



Indian and Northern  
Affairs Canada

Affaires indiennes  
et du Nord Canada

## SUSTAINABLE DEVELOPMENT STRATEGY 2004-2006

# On the Right Path Together: A Sustainable Future for First Nations, Inuit and Northern Communities



[www.ainc-inac.gc.ca/sd/index\\_e.html](http://www.ainc-inac.gc.ca/sd/index_e.html)

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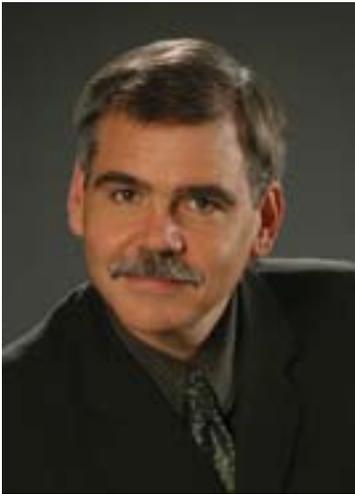


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***In our every deliberation we must consider the impact of our decisions on the next seven generations.***

*From the Great Law of the Iroquois Confederacy*

# Minister's Message



As Minister of Indian Affairs and Northern Development, I am pleased to present *On the Right Path Together: A Sustainable Future for First Nations, Inuit and Northern Communities*, our Sustainable Development Strategy for 2004 through 2006. Our department's main objective is to assist First Nations, Inuit and northern communities in their journey toward achieving social, economic, environmental, cultural and political sustaina-

bility. I strongly believe that, in partnership, this strategy will help both the department and communities reach their goals.

This strategy puts forward commitments that demonstrate new and innovative approaches to doing business, with long-term policy and directional implications for the department. While sustainability issues have not changed from previous years, Indian and Northern Affairs Canada's (INAC) approach to handling them has. This strategy is more holistic, and the scope longer term. It focuses on supporting community development by addressing some of the cornerstones of sustainability that First Nations, Inuit and Northerners have indicated they need. It has been designed to guide communities toward a more sustainable future.

The strategy is organized into themes: consultation and joint decision making, long-term planning, water management, and climate change and energy management. These themes address areas where INAC can make significant contributions to the long-term well-being of communities. In order to achieve success in our endeavors, the department is committed to modifying our structure, policies and processes to integrate the concept of sustainable development into all aspects of our operations.

Becoming more responsive to community priorities also requires a greater degree of cooperation among federal departments to ensure policies and programs are jointly developed and administered. As part of this strategy, INAC plans to work to improve interdepartmental cooperation.

Indian and Northern Affairs Canada has a significant role to play in advancing the sustainable development agenda in Canada. As Minister, I am committed to implementing this Sustainable Development Strategy, which is consistent with my department's mission to "make Canada a better place for First Nations, Inuit and Northerners."

A handwritten signature in black ink, appearing to read "Andy Mitchell".

Andy Mitchell, PC, MP  
Minister of Indian Affairs and Northern Development

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## List of Acronyms

AFNQL	Assembly of First Nations of Quebec and Labrador
ANCAP	Aboriginal and Northern Community Action Program
ANCCP	Aboriginal and Northern Climate Change Program
BC	British Columbia
CESD	Commissioner of the Environment and Sustainable Development
EMS	Environmental Management System
ESS	Environmental Stewardship Strategy
GHG	Greenhouse gas
GIOTT	Greening Internal Operations Training Tool
IIAP	Indian and Inuit Affairs Program
INAC	Indian and Northern Affairs Canada
JCPC	Joint Community Planning Committee
NGO	Non-governmental organization
PWGSC	Public Works and Government Services Canada
QNVCP	Quebec Native Venture Capital Partnership
RCAP	Royal Commission on Aboriginal Peoples
SD	Sustainable Development
SDS	Sustainable Development Strategy
SOCARIAQ	Société de capital de risque autochtone du Québec

# Introduction

## The Context for INAC's Sustainable Development Strategy

This is Indian and Northern Affairs Canada's (INAC) third Sustainable Development Strategy (SDS). Sustainable Development Strategy 2004–2006 builds on previous strategies but also represents a significant conceptual shift from INAC's past strategies. First, it proposes a long-term vision of where the department hopes to be within the next two generations. Second, it contains fewer commitments than in the past, and instead focuses INAC's sustainable development (SD) activities on selected community issues. These commitments will have long-term impacts at the community level, as well as on departmental structure, policy and direction.

Despite a shift in approach, INAC's eight SD principles have remained constant through its three SD strategies. INAC remains committed to fully integrating the following principles into all aspects of departmental planning and decision making:

1. full consideration of economic viability, social implications, and cultural and environmental values in decision making and policy and program development;
2. open, inclusive and accountable decision making;
3. honouring treaty and fiduciary obligations, as well as land claim, self-government and international agreements;
4. engagement of interested local communities and organizations when planning and implementing federal programs;
5. respect for diverse cultures and traditional values, as well as the land and its diversity as the foundation for healthy communities;
6. fair and equitable opportunities for First Nations, Inuit and northern peoples to share in the benefits, risks and drawbacks of development;
7. decisions based on the best available scientific, traditional and local knowledge;
8. efficient use of natural resources and minimization of pollution in INAC's internal operations.

Having promoted these principles within the department since 1997, the inclusive concept of sustainable development is now widely accepted by senior managers and policy makers, both in headquarters and in the regions. Throughout this document, examples are given which demonstrate sustainable development in current departmental initiatives. These examples represent only a sample of the broad range of departmental activities and demonstrate some of the programs or initiatives that are having an impact on community sustainability.

This strategy and commitments are organized thematically rather than along departmental business and program lines, as was done in the past. This shift reflects the changing approach to doing business by placing a greater emphasis on breaking down the traditional isolation between departmental programs. It is expected that this approach will result in a more holistic

integration of social, cultural, economic and environmental considerations in INAC's development and delivery of programs and services.

In shifting its approach, many of the department's new commitments are focussed on establishing appropriate processes to ensure the success of future SD activities. INAC recognizes that the complexity of its many relationships with federal and external partners and the various populations it serves requires a thoughtful, organized approach. Establishing proper processes is a necessary first step to involving all the relevant parties in SD initiatives, but does not always yield immediate results. Where INAC commits to establishing a framework or strategy, the impact on the community will necessarily be longer term. But where INAC commits to implementing a project or system, then the community impact will be felt more immediately. Achieving community sustainability requires vision, ongoing planning, and a strong foundation to support the realization of the vision. INAC is one builder among many which must all play a part in constructing a strong foundation for sustainable development in Canadian communities.

It is important to recognize that this and past strategies represent only a small sample of initiatives that help communities move toward sustainability. There are many examples of initiatives under way where a community or region is working on sustainability issues simply as part of their way of doing business. The commitments in this and past SDS documents are bound by the common thread of innovation—of putting forward new ideas and new processes for pursuing sustainability goals.

## Background

In 1995, the *Auditor General Act* was amended to require federal departments and selected agencies to prepare SD strategies, table them in Parliament, and update them at least every three years. These changes also created the position of the Commissioner of the Environment and Sustainable Development (CESD). The CESD is part of the Auditor General's office and is responsible for monitoring the implementation, management and impact of departmental SD strategies. The first strategies were tabled in 1997. February 2004 marks the third required tabling in which federal departments must outline their SD strategies for 2004–2006.

The 1995 amendments to the Act were part of the Government of Canada's commitment to the Agenda 21 declaration from the United Nations Conference on Environment and Development (Rio Conference, 1992). The first principle of the declaration is that:

*Human beings are at the centre of concerns for sustainable development. They are entitled to a healthy and productive life in harmony with nature.*

INAC uses the definition of sustainable development that was published by the World Commission on Environment and Development (the Brundtland Commission) in 1987, and adopted by Canada in 1995. Sustainable development is:

*Development that meets the needs of the present without compromising the ability of future generations to meet their own needs.*

Making decisions that are environmentally, socially, economically and culturally sustainable has been a cornerstone of Aboriginal cultures. INAC recognizes this and supports principle 22 of Agenda 21 (Rio Conference, 1992), which is relevant to the department's mandate and clients. This principle states:

*Indigenous people and their communities and other local communities have a vital role in environmental management and development because of their knowledge and traditional practices. States should recognize and duly support their identity, culture and interests and enable their effective participation in the achievement of sustainable development.*

Historically, Aboriginal people in Canada have not always been appropriately involved in decisions or setting priorities that affect their communities. The result has been a lack of trust between the government and Aboriginal people, which in turn has led to the failure of many past policies and programs. INAC's latest Sustainable Development Strategy acknowledges the importance of developing processes that will build trust and effective partnerships between the federal government and Aboriginal people.

Notably, the federal government has a requirement, based on treaties, the constitution and a large body of court decisions, to consult with First Nation peoples and accommodate their interests in the decisions that affect their lives.

**Indian and Northern Affairs Canada's mission is to make Canada a better place for First Nations, Inuit and Northerners.**

INAC recognizes that the success of its Sustainable Development Strategy is inextricably linked to working in partnership with First Nations, Inuit and Northerners. Success will be determined by its ability to respond directly to the needs and priorities of communities. Priorities, strategic direction and vision cannot be determined or implemented without the full involvement of the populations INAC serves. In strengthening and clarifying processes and protocols for consultation and decision making, it will become possible for First Nations, Inuit and northern communities to have greater involvement in federal decisions that affect their daily lives.

This strategy therefore focusses extensively on processes for involving First Nations, Inuit and Northerners in government decisions that affect their lives.<sup>1</sup> Achieving effective partnerships on these issues is a fundamental step if community-based impacts are to be long term.

### **Overview of INAC's Sustainable Development Strategy 2004–2006**

In response to audit recommendations from the CESD, INAC has made changes to improve the development, implementation and management of its 2004–2006 Sustainable Development Strategy. INAC evaluated its past strategies and commitments to determine successes and identify barriers to success. Broad consultations were carried out with a variety of communities across the country to help develop relevant SD objectives. As a result of these consultations, the department has focussed its 2004–2006 SDS commitments on five key themes that address aspects of community sustainability:

<sup>1</sup> This approach is consistent with the major thrust of "Renewing the Partnership," a section of the report *Gathering Strength*, the federal government's official response to the 1997 report of the Royal Commission on Aboriginal Peoples.

1. Consultation and Joint Decision Making,
2. Long-term Planning,
3. Water Management,
4. Climate Change and Energy Management,
5. Integrating Sustainable Development into Departmental Policies and Processes.

Focussing on these themes will more effectively integrate social, economic, cultural and environmental factors into policies, planning and programs. It is equally important for INAC to minimize the environmental impacts of its operations.

For each theme, INAC commits to achieving a number of related objectives. Each objective is accompanied by specific targets, which identify the responsible departmental sectors and the time frame for completing the stated target. Action plans outlining the details of the expected results, of how, by whom and when the commitment will be achieved are noted where required.<sup>2</sup> Throughout this report, objectives and targets are generically referred to as INAC's "commitments."

### *Linkages to INAC's Strategic Direction*

This Sustainable Development Strategy must be considered within the context of the department's overall focus and direction. The Sustainable Development Strategy is only one vehicle used by the department to move toward social, economic, cultural and environmental sustainability of First Nations, Inuit and northern communities. Working with communities and Aboriginal and northern organizations, INAC is committed to:

*... put in place fiscally responsible, sustainable initiatives, programs and services to improve the support climate and increase self-sufficiency of First Nations, Inuit and northern residents. These objectives take into account jurisdictional considerations, statutory and fiduciary obligations, the special relationships between the federal government and Aboriginal people, and the aspirations of First Nations, Inuit and northern residents.<sup>3</sup>*

In order to fulfil its mandate, INAC's strategic direction focusses on four key areas and their corresponding strategic outcomes:

1. **government** (social capital)—fostering effective governance and transforming relationships;
2. **people** (human capital)—strengthening individual, family and community well-being;
3. **land** (natural capital)—supporting sustainable management of lands and resources;
4. **economy** (economic and physical capital)—increasing participation in the economy.

The 2004–2006 Sustainable Development Strategy is linked to the departmental key result areas but is also being used as a vehicle to test new ideas and approaches that, if successful, will become part of the department's future *modus operandi*.

2 Action plans are not included in this strategy. Plans will be available on INAC's SD web site by spring 2004.

3 From the Departmental Report on Plans and Priorities, 2003–2004 Estimates, [www.tbs-sct.gc.ca/est-pre/20032004/INAC-AINC/INAC-AINCr34\\_e.asp#s2](http://www.tbs-sct.gc.ca/est-pre/20032004/INAC-AINC/INAC-AINCr34_e.asp#s2).

Table 1 outlines some examples of how the 2004–2006 Sustainable Development Strategy commitments (found later in this report) complement key departmental long-term objectives.

The SDS themes and commitments outlined in this report play an important role and are all directly linked to achieving positive results in the four strategic areas. The department's strategic direction and its SDS focus on transforming relations with First Nations, Inuit and Northerners to assist communities to reach their own visions of sustainability.

**Table 1: Examples of SDS Targets Supporting INAC's Key Result Areas**

SDS Target	Key Result Area Most Strongly Supported	Strategic Outcome
Target 1.2.1. To establish regional INAC–First Nations and Inuit priority-setting processes in regions where processes do not currently exist.	The Government	Fostering effective governance and transforming relationships.
Target 2.2.1. Develop and implement a plan, which uses existing territorial, federal and NGO programs and relationships, to improve northern human resource capacity and enhance sustainable development efforts in Nunavut.	The People	Strengthening individual, family and community well-being.
Target 2.2.6. To develop an integrated land, environment and natural resources management action plan.	The Land	Supporting sustainable management of land and resources.
Target 5.1.3. To develop mechanisms to integrate the perspective of Aboriginal women into economic development policies and programs.	The Economy	Increasing participation in the economy.

**Note:** The Key Result Area listed in the second column is the one most strongly supported by the SDS target. The integrative nature of sustainable development fosters holistic approaches that in turn support some aspect of all four Key Result Areas.

# Reporting on Progress and Establishing Future Directions

## Influences on Strategy Development

This Sustainable Development Strategy is an evolutionary product that builds on, among other things, the strengths of the previous two strategies. This is not a “stand-alone” document; rather, it reflects the department’s long involvement with promoting the concept of sustainability. Notably, issues such as land management, devolution of responsibilities, greening internal operations and environmental protection have remained consistent from one strategy to the next. This is to be expected as the department’s mandate has not changed nor have the issues confronting First Nations, Inuit and northern peoples. What has changed is the department’s approach to each issue. Many of the commitments within this document are designed to shift existing policy or programming. While previous strategies addressed most issues with an “activity-based” approach, this strategy commits to change at a higher level and generally puts forward commitments that will have long-term policy and directional implications. As discussed in the previous section, this Sustainable Development Strategy also strives to fit better with the department’s existing strategic direction.

In light of the general consistency of the issues, many of the goals and objectives also persist, with only slight wording changes. In order to demonstrate INAC’s continued pursuit of previous commitments, Appendix A shows the links between past and new commitments.



The first INAC Sustainable Development Strategy was heavily influenced by the Royal Commission on Aboriginal Peoples (RCAP). Many of the issues addressed by RCAP and by the first Sustainable Development Strategy are similar. The primary emphasis for the department at that time was outlined in the report *Gathering Strength*, the federal response to RCAP. The first strategy outlined many general areas where the department wanted to work, but it did not commit many resources. As a result, obtaining concrete results was not always successful.

The second Sustainable Development Strategy was more successful in making a difference in the way INAC operates. Between 2001 and 2003, a number of management and reporting issues were addressed and important lessons were learned regarding the focus and strategic nature of the department’s commitments.

This third strategy refines the department’s approach by focussing on building capacity and promoting sustainable communities in a few distinct areas. In addition to lessons learned from implementing and managing the two previous

strategies, this one has been influenced by several important factors and events. Most important of these have been:

- CESD reports, 2001 and 2002,<sup>4</sup>
- changes in the departmental management structure regarding the Sustainable Development Strategy;
- a senior departmental management SD learning session;
- an internal evaluation of the 2001–2003 strategy.

Primarily, the CESD reports have influenced the other three factors and events.

### *Responses to CESD Reports*

The CESD's 2001 report raised concerns about INAC's ability to manage, implement and report on its Sustainable Development Strategy. The CESD remarked that INAC has a significant role to play in advancing the SD agenda in Canada but that the department:

*... did not present sufficient evidence that they had adequately addressed the management of sustainable development at the corporate level. In our opinion, there is a significant risk that activities and initiatives to support sustainable development commitments are occurring ad hoc in the different programs ... we believe that efficiency and effectiveness would increase if [the department] adopted a more systematic structure and approach.*

INAC responded to this concern by establishing a departmental Sustainable Development Unit (hereafter referred to as the

## **Sustainable Development in Action**

### **Diamond Mining in the North**

**Achieving sustainable development through a successful interplay between economic, social, political and environmental factors is a much talked about but rarely achieved dynamic. However, diamond mining in Canada's North is one such "gem" of sustainable development. Federal, territorial, Aboriginal and private sector organizations have worked together to create a vibrant diamond mining industry in the Northwest Territories.**

**This new industry provides direct employment, numerous economic spin-offs, revenue for federal and territorial governments, and all with local input and control. The industry has been developed within a framework of concern for environmental impact and mitigation. Because proposed mine sites were located in sensitive environments and among overlapping land claims, the process that led to establishing mines resulted in important innovations. Negotiated and quasi-judicial regulatory processes and important benefits and provisions were all features of the process.**

SD Unit) specifically tasked with renewing, managing, reporting and raising awareness of sustainable development and the department's Sustainable Development Strategy. As well, the department appointed the Associate Deputy Minister as an SD Champion. Associate Regional Directors General have assumed champion roles in the regions. Details of efforts

<sup>4</sup> These reports can be viewed on the Commissioner's web site at [www.oag-bvg.gc.ca/domino/cesd\\_cedd.nsf/html/menu3\\_e.html](http://www.oag-bvg.gc.ca/domino/cesd_cedd.nsf/html/menu3_e.html).

to improve management awareness of the Sustainable Development Strategy over the past two years are discussed under “Key Successes of Sustainable Development Strategy 2001–2003.”

An early and very successful move by the SD Champion was to convene a learning session in February 2002.<sup>5</sup> This session brought together much of the INAC senior management team; the CESD; and Aboriginal, academic and industry leaders to discuss the SD concept and its implications for the department. This session confirmed that the mandate of the department was compatible with sustainable development, but that the crucial issues relate to how the mandate is implemented. Aboriginal representatives stressed that community development desires can be addressed within the existing federal system, although there is a need to work more holistically, modify policies and processes, and make programs more flexible across government.

The CESD has stressed that the department should limit its efforts to a few crucial issues that have the greatest potential to have an impact on the sustainability of Aboriginal communities and the North. INAC’s second Sustainable Development Strategy was far too ambitious and not strategic; it committed to too many things. While many of the commitments were good, the majority had no fundamental long-term impact on program direction and policy. The CESD commented that this “misses the fundamental role of the Sustainable Development Strategy.”

Promoting a change in how the federal government undertakes its mandate with respect to Aboriginal people implies

a need to change the way the departments work together in implementing programs, making decisions and delivering services. Participants at the 2002 learning session concluded that changing the way INAC does business requires ongoing contact with First Nations, Inuit and Northerners to ensure priorities are complementary. Being more responsive to community priorities also requires a greater degree of cooperation among federal departments to ensure policies and programs are developed and administered to address holistic community development. The commitments in this 2004–2006 Sustainable Development Strategy directly address building such relationships with other departments and with the communities INAC serves.

The CESD’s 2002 report assessed whether federal government SD strategies were effective as tools of change. It concluded that, on the whole, federal strategies were being used to reiterate what departments were already doing and not being used to change the way departments do business. The CESC report concluded that departments were not making concerted efforts to innovate and seek new approaches. The commissioner stated:

*Sustainable development strategies of federal departments and agencies are not yet fulfilling their potential to influence change toward sustainable development.*

The CESD has also stressed the need for the federal government and individual departments to develop long-term SD visions to indicate where they would like to be in the distant future. This vision would then become the destination toward which all departmental initiatives, including the commitments in the Sustainable Development Strategy, would be linked.

5 The learning session was held at Maniwaki, Quebec. A report on the learning session, called the *Maniwaki Session Summary Report and Recommendations*, can be viewed at [www.ainc-inac.gc.ca/sd/dmanis\\_e.html](http://www.ainc-inac.gc.ca/sd/dmanis_e.html).

In 2002/03, INAC evaluated the implementation of its 2001–2003 Sustainable Development Strategy. The evaluation (discussed in the next section below) concurred with the commissioner’s recommendations that the third Sustainable Development Strategy should focus on more strategic commitments that demonstrate a willingness to make significant change, and which will have long-term policy and directional implications for the department. INAC has responded to the CESD’s findings by changing its SD approach and articulating its long-term vision in this Sustainable Development Strategy.

### **Evaluating the 2001–2003 Sustainable Development Strategy**

In the winter of 2002/03, INAC undertook a formal internal evaluation of progress on implementing its 2001–2003 Sustainable Development Strategy.<sup>6</sup> Findings from this evaluation suggested several significant areas for change and were of direct assistance in developing the 2004–2006 Sustainable Development Strategy. Departmental performance between December 2000 and April 2003 was examined to determine the strategy’s impact in influencing policy and in supporting the federal efforts to meet the goal of sustainable development. Lessons learned from this evaluation not only helped to guide the development of this strategy, but will prove valuable in its implementation.

The department’s 2001–2003 Sustainable Development Strategy was structured along program lines (i.e. specific programs were responsible for specific commitments). The evaluation report pointed out that this structure did little to build horizontal links between sectors or regions of the

<sup>6</sup> The complete evaluation can be found on the departmental Audit and Evaluation Branch web site at [www.ainc-inac.gc.ca/pr/pub/ae/index\\_e.html](http://www.ainc-inac.gc.ca/pr/pub/ae/index_e.html). INAC’s Sustainable Development Strategy 2001–2003 is available online at [www.ainc-inac.gc.ca/sd/doc\\_e.html](http://www.ainc-inac.gc.ca/sd/doc_e.html).

## **Sustainable Development in Action**

### **Awazibi Pure Maple Syrup**

**The Kitigan Zibi Anishinabeg First Nation (near Maniwaki, Quebec) made a strategic decision in the early 1990s to preserve common lands. By the late 1990s, the First Nation had developed a maple syrup business on those lands, which is now completely self-sustaining. By 2002, the business had expanded to 12,000 taps, and secondary products such as candy and maple butter are now being produced. This environmentally friendly venture has built management and technical capacity within the community and provides employment to community members. INAC and Aboriginal Business Canada provided about 50 percent of the funding to cover some of the original infrastructure costs.**

**Jean-Guy Whiteduck, chief of the Kitigan Zibi Anishinabeg First Nation, says that “with good management, this is an aspect of our local economy that should sustain itself for years to come. It’s also a business that incorporates our traditional ways.”**

**With its funding partners, the Kitigan Zibi Anishinabeg First Nation has shown how a community’s sustainability can be enhanced by developing its capacity and economy.**

department. In the new Sustainable Development Strategy, a thematic approach and clear objectives for building internal and external partnerships are meant to address this failing of the previous strategy.

The evaluation found that the department is making progress. Figure 1 shows that, taken together, 70 percent of the objectives have either been “achieved” or are “experiencing good progress” or are “experiencing progress with some challenges.” Where commitments have not been met, a number of reasons can be cited, including:

- a change in focus (i.e. objective has become less relevant),
- changes to organizational structure,
- lack of a central strategic planning framework underpinning implementation efforts,
- lack of resources or lack of personnel.

Appendix B provides a complete status report on all of the 2001–2003 commitments.

Figure 1 also shows that 15 percent of the achievements were not measured. The lack of clarity of some objectives created difficulty in actually attempting to measure achievements. As well, lack of open communication and reporting mechanisms to determine progress were an issue, particularly for Part 5 commitments of the 2001–2003 Sustainable Development Strategy. The evaluation further identified that issues of clarity, accountability of roles and responsibilities, and poor monitoring were barriers to implementation.

**Figure 1: Sustainable Development Strategy 2001–2003 Progress**

<b>Summary of Progress on Objectives</b>						
<b>Section of SDS</b>	<b># of Objectives</b>	<b># Achieved</b>	<b># With Good Progress</b>	<b># With Some Progress</b>	<b># Not Achieved</b>	<b># Not Measured</b>
Part 2: Department-wide	8	•	•	•••••		•
Part 3: Indian & Inuit Program	9	•••		••	••	••
Part 4: Northern Program	9	•	••••	••		••
Part 5: Corporate Services	13	••••	•••	•	••••	•
<b>Total Number of Objectives</b>	<b>39</b>	<b>9</b>	<b>8</b>	<b>10</b>	<b>6</b>	<b>6</b>
<b>Percent</b>	<b>100</b>	<b>23</b>	<b>21</b>	<b>26</b>	<b>15</b>	<b>15</b>

The new Sustainable Development Strategy addresses these concerns through specific targets and new monitoring and reporting mechanisms, which are discussed in detail under “Monitoring and Reporting on Progress for Sustainable Development Strategy 2004–2006.” It is expected that the thematic approach of the new Sustainable Development Strategy will not only improve cooperation between departmental programs and efforts with SD components, but also improve the management, monitoring and reporting elements related to this strategy.

### **Key Successes of Sustainable Development Strategy 2001–2003**

The previous Sustainable Development Strategy had significant influence on departmental direction and processes in some areas. Most notable have been the management of the strategy, raising awareness within the department and integrating the concept into departmental planning, and the Environmental Stewardship Strategy (ESS).

#### *SDS Management and Awareness Raising*

The creation of the SD Unit and an SD Champion has greatly assisted in raising the profile of the Sustainable Development Strategy within the department. The unit is mandated to manage and renew the strategy, raise awareness of the concept, and work with all sectors and regions to integrate the concept of sustainability into planning, policies, programs and operations. Senior managers are now kept informed of progress and management issues by quarterly SDS updates to the National Operations Committee, which is chaired by the Associate Deputy Minister, the department’s SD Champion.

Previously, senior management was updated on SDS implementation and renewal on an “as-needed basis.”

To provide guidance on the management and renewal of the Sustainable Development Strategy, a National Working Group was established. It is chaired by the manager of the Sustainable Development Strategy and includes representation from all regions and sectors, as well as from First Nations communities in most regions. The working group met three times a year in 2001, 2002 and 2003. The Associate Deputy Minister, Assistant Deputy Ministers or Associate Regional Directors General routinely participate in SDS National Working Group meetings. In September 2002, the working group met directly with the Minister to discuss the SDS renewal.

In the fall/winter 2002/03, all sectoral and regional management teams attended presentations and were involved in discussions on the focus and scope of the strategy renewal and on issues related to the implementation of the current strategy. In February 2003, the Associate Regional Directors General, senior sectoral managers and Associate Deputy Ministers met in Ottawa to finalize the framework and discuss the specific content of the renewed Sustainable Development Strategy.

Sustainable development is now more evident on the department’s web site and senior management involvement across the country has increased significantly since 2001. Specific awareness-raising sessions were held with one headquarters sector, two regions and with several First Nation organizations. Additionally, the Sustainable Development Strategy is prominent each year during environment week at headquarters.

### *Integrating the Concept of Sustainable Development into Departmental Planning*

Several plans were developed with a high degree of SD analysis to integrate the concept of sustainability into departmental planning and operations. The departmental long-term capital plan was highly influenced by the integration of more environmental and social factors than in the past. The departmental Reports on Plans and Priorities and the Departmental Performance Reports both contain more references to sustainable development and are written in a way that more strongly conveys sustainability messages.

### *The Environmental Stewardship Strategy (ESS)*

There have been significant changes to the legislative and regulatory frameworks in which the Indian and Inuit Affairs Program (IIAP) operates. Questions related to departmental compliance with federal environmental legislation, potential increases to liabilities and accountabilities associated with an expanding reserve land base, and the increasing sophistication of First Nation development initiatives have required a renewed commitment to environmental stewardship. This renewed commitment led to the development of the ESS for the IIAP.

The ESS is a departmental action plan for INAC sectors that ensures environmental concerns and sound environmental management practices become an integral component of departmental operations. In the summer of 2002, INAC's Operations Committee approved the ESS, the ESS Action Plan, and the creation of the Environmental Stewardship Steering Committee. The ESS paves the way toward better integration of environmental management practices into decision-making and operational processes.

### **Formulating the 2004–2006 Strategy**

#### *Renewing the Sustainable Development Strategy*

In renewing the Sustainable Development Strategy, the SDS National Working Group was expanded to include representation from Aboriginal organizations and communities and all INAC headquarters sectors and regional offices. Under the coordination of the department's SD Unit, the working group provided overall guidance on the strategy renewal for 2004–2006, maintained lines of communication among regions and sectors regarding the renewal, and provided a vehicle for departmental approval and regional or local consultation.

Through the working group and regional meetings with senior management teams, all regions, sectors and Aboriginal representatives were challenged to bring forward ideas for changing the way the department does business to improve social, environmental and economic performance. Ideas solicited were meant to lend significant guidance to departmental policy or to its strategic directions.

First Nation representation on the National Working Group was invaluable but was not considered a substitute for more complete consultation. Regional First Nation representatives were involved in an attempt to ensure that the Sustainable Development Strategy would reflect local community needs and priorities. In several cases, priorities were solicited via formal, ongoing forums with community leaders, such as the British Columbia (BC) region's Joint Policy and Planning Forum (see Sustainable Development in Action box on page 21). In other cases, the SD Unit met directly with representatives from regional Aboriginal organizations, such as the Federation of Saskatchewan Indian Nations, the Assembly of First Nations of Quebec and the Labrador Sustainable Development Institute.

The National Working Group’s outreach process generated over 150 suggestions for changes. Ideas were consolidated and high-level objectives were formulated. Related objectives were grouped according to the major themes that form the framework of the strategy. The department’s subsequent commitments for 2004–2006 take the form of 12 objectives, each with its own set of targets. These are presented and discussed in the section “The Commitments.”

### *Strengthening Linkages with Other Departments*

Achieving sustainability for isolated, and socially and economically disadvantaged communities is a long and complex challenge. Building and maintaining sustainability involves working with other federal departments, the provinces/territories and the private sector to create a climate where communities can achieve their full potential. The department cannot achieve these results alone and will expand its advocacy role by working more effectively within government and the private sector.

This strategy contains commitments in areas where significant interdepartmental work has already been undertaken. For example, federal cross-departmental priority themes of effective freshwater management and sustainable development in government operations are two major components of INAC’s strategy.<sup>7</sup> There are also other areas where interdepartmental work has occurred, including long-term community planning, climate change and energy management, developing communications and awareness-raising material and processes, and developing an “SD lens” for policy analysis. This lens is

an analytical tool designed to determine whether appropriate SD components have been included in policies, programs, proposals and decisions. It is also designed to assist in the policy development process. INAC will continue to work toward achieving better interdepartmental cooperation and developing common commitments for the benefit of First Nations and Inuit communities and the North.

**The ultimate objective of our nation is to sustain ourselves in political, social, economic and other terms. That’s all we want to do—be a free people within our own political structure, within this country without being a burden on the Crown or anybody else. We are simply talking about finding the means to sustain ourselves within the Canadian fabric. We can look after ourselves. We can generate more wealth for the country, for the Crown if we are given access to the resources, and government policy allowed us to do what we want to do—to look after our own families. In our territory we say,**

***Dim lipgythl hulwip Gitxsan—let Gitxsan be Gitxsan.***

**Hereditary Chief Elmer Derrick  
(Gitxsan Nation)**

<sup>7</sup> Water management is also an issue arising out of the World Summit on Sustainable Development (WSSD) (Johannesburg, 2002). Along with other federal departments, INAC will work to assist in managing and implementing other WSSD priorities and establishing a federal SD vision and strategy.

# INAC's Vision for Sustainable Development

## Context for INAC's SD Vision

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. INAC has chosen to focus on a few fundamental areas in this strategy, recognizing that the impact will be greater for some communities than for others. 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 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.

**To Aboriginal People, the North is not a romantic infatuation, not “a place to be developed,” and not a place where one goes to make good money. To us, it is the land of our forefathers, our land, and, we hope our children’s land. This means that, in our perspective, the North is the place that will sustain us for generations ahead.**

**Phil Fontaine  
(National Chief, Assembly of First Nations)**

## 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 peoples 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.*



# The Commitments

This section presents the commitments the department is making over the next three years in moving toward its SD vision. As mentioned earlier, these commitments address some—not all—of the fundamental issues associated with community sustainability. Many other community sustainability issues, such as good governance, social programming and education, are being addressed through other departmental initiatives. The themes selected for the Sustainable Development Strategy touch areas where the department and many First Nations, Inuit and Northerners feel that, in partnership, we can have a significant impact on sustainability and where there is a will to try new and innovative approaches to doing business.

These commitments are trials that, if successful, will provide the department with experience on how to incorporate new ways of doing business into ongoing processes and programming. These efforts demonstrate the department's commitment to challenging the status quo. Successes and failures will both provide valuable learning experiences that can help push the boundaries of current processes toward better and more innovative ways of reaching the vision.

The rest of this section presents each theme and the department's objectives and targets related to that theme. Each objective is prefaced with background information to provide some context to the range of targets attached to each objective. A complete inventory of all commitments can be found in Appendix C.

## Sustainable Development in Action

### QNVCP/SOCARIAQ

**First Nations and major private sector partners from Quebec, in collaboration with the Canada and Quebec governments, have joined forces to create the Quebec Native Venture Capital Partnership (QNVCP), also known as the Société de capital de risque autochtone du Québec (SOCARIAQ). The mission of the \$6-million fund is to invest in developing or expanding businesses controlled by one or more members of Quebec's First Nations.**

**With 50 percent of Canada's Aboriginal population under 25, there is a pressing need for new opportunities for development and prosperity. There are many business opportunities for Aboriginal people in areas such as tourism and forest management, but technical and financial assistance is needed, including the availability of venture capital.**

**INAC, Industry Canada's Aboriginal Business Canada program, and Quebec's Secrétariat aux Affaires Autochtones are financially assisting QNVCP in order to support the corporation's infrastructure and operations. It is hoped the fund will encourage the creation of stable and lasting employment in Aboriginal communities throughout Quebec.**

# Theme 1:

## Consultation and Joint Decision Making



**For First Nations, Inuit and Northerners, being able to influence and participate in policy and legislation development, priority setting and departmental decision-making processes are fundamental cornerstones of community sustainability. From the perspective of government, improving opportunities for this type of involvement is a matter of good public policy. When development occurs in consultation with those who will be affected, there is a far greater chance of success. Clear and open consultation processes also assist in fostering trust and generating clear expectations of the processes involved.**

Sustainable community development of First Nations, Inuit and northern communities is not simply a matter of working more effectively with INAC, but of working more effectively with all federal departments and developing stronger partnerships with the provinces and territories.

This theme focusses on two broad objectives:

1. establishing a clear First Nation and Inuit consultation framework for INAC;
2. putting mechanisms in place to enable communities and organizations to jointly establish priorities with INAC and fostering interdepartmental and interjurisdictional cooperation on issues that have an impact on Aboriginal and northern communities.

### **A Consistent Approach to Consultation with First Nations and Inuit**

There is a very wide spectrum of consultation options and desired outcomes when government consults with First Nations and Inuit communities. The type of consultation undertaken will vary on a case-by-case basis according to the issue, its objectives, its significance at the community level and the degree of flexibility that can be accommodated with respect to each issue.

Although there have been many examples where policies have been developed jointly, there has never been an accepted protocol, process or set of principles that has consistently guided how and when this engagement should take place. The lack of an accepted process has led to a situation where the roles, responsibilities and expectations are often not clear and have to be established on a case-by-case basis.

That's been one of the problems. There seems to be an understood division. That there are two sides and we're always sitting at opposite sides of the table even when we're trying to work on one issue ... and somewhere along the line, we have to sit on the same side of the table, with the same expectations and shared outcome in mind.

Jose Kusugak (Inuit Tapiriit Kanatami)

To move toward clarifying the consultation process, INAC commits to the following objective and target:

***Objective 1.1 To develop a consistent INAC approach to consultation with First Nations and Inuit.***

- **Target 1.1.1. To develop an INAC Consultation Framework.**  
Led by Policy and Strategic Direction, this target is expected to be completed by December 2004.

**Jointly Setting Priorities and Fostering Collaboration Among Governments**

Beyond determining how and when to consult on specific issues, First Nations, Inuit and Northerners have asked that mechanisms be established to allow for issues of mutual concern to be jointly addressed on an ongoing basis. These mechanisms would allow for setting priorities and direction together to better serve community needs. Mechanisms are already in place in some regions and INAC will continue to support those efforts.

Establishing joint priority-setting mechanisms may take many forms. For example, mechanisms may be established at the Aboriginal organization level, the band-council level (in the case of First Nations), at the community-member level, or at

one or several other levels. The established mechanism and the format by which joint priorities are set will be determined on a region-by-region basis. In some cases, establishing such mechanisms may actually help fulfil more than one SDS target.

Because Aboriginal issues are divided among federal departments, consultation and collaboration mechanisms must be enhanced among federal players. Enhanced interdepartmental cooperation will assist the ability of communities to respond effectively to the consultation process and deal with the federal government as one entity as opposed to many separate departments and agencies.

Aboriginal communities have long stressed that they suffer from “consultation fatigue.” Representatives of the Assembly of First Nations of Quebec and Labrador indicated (March 2003) that First Nations in Quebec were being “subjected” to approximately 300 consultative processes by all levels of government and the private sector. Their capacity to determine which consultative processes are most beneficial or have the potential to have the greatest impact on their communities is very limited. As a result, although individual consultative processes may be of value and well conceived, the sum of all consultative processes makes the entire consultation burden untenable. To make consultation and joint decision making work, federal departments must collaborate more often and in more formalized ways.

Finally, with respect to access to natural resources, the sustainability of First Nations communities often requires access to land and resources beyond reserve boundaries. Involving First Nations in decision making includes strengthening cooperation with other natural resource development parties that are external to the federal government. INAC will continue to work in partnership with First Nations, the provinces and

territories and the private sector to establish concrete natural resource initiatives that benefit First Nations communities.

To move toward joint priority setting with First Nations, Inuit and Northerners, as well as increasing interdepartmental and interjurisdictional cooperation, INAC commits to the following objective and targets:

***Objective 1.2 To develop regional cooperative processes among federal departments and Aboriginal communities and organizations to discuss common priorities.***

- **Target 1.2.1. To establish regional INAC–First Nations and Inuit priority-setting processes in regions where processes do not currently exist.** Implemented by each INAC region and led by the Regional Directors General, this target is expected to be completed by December 2005.
- **Target 1.2.2. To establish, in regions where no formal cooperative mechanism exists, an ongoing sub-committee of the Federal Regional Council or other appropriate body to address Aboriginal issues interdepartmentally.** Implemented by each INAC region, this target is expected to be completed by December 2005.
- **Target 1.2.3. To increase Innu participation in decision making in the Atlantic Region with respect to the provision of services and resourcing.** Led by Atlantic Region, this target is expected to be completed by April 2005.
- **Target 1.2.4. To increase federal support to the Assembly of First Nations of Quebec and Labrador Sustainable Development Institute.** Led by Quebec Region, this target is expected to be completed by December 2006.
- **Target 1.2.5. To establish concrete initiatives with the provinces and the private sector to address First Nation**

## Sustainable Development in Action

### BC Joint Policy Forum

The BC Joint Planning and Policy Development Forum process, established in 1999, is an open dialogue forum which brings together First Nations in BC and INAC BC Region representatives to discuss, listen and learn about First Nations goals and aspirations.



Recommendations are made for operational changes in regional departmental planning, programs and service delivery. The overarching goal is to better reflect First Nations realities in the INAC BC Region's direction and activities.

A joint First Nations/INAC Steering Committee guides the forum process. Various joint First Nations/INAC working committees review forum recommendations in areas such as capital and social development. The BC Region is committed to integrating First Nations' priorities identified through the joint dialogue forums and joint committees into regional and operational decision-making processes.

**access to natural resources.** Led by Regional Operations and Service Support, this target is expected to be completed in at least three regions by December 2006.

- **Target 1.2.6. To integrate BC First Nations' key priorities, identified through established joint dialogue Forums, into regional and operational decision-making processes.** Led by the BC region this target is expected to be completed annually.

## Theme 2: Long-term Planning



**The theme of long-term planning represents the early stages of a significant paradigm shift for the federal government. This shift represents a move away from an issue-by-issue or department-by-department-driven model to one where the federal government works more cooperatively with communities, interdepartmentally and with other key players to foster holistic community development. Establishing a more coordinated and clearer approach to planning may be the most important theme of this strategy for actually making a difference in communities.**

Success relies on breaking down individual approaches to programs and narrow adherence to departmental mandates, and moving toward a more harmonized process of program and service delivery that focusses on improving overall community well-being. The ultimate goal is to have the federal government react as a single entity by creating, over time, “one plan and one process.” For this to become a reality, government must ensure that community priorities, as reflected in community-based plans, become the foundation for federal strategic planning of program and service delivery to First Nations, Inuit and northern communities.

A key element of all aspects of community development, and of specific importance with respect to long-term planning, is the enhancement of local capacity to develop and implement plans. A more effective planning framework without the related capacity to manage the planning process is likely to be ineffective. As a result, capacity development as it relates to planning is also addressed in this theme.

Finally, moving toward sustainability relies on being able to monitor the impacts of planning processes and assess overall progress of communities working toward achieving their visions.

### **Developing Planning Frameworks**

The sustainability of any community relies on its ability to envision its long-term future, chart its own course and then have the capacity to manage and direct resources. In the process of becoming more sustainable, communities must go through the process of determining priorities, identifying needs and determining how to fulfil them. Realizing a vision also relies heavily on the clear articulation of a planning framework, where all affected players know and understand the “lay of the land” or the context in which community development occurs.

Traditionally, federal policies, funding agreements and programs have been developed by the government and communities have

had to adapt to conditions that were established externally. A key element of the new paradigm is to reverse this model to one where the federal government bases its relationship with communities on a community-developed and -owned plan.

Improved planning must also seek to balance environmental protection with resource development in the North. This challenge is complex. Meeting the diverse cultural, social and economic needs of all Northerners requires the cooperation of many players. To define a vision of resource development in the North, a framework needs to be established that delineates the respective roles and responsibilities of the federal, territorial and Aboriginal governments, and of third parties. Such a framework should clarify proper processes and provide structure to potential development initiatives. For the framework to be successful, it must respect economic diversity, social stability and ecological integrity of northern communities. It must also foster self-sufficient and prosperous territories in which Northerners manage their own resources and affairs while making strong contributions to Canada as a whole. The Yukon, Northwest Territories and Nunavut are at different stages in their evolution; therefore, resource management needs to consider the unique circumstances of each territory.

To make the planning framework more inclusive and holistic, INAC commits to taking leadership and supporting the development of community plans in the following two areas:

- developing an integrated federal planning framework that will support community-based long-term planning;
- developing a long-term development framework for northern resource development.

## Sustainable Development in Action

### ***First Nations Lands Management Act***

**The *First Nations Land Management Act*, passed in 1999, is an important building block to self-governance. This government-to-government initiative provides participating First Nations with the opportunity to come out from under the land administration sections of the *Indian Act* and establish their own regimes to manage their lands and resources. The Act allows for more decision making at the local level.**

**The Act allows participating First Nations the opportunity and authority to develop their own modern and/or traditional tools to manage and protect their reserve lands and resources. First Nations can determine the pace of community land code development and ratification. The Act enables First Nations to make timely business and administrative decisions and to accelerate progress in areas like economic development. It also enables First Nations to enact and enforce sound environmental management and protection laws.**

### ***Objective 2.1 To establish an integrated federal planning framework.***

- **Target 2.1.1. In cooperation with First Nations communities, to develop a federal comprehensive community planning strategy.** Led by Socio-economic Policy and Programming with significant regional involvement, this target is expected to be completed by April 2005.

- **Target 2.1.2. To provide support for comprehensive, community-specific planning initiatives in all southern regions.** Coordinated nationally by Socio-economic Policy and Programming and delivered by the individual regions, this target is expected to be completed by December 2006.
- **Target 2.1.3. To establish a northern development framework to set the context for decision making.** Led by the Northern Affairs Program and the northern regions, this pan-northern target is expected to be completed by December 2006.

### Developing planning capacity

To effectively develop and implement long-term plans, planning capacity must be established at the local level in a wide range of disciplines. Knowing what type of capacity needs to be developed and how to undertake its development is another complex issue.

This objective puts forward a disparate range of initiatives that focus on identifying needs and developing various types of capacity linked to some element of long-term planning. The related targets focus on establishing the right conditions to build capacity, integrate capacity development into current programs, or develop new approaches to capacity building in specific areas such as environmental and financial management.

It is hoped that through initiatives such as these (and others), INAC, First Nations and Inuit will gain a better understanding of the essential capacity development building blocks that must be put in place to effectively develop and implement long-term plans. To make progress in this area, the department commits to the following:

### ***Objective 2.2 To modify or develop programs, strategies and policies to foster sustainable community development practices and develop local capacity.***

- **Target 2.2.1. Develop and implement a plan, which uses existing territorial, federal and NGO programs and relationships, to improve northern human resource capacity and enhance sustainable development efforts in Nunavut.** Led by the Nunavut Region, this target is expected to be completed by March 2006.
- **Target 2.2.2. On a community-by-community basis, to address capacity, and organizational and management issues identified within the Manitoba Capacity Development Initiative.** Led by the Manitoba Region, this target is expected to be completed by December 2006.
- **Target 2.2.3. To direct support in the BC Region to professional development in key areas such as governance, administration and education.** Led by the BC Region, this target is expected to be completed by December 2006.
- **Target 2.2.4. To provide SD awareness-building training for First Nation Economic Development Officers in Ontario.** Led by the Ontario Region, this target is expected to be completed by December 2006.
- **Target 2.2.5. To develop an integrated approach to strategic investments in Atlantic Region communities.** Led by the Atlantic Region, this target is expected to be completed by April 2005.
- **Target 2.2.6. To develop an integrated land, environment and natural resources management action plan.** Led by Lands and Trusts Services, with significant involvement by the regions, this target is expected to be completed by April 2004.

## Sustainable Development in Action

### Atlantic Region Joint Community Planning Initiative

Comprehensive community planning involves developing and implementing a plan that touches on all facets of community development. The plan is developed by the people for the people, and becomes an accountability tool and one of the main vehicles to help a community to reach its long-term vision.

INAC's Atlantic regional office has taken a lead role in supporting comprehensive community planning with First Nations communities in the region. The Joint Community Planning Steering Committee (JCPC), with representation from First Nations communities, federal departments and the Cities and Environment Unit at Dalhousie University, was formed in 1998 to guide the planning process.

The JCPC has designed and implemented an effective community-based planning model for First Nations that incorporates training, technology, and awareness-building and pilot projects. By 2003, the project had completed community plans for three communities: Pictou Landing, Nova Scotia; Abegweit, Prince Edward Island; and Metepenagiag Mi'kmaq, New Brunswick. The development of these initial plans provided training for 14 First Nation people and were tests for the model, providing a step-by-step guide to the planning process.

In 2003, the JCPC project was awarded the prestigious Places Award by the Environment Design Research Association of Berkeley, California.

For more information, visit [www.fncp.org](http://www.fncp.org).

- **Target 2.2.7. To establish a Sustainable Development Risk Capital Fund on a pilot basis.** Led by Socio-economic Policy and Programming, this target is expected to be completed by April 2005.
- **Target 2.2.8. To ensure the BC Region Innovative Housing Initiative incorporates SD principles into its design, development and reporting systems.** Led by the BC Region, this target is expected to be completed by December 2006.

### Assessing Progress Toward Community Sustainability

It is essential that as plans are developed and implemented, mechanisms and measures are put in place to monitor and assess progress toward community well-being. As federal departments continue to work on performance measurement frameworks and program-level indicators, it is important to keep investing in developing longer term community-level indicators for measuring various types of community well-being. Developing such an evaluation system will assist in

identifying social development needs and opportunities, tracking social well-being, and evaluating specific programs from a community perspective. This kind of information will also be key to developing socio-economic policies and programs.

As well, it is essential to evaluate existing plans to assess their impact on community or regional sustainability. INAC's Claims and Indian Government sector, Implementation Branch, has developed the Comprehensive Claims Evaluation Framework, an evaluation tool for assessing land claim settlements. The framework is designed to assess the social, economic, environmental and cultural benefits that may result from implementing a comprehensive land claim. The assessment tool is intended to inform policy governing the negotiation and implementation of future land claim settlements so that better SD outcomes can be achieved for Aboriginal groups.

Also related to assessing performance, over the past 20 years, the Government of Canada has been signatory to many international conventions and declarations that relate to Aboriginal issues. It is important to assess the impacts of these declarations in order to inform future federal positions. From the perspective of Aboriginal people, one of the most significant declarations emanated from the 1992 Rio Summit on Environment and Development. Chapter 26 of Agenda 21 outlines how countries should respect Aboriginal wisdom and include communities in development and decision making that affects them. Since it has been more than a decade since Canada signed The Rio Declaration, INAC feels that a general

evaluation is warranted of how the Government of Canada and the department in particular has lived up to the expectations put forward in Chapter 26. See <http://earthwatch.unep.net/agenda21/26.php> for the text of Agenda 21, Chapter 26.

INAC commits to the following objective as a means of accumulating appropriate data to assess progress toward sustainability:

***Objective 2.3 To support the development of community-level sustainability frameworks that can measure and assess community well-being.***

- **Target 2.3.1. In partnership with First Nations organizations and communities, to establish a First Nations Community Accounts System project to develop sustainability indicators.** Led by Socio-economic Policy and Programming, the system is expected to be in place for participating communities by December 2006.
- **Target 2.3.2. Using the INAC Comprehensive Claims Evaluation Framework, to conduct an evaluation of the Inuit component of the James Bay and Northern Quebec Agreement.** Led by Claims and Indian Government, this review is expected to be completed by December 2006.
- **Target 2.3.3. To develop an official progress report and future implementation strategy for INAC-related commitments in Agenda 21, Chapter 26.** Led by Policy and Strategic Direction, this commitment is expected to be completed by December 2005.

# Theme 3: Water Management



**The availability of clean, safe and secure drinking water is taken for granted by most Canadians. However, this is not the case for many First Nations communities. While considerable advances have been made to improve water quality on First Nations reserves, much remains to be done and addressing this issue continues to be a top priority for the Government of Canada.**

Current data (2003) indicate that of the 89,897 on-reserve houses, approximately 2,145 homes have no water service and 4,668 have no sewage service. These homes are located in remote communities.

Of the 740 on-reserve water systems and 462 wastewater systems, a number require upgrading or improved operation and maintenance to meet federal guidelines. Approximately 10 percent of the on-reserve water system operators meet industry certification requirements.

Provincial regulations and standards do not apply on First Nations reserves and while there are federal guidelines dealing with water and wastewater effluent, they do not address many of the activities required to ensure that the water quality parameters are achieved.

## **A Comprehensive First Nations Water Management Strategy**

There is a pressing need to develop and implement a long-term federal water management strategy for First Nations communities. Implementing such a strategy and developing a detailed plan will require close collaboration with First Nations.

**Water is a very important and sacred item to Aboriginal People and is a component of our spiritual ceremonies.**

**In my culture, women are the carriers and protectors of water. At our ceremonies, women bless the water and carry it around to each person to drink so that we are all blessed by this sacred gift.**

**Doris Young (Opaskwayak Cree Nation)**

Cabinet approval and funding have been granted for developing and implementing this strategy. The federal government, led by INAC, commits to implementing a strategy that will include, among other things, the following components:

- a set of clearly defined standards;
- appropriate infrastructure;

## Sustainable Development in Action

### **Yukon Environmental and Socio-economic Assessment Act**

Developed in partnership with Yukon First Nations and the territorial and federal governments, this ground-breaking legislation establishes an innovative new process to assess the environmental and socio-economic impacts of development projects in the Yukon.

Based, in part, on a definition of sustainable development in the Umbrella Final Agreement that says beneficial socio-economic change will not undermine the ecological and social systems upon which communities and societies are dependent, the assessment process will encourage sustainable economic development. It will also carefully consider the potential effects of projects on the rights, cultures, traditions, health and lifestyles of all Yukon residents. In this way, the *Yukon Environmental and Socio-economic Assessment Act* exemplifies a unique and applied SD process. The Act, and its related processes, take effect November 14, 2004.

- efficient and effective operation and maintenance carried out by trained and certified operators;
- a compliance regime, including regular inspections, monitoring and reporting.

Developing the water management strategy is consistent with the broader national approach to water management and is modelled on the enhanced management regimes in place or being implemented in most provinces and territories. Health Canada's and Environment Canada's Sustainable Development Strategies both reflect their commitment to work with INAC on this issue. The commitment toward this strategy also complements Canada's commitment to better management of drinking water as stated in the action planning emanating from the World Summit on Sustainable Development held in Johannesburg in 2002.

To comprehensively address water quality issues in First Nations communities, INAC commits to the following:

#### ***Objective 3.1 A safe and secure water supply and effective wastewater treatment strategy for all First Nations communities.***

- **Target 3.1.1. To implement a comprehensive First Nations water management strategy over the next five years.** Led by SEPP, this target is expected to be completed by December 2008.

# Theme 4:

## Climate Change and Energy Management



**Climate change is one of the most significant environmental challenges facing the world today. Canadians are already seeing the effects of climate change. The potential impacts on health, the economy and the environment require that action be taken to mitigate the negative impacts. With the ratification of the Kyoto Protocol, the Government of Canada has made climate change a national priority, and is working closely with Canadians and the global community to meet this challenge.**

The 2003 Budget investment of \$2 billion over five years brings the Government of Canada's total investment in climate change action to \$3.7 billion since 2000. This is in addition to a number of other measures that are designed to complement Canadian actions on climate change.

Achieving our climate change objectives will become part of the way the Government of Canada does business. Federal government investments in infrastructure, technology, science and regional development will all be considered in terms of their impact on reaching climate change targets. Understanding climate change means that the Government of Canada and all of its partners can address this issue in a way that will lead to reduced greenhouse gas (GHG) emissions, more livable cities and communities, a cleaner environment and increased economic sustainability.

### **Reducing Emissions from Aboriginal Communities**

Within the federal government, climate change is co-managed by the Minister of the Environment and the Minister of Natural Resources. However, many other departments have significant contributions to make, including INAC.

The Aboriginal and Northern Community Action Program (ANCAP) forms part of the Climate Change Plan for Canada. Over the next five years, measures under the ANCAP will reduce GHG emissions in Aboriginal and northern communities, improve energy efficiency and provide economic development opportunities. It is estimated that these measures will lead to a reduction in GHG emissions of about 8 percent of total emissions from Aboriginal and northern communities during the first Kyoto reporting period (2008–2012).

A long-term strategy and management framework, developed in consultation, will allow INAC to address climate change issues in Aboriginal and northern communities, and to help meet Canada's Kyoto Protocol commitments.<sup>8</sup> All relevant departmental policies and operations that could have an impact on GHG emissions will be taken into account when developing this approach.

The targeted measures within the management framework to reduce GHG emissions in Aboriginal and northern communities will include:

- information and communications,
- community energy design and planning,
- energy efficiency in facilities,
- renewable energy and alternative technology application,
- capacity building and training.

To assist in meeting the federal government's GHG reduction targets, INAC commits to the following:

***Objective 4.1 To develop a long-term strategy to reduce greenhouse gas emissions from Aboriginal and northern communities.***

- **Target 4.1.1. To develop and implement a management framework to reduce GHG emissions for Aboriginal and northern communities.** Led by the Northern Affairs Program, this target is expected to be completed by March 2004.

- **Target 4.1.2. To design and implement a system to measure reductions in GHG emissions for Aboriginal and northern communities.** Led by the Northern Affairs Program, this target is expected to be completed by December 2005.
- **Target 4.1.3. In partnership with communities and other levels of government, to reduce GHG emissions by 8 percent in Aboriginal and northern communities.** Led by the Northern Affairs Program, this target is expected to be met by the Kyoto reporting period of 2008 to 2012.
- **Target 4.1.4. To develop regional energy management strategies for four INAC regions.** Delivered by individual regions, this target is expected to be completed by December 2006.

### Adapting to Climate Change

Aboriginal and northern communities face unique challenges in building their capacity to respond to climate change. The livelihood of many of their residents comes from the land,

Years ago, our people knew what the weather would be like before they set out to their hunting areas by looking at the cloud formations and what directions the wind was blowing. Now it seems the older people cannot predict weather because of the rapid change.

Edward Tapiatic (Director of Traditional Pursuits and Cultural Coordinator, Chisasibi, Quebec)

<sup>8</sup> In December 1997, Canada and more than 160 other countries met in Kyoto, Japan, and agreed to reduce GHG emissions. The agreement and the options available to countries to achieve reduced emission targets is known as the Kyoto Protocol. Canada's target is to reduce its GHG emissions to 6 percent below 1990 levels between 2008 and 2012. Canada ratified the Kyoto Protocol on December 17, 2002. The Government of Canada's 2003 Budget also allocated an additional \$3 billion to the ongoing investment in the nation's infrastructure. This program will place an enhanced focus on projects that relate to helping meet Canada's climate change goals.

water and natural resources, and will be compromised as ecosystems and wildlife are affected by climate change. Many communities are reporting major changes in animal migration patterns, which are already affecting their dependence on the land, its resources and their traditional livelihoods. Winter roads to remote Aboriginal communities are available for shorter, less predictable periods, thereby increasing the cost of supplying these communities. In the North, melting permafrost puts buildings, pipelines, roads, drinking water and other infrastructure at risk. In addition, Aboriginal peoples and Northerners are consumers of energy, with many in remote communities dependent on diesel generators. Without reliable, high-quality power, both the quality of life and economic development of communities will be compromised.

It is vital that Aboriginal peoples and Northerners have the knowledge, capacity and tools to respond effectively to the impacts of climate change. This includes developing effective energy and emission reduction strategies, and impact and adaptation strategies.

INAC commits to the following objective to assist communities to adapt to the impacts of climate change:

***Objective 4.2 To develop a long-term strategy to assist Aboriginal and northern communities to adapt to the impacts of climate change.***

- **Target 4.2.1. To define adaptation issues for Aboriginal and northern communities due to the impacts of climate change.** Led by the Northern Affairs Program, this target is expected to be completed by December 2006.

## **Sustainable Development in Action**

### **Aboriginal and Northern Climate Change Program**

**Aboriginal and northern communities face the highest energy costs in Canada. Costs are highest in communities not serviced by provincial or territorial electrical power grids, where electricity is generated by diesel fuel.**

**INAC and Natural Resources Canada have implemented a successful pilot program, the Aboriginal and Northern Climate Change Program (ANCCP), initiated under the Government of Canada's *Action Plan 2000 on Climate Change*. Over the last two years, the program has funded more than 30 community-based initiatives across the country. To increase understanding, the program develops and distributes culturally relevant information about climate change, its impacts and solutions. Workshops have been conducted and curriculum developed to address local capacity and training needs on energy issues, and to promote the use of energy efficiency and alternative energy sources to reduce dependence on diesel fuel.**

**The ANCCP identifies communities with an interest and capacity for developing feasibility studies and business plans for renewable energy and energy-efficiency projects. The program has been successful in engaging Aboriginal peoples and Northerners in climate change activities and helping them to undertake specific initiatives to address the energy needs of their communities.**

## Theme 5: Integrating Sustainable Development into Departmental Policies and Processes



Themes 1 to 4 address some of the cornerstones of community sustainability. INAC is generally addressing these cornerstones through high-profile initiatives that have the potential to have an effect on policy and the department's future directions. Therefore, Theme 5, Integrating Sustainable Development into Departmental Policies and Processes, focuses on more subtle operational and behavioural change within the department. Through this theme, the department commits to bringing about small changes by continuously integrating the principles of sustainable development into day-to-day operations.

To effectively integrate sustainability into the way the department does business, decision makers must be equipped with the proper knowledge, tools, structures and processes. The department also strives to adopt best practices and integrate the concepts of sustainable development into its own operations to minimize its ecological footprint.

### Providing Guidance and Tools for Effective Integration

With respect to integrated decision making,<sup>9</sup> one of the greatest challenges facing all federal departments is developing effective tools and guidance material to facilitate the integration process. Asking policy makers and service deliverers

to make sure they consider sustainable development in their work is inevitably going to lead to the comment “great idea, but how?”

For INAC employees to better understand and anticipate the social, cultural, economic and environmental dynamics of the decisions they are involved in requires guidance and tools. This objective puts forward targets to provide program managers, policy analysts and departmental decision makers with the tools they need to make sound decisions based on SD principles.

<sup>9</sup> “Integrated decision making” refers to the process of effectively considering all social, cultural, economic and environmental factors and their inter-relationship before decisions are made.

One of the key tools under development is the “SD lens.” This analytical tool will take the form of a detailed checklist that will prompt policy analysts and program managers to ask themselves appropriate social, cultural, economic and environmental questions when they are making decisions or evaluating project proposals. INAC has participated in extensive interdepartmental work on this file and commits to continue to do so.

Some targets under this objective are dedicated to developing and disseminating material related to integrating one or more key aspects of sustainable development into decision making. For example, Target 5.1.2 deals with ensuring that sustainability issues are addressed when economic development projects are assessed; Target 5.1.3 aims to provide guidance related to gender analysis in decision making; and Target 5.1.5 addresses environmental aspects of implementing programs.

A key objective for INAC is the following:

***Objective 5.1. To develop effective tools and procedures to integrate sustainable development into departmental processes.***

- **Target 5.1.1. To further develop and implement a process for assessing policies and programs for compatibility with SD principles.** Led by the department’s SD Unit, this target is expected to be completed by April 2005.
- **Target 5.1.2. To develop SD guidelines for economic development and infrastructure programs.** Led by Socio-economic Policy and Programming with significant regional involvement, this target is expected to be completed by December 2006.

- **Target 5.1.3. To develop mechanisms for integrating the perspectives of Aboriginal women into economic development policies and programs.** Led by Socio-economic Policy and Programming, this target is expected to be completed by December 2006.
- **Target 5.1.4. To conduct applied research in Quebec Region communities to develop conflict resolution models that will serve as tools for the administration of justice.** Led by the Quebec Region, this target is expected to be completed by December 2006.
- **Target 5.1.5. To approve and implement the IIAP Environmental Management System.** Led by Lands and Trusts Services, this target is expected to be completed by April 2007.
- **Target 5.1.6. To develop new procedures in the Alberta Region for the tracking and dissemination of key band information.** Led by the Alberta Region, this target is expected to be completed by December 2006.

**Raising Awareness of the Concept of Sustainable Development and of the Sustainable Development Strategy**

A second critical element in trying to integrate sustainable development into decision making relates to raising general awareness of the concept of sustainable development and, more specifically, of the content of the department’s Sustainable Development Strategies. This is a challenge that all departments have faced since the first Sustainable Development Strategies were developed and one which they continue to face today. INAC was instrumental in establishing the interdepartmental working group on SD Awareness, Communications and Training (ACT) and will continue to work interdepartmentally on this issue in the coming years.

All employees and partners of the department must be made aware of the SD issues surrounding First Nations, Inuit and northern communities if sustainability is to be reached. As we enter the third round of strategies, the following needs are apparent:

- to accelerate discussions;
- to identify the critical success factors associated with community initiatives that are socially, environmentally, culturally and economically sustainable;
- to share the information among SD practitioners and with all other employees.

Addressing these needs will greatly assist in the process of turning sustainable development from a concept to a tangible reality.

To this end, the department commits to the following objective:

***Objective 5.2 To raise awareness and effectively communicate the concept of sustainable development and the department's Sustainable Development Strategy.***

- **Target 5.2.1. To develop an INAC SD communications and employee awareness-raising strategy to help integrate sustainable development into decision making, programs, policies, planning and operations.** Coordinated by the department's SD Unit in close cooperation with Corporate Services and regional offices, this target is expected to be completed by December 2005.

- **Target 5.2.2. To develop a regional and national "best practices/lessons learned" network.** Coordinated by the department's SD Unit in close cooperation with regional offices, this target is expected to be completed by December 2004.
- **Target 5.2.3. To establish a national community of interest to share experience and discuss best practices on the integration of horizontal issues into decision making.** Led by the department's SD Unit, this target is expected to be completed by December 2005.

**Organizational Structures, Planning Processes and Accountability That Facilitate Sustainable Development Integration**

An appropriate organizational structure, planning processes and accountability mechanisms are important if the SD integration process is to function well. Without the proper internal decision-making forums and accountability in place, SD integration relies largely on committed individuals. Under this scenario, there is less likelihood of sustainable development becoming fully entrenched in the organization's culture.

Affecting cultural/organizational change around SD issues is a common challenge among all federal departments. The issue of creating cultural change has been discussed extensively within the Interdepartmental Network on Sustainable Development Strategy, which remains an invaluable forum for the exchange of ideas. INAC commits to remain actively involved in the network.

In order that sustainable development will have a broad impact on INAC's organizational structures, INAC commits to enhancing its SD and SDS planning, management and accountability structure by undertaking the following:

***Objective 5.3 To modify organizational structures and accountability and clarify responsibility to effectively integrate sustainable development into departmental processes.***

- **Target 5.3.1. To formally designate SD coordinators and use management committees to coordinate SD integration and SDS implementation in each region.** Led by the Regional Directors General, this target is expected to be completed by December 2004.
- **Target 5.3.2. To include regional or sectoral-specific SDS commitments in the management contracts of senior managers.** Led by regional SD champions and headquarters Assistant Deputy Ministers, this target is expected to be completed by December 2005.
- **Target 5.3.3. To establish a sustainable development strategy/strategic plan and framework, which is based on the long-term objective of achieving sustainable First Nation communities in Manitoba.** Led by Manitoba Region, this target would be completed by December 2005.

**Sustainable Development in Internal Operations**

Finally, the environmental impacts of a department the size of INAC are significant. Putting policies and processes in place to minimize the environmental impacts of the department's operations is a logical and responsible thing to do. Indian and Northern Affairs is an active participant in Sustainable Development in Government Operations, an inter-departmental initiative designed to identify and coordinate opportunities to advance the federal commitment to be a leader in sustainable development. The department is working

**Sustainable Development in Action**

**First Nations Management of On-Reserve Oil and Gas Resources**

In 1995, a First Nations-led pilot project was launched to provide participating First Nations with extensive training and hands-on experience in the day-to-day operations related to oil and gas resource management.

Over the past year, the three First Nations participating in the pilot project (Kainaiwa, Siksika and White Bear) developed and negotiated with INAC a Framework Proposal for the Management of Oil and Gas and First Nation Money, which was finalized in July 2003. The framework proposal is based on the principles that First Nations should have the option to manage on-reserve oil and gas resources (including related revenues) and that First Nations should have the option to directly receive the revenue generated from these resources, which are now held in trust by Canada.

**By enabling First Nations to control and manage their oil and gas resources and related revenues and by providing access to monies held in trust by Canada, First Nations will be better positioned to respond to and participate in economic development opportunities.**

together with other government departments to adopt common measurement and reporting methods (for details see [www.greeninggovernment.gc.ca](http://www.greeninggovernment.gc.ca)). INAC commits to continue interdepartmental cooperation in this area.

INAC's targets under objective 5.4 involve undertaking a thorough situational analysis and subsequently finalizing and implementing an effective Environmental Management System (EMS) for the department. Specifically, the department commits to the following:

***Objective 5.4 To establish environmentally sound management of INAC operations.***

- **Target 5.4.1. To conduct a policy review and gap analysis on key corporate services policy areas that have environmental impacts, and to rewrite policies and procedures according to principles of sound environmental management.** Led by the Corporate Services Sector in close cooperation with regional offices, this target is expected to be completed by December 2005.
- **Target 5.4.2. To develop a strategy for the greening of internal operations.** Led by the Corporate Services Sector in close cooperation with regional offices, this target is expected to be completed by December 2005.

# Monitoring and Reporting on Progress for Sustainable Development Strategy 2004–2006

INAC has developed new and better mechanisms for tracking its SDS performance and progress. Individual performance measures are not included here since the presentation of each target includes self-evident progress measures. For example, each target has a specified completion date. The target will have been reached when an official and endorsed framework or strategy is in place, when identified information has been gathered, or when approaches/procedures have been developed and sanctioned.

As well, each target in the Sustainable Development Strategy requires that the lead sector or region develop an action plan that will specifically include detailed tasks or actions, each with a performance measure. These plans are not contained within this strategy, but will be available, in summary form, on the department's SDS web site ([www.ainc-inac.gc.ca/sd/index\\_e.html](http://www.ainc-inac.gc.ca/sd/index_e.html)). Requiring that action plans are prepared ensures that senior departmental managers will be fully aware of the specific nature of each commitment, and that implementation can be monitored and measured.

A web-based electronic tracking system has been developed for managers to report progress on individual commitments. These reports will be summarized and biannual status reports presented to the department's National Operations Committee, chaired by the departmental SDS Champion, the Associate Deputy Minister.

SDS implementation progress is integrated in the department's annual Performance Report.<sup>10</sup> In addition, the department's SD web site routinely reports on SD news, lists departmental SD publications and presents a synopsis of progress on SDS commitments.

As a matter of good management, the department will develop an SDS evaluation framework to determine the overall impact of the 2004–2006 Sustainable Development Strategy on departmental policy and direction.

<sup>10</sup> Visit [www.ainc-inac.gc.ca/pr/est/index\\_e.html](http://www.ainc-inac.gc.ca/pr/est/index_e.html).

# Conclusion

INAC is pleased with its progress on SD issues. Many gains were made between 2001 and 2003 that have contributed to the development of a more focussed Sustainable Development Strategy which has greater potential for long-term impacts on both the department's operations and the sustainability of First Nations, Inuit and northern communities.

The department's Sustainable Development Strategy 2004–2006 is a marked shift in direction while still pursuing the issues that are important to the federal government, Canadians and the communities that INAC serves. Based on lessons learned from the first two strategies and a close evaluation of its progress to date, INAC has renewed its Sustainable Development Strategy to focus on specific themes and fewer commitments. These commitments are designed to target available resources on activities that will help build a stronger foundation for sustainable development.

A significant change in this Sustainable Development Strategy is the articulation of a vision for sustainable development. INAC's vision is that within two generations, many First Nations and Inuit communities will be healthy and safe models of sustainability, and that the northern territories will be more self-sufficient and prosperous regions where people manage their own affairs and make strong contributions to the country as a whole.

INAC is committed to putting in place the policies, processes, programs and services needed to realize this vision. Sustainable Development Strategy 2004–2006 is another step toward ensuring that First Nations, Inuits and Northerners are able to achieve their particular visions for a more sustainable future.

## Sustainable Development in Action

### First Nations Fiscal Institutions

**To provide needed tools for economic development and improve the quality of life on-reserve, First Nations are leading an initiative to establish a suite of four institutions which will be operated by and for First Nations. The proposed institutions include a Finance Authority, a Tax Commission, a Financial Management Board and a Statistical Institute.**

**The fiscal institutions initiative has been developed through the National Table on Fiscal Relations, which was established in 1999 by a Memorandum of Understanding between INAC and the Assembly of First Nations. It also involves representatives from the Department of Finance, Statistics Canada, Health Canada, and the Canada Customs and Revenue Agency.**

# Appendix A: Continuity Between Strategies

The themes of the Sustainable Development Strategy 2004–2006 have deep roots in the previous two strategies and beyond. The general themes of consultation and joint decision making, long-term planning, water management, climate change and energy management, and integrating

sustainable development into departmental policies and processes are an ongoing focus for the department in all its operations. The comparison below shows the continuity of issues that have influenced the development of the strategies.

<b>Issues Influencing Strategies Development</b>		
<b>1997 Issues</b>	<b>2001 Issues</b>	<b>2004 Issues</b>
Federal Northern Strategy	Northern Resource Management	Northern Development
Interdepartmental Cooperation	Interdepartmental Cooperation	Interdepartmental Cooperation
Health	Health	Health
Territorial Devolution	New Governance Systems	Territorial Devolution
Land Use and Resource Access	Land Management	Access to Natural Resources
Community Empowerment	Self-Government	Governance/Joint Priority Setting
Contaminants	Contaminants	—
Greening Operations	Greening Operations	Greening Operations
Environmental Protection	Environmental Protection	Environmental Land Management
Capacity Building	Capacity	Capacity Development
Consultation	—	Consultation
Partnerships	—	Partnerships
Clarifying the Regulatory Regime	—	—
Traditional Knowledge	Traditional Knowledge	—
Land Claims	Land Claims	—

Issues Influencing Strategies Development		
1997 Issues	2001 Issues	2004 Issues
—	Climate Change	Climate Change
—	Participation in Decision Making	Participation in Decision Making
—	Community Planning	Community Planning
—	—	Water
—	Biological Diversity	—
—	Funding Agreements	—
—	Cultural Diversity	—
—	Internal SDS Management	Internal SDS Management
—	International Agreements	—
Gender Equality	—	Gender Equality
Treaty Rights	—	—

### Continuity of Commitments

In much the same way that many issues continue to be of significance, many of the goals and objectives, with slight wording changes, have been continued through to the current Sustainable Development Strategy. A few specific examples of very similar objectives and targets demonstrate this continuity:

(SDS1997) Strengthening communities through capacity building.

(SDS2001) Sustainable communities through building community capacity.

***(SDS2004) To modify or develop programs, strategies and policies to foster sustainable community development practices and develop local capacity (Objective 2.2).***

(SDS1997) To integrate sustainable development into departmental decision-making processes.

(SDS2001) INAC's principles of SD be integrated into decision-making processes.

***(SDS2004) To develop effective tools and procedures to integrate sustainable development into departmental processes (Objective 5.1).***

(SDS1997) To promote sustainable development in planning and management of northern natural resources.

(SDS2001) Sustainable utilization of northern natural resources.

***(SDS2004) To establish a northern development framework to set the context for decision making (Target 2.1.3).***

(SDS1997) Greening INAC's operations—fleet management.  
 (SDS2001) A fleet which is cost-effective and fuel efficient.  
***(SDS2004) To develop a strategy for the greening of internal operations (Target 5.4.2).***

(SDS1997) Strengthen partnerships with other government departments.  
 (SDS2001) Leadership on interdepartmental issues.  
***(SDS2004) To develop regional cooperative processes among federal departments and Aboriginal communities and organizations to discuss common priorities (Objective 1.2).***

(SDS1997) Increase community empowerment and capacity in the management of resources.  
 (SDS2001) Increased co-management of natural resources off-reserve.  
***(SDS2004) To establish concrete initiatives with the provinces and the private sector to address First Nation access to natural resources (Target 1.2.5).***

## **Sustainable Development in Action**

### **Yukon Devolution Means Empowerment for Northern Communities**

The intent of Yukon devolution, implemented through the *Yukon Act* of 2003, is to transfer responsibility for provincial-type programs and services delivered by the Northern Affairs Program of INAC to the Yukon government. The transfer, which includes forests, mines and minerals and the management of water rights, occurred on April 1, 2003.

The Yukon government now controls management of public land and resources and water rights, except for those which will remain under federal jurisdiction (e.g. national parks). It will collect all royalties, rentals, fees or other charges for these programs. Consistent with the long-standing federal objective of transferring provincial-type responsibilities and programs to territorial governments, the powers of the Yukon Legislature are similar to those of the provinces under sections 92, 92(a) and 95 of the *Constitution Act, 1867*. The Act does not change the constitutional status of the territory.

# Appendix B: Sustainable Development Strategy Status Report, 2001–2003<sup>11</sup>

## Department-wide Commitments

**Goal 1:** INAC's principles of sustainable development to be integrated into departmental business lines, policies, program and decision-making processes.

Objective	Status
1.1 Effectively champion implementation of Sustainable Development Strategy at executive level.	Completed.
1.2 Implement Sustainable Development Strategy accountability and management structure.	Some progress has been made. Some Assistant Deputy Ministers are not always briefed from a sufficiently senior level to enable their needs to be fully anticipated and addressed.
1.3 Assess consistency of business lines, policies and programs with principles of sustainable development and environmental implications.	The intent has not been met, but progress has been made on a case-by-case basis.
1.4 Departmental management, employees and external stakeholders made aware of Sustainable Development Strategy and its implications.	Technically, all the targets were met except for 1.4.2, and as such the objective has been largely met.

11 In the case of some objectives, progress proved difficult to gauge due to varying degrees of ambiguity surrounding the objectives' intent.

**Goal 2:** INAC to provide leadership on interdepartmental issues and strengthening the relationship with First Nations, Inuit and Northerners that supports and promotes sustainable development.

Objective	Status
2.1 Opportunities for First Nations and Northerners to participate in SDS implementation.	Progress has been made on this objective at the National Working Group level; there are still some regions without a representative on the National Working Group.
2.2 Active involvement of First Nation and Inuit communities, Northerners, opinion leaders, and territorial governments when addressing the department's response to climate change.	First Nation involvement has occurred on a project-by-project basis, including the funding of a climate change proposal in the 2003 Budget.
2.3 Incorporation of traditional knowledge in departmental decision making as appropriate.	The structure has not been there to support the meeting of this objective. There has been some confusion on the process, lead and intent of this objective.
2.4 Improved nutrition and health in isolated northern communities.	To be confirmed.

### Indian and Inuit Affairs Program Commitments

**IIAP Goal:** Sustainable development commitments that enhance *Gathering Strength*.

Objectives	Status
1.1 Funding transfer agreements that reflect principles of sustainable development.	Change of focus. The departmental structure has significantly changed. The implications of this objective were never clear or formally endorsed at a senior level; this objective has also been hindered by frequent staff changes.

Objectives	Status
1.2 Comprehensive community planning.	In progress. This is a conceptually good objective; however, the targets are inappropriate. The second target should have been the objective (that target was not met). This objective has received the most interest and support internally and externally but few resources or time have been dedicated to the file.
1.3 Develop an Environmental Stewardship Strategy for Reserve Lands.	Although not all targets were met, overall this objective has been attained.
1.4 Promotion of increased co-management of natural resources in traditional territories off-reserve, consistent with Aboriginal and treaty rights.	No leadership was taken on this initiative. This has been recognized as an important objective, but nothing has been accomplished.
1.5 Effective environmental regulatory regimes on reserves.	Partially met. There is a lack of context surrounding this objective that needs to be clarified.
1.6 Legislation for participating First Nations, providing for full management and control of oil and gas resources on-reserve.	Complete.
1.7 Land claims and self-government agreements that reflect SD principles.	Impossible to assess. This objective should not have appeared in the strategy. It is premature and impossible to measure without the necessary processes in place.
1.8 Support the Sustainable Development Institute of the Assembly of First Nations of Quebec and Labrador (AFNQL).	Completed.
1.9 BC Joint Policy and Planning Forum (INAC, BC region, all First Nations chiefs and administrators, other government departments).	No information available on progress. The intent of this objective was to give First Nation leadership the opportunity to work with the department to influence policy and programs and set regional priorities.

## Commitments North of 60°N

**Goal 1:** Healthy human and natural human environment.

Objectives	Status
1.1 Minimize the health effects from contaminants.	Good progress, but long-term funding issues remain.
1.2 Risks associated with wildfires are minimized.	Entirely a Yukon-centred objective. No reports submitted to date.
1.3 Land and resources are managed using holistic approaches.	A lot of water sampling is taking place that can be seen as supportive of this objective; however, lack of funding is slowing progress.

**Goal 2:** New governance systems and political restructuring in the North.

Objectives	Status
2.1 Northern governments that integrate social, environmental and economic factors in decision making.	The devolution of the Yukon occurred April 1, 2003.

**Goal 3:** Sustainable utilization of northern natural resources.

Objectives	Status
3.1 Renewable and non-renewable resources developed in a manner which optimizes the long-term net benefits to the North.	The Northwest Territories cumulative effects assessment coordinated by Environment Canada and INAC has been completed (in draft), and recommendations have been identified.

**Goal 4:** Sustainable communities.

<b>Objectives</b>	<b>Status</b>
4.1 Traditional knowledge reflected in INAC's decisions affecting communities.	Some progress has been made. It should be noted that this objective duplicates Department-wide Objective 2.3 on page 43.
4.2 Community capacity to participate in, and to benefit from, northern activities is maximized.	Some progress has been made under this objective, with funding provided to increase Aboriginal capacity to participate in environmental assessment processes, and protective area strategies.

**Goal 5:** Sustainable development in INAC's international activities.

<b>Objectives</b>	<b>Status</b>
5.1 Sustainable development principles, actions and practices are adopted by circumpolar nations.	The Arctic Council Sustainable Development Working Group Secretariat has been established. A workshop has been held. All actions have been completed.
5.2 Reduction and elimination of contaminants entering the Arctic from sources outside Canada.	See status comments for Objective 5.1 above regarding the Arctic Council.

## Administration Program Commitments

**Goal:** Reduce the environmental impact of INAC's internal operations.

Objectives	Status
1.1 To strengthen our partnership with Public Works and Government Services (PWGSC) in greening INAC's operations.	Partially met (e.g. waste audits in leased facilities completed); a Specific Service Agreement is now in place instead of a Memorandum of Understanding with PWGSC.
1.2 To make employees aware of Sustainable Development Strategy 2001–2003 and of their role in greening of government operations.	Despite efforts such as the GIOTT (Greening Internal Operations Training Tool) which was developed and rolled out in June 2002, there is no objective means to determine whether actual awareness has improved.
1.3 To encourage greener procurement practices within the department.	Not achieved, in part due to lack of expected further Treasury Board guidance.
1.4 To develop a Corporate Services Environmental Management System to support SDS implementation.	Partially met, but the Environmental Management System produced was at too high a level to be operationally useful.
1.5 To minimize waste produced by INAC employees.	Objective met (recycling facilities in place at all facilities).
1.6 To make more efficient use of paper.	Objective met, especially through adoption of technology options that enable double-sided use of paper.
1.7 To have a fleet which is cost-effective and fuel efficient.	Actions to support this objective will have been met by the end of the 2003–2004 fiscal year.

Objectives	Status
1.8 To manage INAC-owned program facilities in an eco-efficient manner.	Not met. Although there is a commitment to do a complete real property review, there is no long-term management plan in place.
1.9 To manage real property in ways that minimize environmental damage.	Done in that the only target under this objective (i.e. replace the Departmental Real Property Inventory System with the Automated Real Property Management System was achieved.)
1.10 To limit the department's exposure to liability at facilities which are leased to third parties.	Nothing done; property status is unknown for approximately 150 assets in terms of potential environmental liabilities, occupancy status, and legal liability.
1.11 To remediate all identified contaminated sites.	Not done (see comments for 1.10).
1.12 To promote green construction practices.	Little progress made. The role of PWGSC was assumed to be significant in supporting this objective.
1.13 To reduce the impact employees have on the environment.	Little progress made.

# Appendix C: Inventory of Sustainable Development Strategy 2004–2006 Commitments

## Theme 1. Consultation and Joint Decision Making

**Objective 1.1** *To develop a consistent INAC approach to consultation with First Nations and Inuit.*

#	Target	Deadline	Lead Region/Sector
1.1.1	To develop an INAC Consultation Framework.	Dec. 2004	Policy and Strategic Direction Sector

**Objective 1.2** *To develop regional cooperative processes among federal departments and Aboriginal communities and organizations to discuss common priorities.*

#	Target	Deadline	Lead Region/Sector
1.2.1	To establish regional INAC–First Nations and Inuit priority-setting processes in regions where processes do not currently exist.	Dec. 2005	Regional Directors General
1.2.2	To establish, in regions where no formal cooperative mechanism exists, an ongoing sub-committee of the Federal Regional Council or other appropriate body to address Aboriginal issues interdepartmentally.	Dec. 2005	All INAC Regions

#	Target	Deadline	Lead Region/Sector
1.2.3	To increase Innu participation in decision making in the Atlantic Region with respect to the provision of services and resourcing.	Apr. 2005	Atlantic Region
1.2.4	To increase federal support to the Assembly of First Nations of Quebec and Labrador Sustainable Development Institute.	Dec. 2006	Quebec Region
1.2.5	To establish concrete initiatives with the provinces and the private sector to address First Nation access to natural resources.	Dec. 2006	Regional Operations and Service Support Sector
1.2.6	To integrate BC First Nations' key priorities, identified through the dialogue Forums, into regional and operational decision-making processes.	Dec. 2004 and annually	BC Region

## Theme 2. Long-term Planning

### *Objective 2.1 To establish an integrated federal planning framework.*

#	Target	Deadline	Lead Region/Sector
2.1.1	In cooperation with First Nations communities, to develop a federal comprehensive community-planning strategy.	Apr. 2005	Socio-economic Policy and Programming Sector
2.1.2	To provide support for comprehensive, community-specific planning initiatives in all southern regions.	Dec. 2006	Socio-economic Policy and Programming Sector

#	Target	Deadline	Lead Region/Sector
2.1.3	To establish a northern development framework to set the context for decision making.	Dec. 2006	Northern Affairs Program Sector

***Objective 2.2 To modify or develop programs, strategies and policies to foster sustainable community development practices and develop local capacity.***

#	Target	Deadline	Lead Region/Sector
2.2.1	Develop and implement a plan, which uses existing territorial, federal and NGO programs and relationships, to improve northern human resource capacity and enhance sustainable development efforts in Nunavut.	Mar. 2006	Nunavut Region
2.2.2	On a community-by-community basis, to address capacity, and organizational and management issues identified within the Manitoba Capacity Development Initiative.	Dec. 2006	Manitoba Region
2.2.3	To direct support in the BC Region to professional development in key areas such as governance, administration and education.	Dec. 2006	BC Region
2.2.4	To provide SD awareness-building training for First Nation Economic Development Officers in Ontario.	Dec. 2006	Ontario Region
2.2.5	To develop an integrated approach to strategic investments in Atlantic Region communities.	Apr. 2005	Atlantic Region

#	Target	Deadline	Lead Region/Sector
2.2.6	To develop an integrated land, environment and natural resources management action plan.	Apr. 2004	Lands and Trusts Services Sector
2.2.7	To establish a Sustainable Development Risk Capital Fund on a pilot basis.	Apr. 2005	Socio-economic Policy and Programming Sector
2.2.8	To ensure the BC Region Innovative Housing Initiative incorporates SD principles into its design, development and reporting systems.	Dec. 2006	BC Region

***Objective 2.3 To support the development of community-level sustainability frameworks that can measure and assess community well-being.***

#	Target	Deadline	Lead Region/Sector
2.3.1	In partnership with First Nations organizations and communities, to establish a First Nations Community Accounts System project to develop sustainability indicators.	Dec. 2006	Socio-economic Policy and Programming Sector
2.3.2	Using the INAC Comprehensive Claims Evaluation Framework, to conduct an evaluation of the Inuit component of the James Bay and Northern Quebec Agreement.	Dec. 2006	Claims and Indian Government Sector
2.3.3	To develop an official progress report and future implementation strategy for INAC-related commitments in Agenda 21, Chapter 26.	Dec. 2005	Policy and Strategic Direction

## Theme 3. Water Management

**Objective 3.1** *A safe and secure water supply and effective wastewater treatment strategy for all First Nations communities.*

#	Target	Deadline	Lead Region/Sector
3.1.1	To implement a comprehensive First Nations water management strategy over the next five years.	Dec. 2008	Socio-economic Policy and Programming Sector

## Theme 4. Climate Change and Energy Management

**Objective 4.1** *To develop a long-term strategy to reduce greenhouse gas emissions from Aboriginal and northern communities.*

#	Target	Deadline	Lead Region/Sector
4.1.1	To develop and implement a management framework to reduce greenhouse gas emissions for Aboriginal and northern communities.	March 2004	Northern Affairs Program
4.1.2	To design and implement a system to measure reductions in greenhouse gas emissions for Aboriginal and northern communities.	Dec. 2005	Northern Affairs Program
4.1.3	In partnership with communities and other levels of government, to reduce greenhouse gas emissions by 8 percent in Aboriginal and northern communities.	2008–12	Northern Affairs Program

#	Target	Deadline	Lead Region/Sector
4.1.4	To develop regional energy management strategies for four INAC regions.	Dec. 2006	Northern Affairs Program

***Objective 4.2 To develop a long-term strategy to assist Aboriginal and northern communities to adapt to the impacts of climate change.***

#	Target	Deadline	Lead Region/Sector
4.2.1	To define adaptation issues for Aboriginal and northern communities due to the impacts of climate change.	Dec. 2006	Northern Affairs Program

## **Theme 5. Integrating Sustainable Development into Departmental Policies and Processes**

***Objective 5.1. To develop effective tools and procedures to integrate sustainable development into departmental processes.***

#	Target	Deadline	Lead Region/Sector
5.1.1	To further develop and implement a process for assessing policies and programs for compatibility with SD principles.	Apr. 2005	INAC SD Unit
5.1.2	To develop SD guidelines for economic development and infrastructure programs.	Dec. 2006	Socio-economic Policy and Programming Sector
5.1.3	To develop mechanisms for integrating the perspectives of Aboriginal women into economic development policies and programs.	Dec. 2006	Socio-economic Policy and Programming Sector

#	Target	Deadline	Lead Region/Sector
5.1.4	To conduct applied research in Quebec Region communities to develop conflict resolution models that will serve as tools for the administration of justice.	Dec. 2006	Quebec Region
5.1.5	To approve and implement the IIAP Environmental Management System.	Apr. 2007	Lands and Trusts Services Sector
5.1.6	To develop new procedures in the Alberta Region for the tracking and dissemination of key band information.	Dec. 2006	Alberta Region

***Objective 5.2 To raise awareness and effectively communicate the concept of sustainable development and the department's Sustainable Development Strategy.***

#	Target	Deadline	Lead Region/Sector
5.2.1	To develop an INAC SD communications and employee awareness-raising strategy to help integrate sustainable development into decision making, programs, policies, planning and operations.	Dec. 2005	Corporate Services Sector
5.2.2	To develop a regional and national “best practices/lessons learned” network.	Dec. 2004	INAC SD Unit
5.2.3	To establish a national community of interest to share experience and discuss best practices on the integration of horizontal issues into decision making.	Dec. 2005	INAC SD Unit

***Objective 5.3 To modify organizational structures and accountability and clarify responsibility to effectively integrate sustainable development into departmental processes.***

<b>#</b>	<b>Target</b>	<b>Deadline</b>	<b>Lead Region/Sector</b>
5.3.1	To formally designate SD coordinators and use management committees to coordinate SD integration and SDS implementation in each region.	Dec. 2004	Regional Directors General
5.3.2	To include regional or sectoral-specific SDS commitments in the management contracts of senior managers.	Dec. 2005	Regional SD champions and headquarters Assistant Deputy Ministers
5.3.3	To establish a sustainable development strategy/strategic plan and framework, which is based on the long-term objective of achieving sustainable First Nation communities in Manitoba.	Dec. 2005	Regional Director General

**Objective 5.4 To establish environmentally sound management of INAC operations.**

#	Target	Deadline	Lead Region/Sector
5.4.1	To conduct a policy review and gap analysis on key corporate services policy areas that have environmental impacts, and to rewrite policies and procedures according to principles of sound environmental management.	Dec. 2005	Corporate Services Sector
5.4.2	To develop a strategy for the greening of internal operations.	Dec. 2005	Corporate Services Sector