities in the North are under development as part of a larger exercise by Indian and Northern Affairs to develop a results framework and a department-wide resource and management accountability framework for fall 2004
					2004-05 30
					2005-06 30
					2006-07 31
<b>TOTAL</b>		<b>2,918</b>	<b>2,751</b>		<b>2004-05 4,218</b> <b>2005-06 3,525</b> <b>2006-07 3,526</b>

#### Notes

1. INAC is currently not a cost recovery organization and has not carried out the analysis necessary to determine the estimated full cost to provide any of its goods or services related to the collection of fees, royalties and other revenues.
2. Most of these initiatives are very small and the development of service standards is either not applicable or of little value added.

#### Abbreviations

CMR — *Canada Mining Regulations*; TLR — *Territorial Land Use Regulations*; TCR — *Territorial Coal Regulations*

#### Section B: Date Last Modified

The Canada Mining Regulations (CMR) are presently in the process of modernization. The royalty sections of the CMR were amended in 1999 but the remainder of the regulations were left as they were written in 1977. The metric system is being introduced in this round of amendments thereby changing the fee schedule to reflect the amounts required by hectares instead of acres. The mining industry and other stakeholders were consulted by various methods of consultation and no complaints about the changes were submitted. One new fee is being added to discourage nuisance protest against a claim.

#### Section C: Other Information

The fees received by the Mining Recorder's Office is based on the mining activities taking place in that particular territory. The fees charged are basically to acquire Crown lands for exploration of minerals by recording a claim, a lease of a mineral claim, and any other transactions against that claim, lease or prospecting permits.

## **EVALUATIONS AND REVIEWS FOR 2003–04**

The Departmental Audit and Evaluation Branch provides senior management with independent professional advice and assurances on the performance of management frameworks, departmental programs, policies and operations, and risk management. See the departmental website at [http://www.ainc-inac.gc.ca/pr/pub/ae/index\\_e.html](http://www.ainc-inac.gc.ca/pr/pub/ae/index_e.html) for various audit, evaluation, review and special study reports.

## **HORIZONTAL INITIATIVES**

Departments are required to report on major horizontal initiatives to provide an overall picture of public spending and results achieved. For INAC, 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) for information on the following major initiatives:

- First Nations Water Management Strategy
- Labrador Innu Comprehensive Healing Strategy

## FINANCIAL TABLES

**TABLE 1 — SUMMARY OF VOTED APPROPRIATIONS**

This table details the way Parliament votes resources to the department and the Canadian Polar Commission, including voted appropriations and statutory authorities, and details the actual usage of those resources.

### FINANCIAL REQUIREMENTS BY AUTHORITY (MILLIONS OF DOLLARS)

Vote	2003-04			
	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Indian and Northern Affairs Canada</b>				
<b>Administration Program</b>				
1	96.5	96.5	121.5	108.3
(S)	10.1	10.1	9.4	9.4
	<b>106.6</b>	<b>106.6</b>	<b>130.9</b>	<b>117.7</b>
<b>Indian and Inuit Affairs Program</b>				
5	307.1	316.9	420.5	363.2
6	—	—	0.1	0.1
10	12.9	12.9	12.9	6.5
15	4,513.0	4,725.9	4,607.2	4,555.3
(S)	175.8	175.9	211.9	179.8
	5,008.9	5,231.6	5,252.7	5,105.0
L20	—	—	48.5	—
L20	29.9	29.9	45.0	36.0
L25	47.5	47.5	47.5	27.6
	77.4	77.4	141.0	63.6
	<b>5,086.3</b>	<b>5,309.0</b>	<b>5,393.7</b>	<b>5,168.6</b>
<b>Northern Affairs Program</b>				
30	60.0	60.7	108.8	100.9
35	63.7	63.7	94.7	93.7
40	15.6	27.6	33.6	33.5
(S)	7.2	7.2	8.7	8.7
	146.5	159.3	245.8	236.8
L40	—	—	0.3	—
L55	—	—	6.6	—
L81	—	—	5.0	—
	—	—	11.9	—
	<b>146.5</b>	<b>159.3</b>	<b>257.7</b>	<b>236.8</b>
	<b>5,339.4</b>	<b>5,574.9</b>	<b>5,782.3</b>	<b>5,523.1</b>
<b>Canadian Polar Commission</b>				
45	0.9	0.9	0.9	0.9
(S)	0.1	0.1	0.1	0.1
	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

## TABLE 2 — COMPARISON OF TOTAL PLANNED TO ACTUAL SPENDING

This table details budgetary resources used by business line, in comparison to the resources voted by Parliament as indicated in Table 1.

### DEPARTMENTAL PLANNED VERSUS ACTUAL SPENDING BY BUSINESS LINE (MILLIONS OF DOLLARS)

Business Line	FTEs*	Operating	Capital	Grants and Contri- butions	Total Gross Expenditures	Less: Respendable Revenue	Total Net Expen- ditures
<b>Indian and Northern Affairs Canada</b>							
<b>Claims</b>							
(Main Estimates)	632	95.7	9.9	517.2	622.8	—	622.8
(Total Planned Spending)	632	103.7	9.9	559.3	672.8	—	672.8
<i>(Total Authorities)</i>	<i>651</i>	<i>195.1</i>	<i>5.5</i>	<i>543.1</i>	<i>743.7</i>	—	<i>743.7</i>
<b>(Total Actual Spending)</b>	<b>651</b>	<b>156.3</b>	<b>5.5</b>	<b>501.3</b>	<b>663.1</b>	—	<b>663.1</b>
<b>Indian and Inuit Programming</b>							
(Main Estimates)	1,994	230.2	17.0	4,138.8	4,386.0	—	4,386.0
(Total Planned Spending)	1,994	232.1	17.0	4,309.7	4,558.8	—	4,558.8
<i>(Total Authorities)</i>	<i>2,078</i>	<i>287.2</i>	<i>12.8</i>	<i>4,209.0</i>	<i>4,509.0</i>	—	<i>4,509.0</i>
<b>(Total Actual Spending)</b>	<b>2,078</b>	<b>230.1</b>	<b>12.8</b>	<b>4,199.0</b>	<b>4,441.9</b>	—	<b>4,441.9</b>
<b>Northern Affairs Programming</b>							
(Main Estimates)	384	79.3	3.5	63.7	146.5	—	146.5
(Total Planned Spending)	384	92.1	3.5	63.7	159.3	—	159.3
<i>(Total Authorities)</i>	<i>478</i>	<i>147.6</i>	<i>3.5</i>	<i>94.7</i>	<i>245.8</i>	—	<i>245.8</i>
<b>(Total Actual Spending)</b>	<b>478</b>	<b>139.6</b>	<b>3.5</b>	<b>93.7</b>	<b>236.8</b>	—	<b>236.8</b>
<b>Administration</b>							
(Main Estimates)	807	101.2	5.0	0.5	106.6	—	106.6
(Total Planned Spending)	807	101.2	5.0	0.5	106.6	—	106.6
<i>(Total Authorities)</i>	<i>972</i>	<i>125.4</i>	<i>5.1</i>	<i>0.5</i>	<i>130.9</i>	—	<i>130.9</i>
<b>(Total Actual Spending)</b>	<b>972</b>	<b>112.1</b>	<b>5.1</b>	<b>0.5</b>	<b>117.7</b>	—	<b>117.7</b>
<b>Total</b>							
(Main Estimates)	3,817	506.3	35.4	4,720.2	5,262.0	—	5,262.0
(Total Planned Spending)	3,817	529.0	35.4	4,933.1	5,497.5	—	5,497.5
<i>(Total Authorities)</i>	<i>4,179</i>	<i>755.3</i>	<i>26.9</i>	<i>4,847.4</i>	<i>5,629.5</i>	—	<i>5,629.5</i>
<b>(Total Actual Spending)</b>	<b>4,179</b>	<b>638.2</b>	<b>26.9</b>	<b>4,794.4</b>	<b>5,459.4</b>	—	<b>5,459.5</b>
<b>Other Revenues and Expenditures</b>							
<b>Non-Respendable Revenues</b>							
(Main Estimates)							(143.2)
(Total Planned)							(143.2)
<i>(Total Authorities)</i>							<i>(212.6)</i>
<b>(Actuals)</b>							<b>(212.6)</b>
<b>Cost of services provided by other departments</b>							
(Main Estimates)							55.6
(Total Planned)							55.6
<i>(Total Authorities)</i>							<i>64.1</i>
<b>(Actuals)</b>							<b>64.1</b>
<b>Net Cost of the Department</b>							
(Main Estimates)							5,174.4
(Total Planned)							5,409.9
<i>(Total Authorities)</i>							<i>5,480.9</i>
<b>(Actuals)</b>							<b>5,310.9</b>
<b>Canadian Polar Commission</b>							
(Main Estimates)	5	1.0	—	—	1.0	—	1.0
(Total Planned Spending)	5	1.0	—	—	1.0	—	1.0
<i>(Total Authorities)</i>	<i>5</i>	<i>1.0</i>	—	—	<i>1.0</i>	—	<i>1.0</i>
<b>(Total Actual Spending)</b>	<b>5</b>	<b>0.9</b>	—	—	<b>1.0</b>	—	<b>1.0</b>

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.

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

\* FTE, full-time equivalent



### TABLE 3 — HISTORICAL COMPARISON OF TOTAL PLANNED SPENDING TO ACTUAL SPENDING

This table provides an historical perspective on how resources are used by the department and the Canadian Polar Commission.

#### HISTORICAL COMPARISON OF DEPARTMENTAL PLANNED SPENDING VERSUS ACTUAL SPENDING BY BUSINESS LINE (MILLIONS OF DOLLARS)

Business Line	Actual 2001-02	Actual 2002-03	Total Main Estimates	2003-04		Total Actual Spending
				Total Planned Spending	Total Authorities	
<b>Indian and Northern Affairs Canada</b>						
<b>Budgetary</b>						
Claims	580.0	642.3	622.8	672.8	743.7	663.1
Indian and Inuit Programming	4,227.5	4,359.8	4,386.0	4,558.8	4,509.0	4,441.9
Northern Affairs Programming	219.4	240.4	146.5	159.3	245.8	236.8
Administration	117.5	126.2	106.6	106.6	130.9	117.7
<b>Total Budgetary</b>	<b>5,144.4</b>	<b>5,368.6</b>	<b>5,262.0</b>	<b>5,497.5</b>	<b>5,629.5</b>	<b>5,459.5</b>
<b>Non-Budgetary</b>						
Claims	63.5	58.6	77.4	77.4	92.5	63.6
Indian and Inuit Programming	—	(0.4)	—	—	48.5	—
Northern Affairs Programming	—	—	—	—	11.9	—
Administration	—	—	—	—	—	—
<b>Total Non-Budgetary</b>	<b>63.5</b>	<b>58.1</b>	<b>77.4</b>	<b>77.4</b>	<b>152.8</b>	<b>63.6</b>
<b>Total</b>						
Claims	643.5	700.8	700.2	750.2	836.2	726.7
Indian and Inuit Programming	4,227.5	4,359.3	4,386.0	4,558.8	4,557.5	4,441.9
Northern Affairs Programming	219.4	240.4	146.5	159.3	257.7	236.8
Administration	117.5	126.2	106.6	106.6	130.9	117.7
<b>Total Department</b>	<b>5,207.9</b>	<b>5,426.7</b>	<b>5,339.4</b>	<b>5,574.9</b>	<b>5,782.3</b>	<b>5,523.1</b>
<b>Canadian Polar Commission</b>	<b>1.0</b>	<b>0.9</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>	<b>1.0</b>

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

## TABLE 4 — CROSSWALK

This table identifies the resource relationship between strategic outcomes and business lines for the 2003–04 actual expenditures.

### CROSSWALK BETWEEN STRATEGIC OUTCOMES AND BUSINESS LINES (MILLIONS OF DOLLARS)

Indian and Northern Affairs Canada	Business Lines				
	Indian and Inuit Programming	Claims	Northern Affairs Programming	Administration	Total
<b>Strategic Outcomes</b>					
<b>The Government</b>					
Fostering good governance, effective institutions and co-operative relationships	528.1	70.1	11.1	2.4	611.6
<b>The People</b>					
Strengthening individual and family well-being	2,605.0	—	81.7	—	2,686.8
<b>The Land</b>					
Transferring land title, and supporting sustainable use of lands and management of resources	69.4	38.1	112.5	—	220.0
<b>The Economy</b>					
Increasing participation in the economy	1,091.8	443.8	11.3	0.6	1,547.5
<b>The Operations</b>					
Providing strategic departmental operational management	169.6	126.6	24.9	124.5	445.5
<b>Sub-Total</b>	<b>4,463.9</b>	<b>678.6</b>	<b>241.5</b>	<b>127.5</b>	<b>5,511.5</b>
<b>Less: Justice Canada costs</b>					<b>(52.0)</b>
<b>Total</b>					<b>5,459.5</b>
<b>Canadian Polar Commission</b>				<b>Business Line</b>	
<b>Strategic Outcome</b>				<b>Canadian Polar Commission</b>	
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

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

## TABLE 5 — NON-RESPONDABLE REVENUES

This table identifies revenues received from sources both internal and external to government.

### NON-RESPONDABLE REVENUES BY BUSINESS LINE (MILLIONS OF DOLLARS)

Business Line	Actual 2001-02	Actual 2002-03	2003-04		
			Planned Revenues	Total Authorities	Actual
<b>Indian and Northern Affairs Canada</b>					
Claims	15.7	14.0	15.7	13.1	13.1
Indian and Inuit Programming	13.9	17.5	16.2	18.0	18.0
Northern Affairs Programming	133.0	141.8	110.0	180.9	180.9
Administration	0.3	0.2	0.2	0.7	0.7
<b>Total Non-Respondable Revenues (Department)</b>	<b>162.8</b>	<b>173.5</b>	<b>143.2</b>	<b>212.6</b>	<b>212.6</b>
<b>Canadian Polar Commission</b>	—	—	—	—	—

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

**TABLE 6 — STATUTORY PAYMENTS**

This table identifies statutory expenditures made by the department and the Canadian Polar Commission.

**STATUTORY PAYMENTS BY BUSINESS LINE (MILLIONS OF DOLLARS)**

Business Line	Actual 2001-02	Actual 2002-03	2003-04			
			Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Indian and Northern Affairs Canada</b>						
<b>Claims</b>						
Grants to Aboriginal organizations designated to receive claim settlement payments pursuant to Comprehensive Land Claim Settlement Acts	149.1	142.4	141.6	141.6	143.1	143.1
Grassy Narrow and Islington Bands Mercury Disability Board ( <i>Grassy Narrows and Islington Indian Bands Mercury Pollution Claims Settlement Act</i> )	—	—	—	—	—	—
Court awards	0.4	2.2	—	—	2.5	2.5
Contributions to employee benefit plans	4.1	7.2	7.9	7.9	5.7	5.7
<b>Sub-total (Claims)</b>	<b>153.6</b>	<b>151.8</b>	<b>149.6</b>	<b>149.6</b>	<b>151.3</b>	<b>151.3</b>
<b>Indian and Inuit Programming</b>						
Liabilities in respect of loan guarantees made to Indians for housing and economic development ( <i>Indian Act</i> )	0.1	—	2.0	2.0	1.1	1.1
Indian annuities ( <i>Indian Act</i> )	1.6	1.8	1.4	1.4	1.9	1.9
Payment from the Consolidated Revenue Fund of guaranteed loans issued out of the Indian Economic Development Account	—	0.4	—	—	32.2	0.2
Contributions to employee benefit plans	20.0	23.1	22.9	22.9	23.7	23.7
Refunds of amounts credited to revenues in previous years	0.2	—	—	—	1.6	1.6
Spending of proceeds from the disposal of surplus Crown assets	0.1	0.2	—	0.1	0.2	—
<b>Sub-total (Indian and Inuit Programming)</b>	<b>22.1</b>	<b>25.5</b>	<b>26.3</b>	<b>26.4</b>	<b>60.6</b>	<b>28.5</b>
<b>Northern Affairs Programming</b>						
Payments to comprehensive claim beneficiaries in compensation for resource royalties	2.1	1.5	1.5	1.5	2.6	2.6
Contributions to employee benefit plans	7.0	7.6	5.8	5.8	5.0	5.0
Refunds of amounts credited to revenues in previous years	3.7	0.4	—	—	1.1	1.1
Spending of proceeds from the disposal of surplus Crown assets	—	—	—	—	—	—
<b>Sub-total (Northern Affairs Programming)</b>	<b>12.8</b>	<b>9.5</b>	<b>7.2</b>	<b>7.2</b>	<b>8.7</b>	<b>8.7</b>
<b>Administration</b>						
Minister of Indian Affairs and Northern Development — Salary and motor car allowance	0.1	0.1	0.1	0.1	0.1	0.1
Contributions to employee benefit plans	8.4	9.7	10.0	10.0	9.3	9.3
Spending of proceeds from the disposal of surplus Crown assets	—	—	—	—	—	—
Refunds of amounts credited to revenues in previous years	—	—	—	—	—	—
<b>Sub-total (Administration)</b>	<b>8.5</b>	<b>9.8</b>	<b>10.1</b>	<b>10.1</b>	<b>9.4</b>	<b>9.4</b>
<b>Total Statutory Payments (Department)</b>	<b>197.0</b>	<b>196.6</b>	<b>193.1</b>	<b>193.2</b>	<b>230.1</b>	<b>197.9</b>
<b>Canadian Polar Commission</b>						
Contributions to employee benefit plans	0.1	0.1	0.1	0.1	0.1	0.1

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

## TABLE 7 — TRANSFER PAYMENTS — GRANTS AND CONTRIBUTIONS

Table 7.1 summarizes the funding provided through transfer payments, including both statutory appropriations and voted items, while Table 7.2 provides a detailed listing of the transfer payments.

### 7.1 SUMMARY OF TRANSFER PAYMENTS BY PROGRAM/BUSINESS LINE (MILLIONS OF DOLLARS)

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Indian and Northern Affairs Canada</b>						
<b>Indian and Inuit Affairs Program</b>						
<b>Grants</b>						
Claims	428.7	396.7	444.0	485.5	482.6	442.6
Indian and Inuit Programming	237.2	245.6	343.7	343.7	249.8	249.8
Sub-Total	665.9	642.3	787.7	829.2	732.4	692.4
<b>Contributions</b>						
Claims	57.1	57.0	73.3	73.8	60.5	58.6
Indian and Inuit Programming	3,762.3	3,869.4	3,795.1	3,966.0	3,959.2	3,949.2
Sub-Total	3,819.5	3,926.4	3,868.4	4,039.8	4,019.7	4,007.8
<b>Total Program Transfer Payments</b>	<b>4,485.4</b>	<b>4,568.7</b>	<b>4,656.0</b>	<b>4,868.9</b>	<b>4,752.2</b>	<b>4,700.3</b>
<b>Northern Affairs Program</b>						
<b>Grants</b>						
Northern Affairs Programming	2.7	2.1	0.8	0.8	0.8	0.8
<b>Contributions</b>						
Northern Affairs Programming	68.9	77.9	62.9	62.9	94.0	92.9
<b>Total Program Transfer Payments</b>	<b>71.6</b>	<b>79.9</b>	<b>63.7</b>	<b>63.7</b>	<b>94.7</b>	<b>93.7</b>
<b>Administration Program</b>						
<b>Contributions</b>						
Administration	0.5	0.5	0.5	0.5	0.5	0.5
<b>Total Program Transfer Payments</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>
<b>Total Transfer Payments (Department)</b>	<b>4,557.4</b>	<b>4,649.1</b>	<b>4,720.2</b>	<b>4,933.1</b>	<b>4,847.4</b>	<b>4,794.4</b>
<b>Canadian Polar Commission</b>	—	—	—	—	—	—

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

**7.2 DETAILS OF TRANSFER PAYMENTS BY PROGRAM/BUSINESS LINE  
(MILLIONS OF DOLLARS)**

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Indian and Northern Affairs Canada</b>						
<b>Indian and Inuit Affairs Program</b>						
<b>Grants</b>						
<i>Claims</i>						
Grant to the James Bay Crees, the Oujé-Bougoumou Crees and the Naskapi bands of Quebec	47.0	49.1	51.8	51.8	54.8	54.8
Capital grants to the Cree and Naskapi Bands of Quebec	21.1	11.3	11.6	11.6	16.3	16.3
Grant to the Makivik Corporation for James Bay and Northern Quebec Agreement implementation	0.3	0.3	0.3	0.3	0.3	0.3
Grants to Indian bands to settle specific claims	173.8	146.1	173.5	215.0	196.9	173.5
Grants to the beneficiaries or implementing bodies of comprehensive land claim agreements or comprehensive land claim settlements	9.1	15.4	33.3	33.3	32.0	18.7
(S) Grants to Aboriginal organizations designated to receive claim settlement payments under Comprehensive Land Claim Settlement Acts	149.1	142.4	141.6	141.6	143.1	143.1
Grants to entitled bands for the settlement of treaty land entitlement claims in the Provinces of Saskatchewan and Manitoba	22.0	22.0	23.8	23.8	23.8	22.0
Grant to the Saskatchewan Association of Rural Municipalities for the payment to rural municipalities of compensation for the loss of their tax base as a result of the settlement of treaty land entitlement claims in Saskatchewan	1.1	1.0	1.0	1.0	1.5	1.5
Grant to the province of Saskatchewan for the payment to school districts of compensation for the loss of their tax base as a result of the settlement of treaty land entitlement claims in Saskatchewan	1.2	1.1	1.0	1.0	2.0	2.0
Payments to Piikani Nation to implement economic development components of the Piikani Nation/Canada/Alberta Settlement Agreement	—	8.0	6.2	6.2	6.2	6.2
Grants to aboriginal organizations pursuant to final self-government or treaty agreements	4.0	—	—	—	—	—
Grant to the Chippewas of Kettle and Stony Point Band, pursuant to the Seniors Compensation Advance Payment Agreement	—	—	—	—	1.6	—
Payment to the Government of the Northwest Territories to facilitate the implementation of comprehensive land claim agreements	—	—	—	—	0.9	0.9
Payment to the Province of British Columbia to facilitate the settlement agreement between Leonard Jack Solonas, Canada and the Province of British Columbia	—	—	—	—	—	—
Payment to Leonard Jack Solonas in settlement of a severalty claim arising from the Settlement Agreement between McLeod Lake First Nation, Canada and the Province of British Columbia	—	—	—	—	0.2	0.2
Grant to the Cree Nation of Eastmain towards the costs incurred with respect to a community centre	—	—	—	—	3.2	3.2
Sub-total Grants ( <i>Claims</i> )	428.7	396.7	444.0	485.5	482.6	442.6

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<i>Indian and Inuit Programming</i>						
(S) Indian Annuities Treaty payments	1.6	1.8	1.4	1.4	1.9	1.9
Grants to British Columbia Indian bands in lieu of a per capita annuity	0.3	0.3	0.3	0.3	0.3	0.3
Grants to Indians and Inuit to provide elementary and secondary educational support services	—	—	0.4	0.4	—	—
Grants to Indians and Inuit to support their post-secondary educational advancement	2.3	2.3	4.5	4.5	2.0	2.0
Grants to Inuit to support their cultural advancement	—	—	—	—	—	—
Grants to indigent Indians resident on reserves to provide social assistance	3.5	3.1	11.0	11.0	3.9	3.9
Grants to provide culturally appropriate abuse prevention and protection services for Indian children resident on reserves	4.1	4.4	5.6	5.6	4.4	4.4
Grants to students and their chaperons to promote fire protection awareness in band and federally operated schools	—	—	0.1	0.1	—	—
Grants to Indian bands, their district councils and Inuit settlements to support their administration	122.4	124.1	205.4	205.4	124.1	124.1
Payments to Yukon First Nations pursuant to individual self-government agreements	23.8	26.3	30.5	30.5	28.8	28.8
Grants to the Sechelt Indian Band pursuant to the <i>Sechelt Self-Government Act</i>	3.8	3.8	3.9	3.9	3.9	3.9
Grant to the Miawpukek Indian band to support designated programs	8.1	8.2	8.4	8.4	8.4	8.4
Grants to representative status Indian organizations to support their administration	5.1	5.2	5.6	5.6	5.6	5.6
Grant to the National Aboriginal Achievement Foundation	1.3	1.3	1.3	1.3	1.3	1.3
Payments to Self-governing Aboriginal Organizations, pursuant to comprehensive land claim agreements, self-government agreements or treaty legislation	34.8	36.4	38.0	38.0	38.1	38.1
Grant for Mi'kmaq Education in Nova Scotia	26.0	26.9	27.1	27.1	27.1	27.1
Grants to the province of British Columbia to facilitate the settlement of a specific claim with Pacheedaht First Nation	—	0.7	—	—	—	—
Payments to the Province of Alberta to facilitate implementation of the Canada/Cold Lake First Nations Settlement Agreement	—	0.9	—	—	—	—
Sub-total Grants <i>(Indian and Inuit Programming)</i>	237.2	245.6	343.7	343.7	249.8	249.8
Sub-total Grants <i>(Indian and Inuit Affairs Program)</i>	665.9	642.3	787.7	829.2	732.4	692.4

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Contributions</b>						
<i>Claims</i>						
Contributions to native claimants for the preparation and submission of claims	11.8	12.0	8.2	8.2	10.5	10.5
Contribution to the Cree-Naskapi Commission for monitoring the implementation of the <i>Cree-Naskapi (of Quebec) Act</i>	0.7	0.7	0.4	0.4	0.7	0.7
Contributions to the beneficiaries and various implementing bodies for the purpose of implementing comprehensive land claim settlements	23.1	24.8	35.7	35.7	26.4	26.4
Contributions to individuals, Indian bands and associations for the funding of Indian test cases	1.4	1.0	0.6	0.6	0.6	0.6
Contributions to individuals (including non-Indians) or groups of individuals, organizations and bands in respect of Bill C-31 test cases	0.3	0.2	0.2	0.2	0.2	0.2
Canada's contribution to the British Columbia Treaty Commission for operating costs	1.6	1.3	3.1	3.1	1.5	1.2
Funding to Native Claimant entities or organizations for negotiation preparedness	11.9	11.5	16.7	16.7	13.0	13.0
Contributions to the British Columbia Treaty Commissioners for the purpose of supporting First Nations in the British Columbia Treaty Commission Process	4.3	4.0	6.6	7.1	5.8	4.2
Payments to claimant groups to perform enrolment and ratification activities associated with claims settlements prior to effective date of final settlement agreements	—	0.2	0.3	0.3	0.9	0.9
Contributions to First Nations in the B.C. Treaty process, their organizations, the Province of British Columbia and Third Parties for Treaty-Related Measures	2.0	1.4	1.5	1.5	0.9	0.9
Claims Resolution Centre — Consultation and policy development	—	—	—	—	0.1	0.1
Sub-total Contributions ( <i>Claims</i> )	57.1	57.0	73.3	73.8	60.5	58.6



Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<i>Indian and Inuit Programming</i>						
Contributions to Indian bands for land selection	—	—	3.4	3.4	—	—
Contributions to Indian bands for land and estates management	17.4	21.5	11.6	11.6	24.4	24.4
Contributions to Indian bands for registration administration	7.7	6.3	5.8	5.8	5.3	5.3
Contributions to provinces, corporations, local authorities, Indians, Indian bands and other organizations for forest fire suppression on reserve land	8.3	8.4	8.0	8.0	10.0	10.0
Indian Environmental Partnership Program Funding	6.4	3.8	10.5	10.5	3.3	3.3
Contributions for the purpose of resource development	15.1	14.7	6.5	6.5	5.4	5.4
Contributions to the Province of Newfoundland and Labrador for the provision of programs and services to native people resident in Newfoundland and Labrador	8.8	14.8	12.5	12.5	12.5	12.5
Payments to support Indians, Inuit and Innu for the purpose of supplying public services in areas such as economic development, education, social development, capital facilities and maintenance, and Indian government support:						
Economic Development	129.4	119.2	143.1	143.1	130.0	130.0
Education	1,209.4	1,219.5	1,287.4	1,332.5	1,211.0	1,211.0
Social Development	1,113.8	1,135.5	1,175.2	1,175.2	1,148.9	1,148.9
Capital Facilities and Maintenance	902.8	963.4	871.0	996.7	945.6	935.9
Indian Government Support	178.7	182.1	113.9	113.9	196.9	196.9
Contributions to Indian, Inuit and Innu communities, Indian Act bands and band groupings to facilitate their participation in the negotiation of the inherent right of self-government	18.6	17.0	14.7	14.7	17.3	17.3
Contribution to the Province of Quebec, in respect of Cree and Inuit education as described in the James Bay and Northern Quebec Agreement	81.2	80.8	83.2	83.2	86.5	86.5
Contributions for the purpose of consultation and policy development	40.0	34.6	15.5	15.5	36.9	36.9
Contributions to support the building of strong governance, administrative and accountability systems	23.5	29.1	32.0	32.0	33.0	33.0
Contributions to provincially based Indian Commissions	1.1	1.3	—	—	—	—
Contributions to provincially and/or regionally based Treaty Commissions	—	—	0.8	0.8	1.5	1.5
Contributions for the Special education program for students living on reserve	—	17.4	—	—	90.9	90.6
Sub-total Contributions ( <i>Indian and Inuit Programming</i> )	3,762.3	3,869.4	3,795.1	3,966.0	3,959.2	3,949.2
Sub-total Contributions (Indian and Inuit Affairs Program)	3,819.5	3,926.4	3,868.4	4,039.8	4,019.7	4,007.8
<b>Total Transfer Payments (Indian and Inuit Affairs Program)</b>	<b>4,485.4</b>	<b>4,568.7</b>	<b>4,656.0</b>	<b>4,868.9</b>	<b>4,752.2</b>	<b>4,700.3</b>

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Northern Affairs Program</b>						
<b>Grants</b>						
<i>Northern Affairs Programming</i>						
Grants to the Canadian universities and institutes for northern scientific research training	0.7	0.6	0.6	0.6	0.6	0.6
Grant to the Association of Canadian Universities for Northern Studies for the purpose of co-ordinating the northern scientific activities of Canadian universities	0.1	0.1	0.1	0.1	0.1	0.1
Grants to individuals and organizations to promote the safe development, use and conservation of the North's natural resources	—	—	—	—	—	—
Grant in the form of an award to the person judged to have made an outstanding contribution in the field of northern science	—	—	—	—	—	—
Grants to the Yukon Territorial Government for transitional costs set out in the Yukon Northern Affairs Program Devolution Transfer Agreement	1.9	1.3	0.1	0.1	—	—
Sub-total Grants ( <i>Northern Affairs Programming</i> )	2.7	2.1	0.8	0.8	0.8	0.8
<b>Contributions</b>						
<i>Northern Affairs Programming</i>						
Contributions to the Government of the Northwest Territories and the Government of Nunavut for health care of Indians and Inuit	40.4	41.2	42.0	42.0	42.0	42.0
Contributions to the Territorial governments and Native organizations for the purpose of implementing the Inuvialuit Final Agreement	4.8	5.5	4.9	4.9	4.9	4.8
Contributions to individuals, organizations and other levels of government for consultations, research, training, employment initiatives, and other work related to advancing northern interests in the political, social, economic and cultural development of the North	2.9	5.9	3.6	3.6	6.4	5.5
Contributions for Inuit counselling in the South	0.1	0.1	0.1	0.1	0.1	0.1
Contributions to Territorial governments in relation to regional development and infrastructure projects	1.0	3.4	4.9	4.9	2.1	2.0
Contributions to individuals, organizations and other levels of government for the purpose of promoting the safe development, use, conservation and protection of the North's natural resources	19.7	21.7	7.3	7.3	38.4	38.4
Contributions to the Yukon Government for the Government of Canada's share of extraordinary forest fire suppression costs in the Yukon	—	—	0.1	0.1	0.1	—
Sub-total Contributions ( <i>Northern Affairs Programming</i> )	68.9	77.9	62.9	62.9	94.0	92.9
<b>Total Transfer Payments (Northern Affairs Program)</b>	<b>71.6</b>	<b>79.9</b>	<b>63.7</b>	<b>63.7</b>	<b>94.7</b>	<b>93.7</b>

Program/Business Line	2003-04					
	Actual 2001-02	Actual 2002-03	Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Administration Program</b>						
<b>Contributions</b>						
<i>Administration</i>						
Contributions to the Inuit Art Foundation for the purpose of assisting Inuit artists and artisans from the Northwest Territories, Nunavut, Northern Quebec and Labrador in the development of their professional skills and marketing of their art	0.5	0.5	0.5	0.5	0.5	0.5
<b>Total Transfer Payments (Administration Program)</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>	<b>0.5</b>
<b>Total Transfer Payments (Department)</b>	<b>4,557.4</b>	<b>4,649.1</b>	<b>4,720.2</b>	<b>4,933.1</b>	<b>4,847.4</b>	<b>4,794.4</b>
<b>Canadian Polar Commission</b>						
Contributions to individuals, organizations, associations and institutions to support research and activities relating to the polar regions	—	—	—	—	—	—

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

## SUPPLEMENTARY INFORMATION ON TRANSFER PAYMENT PROGRAMS

Objectives of Transfer Payment Programs by Business Line	Benefits and Results for Canadians
<p><b>Indian and Inuit Programming</b>  <i>(2003–04 Actual Expenditures: Grants \$249.8 million; Contributions \$3,949.2 million)</i>            To assist First Nations and Inuit communities in achieving their self-government, economic, educational, cultural, social and community development needs and aspirations. The Indian and Inuit Programming assists First Nations in building healthy, sustainable communities through provision of services and programs similar to levels provided to other Canadian residents by provincial, territorial and municipal governments (including education, social services and community infrastructure). It also fulfils many of Canada’s constitutional and statutory obligations and responsibilities to First Nations and Inuit people.</p> <p><b>Claims</b>  <i>(2003–04 Actual Expenditures: Grants \$442.6 million; Contributions \$58.6 million)</i>            To achieve negotiated settlements of Aboriginal land claims. Such settlements resolve outstanding grievances, establish certainty to land title and access to lands and resources, create a climate that promotes economic development, and avoid time-consuming litigation. The settlement of a claim is not viewed as an end in itself, but rather as a beginning in which the Aboriginal people start to regain control of their destiny. Claims settlements provide a land base and financial package which establish a solid basis, and provide support for the department’s Gathering Strength priorities of renewing the partnerships, strengthening Aboriginal governance, developing a new fiscal relationship and supporting strong communities, people and economies.</p> <p><b>Northern Affairs Programming</b>  <i>(2003–04 Actual Expenditures: Grants \$0.8 million; Contributions \$92.9 million)</i>            To promote the political, economic, scientific and social development of Canada’s North; to assist Northerners, including Aboriginal groups, to develop political and economic institutions which will enable them to assume increasing responsibility within the Canadian federation; to effectively manage and regulate the sustainable development of the North’s natural resources in preparation for devolution to the territorial governments; to preserve, maintain, protect and rehabilitate the northern environment; and to manage ongoing federal interests in the North, including federal northern policy, federal-territorial relations and claims and self-government implementation, and federal circumpolar activities.</p>	<p>Reducing the Socio-Economic Gap</p> <p>Supporting Healthy Communities</p> <p>Strengthening Governance</p> <p>Improving Operations</p>
<p><b>Milestone Monitoring</b>            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 (e.g. Gathering Strength) and reporting vehicles (e.g.; annual reports on comprehensive claims and progress on Gathering Strength), 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 8 — LOANS

This table identifies non-budgetary expenditures made by the department.

### LOANS BY BUSINESS LINE (MILLIONS OF DOLLARS)

Business Line	Actual 2001-02	Actual 2002-03	2003-04			
			Total Main Estimates	Total Planned Spending	Total Authorities	Total Actual Spending
<b>Indian and Northern Affairs Canada</b>						
<b>Claims</b>						
Loans to native claimants	34.6	31.8	29.9	29.9	45.0	36.0
Loans to the Council of Yukon Indians for interim benefits to the Yukon elders	0.3	—	—	—	—	—
Loans to First Nations in British Columbia for the purpose of supporting their participation in the British Columbia Treaty Commission process	28.5	26.7	47.5	47.5	47.5	27.6
<b>Sub-total (Claims)</b>	<b>63.5</b>	<b>58.6</b>	<b>77.4</b>	<b>77.4</b>	<b>92.5</b>	<b>63.6</b>
<b>Indian and Inuit Programming</b>						
Loans and guarantees of loans through the Indian Economic Development Account	—	(0.4)	—	—	48.5	—
<b>Sub-total (Indian and Inuit Programming)</b>	<b>—</b>	<b>(0.4)</b>	<b>—</b>	<b>—</b>	<b>48.5</b>	<b>—</b>
<b>Northern Affairs Programming</b>						
Loans to the Government of the Yukon Territory for making second mortgage loans to territory residents	—	—	—	—	0.3	—
Provision of Inuit loan fund for loans to Inuit to promote commercial activities	—	—	—	—	6.6	—
Loans for the establishment or expansion of small businesses in the Yukon Territory through the Yukon Territory small-business loans account	—	—	—	—	5.0	—
<b>Sub-total (Northern Affairs Programming)</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>11.9</b>	<b>—</b>
<b>Administration</b>						
—	—	—	—	—	—	—
<b>Total (Department)</b>	<b>63.5</b>	<b>58.1</b>	<b>77.4</b>	<b>77.4</b>	<b>152.8</b>	<b>63.6</b>
<b>Canadian Polar Commission</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>	<b>—</b>

Total authorities are Main Estimates plus Supplementary Estimates plus other authorities.  
Due to rounding, figures may not add to totals shown.

## TABLE 9 — FINANCIAL STATEMENTS

### CANADIAN POLAR COMMISSION

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#### MANAGEMENT'S RESPONSIBILITY FOR FINANCIAL REPORTING

We have prepared the accompanying financial statements of the Canadian Polar Commission in accordance with Canadian generally accepted accounting principles using management's best estimates and judgements where appropriate.

Responsibility for the integrity and objectivity of data in these financial statements rests with the management and Board of Directors of the Commission. To fulfil this accounting and reporting responsibility, the Commission maintains a set of accounts that provides a centralized record of the Commission's financial transactions.

The Commission develops and disseminates financial management and accounting policies, and issues specific directives that maintain standards of accounting and financial management. The Commission maintains systems of financial management and internal control that give due consideration to costs, benefits and risks. They are designed to provide reasonable assurance that transactions are within Parliamentary authorities and are executed in accordance with prescribed regulations, and are properly recorded so as to maintain accountability of Government funds and safeguard the Commission's assets.

Management presents these financial statements to the Auditor General of Canada, who audits and provides an independent opinion that has been appended to these financial statements.

Approved by:

Peter Johnson  
Chairperson

Steven C. Bigras  
Executive Director

Ottawa, Canada  
25 June 2004

#### AUDITOR'S REPORT

*To the Board of Directors of the Canadian Polar Commission and the Minister of Indian Affairs and Northern Development*

I have audited the statement of financial position of the Canadian Polar Commission as at March 31, 2004 and the statements of operations, net assets and cash flows for the year then ended. These financial statements are the responsibility of the Commission's management. My responsibility is to express an opinion on these financial statements based on my audit.

I conducted my audit in accordance with Canadian generally accepted auditing standards. Those standards require that I plan and perform an audit to obtain reasonable assurance whether the financial statements are free of material misstatement. An audit includes examining, on a test basis, evidence supporting the amounts and disclosures in the financial statements. An audit also includes assessing the accounting principles used and significant estimates made by management, as well as evaluating the overall financial statement presentation.

In my opinion, these financial statements present fairly, in all material respects, the financial position of the Commission as at March 31, 2004 and the results of its operations and its cash flows for the year then ended in accordance with Canadian generally accepted accounting principles.

Crystal Pace, CA  
Principal for the Auditor General of Canada

Ottawa, Canada  
June 25, 2004

**STATEMENT OF FINANCIAL POSITION**

as at 31 March

	2004	2003
<b>ASSETS</b>		
<b>Financial assets</b>		
Due from the Consolidated Revenue Fund	\$ 49,442	\$15,964
Accounts receivable	26,391	14,590
Prepaid expenses	8,562	—
Petty cash	600	600
	84,995	31,154
<b>Non-financial assets</b>		
Capital assets (note 4)	109,601	64,824
	\$194,596	\$95,978
<b>LIABILITIES AND NET ASSETS</b>		
<b>Liabilities</b>		
Accounts payable and accrued liabilities	\$ 70,963	\$30,554
Vacation pay accrual	26,842	22,960
Deferred capital funding	24,370	—
Employee severance benefits (note 7b)	72,343	71,125
	194,518	124,639
<b>Net assets (liabilities)</b>	78	(28,661)
	\$194,596	\$95,978

Commitments (note 8)

*The accompanying notes are an integral part of these financial statements.*

Approved by:

Peter Johnson  
ChairpersonMichael P. Robinson  
Board Member**STATEMENT OF OPERATIONS**

for the year ended 31 March

	2004	2003
<b>Revenues</b>		
Contributions for workshop	\$ 36,808	\$ —
Amortization of deferred capital funding	630	—
	37,438	—
<b>Expenses</b>		
Salaries and employee benefits	419,113	427,437
Professional and special services	222,499	193,097
Travel and relocation	125,302	139,195
Accommodation	86,853	80,352
Printing and publishing	52,125	52,596
Contributions	24,850	27,200
Amortization of capital assets	23,875	21,864
Honoraria to Board members	22,890	19,950
Telephone and telecommunications	11,539	10,407
Office expenses and equipment	10,327	9,681
Materials and supplies	9,594	6,020
Postage and courier services	9,091	12,005
Bad debts	—	3,159
	1,018,058	1,002,963
<b>Net cost of operations</b>	\$ 980,620	\$1,002,963

**STATEMENT OF NET ASSETS (LIABILITIES)**

for the year ended 31 March	2004	2003
<b>Net assets, beginning of year</b>	(\$28,661)	\$ 20,370
Net cost of operations	(980,620)	(1,002,963)
Services provided without charge by other government departments and agencies (note 6)	44,704	43,603
Net cash provided by government (note 3c)	938,763	931,092
Change in due from the Consolidated Revenue Fund	33,478	(13,177)
Amortization of accommodation rebate	(7,586)	(7,586)
<b>Net assets (liabilities) end of year</b>	<b>\$ 78</b>	<b>(\$28,661)</b>

*The accompanying notes are an integral part of these financial statements.*

**STATEMENT OF CASH FLOWS**

for the year ended 31 March	2004	2003
<b>Operating activities</b>		
Net cost of operations	\$980,620	\$1,002,963
Non-cash items		
Services provided without charge by other government departments and agencies	(44,704)	(43,603)
Amortization of capital assets	(23,875)	(21,864)
Amortization of deferred capital funding	630	—
Increase in employee severance benefits	(1,218)	(7,652)
Amortization of accommodation rebate	7,586	7,586
Net change in non-cash working capital	(23,928)	(9,921)
Cash used in operating activities	895,111	927,509
<b>Investing activities</b>		
Acquisitions of capital assets	68,652	3,583
Contribution received for the acquisition of capital asset	(25,000)	—
Cash used in investing activities	43,652	3,583
<b>Net cash provided by government (note 3c)</b>	<b>\$938,763</b>	<b>\$ 931,092</b>

*The accompanying notes are an integral part of these financial statements.*



## NOTES TO THE FINANCIAL STATEMENTS

for the year ended 31 March 2004

### 1. Authority and purpose

The Canadian Polar Commission was established on 1 February 1991 by the *Canadian Polar Commission Act* and is a departmental corporation named in Schedule II of the *Financial Administration Act*. The Commission commenced its operations on 9 September 1991. The Commission was established to promote and encourage the development and dissemination of knowledge of the polar regions; to monitor the state of polar knowledge in Canada and elsewhere; to enhance Canada's international polar profile; and to provide information about research relating to polar regions to Canadians and to Canadian organizations, institutions and associations. The Commission's operating expenditures are funded by a budgetary lapsing authority.

### 2. Significant accounting policies

These financial statements have been prepared on an accrual basis of accounting in accordance with Canadian generally accepted accounting principles. The most significant accounting policies are as follows.

#### (a) Parliamentary Appropriations

Appropriations are based in large part on cash flow requirements. Consequently, items recognized in the Statement of Financial Position and the Statement of Operations are not necessarily the same as those provided through appropriations from Parliament. Note 3 shows the reconciliation of net cost of operations, parliamentary appropriations voted, and net cash provided by government to parliamentary appropriations used.

#### (b) Due from the Consolidated Revenue Fund

The Canadian Polar Commission operates within the Consolidated Revenue Fund (CRF). The CRF is administered by the Receiver General for Canada. All cash received by the Canadian Polar Commission is deposited to the CRF and all cash disbursements made by the Canadian Polar Commission are paid from the CRF. Due from the CRF represents the amount of cash that the Canadian Polar Commission is entitled to draw from the Consolidated Revenue Fund without further appropriations, in order to discharge its liabilities.

#### (c) Vacation Pay

Vacation pay is expensed as the benefit accrues to employees under their respective terms of employment using the salary levels at year end.

#### (d) Pension Benefits

The Commission's eligible employees participate in the Public Service Superannuation Plan administered by the Government of Canada. Both the employees and the Commission contribute to the cost of the Plan. Contributions by the Commission are expensed in the period incurred. The Commission is not required under present legislation to make contributions with respect to actuarial deficiencies of the Public Service Superannuation Account.

#### (e) Employee Severance Benefits

The Commission's liability for employee severance benefits is calculated using information derived from the results of the actuarially determined liability for employee severance benefits for the Government as a whole. Employee severance benefits on cessation of employment represent obligations of the Commission that are normally funded through future Parliamentary appropriations.

#### (f) Services Provided without Charge by Other Government Departments and Agencies

Services provided without charge by other government departments and agencies are recorded as operating expenses at their estimated fair value. A corresponding amount is credited directly to net assets (liabilities).

#### (g) Contributions

Contributions are recognized in the year in which the conditions for payment are met.

#### (h) Capital Assets

Capital assets are recorded at cost less accumulated amortization. Amortization is calculated on a straight-line basis over the estimated useful life of the capital asset as follows:

Asset class	Amortization period
Informatics equipment and software	5 years

#### (i) Deferred Capital Funding

Contributions received for the purchase of capital assets are deferred and amortized on the same basis as the related asset.

#### (j) Accommodation Rebate

The value of any accommodation rebate is amortized over the duration of the rental agreement.

(k) *Measurement Uncertainty*

The preparation of financial statements requires management to make estimates and assumptions that affect the reported amounts of assets, liabilities, revenue, and expenses reported in the financial statements. At the time of preparation of these statements, management believes the estimates and assumptions to be reasonable. The most significant items where estimates are used are employee severance benefit liabilities and amortization of capital assets. Actual results could differ from those estimated.

### 3. Parliamentary Appropriations

(a) *Reconciliation of Net Cost of Operations to Total Appropriations Used*

	2004	2003
Net cost of operations	\$980,620	\$1,002,963
Adjustments for items not affecting appropriations		
Services provided without charge by other government departments and agencies	(44,704)	(43,603)
Contribution received for capital funding	(25,000)	—
Change in vacation pay accrual	(3,882)	(5,857)
Change in employee severance benefits	(1,218)	(7,652)
Amortization of capital assets	(23,875)	(21,864)
Amortization of accommodation rebate	7,586	7,586
Amortization of deferred capital funding	630	—
Other adjustments	3,045	(3,157)
	<hr/> 893,202	<hr/> 928,416
Adjustment for items affecting appropriations		
Capital asset acquisitions	68,652	3,583
Salary expense affecting appropriations in future years	10,000	—
Total appropriations used	<hr/> \$971,854	<hr/> \$ 931,999

(b) *Reconciliation of Parliamentary Appropriations Voted to Total Appropriation Used*

	2004	2003
Indian Affairs and Northern Development Vote 45	\$894,000	\$893,000
Supplementary Vote 45b	38,072	—
Transfer from Treasury Board Vote 15 for salary adjustment	3,000	2,000
	<hr/> 935,072	<hr/> 895,000
Less: Lapsed amount	26,431	37,108
	<hr/> 908,641	<hr/> 857,892
Statutory contributions to employee benefit plans	63,213	74,107
Total appropriations used	<hr/> \$971,854	<hr/> \$931,999

(c) *Reconciliation of Net Cash Provided by Government to Total Appropriations Used*

	2004	2003
Net cash provided by government	\$938,763	\$931,092
Net change in non-cash working capital charged to votes	23,928	9,921
Adjustment to vacation pay accrual	(3,882)	(5,857)
Other adjustments	3,045	(3,157)
Salary expense affecting appropriation in future years	10,000	—
Total appropriations used	<hr/> \$971,854	<hr/> \$931,999

### 4. Capital Assets

Capital assets	Balance beginning of year	Acquisitions	Balance end of year
Informatics equipment and software	\$112,089	\$68,652	\$180,741
Accumulated amortization	Balance beginning of year	Current year amortization	Balance end of year
Informatics equipment and software	\$ 47,265	\$23,875	\$ 71,140
Net capital assets	\$ 64,824	—	\$109,601

## 5. Related party transactions

The Canadian Polar Commission is related in terms of common ownership to all Government of Canada departments and agencies, and Crown corporations. The Canadian Polar Commission enters into transactions with these entities in the normal course of business and on normal trade terms applicable to all individuals and enterprises except that certain services are provided without charge. During the year, the Canadian Polar Commission expensed \$177,187 (2003 — \$187,715) from transactions in the normal course of business with other Government departments, agencies and Crown corporations. These expenses include services without charge of \$44,704 (2003 — \$43,605) as described in note 6. Additionally, the Canadian Polar Commission has accounts receivable of \$26,391 (2003 — \$14,590) from other departments, agencies and Crown corporations.

## 6. Services Provided Without Charge

During the year, the Commission received services that were obtained without charge from other government departments and agencies. These are recorded at their estimated fair value in the financial statements as follows:

	2004	2003
Salary and associated costs of human resource management by		
Department of Indian Affairs and Northern Development	\$ 4,000	\$ 4,000
Audit services provided by the Office of the Auditor General	15,000	15,000
Public service health and dental plans provided by Treasury Board	25,704	24,603
	<u>\$44,704</u>	<u>\$43,603</u>

## 7. Employee Future Benefits

### (a) Pension Benefits

Both the Canadian Polar Commission and its eligible employees contribute to the Public Service Superannuation Plan administered by the Government of Canada. The Commission's contribution is currently based on a multiple of the employee's required contributions and may change over time. These contributions represent the total pension obligations of the Canadian Polar Commission and are recognized in the accounts on a current basis. The Commission's contribution to the Plan was \$45,008 for the year ended 31 March 2004 (2003 — \$52,098).

### (b) Employee Severance Benefits

The Canadian Polar Commission provides post-retirement and post-employment benefits to its employees through a severance benefit plan. The net expense for the Commission's employee severance plan for the year ended 31 March 2004 was \$1,218 (2003 — \$7,652).

This benefit plan is not pre-funded and therefore has no related assets. The liability recognized in the Statement of Financial Position at 31 March 2004 respecting this benefit plan is \$72,343 (2003 — \$71,125).

## 8. Commitments

The Canadian Polar Commission has commitments for operating leases of accommodations and equipment of \$121,819 for future years.

Minimum future lease payments are as follows:

Fiscal period	Amount
2004–05	\$ 98,597
2005–06	21,282
2006–07	1,940
Total	<u>\$121,819</u>

## 9. Artwork Donation

A model ship appraised at approximately \$24,000 was donated to the Canadian Polar Commission in 2003–04 for the decoration of its offices. Work of art donated to the Canadian Polar Commission are not recorded in the books of accounts.

## TABLE 10 — CONTINGENT LIABILITIES

This table shows the amount of contingent liabilities for Claims and Pending and Threatened Litigation. Contingent liabilities are potential liabilities which may become actual liabilities when one or more future events occur or fail to occur.

### CONTINGENT LIABILITIES (MILLIONS OF DOLLARS)

List of Contingent Liabilities	Amount of Contingent Liability		
	March 31, 2002	March 31, 2003	Current as of March 31, 2004
Loans	1,254.9	1,283.5	1,290.7
Claims and Pending and Threatened Litigation	9,250.3	11,831.2	14,008.2
<b>Total (Department)</b>	<b>10,505.2</b>	<b>13,114.7</b>	<b>15,298.9</b>

#### Sick Leave

Employees are permitted to accumulate unused sick leave. However, such leave entitlements do not vest and can be used only in the event of illness. The amount of accumulated sick-leave entitlements that will become payable in future years cannot reasonably be determined and accordingly has not been recorded in the information provided. Payments of sick-leave benefits are included in current operations as incurred.

# OTHER INFORMATION

## FEDERAL PARTNERS — CONTACTS

**Health Canada** — Call (613) 954-8815 or visit the website 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 website 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 website 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.

**Public Safety and Emergency Preparedness Canada** — Contact the Aboriginal Policing Directorate at (613) 991-0241 or visit the website 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 Programs Directorate at (819) 994-3835 or visit the website at <http://www.pch.gc.ca>  
Aboriginal Friendship Centres Program; Northern Native Broadcast Access Program; Aboriginal Representative Organizations Program; Aboriginal Women's Program; Aboriginal Languages Initiative; Aboriginal Languages Agreements with the Territories (Northwest Territories/Yukon/Nunavut); Urban Multipurpose Aboriginal Youth Centres Initiative; Young Canada Works for Urban Aboriginal Youth; Post-Secondary Scholarship Program; National Aboriginal Day; and National Aboriginal Achievement Award.

**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.

**Industry Canada — Contact the Aboriginal Business Canada at (613) 954-4064 or visit the website 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.

**Contact the First Nations Schoolnet Program at 1-800-575-9200 or visit the website at <http://www.rescol.ca>**

The First Nations Schoolnet program, delivered by six Aboriginal Regional Management Organizations, provides high-speed Internet access, computer equipment and technical support, including a help desk, to First Nations schools under the Government of Canada's jurisdiction.

**Fisheries and Oceans Canada — Contact the Aboriginal Policy and Governance Branch at (613) 993-1917**

Aboriginal Fisheries Strategy (AFS), *Marshall* Long-Term Response Program (Fisheries Access and Co-Management Program), Aboriginal Aquatic Resources and Oceans Management (AAROM) Program and Aboriginal Inland Habitat Program. Increase 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 website at <http://www.nrcan-rncan.gc.ca>**

Canada Lands Surveys; Northern Energy Development; Canada Nunavut Geosciences Office; Regional Geochemical Surveys (NWT); Regional Aeromagnetic Surveys (Kasba Lake); Aboriginal Mining Industry (partnership, development and dissemination of information and knowledge); Aboriginal Employees Network; Energuide for Houses Program & R2000 Home Standard; Commercial Building Incentive Program; Aboriginal and Northern Climate Change Plan; First Nations Forestry Program; Waswanipi Cree Model Forest; Canadian Model Forest Program — Aboriginal Strategic Initiative; Mountain Pine Beetle Control Program.

**Justice Canada — Contact the Aboriginal Justice Directorate at (613) 941-9298 and the Programs Branch at (613) 957-3180 or visit the website 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 website 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.

**Correctional Service of Canada — Call (613) 943-0493 or visit the website 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 website 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.

## **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**

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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