

Sustainable Development Strategy 2004-2006

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

Final Report

July, 2007

Executive Summary

Indian and Northern Affairs Canada (INAC)'s third Sustainable Development Strategy (SDS), *On the Right Path: A Sustainable Future for First Nations, Inuit and Northern Communities*, was tabled in December 2003. From 2004-2006, INAC sectors and regions worked to further integrate sustainable development principles into program and policy planning. This report highlights the achievements and lessons learned over the past three years.

The 2004-2006 Strategy was developed based on guidance provided by the Commissioner of the Environment and Sustainable Development (CESD) and input from the various sectors and regions in INAC. The Strategy included 41 commitments under five themes: consultation and joint decision-making, long-term planning, water management, climate change and energy management, and integrating sustainable development into departmental policies and processes.

INAC sectors and regions have made progress in implementing the SDS over the past three years, with significant results. Decision making and priority setting processes are now more inclusive of First Nations, Inuit and northerners. Sustainable community development practices are more embedded in regional operations through comprehensive community planning and capacity building initiatives. A greater number of First Nations communities are able to rely on clean, safe and secure drinking water. Aboriginal and northern communities are engaging in renewable energy and energy efficiency projects, as well as are investigating adaptation initiatives in an effort to reduce the impacts from climate change. The department's operations are also becoming more sustainable as awareness grows and daily practices begin to incorporate the principles of sustainable development.

The CESD has reported favourably on the department's progress, recognizing efforts in the areas of comprehensive community planning and climate change. Clear limitations, however, in the areas of goal and target development have been acknowledged and difficulties in measurement have appeared throughout the course of the Strategy. Goals, objectives and targets did not clearly identify outcomes, activities, outputs and performance measures in the Strategy. Many of the targets in this report, therefore, indicate that work is ongoing even though there has been significant progress made. The measurement issue has been resolved in SDS 2007-2010 through the clear identification of activities and performance measurement indicators.

Through implementation of SDS 2004-2006, INAC has demonstrated a commitment to building a sustainable department and working closely with First Nations, Inuit and Northerners to build sustainable communities. This report provides an opportunity to reflect on the department's achievements and challenges in order to work towards a more sustainable future.

Introduction

Purpose of this report

Indian and Northern Affairs Canada (INAC) completed implementation of its third Sustainable Development Strategy (SDS) in December 2006. *On the Right Path Together: A Sustainable Future for First Nations, Inuit and Northern Communities* led the department to develop sustainable development frameworks and policies to guide national and regional programs and activities. Progress on the Strategy also improved collaboration with other governmental departments and First Nations, Inuit and Northerners. This report provides a comprehensive review of our sustainable development (SD) achievements and lessons learned from the 2004-2006 strategy.

This report is laid out in three sections. The first section describes the development of the SDS 2004-2006, including the integration of recommendations from the Commissioner of the Environment and Sustainable Development (CESD). The second section highlights INAC accomplishments in achieving targets laid out in the Strategy. The final section discusses lessons learned, including CESD audit findings and approaches to measuring targets.

A detailed progress report on each target and a summary of the multi-region targets are also included in the appendices following this report. All sectors and all regions have reported on their progress over all three years of the Strategy. The detailed progress report captures all progress made throughout the Strategy period of 2004-2006. The targets have been identified as complete or incomplete, although many are ongoing and work will continue throughout implementation of SDS 2007-2010.

Responsiveness to CESD Recommendations

In 1995, amendments to the *Auditor General Act* required federal departments, including INAC, to table a SDS in the House of Commons every three years. The first Strategies were released in 1997, followed by the second in 2001 and the third in 2004. The amendments also created the position of CESD as part of the Office of the Auditor General. The CESD monitors SDS implementation and reports to Parliament on sustainable development integration and implementation across the federal government. As part of this role, the CESD provides guidance for the federal SDS development process.

The 2003 report, *Sustainable Development Strategies — Making a Difference* set out the Commissioner's expectations for the third round of SDS's: the role and fit of the sustainable development strategy should be clear; goals and objectives should focus on significant and essential outcomes; objectives need to be clear; targets and actions need to be clearly linked to the goals and objectives; targets need to be measurable; performance reporting needs to be strengthened; departments and agencies should

evaluate their second strategies and identify areas for improvement; each organization should decide on how best to undertake consultations; changes between strategies should be identified; goals and objectives related to horizontal issues should be more consistent and better managed across strategies; and, the federal government needs to create a vision of a sustainable Canada and clarify its priorities.

This guidance was consistent with concerns raised in earlier CESD reports that the department should limit its efforts to a few innovative ideas that have the greatest potential to effect change in Aboriginal communities and the North.

INAC responded to the CESD's recommendations and evaluations for improving its management of the SDS process when developing its *Sustainable Development Strategy 2004-2006*. The Strategy was developed by the National Sustainable Development Working Group (NSDWG), a process coordinated by the Sustainable Development Division (SDD). Discussions were held with Aboriginal representatives, and every region and sector within the department. The NSDWG mandate is to develop the departmental SDS, ensure monitoring and reporting is implemented, and champion awareness raising within the department. The NSDWG was established prior to the development of the first SDS in 1997 and is made up of representatives from every sector and region, as well as regionally sponsored Aboriginal participants.

The SDD, located within the Northern Affairs Program, provides a coordinating role to the NSDWG. It was established in 2001, following a CESD report that raised concerns about INAC's ability to manage, implement and report on its SDS. The SDD is specifically tasked with coordinating the renewal, management, reporting and awareness raising of sustainable development and the department's SDS.

To begin development of the SDS 2004-06, the NSDWG, together with Associate Regional Directors General (ARDG), Headquarters Senior Managers, and the Associate Deputy Minister (ADM), identified a framework and targets for the Strategy. It was decided to form objectives around themes, rather than by program lines, and reduce commitments from nine goals to five themes. In response to the need to realize long-term impacts and increase innovation, the Strategy focuses on the development of frameworks and processes to involve First Nations, Aboriginals and northerners in decision-making.

The CESD also requires that the federal government and individual departments develop long-term SD visions. Its development included consultations with INAC regions and sectors, as well as with First Nations, Inuit and Northerners. The Vision expresses a desired end result in the context of sustainable development, and the achievement of sustainable communities is the long-term result of the culmination of departmental programs and policies. INAC works toward achieving the Vision through its regular activities, as well as commitments made under the SDS. The Vision guides the development of programs and policies supporting sustainable communities, and is

included in the Report on Plans and Priorities. Since the SDS 2004-2006 was approved, the Department has undergone a number of significant changes, such as the integration of the Office of the Federal Interlocutor for Metis and Non-Status Indians. Changes to the Vision have been made to reflect changes to the departmental mandate.

Description of SDS 2004 - 2006

INAC's third SDS, SDS 2004-2006, represented a significant step forward from INAC's past strategies. The Strategy contains a narrower focus on selected community issues, and on departmental structure, policy and direction. As such, many of the department's commitments focus on the development of processes and plans, in order to provide a framework for coordinating initiatives and activities and facilitating collaboration between multiple parties.

Although the approach has shifted through the three iterations of the Strategy, the department remains committed to eight sustainable development principles that have remained constant since 1997. As a result of this consistency, sustainable development is now widely accepted throughout the department, and sectors and regions are committed to fully integrating the principles into departmental planning and decision making. The commitments outlined in SDS 2004-2006 support one or more of the following sustainable development principles:

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.

The Strategy groups 41 commitments under five broad themes: **consultation and joint decision-making, long-term planning, water management, climate change and energy management, and integrating sustainable development into departmental policies and processes**. For each theme, INAC has committed to meeting related objectives and accompanying targets. The objectives define the intended outcomes for each theme, and the targets represent short-term commitments which are more specific, measurable, time driven, and output oriented.

Each region and sector was responsible for monitoring implementation and reporting on their commitments. Action plans were developed for each region and sector, and they reported semi-annually on progress. The action plans, however, did not include performance measures or clear outcomes, thereby impeding measurement of progress. This was resolved in the development of SDS 2007-2010.

The targets also complement key departmental objectives. INAC had identified four strategic outcomes at the time of the third Strategy : The Government, The People, The Land, and The Economy. Each target in SDS 2004-2006 can be shown to support positive results in the four strategic outcomes as well as Departmental Management and Administration. The department's strategic direction and its SDS focus are consistent in their efforts to support communities to achieve sustainability. As such, the SDS also reports in the departmental reporting process, through the Departmental Performance Report and the Report on Plans and Priorities.

Summary of Accomplishments

Overall Summary

The SDS 2004-2006 included 41 targets. Over the course of the three years, three targets were withdrawn due to changing priorities or lack of resources. Eight targets were considered incomplete at the conclusion of the Strategy, and the rest are either complete, or complete but ongoing. Implementation will continue under SDS 2007-2010 for some of the targets that are ongoing. This section will highlight some of the accomplishments made by the department in moving closer to integrating sustainable development principles into all aspects of business. Detailed progress reports for each target, together with definitions of measurement, are provided in Appendix A.

Theme 1 : Consultation and Joint Decision Making

This theme focuses on establishing a framework for First Nations, Inuit and Northerners to influence and participate in policy and legislation development, priority setting and departmental decision-making processes.

Over the past three years, the department has made progress towards developing regional cooperative processes among federal departments and Aboriginal communities and organizations to discuss common priorities. All regions are working with Aboriginal organizations and communities to establish priority setting processes. Most regions are also working with Federal Council sub-committees to address Aboriginal issues interdepartmentally, thereby improving horizontal management of Aboriginal issues.

Targets laid out for specific regions to better collaborate with Aboriginal communities and organizations have also seen progress. The Atlantic Region has taken measures to

improve the Innu and Inuit participation in decision-making for provision of services and resourcing. In the Quebec Region, INAC provided funding to continue the work of the First Nations of Quebec and Labrador Sustainable Development Institute in advancing First Nation engagement in sustainable development and environmental issues.

Alberta, Saskatchewan and Ontario have established processes to address First Nation access to natural resources through the *First Nations Commercial and Industrial Development Act* as well as resource negotiation framework agreements. In BC, the Joint Planning and Policy Development Forum in BC and its attendant Technical Committees have enabled the integration of First Nations priorities into decision-making processes.

Theme 2: Long-term Planning

This theme emphasizes a cooperative planning approach, whereby the federal government works more closely with communities, interdepartmentally and with other key players to foster holistic community development. This theme required the most integrated and horizontal efforts of all themes, and provided a great opportunity to make substantial progress. The objectives focussed on the development of frameworks, strategies and policies. Considering the challenges in completing these targets, the department made significant inroads to creating a more cooperative environment that is inclusive of all partners working on Aboriginal issues.

Comprehensive community planning (CCP) is an important tool to reach this goal and it is being supported at the national and regional levels. A National Technical Comprehensive Community Planning Working Group was formed to develop a strategy, as well as share information, tools and training on CCP. At the regional level, all regions south of 60° have engaged communities in the CCP process. Manitoba, and Alberta have raised awareness in communities in their region and provided support to some First Nations. Communities in Quebec, Ontario, Saskatchewan and BC have piloted CCP. BC Region

Planning for Results

Comprehensive community planning (CCP) has been increasing in First Nations communities in the Atlantic Region. Twenty-two of the 33 Atlantic First Nations have either implemented their CCPs or are in the process of developing their plans. The Region also co-sponsored an International Comprehensive Community Planning Conference in Cape Breton, where First Nations were able to share best practices and build a support network.

There are no plans to stop now. The goal is to increase the number of First Nations with CCPs, increase integrated service delivery and integrate services for First Nations with other federal departments.

The use of CCP has built improved working relationships, more effective collaborations between jurisdictions, and reduced duplication of services for First Nations.

CCP holistically considers all key planning areas: governance, land and resources, health, infrastructure development, culture, social issues and the economy.

implemented an approach to support CCP by initiating a pilot process that has resulted in over 20 communities being funded, holding awareness raising sessions since 2002 and 3 "How To" Workshops on CCP, and developing a CCP Handbook on how to develop a community plan that has been recognized nationally. The Atlantic Region has restructured to better support its widespread community planning. Success under this target has now reached the North. The Yukon, a region that was not committed to implement CCPs in SDS 2004-2006, has engaged in supporting CCP.

Considerable progress has also been made in modifying or developing programs, strategies and policies to foster sustainable community development practices and develop local capacity. Nunavut developed an action plan to improve northern human resource capacity. Manitoba Region dedicated funding to the Manitoba Capacity Development Initiative, First Nations organizations, and Professional & Institutional Development to support over 90 capacity development projects.

Likewise, BC Region directed over \$4.5 million in funding towards BC First Nations for professional development. The Region has also improved its Housing Program to support Innovative Initiatives to ensure that sustainable materials and construction methods are used, and have formed a partnership with the Canadian Mortgage and Housing Commission and BC First Nations to develop strategies, practices and resources that support healthy and durable housing on-reserve. The Atlantic Region has actively integrated investments in Atlantic Region communities, using comprehensive community plans as a base, and working more closely with other government departments and First Nations, Innu and Inuit.

In addition, INAC's Reserve Land and Environment Management Program was developed in partnership with First Nations to increase land management expertise among First Nations and to provide a framework for managing lands under the legal requirements of the *Indian Act*.

INAC also made progress in developing tools for measuring quality of life for Aboriginal people. The Registered Indian Human Development Index and the First Nations Community Well-being Index were developed to measure average levels of well-being at the national and regional levels, as well as within First Nation communities.

Theme 3: Water Management

Ensuring clean, safe and secure drinking water on First Nations reserves remains a challenge and continues to be a top priority for the Government of Canada. Over the past 3 years, INAC has taken steps to implement a comprehensive First Nations Water Management Strategy. The Strategy was created to lower the risk related to drinking water and wastewater systems by investing in new and existing water and wastewater systems, improving water quality monitoring, maintaining facilities, enhancing training and certification programs, raising public awareness, developing management protocols

and policies, and developing clear defined standards. The Strategy has been developed and implemented, with visible results. The number of high risk water systems has decreased from 218 in March 2003 to 114 in December 2006. Certified water operators have increased from 8% before the start of the Strategy to 35% in December 2006. Full implementation is expected in 2008 and work will continue under SDS 2007-2010.

Climate Change and Clean Energy

Clean energy is improving both the environment and the economy in Aboriginal and Northern communities. After generations of economic struggle, the Hupacasath First Nation, situated on Vancouver Island, is exploring new community development projects to generate tourism, restore traditions, and sustainably manage their natural resources. *Upnit Power Corporation*, owned by the Hupacasath First Nation, built the 6.8 megawatt run of the river China Creek hydro facility. This is one step towards a transformation of the community back into a vibrant, self-sustaining nation that is focused on becoming more environmentally, socially and economically sustainable.

The Aboriginal and Northern Community Action Program (ANCAP) was one partner in supporting Hupacasath's venture. Since 2003, ANCAP has dedicated \$30.7 million to assist Aboriginal and Northern communities in developing and implementing energy efficiency and renewable energy projects as a means to reduce greenhouse gas emissions.

The Hupacasath have won multiple awards for their economic development projects, including an Environmental Award from the Chamber of Commerce for the *Upnit Power Corporation*.

Theme 4: Climate Change and Energy Management

Climate change has emerged as one of the most significant environmental challenges facing the world and will have important impacts on Aboriginal and northern communities. INAC is addressing this issue through a concerted effort to reduce greenhouse gases in Aboriginal and northern communities and assist Aboriginal and northern communities in adapting to the impacts of climate change.

The Aboriginal and Northern Community Action Program (ANCAP) assisted Aboriginal and northern communities from 2003-2007 in undertaking energy-related initiatives to reduce greenhouse gas emissions. A tracking system was developed to identify the extent of emission reductions from projects supported by ANCAP. Over 200 projects were completed which will result in forecasted reductions of 5 Megatonnes, four times greater than was originally anticipated. This amount could be even greater as the projects fundamentally change the way energy is produced and consumed, and it is anticipated that the projects will have a longer lifespan than the forecasted 20

years. All INAC regions are participating in the effort to reduce emissions through the development of their regional Blueprint documents, outlining energy management opportunities in their regions.

A Northern Climate Change Coordinating Committee was established in 2005 to share information and advise on the development and implementation of a Northern Impacts and Adaptation Strategy. The Strategy has conducted risk assessment workshops on the impacts of climate change on Aboriginal and northern communities, as well as providing funding for over 50 impacts and adaptation projects over the three years of SDS 2004-2006 implementation.

Theme 5: Integrating Sustainable Development into Departmental Policies and Processes

This theme focuses on subtle operational and behavioural changes in the department, as INAC is committed to continuously integrating the principles of sustainable development into day-to-day operations. This goal requires ongoing planning and investments and regular evaluations of departmental practices. Therefore, although the department has more sustainable operations at the conclusion of this Strategy period, commitments to these targets will continue into the next Strategy.

The department has been active in developing effective tools and procedures to integrate sustainable development into departmental processes. The development of sustainable development guidelines for economic development is ongoing, with guidance provided by Regional and National Program Management Advisory Committees. Several models have been identified to provide assistance to Aboriginal women entrepreneurs to establish and grow their businesses and engage in enhanced trade activity. A conflict resolution model that will be used as a tool for administering justice was also developed in Quebec and incorporated into Mi'kmaq public service. Members of four Mi'kmaq communities have consolidated a network for applying the model.

In addition, the Indian and Inuit Affairs Program's (IIAP) Environmental Management System is nearing completion following the approval of the Environmental Stewardship Strategy (ESS) and related directives and program guides. The ESS lays out the strategic vision for environmental management on reserve. The Environmental Stewardship Strategy Information Management System, as well as the Environmental Learning Regime which builds awareness and skill development are both complete and operational. The final component will be the Environmental Performance Framework which will provide support to sectors and regions in monitoring for compliance.

Awareness within the department of sustainable development policies and practices is increasing. A sustainable development awareness strategy, a communications strategy and an integration strategy related to the integration of sustainable development in decision-making, programs, policies and planning, have all been developed and are being implemented. Sustainable Development coordinators responsible for managing

sustainable development integration and SDS implementation have been appointed for all 10 regions, as well as sectors and communications.

Efforts at the community level to integrate sustainable development principles into operations and planning are also taking place. The Manitoba Region has significantly moved forward through regional joint planning processes which addressed the long-term need to achieve sustainable First Nation communities and identified priorities for action. The Centre for Indigenous and Environmental Research assisted INAC in the development of two publications outlining 15 First Nation community sustainable development initiatives. The focus of this project was on sharing best practices and supporting First Nation communities in their efforts to become more sustainable.

Lessons Learned

CESD Reports

The CESD reports annually on the SDS developed by federal departments. As part of the report, the CESD examines progress made by federal departments and agencies toward meeting their SDS commitments. One or more targets are assessed in depth to determine if progress is satisfactory, if some progress has been made, or if progress is unsatisfactory. In its 2004 report, the CESD did not audit INAC.

In 2005, in addition to assessing progress made toward achieving specific targets, the CESD also examined the extent to which the third SDS met selected expectations from the CESD's March 2003 *Sustainable Development Strategies – Making a Difference* report, as outlined in the Introduction of this report. INAC's SDS 2004-2006 fully met 8 out of the 10 expectations (see Table 1). INAC did not meet the expectation on goals and objectives clearly expressing long-term results to be achieved and only partially met the expectation of clear targets. This was a concern in measuring progress because the SDS did not identify long-term and short-term actions tied to measurable performance indicators. As well, not all of the targets describe a clear outcome. As a result, although progress was made for most commitments, some targets are continuing past 2006. These issues were addressed in SDS 2007-2010 through the development of logic models for each target. The logic models clearly outline long-term and short-term outcomes, as well as activities, outputs and performance indicators.

Table 1: CESD assessment of INAC's 2004 strategy

	Expectations	INAC
Strategy	Role and fit	Met expectation
	Vision	Met expectation
	Goals and objectives	Did not meet expectation
	Linking goals and objectives with targets and actions	Met expectation
	Clear targets	Met expectation to some degree
	Measurable targets	Met expectation
	Lessons learned from 2001	Met expectation
	Changes in 2004	Met expectation
Reporting	Performance Report	Yes
	Supplementary Progress Report	Yes

The audit portion of the 2005 CESD report focused on **Target 2.1.1: *In cooperation with First Nations communities, to develop a federal comprehensive community planning strategy.*** The objective of the target was to help First Nations determine their priorities and increase self-reliance. The assessment found that INAC had made some progress on this target. Over the four years leading up to the 2005 assessment, the Department had created partnerships with First Nations and other departments, established pilot projects and working groups, and had published documentation of planning experiences. At the time, the Department, together with First Nations, planned to develop a community-planning strategy in order to complete the target. The CESD found, however, that target dates were continuously shifting and did not agree that INAC would be able to complete this by December 2006.

Since this report was tabled, progress has been made, but as CESD predicted it was not completed by December 2006. A draft comprehensive community planning strategy was completed in December 2005 and the department provided both awareness building and capacity building to First Nations through the development and distribution of planning tools and national and regional workshops. This is a complex undertaking, involving over 34 departments and a large number of applicable programs. Although much progress has been made, work will continue under the 2007-2010 SDS.

The 2006 CESD assessed three targets. The first two targets deal with climate change mitigation efforts: **Target 4.1.1 *To develop and implement a management framework to reduce GHG emissions for Aboriginal and northern communities;*** **Target 4.1.2 *To design and implement a system to measure reductions in GHG emissions for Aboriginal and northern communities.***

The audit praised INAC's progress in implementing ANCAP to promote and track initiatives that reduce greenhouse gas emissions in Aboriginal and northern communities, asserting that this was an important step toward environmental protection and sustainable development. A total of \$30.7 million over four years has been dedicated to climate change and energy initiatives in Aboriginal and Northern communities. Work under target 4.1.2 was still ongoing, but had made measurable progress in completing a tracking system to document GHG emissions and measure changes in the emissions resulting from energy efficiency and renewable energy initiatives. Since the CESD report was tabled, the tracking table has been completed and is in use to identify GHG reductions in Aboriginal and northern communities.

The third target deals with climate change adaptation: **Target 4.2.1 To define adaptation issues for Aboriginal and northern communities due to the impacts of climate change.** The CESD found satisfactory progress had been made through the creation of the Northern Climate Change Coordinating Committee and work on the Northern Impacts and Adaptation Strategy. Since the CESD report, a series of risk assessment workshops on the impacts of climate change on Aboriginal and northern communities and on INAC activities were held between 2005-2006. Over 50 impact and adaptation projects were also funded between 2004-2006. The projects were contributing to assessing and managing risks related to climate change, developing capacity to advance adaptation to climate change, increasing overall adaptive capacity of communities, and contributing to developing a strong information base integrating science and traditional knowledge.

Implementing and Measuring Targets

All programs, sectors and regions were required to report semi-annually over the three-year period of the Strategy. Reports were initially collected in an online database, STARS. The database was determined to be too cumbersome due to technical difficulties. Further reports were sent directly to the SDD, using templates developed by the SDD that were consistent with the STARS database.

Annual progress reports were developed by the SDD to report on progress towards meeting the targets outlined in the Strategy. The first progress report measured the timeliness and quality of action plans developed by regions and sectors, as well as the timeliness and quality of progress reports. There was no criteria or method for assessing progress on specific targets and sub-targets.

The second progress report, published in December 2005, focussed on assessing the overall degree of progress in implementing targets. The Report determined whether progress had been excellent, very good, good, satisfactory, or poor during the 2005 reporting year. The validity of the assessment, however, is limited as there were no established performance indicators or short- and long-term targets identified during the

development of SDS 2004-2006. As there are no indicators to measure progress for this final report, the focus is on whether the target is complete, incomplete or ongoing and the rationale for why a target has not been met. The issue of indicators was reconciled in SDS 2007-2010 through the development of logic models that clearly identify outcomes, targets, activities, outputs and performance measures.

Other limitations in measuring progress centre around implementation of the targets. There were 41 targets overall. The sheer number of commitments made it difficult for regions and sectors to allocate appropriate resources to ensure all targets were implemented. Although regions and sectors developed action plans for each commitment, there was little follow up on the action plans. Additionally, it was not clear for every target which region or sector was responsible for full implementation. These limitations have been addressed in SDS 2007-2010 by committing to fewer targets and giving the lead for each target to a sector, who will then be responsible for ensuring implementation throughout applicable regions and sectors.

Conclusion

The evolution of entrenching sustainable development goals and principles into the work of the Department is becoming more focussed with each iteration of INAC's SDS. Since 1997, INAC's SD principles have remained consistent as they continue to reflect how sustainable development supports implementation of INAC's mandate.

The SDS 2004-2006 built on the work achieved under the first two SDS's and addressed the need for longer-term results and more collaborative work. The Strategy propelled efforts forward in developing frameworks and plans that would incorporate SD principles into all aspects of work at INAC. Both headquarters and regions made progress in completing most of the targets laid out in the Strategy and engaged Aboriginal organizations and communities, and other government departments, in the process. Achievements from this Strategy highlight the importance of clearly identifying SD goals and objectives to provide direction for the distribution of funding and effort.

As the department moves into the next phase of commitment under the SDS 2007-2010, there is the opportunity to improve upon the progress already made and to adopt new challenges. The fourth Strategy places short-term activities in the context of longer-term goals and identifies clearly measurable performance indicators and targets, through the use of logic models. The Strategy is also more closely linked to departmental planning processes than previous strategies. The objective is to clearly and consistently take steps forward to bring about long-term change in communities, so that the department can attain the vision that "within two generations, many First Nations and Inuit communities will be healthy and safe models of sustainability".

Appendix A: Detailed progress information

As the SDS 2004-2006 did not clearly define a measurement framework for progress on commitments, progress in this report is described as complete, complete on-going, incomplete, incomplete on-going, or incomplete target withdrawn. Provided are definitions for each descriptor.

Complete - When all work has been completed to fully implement the target as described in the original SDS 2004-2006, the target is described as complete.

Complete on-going - When work has been completed to implement the target, but either the target requires ongoing attention or implementation will continue under SDS 2007-2010, the target is described as complete on-going.

Incomplete - When no work has been completed to implement the target as described in the original SDS 2004-2006 during the Strategy time period, but the target is still relevant to the department, the target is described as incomplete.

Incomplete on-going - When the target has not been fully implemented, as described in the original SDS 2004-2006, but implementation will begin under SDS 2007-2010, the target is described as incomplete on-going.

Incomplete withdrawn - When no work has been completed to implement the target during the Strategy period, and the target is no longer considered relevant by the department, the target is described as incomplete withdrawn.

Theme 1: Consultation and Joint Decision Making

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

1.1.1	<p>To develop a consistent INAC approach to consultations with First Nations and Inuit. Led by Policy and Strategic Direction.</p> <p>Target Revised: <i>To develop an INAC Consultation Framework.</i></p>	<p>Incomplete on-going</p>
<p>After PSD committed to “develop a consistent approach to consultations with First Nations and Inuit”, the Supreme Court of Canada rendered decisions (Haida and Taku River), which found that the Crown, federal and provincial, has a legal duty to consult, and where appropriate, accommodate, Aboriginal groups when the Crown contemplates conduct that might adversely affect the group’s established or potential Aboriginal or Treaty rights.</p> <p>Consequently, the development of a pan-federal approach to consultation and accommodation in relation to Aboriginal and Treaty rights began in 2005 with First Nations, Inuit and Métis groups. A more focussed engagement with these groups will be undertaken in the near future.</p>		
<p>Rationale for Incomplete Target</p> <p>The November 2004 decision redirected efforts towards developing a plan for a federal government approach to Aboriginal consultation and accommodation, that is expected to be completed in the next few years. INAC will ensure that it is consistent with the federal government approach for consultation.</p>		

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

<p>1.2.1</p>	<p>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.</p>	<p>Complete</p>
<p>All regions have been working with Aboriginal organizations and First Nations communities to establish priority setting processes. In many regions, mechanisms were in place to engage Aboriginal organizations and communities through participation on multi-stakeholder committees. Regional offices are using these forums to conduct priority setting exercises. In other situations, regional offices have engaged Aboriginal organizations and communities directly as they develop their work plans.</p> <p>Some regions have been diligent in establishing new priority setting processes. Ontario has held Joint Planning discussions, program conferences engaging First Nations, and a Regional Investment Management Board meeting to discuss joint priorities. The Nunavut region chairs the Regional Program Management Advisory Committee with the Nunavut Tunngavik Incorporated. In Manitoba, regional joint priority setting efforts between INAC and regional First Nation political organizations took place.</p> <p>These processes undertaken by regional offices ensure that mandates and priorities line up between the Aboriginal communities and organizations, and INAC regions.</p>		

<p>1.2.2</p>	<p>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.</p>	<p>Complete</p>
<p>Most regions have established appropriate bodies to address Aboriginal issues interdepartmentally. Atlantic, Ontario, Quebec, Manitoba, Saskatchewan, Yukon, and Nunavut have established or are participating in one or more Federal Council sub-committees that address Aboriginal issues to varying degrees. In B.C., the region participates in a Federal Interdepartmental Committee on Aboriginal Issues which meets regularly to discuss issues of common concern and develops action plans on key priorities. In Alberta, there is participation in the Executive Directors' Forum and the Canada/Alberta/First Nation/Metis Partnership Forum. Ontario began development of a new Intergovernmental Forum to address issues important to both First Nations and government departments.</p> <p>This work has led to increased partnerships between federal agencies and Federal Councils and better horizontal management of Aboriginal issues between federal departments.</p> <p>In Northwest Territories there is no formal mechanism in place to assist the NWT Federal Council address Aboriginal issues interdepartmentally. Aboriginal issues have, however, been addressed to the Council on an ad hoc basis, and the potential exists to continue in this manner.</p>		

<p>1.2.3</p>	<p>To increase Innu participation in decision making in the Atlantic Region with respect to the provision of services and resourcing. Led by Atlantic Region.</p> <p>Target Revised: <i>To increase Innu and Inuit participation in decision making in the Atlantic Region with respect to the provision of services and resourcing.</i></p>	<p>Complete</p>
<p>Many initiatives related to the provision of services and resourcing in the Atlantic region involved Innu and Inuit in the decision making process.</p> <p>The Innu participated in both high level decision making processes and working level project development. A Federal/Innu Main Table, involving Innu, Health Canada, Chief Federal Negotiator and working sub-committees allowed for discussion of political and operational issues at a senior level. There were also annual budget planning and priority meetings held between INAC and Innu. At the project level, a joint horizontal RMAF was developed for the Labrador Innu Comprehensive Healing Strategy with Innu and Health Canada. As well, the Joint Safe House Working Group, consisting of Innu, Health Canada and INAC, developed Safe House Policy Manuals by and for Innu communities.</p> <p>The Region has also established good relations and communication with Nunatsiavut and Newfoundland and Labrador governments and with other federal departments in the region. The Region and Headquarters participate together with Inuit and Provincial governments in a tri-partite Implementation Committee for Labrador Inuit Land Claims Agreement. The Committee has begun discussions on the implementation process and are preparing to appoint Boards and a Secretariat. Although some work has been done, delays in making federal appointments to the Board are slowing progress. The Atlantic Regional Office is also leading creation of a regional federal caucus on Nunatsiavut issues.</p>		
<p>Rationale for Revising Target</p> <p>The target has been revised to include Innu <i>and</i> Inuit participation in decision making in the Atlantic Region. This change reflects the increased working relationship between the Atlantic Region and the Inuit in Nunatsiavut and Newfoundland and Labrador.</p>		

1.2.4	To increase federal support to the Assembly of First Nations of Quebec and Labrador Sustainable Development Institute. Led by Quebec Region.	Complete
<p>One-time funding was obtained for operations and ad hoc activities for the three years of the strategy. Steps have been taken to secure recurring baseline funding.</p> <p>There is now greater co-operation and partnership between the First Nations of Quebec and Labrador Sustainable Development Institute (FNQLSDI) and INAC, Quebec Region. During the SDS3 period, there was co-operation in the areas of climate change, natural resources, consultations, comprehensive community planning, communication and First Nations water management.</p> <p>Increased federal support for the FNQLSDI has allowed it to implement the First Nations Quebec and Labrador's SDS and to review its strategy, as well as promote it to First Nations and partner organizations.</p>		

1.2.5	<p>To establish concrete initiatives with the provinces and the private sector to address First Nation access to natural resources. Led by Regional Operations and Service Support.</p>	Complete
<p>This target was expected to be completed in at least three regions by December 2006. To date, Alberta, Saskatchewan and Ontario have established initiatives to address First Nation access to natural resources.</p> <p>The <i>First Nations Commercial and Industrial Development Act</i> was passed in November 2005. As part of this, Alberta is working on Intergovernmental agreements to allow development of Oil Sands on Fort McKay First Nation lands. Work with other First Nation communities is expected once larger projects are identified. As well, in 2005, 28 Resource Access Negotiations were approved, totalling \$813,706 and involving 19 First Nations. This in conjunction with nine Resource Partnership Program initiatives totalling \$1,059,950 and involving eight First Nations, have increased access for First Nations in Alberta in the development of their natural resources.</p> <p>In Saskatchewan, the <i>Meadow Lake First Nations Framework Agreement Respecting Lands, Resources and Economic Development</i> has been completed and is being reviewed by the Minister. The agreement negotiated primarily by the Tribal Council, Provincial Government and Federal Government focuses on several issues such as land, resources, and economic development.</p> <p>The Ontario Regional Office has funded or assisted negotiation processes between First Nations and industry or Ministry of Natural Resources regarding mining, fishing, forestry and power generation resources. A resource negotiation framework agreement was signed by Grassy Narrows First Nation, Provincial and Federal Government, and Abitibi Consolidated. Three trapping agreements were also finalized between First Nations, Provincial and Federal Government. The agreements provide a way to return traditional family trap lines to First Nations.</p>		

1.2.6	<p>To integrate BC First Nations' key priorities, identified through the dialogue Forums, into regional and operational decision-making processes. Led by the BC Region.</p>	<p>Complete</p>
<p>The Joint Planning and Policy Development Forum process, established in 1999, brings together First Nations and INAC BC Region representatives in an open dialogue forum to discuss, listen, and learn about First Nation goals and aspirations and make recommendations for departmental changes in planning, programs and service delivery in order to improve the quality of life in First Nation communities.</p> <p>Over the past 3 years, the Joint Forum process held four Joint Forums on Professional Development for Band Administrators, Accountability, Economic Opportunities and Sustainable Housing.</p> <p>There are approximately 14 Joint First Nations/INAC Technical Committees addressing issues related to education, housing, capital infrastructure, social development, land and environmental management, economic development, financial management, and capacity building. INAC BC Region has incorporated relevant Joint Forum and joint technical committee recommendations into operational planning, resulting in greater alignment of priorities.</p>		

Theme 2: Long-term Planning

Objective 2.1 To establish an integrated federal planning framework.

<p>2.1.1</p>	<p>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.</p>	<p>Incomplete on-going</p>
<p>Following a workshop with First Nations and a national departmental workshop, a draft Comprehensive Community Planning (CCP) Strategy was completed in December 2005. The strategy was developed to support First Nations in their development and implementation of comprehensive community plans. The department provided both awareness building and capacity building to First Nations through the development and distribution of national and regional planning tools on comprehensive community planning, as well as national and regional presentations and workshops to First Nations, Aboriginal organizations and other federal departments. Several INAC regions are actively supporting First Nation communities in developing and implementing comprehensive community plans.</p> <p>The federal government as a whole is also working towards adopting a more horizontal approach to First Nation community planning through such Treasury Board initiatives as the Aboriginal horizontal framework and the Blue Ribbon panel. INAC has taken a major role in both initiatives. Although this does not replace the need for departmental comprehensive community planning strategy, it complements the work done within the department.</p>		
<p>Rationale for incomplete target</p> <p>The department, while working in cooperation with First Nations, Aboriginal Organizations and other government departments, has not yet completed its federal strategy. This is due to the challenges of working with over 34 departments and a large number of applicable programs. The sheer size and complexity of the federal Aboriginal programming hinders the development of a more horizontal, coordinated approach to supporting community planning.</p>		

<p>2.1.2</p>	<p>To provide support for comprehensive, community-specific planning initiatives in all southern regions. Coordinated nationally by Socio-economic Policy and Programming and delivered by individual regions.</p>	<p>Complete on-going</p>
<p>A national technical Comprehensive Community Planning (CCP) Working Group was formed to develop and share information, tools and training on CCP between relevant regions and HQ sectors and programs. The Working Group is chaired by Headquarters, and includes participants from all regions south of 60, as well as several Headquarters (HQ) sectors and programs. SEPRO also makes awareness building presentations to First Nations on CCP, as requested by Regions.</p> <p>At the regional level, comprehensive community planning has been introduced to varying degrees. Manitoba, Alberta, and Yukon have focussed on awareness building and funding exercises, while other regions have specific communities that have developed and completed CCPs. BC has focussed on building capacity and designing an internal process to support CCP, and has tested the CCP process in five pilot communities. A number of First Nations in Ontario are pursuing strategic community planning initiatives. Saskatchewan has begun the CCP process in four First Nation communities. In Quebec, two CCP pilot projects have been carried out. In the Atlantic, 52% of Atlantic First Nations have completed CCPs as well as a Planning Guide and working groups to implement the Plans. An additional 15% of Atlantic First Nations are in the process of developing CCPs and building capacity.</p>		

2.1.3	<p>To establish a northern development framework to set the context for decision making. Led by the Northern Affairs Program and the northern regions.</p>	<p>Incomplete</p>
<p>The focus for this target shifted away from a Northern Resource Development Framework to implementation of the federal Strategic Environmental Assessment policy in the Northwest Territories region. Considerable effort and investments were made, however, to assess and refine the practicality and feasibility of a northern-focused decision-making framework.</p> <p>Work was done on the framework to develop a draft discussion document stating a vision for the Northern Resource Development Framework. It was anticipated that the Framework would consist of a vision, a northern sustainable development lens and an action plan identifying changes that need to be made to create sustainable decision-making that promotes a clear and efficient resource management regime.</p> <p>In the absence of a departmental framework, the Northern regions have participated in disparate initiatives on development. Nunavut Region participated in the HQ-led paper on Major Project Governance. The NWT shifted its focus from a development framework to implementation of the federal Strategic Environmental Assessment policy. Yukon has participated in the Intergovernmental Forum and the Yukon First Council, both of which may be considered a resource for a northern development framework.</p>		
<p>Rationale for Incomplete Target</p> <p>The inability to define exactly how the Northern Resource Development Framework would be applied to INAC’s business, along with sensitivities regarding the economic, social, environmental balance and a concern about engaging stakeholders from all sectors were key challenges in developing a solid framework. As such, focus shifted towards the Strategic Environmental Assessment policy process.</p>		

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

<p>2.2.1</p>	<p>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.</p>	<p>Complete</p>
<p>The cumulation of multiple initiatives in the Nunavut Region improved human resource capacity. The Regional Office introduced employment initiatives, developed role model posters and visited schools, participated in the Nunavut Mine Training Focus Group, encouraged northern participation in contracting opportunities for remediation of federal contaminated sites, and established the Nunavut Economic Forum to identify and share information on economic development activity.</p>		

<p>2.2.2</p>	<p>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.</p>	<p>Complete On-going</p>
<p>The region dedicated \$2.4 million of its discretionary funding to the Manitoba Capacity Development Initiative in 2004-2005 which was used to support 44 capacity development initiatives that included activities such as: code development, community ratification processes, development of best practices, development of policies and procedures, governance, and planning exercises. The initiative has been well accepted by First Nations and First Nation organizations in Manitoba and has served as a model for other regions.</p> <p>For 2005-2006, \$2,063,815 was allocated to 22 First Nation organizations, supporting 23 capacity development projects through the Professional and Institutional Development Program (P&ID). In 2006-2007, Manitoba will flow \$2,620,508 under P&ID to 29 capacity development projects.</p> <p>Over thirty capacity development projects are ongoing in Manitoba. Ten of these projects encompass best practices and governance structures, eight continue work initiated under the First Nations Governance pilot projects, and the twenty remaining projects are a continuation of capacity work approved in 2003-2004.</p>		

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.	Complete On-going
<p>Since 2003, BC Region has provided over \$4.5 million to BC First Nations for professional development in the areas of: governance (roles and responsibilities of Chief and Council, development of custom codes, constitution development, estates management, Indian Registration and land management); administration (human resources policies and practices, organizational planning and reorganization, etc); and, education (ongoing support for the First Nation Education Steering Committee to provide professional development for First Nation educators).</p> <p>In 2004, INAC BC Region integrated all of its' capacity building efforts and financial support into the Governance and Capacity Building Unit, Lands & Trust Services. This integrated approach allows for a more focussed effort to support capacity building and provide clear and direct access to funds.</p>		

2.2.4	To provide SD awareness-building training for First Nation Economic Development Officers in Ontario. Led by the Ontario Region.	Complete
<p>A Community Economic Advisory Team Ontario (CEATO) was established in Ontario Region to assist with the implementation of the economic development strategy and to advise the region on program management issues. A Community Strategic Planning toolkit was developed and shared with economic development officers at various Economic Development Planning meetings and the Economic Development Officer pilot training was to be expanded. The 1st Annual First Nation Economic Development Officers conference was held. The Conference was entitled "Sustainable Communities" and held various sessions on sustainable development.</p>		

2.2.5	To develop an integrated approach to strategic investments in Atlantic Region communities. Led by the Atlantic Region.	Complete
<p>The Atlantic Region has been active in working with communities, other government departments, and organizations to allow for more coordinated investment in Atlantic Region communities.</p> <ul style="list-style-type: none"> • A strategy was developed to ensure comprehensive community plans are used as a base for decision making. • The Region collaborates with other government departments to coordinate governmental decisions. • As part of the Labrador Innu Comprehensive Healing Agreement, INAC, Health Canada and Canadian Mortgage and Housing Commission have partnered to build safe houses for youth and women at risk in each Innu community in Labrador. The federal partners are also participating in a working group that includes the Province of Newfoundland and Labrador and the Innu, to assist in the development of Innu operating policy manuals for each of the facilities. • Annual Economic Development Plans have been requested, and received, from each First Nation in the region. These plans allow for more efficient and strategic review of investment proposals, and for more coordinated and collaborative federal investment in First Nation economic development proposals. 		

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.	Complete
<p>The Reserve Land and Environment Management Program (RLEMP) was designed in partnership with First Nations wishing to develop increased land management expertise in order to assume greater responsibility for land management on their reserves. It will provide First Nations with the framework to manage lands under the legal requirements of the <i>Indian Act</i>. RLEMP is comprised of three expanded components: 1) a broader range of land and environmental management activities with clearly defined roles and responsibilities; 2) an integrated approach to training; and 3) a new funding formula.</p> <p>A RLEMP Pilot Project with 16 First Nations was completed June 2005. The first technical training program with 16 pilot First Nations was completed in March 2006. The University of Saskatchewan Training Program with 24 Pilot First Nations was completed in March 2007.</p> <p>The development of the RLEMP completes the target. The full implementation of the RLEMP is expected by April 2008.</p>		

2.2.7	To establish a Sustainable Development Risk Capital Fund on a pilot basis. Led by Socio-economic Policy and Programming.	Incomplete Withdrawn
<p>Rationale for Incomplete Target</p> <p>As a result of the government-wide expenditure review, federal departments participating in the proposed partnership negotiation process, including INAC, Environment Canada and Western Economic Diversification did not have the budgetary capacity at the time to meet the Coast Investment and Incentives Initiative matching conditions for the project's original \$60 million investment. While the province of British Columbia announced a 50% contribution to a scaled-down version of the project, subject to participation by federal agencies, it did not include the Risk Capital Fund. There has been no further action by INAC on this project.</p>		

2.2.8	<p>To ensure the BC Region Innovative Housing Initiative incorporates SD principles into its design, development and reporting systems. Led by the BC Region.</p>	<p>Complete Ongoing</p>
<p>Since 2003, there have been numerous changes and improvements to BC Region's delivery of Housing support. Emphasis has been placed on project review and approval to ensure that sustainable materials, construction methods, electrical and other assets are built for durability. BC Region has also undertaken a partnership approach with Canadian Mortgage and Housing Commission (CMHC) and some First Nations to develop strategies, practices and resources that support healthy and durable housing on-reserve.</p> <p>In 2005, the Joint INAC/Capital Policy Development Committee, the Aboriginal Housing Committee, and the CMHC held a Joint Forum on Sustainable Housing. Over 130 participants from various BC First Nations attended this event. It was an opportunity to learn about INAC's and CMHC's Housing support, to make recommendations for change, to be introduced to new sustainable building and housing practices and technology, and to network with other First Nations.</p>		

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

<p>2.3.1</p>	<p>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. Target Revised: <i>Develop tools for measuring the quality of life of Aboriginal people.</i></p>	<p>Complete</p>
<p>In order to identify effective strategies for improving the well-being of Aboriginal people, it is important to know where and how improvements in the various aspects of quality of life have been achieved and where significant gaps continue to exist. A number of tools for measuring the quality of life of Aboriginal people in Canada have been developed. Two of the most important tools are the Registered Indian Human Development Index (HDI) and the First Nations Community Well-being Index (CWB).</p> <p>The CWB was developed by Policy and Strategic Direction as a complement to the HDI. While the HDI measures average levels of well-being among Registered Indians at the national and regional levels, the CWB measures the well-being of individual First Nations communities. The CWB is used to compare well-being in First Nations communities relative to other Canadian communities and to examine the causes and correlates of well-being in First Nations communities in Canada. The CWB also allows for the identification of the prosperous First Nations that may serve as sources of best practices as well as the First Nations that are in greatest need.</p>		
<p>Rationale for Revised Target</p> <p>When this commitment was originally identified, it was anticipated that INAC and the First Nations Statistical Institute (FNSI) would work together on a project intended to assess the appropriateness of a community accounts data collection and analysis system for First Nation communities. FNSI subsequently indicated that it no longer wished to pursue the project. The focus of the work has shifted to include an analysis of indicators from a First Nations community perspective as part of the First Nations Community Well-Being (CWB) Index.</p>		

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.	Incomplete on-going
<p>Rationale for incomplete target The Claims and Indian Government Audit and Evaluation Branch and the Implementation Branch developed a Multi-Year Evaluation Plan in order to address the evaluation of Comprehensive Land Claims in a more strategic and feasible manner. Based on this new evaluation approach it was decided that the Inuit component of the James Bay and Northern Quebec Agreement should be evaluated in the same manner as the other agreements. This is the third and final step in the multi-year plan, and it is to be completed by December 2009.</p>		
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.	Incomplete withdrawn
<p>Rationale for incomplete target Although the Sustainable Development Division and Policy and Strategic Direction initially took steps to identify context and legal obligations related to Agenda 21, Chapter 26 implementation as well as INAC progress and challenges related to Chapter 26 objectives, progress was delayed. Staff and funding was not allocated to conduct further work on this target.</p>		

Theme 3: Water Management

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

3.1.1	<p>To implement a comprehensive First Nations water management strategy over the next five years. Led by Socio-Economic Policy and Programming.</p>	<p>Complete on-going</p>
<p>The First Nations Water Management Strategy has been developed and implemented. The Strategy was created to lower the risk related to drinking water and wastewater systems through the following activities:</p> <ul style="list-style-type: none"> - upgrade or construct new water and wastewater systems; - improve the water quality monitoring program; - establish a sustainable operation and maintenance program for facilities; - enhance training and certification programs of system operators; - raise public awareness in First Nations communities; - develop management protocols and policies; and, - develop clear defined standards. <p>The Strategy has so far achieved the following key results:</p> <ul style="list-style-type: none"> - As of December 2006, 35% of all water operators have achieved certification, which is up from 8% of all drinking water system operators before the start of the strategy in March 2003. - The number of high risk water systems has decreased from 218 at the start of the strategy in March 2003 to 114 as of December 2006. <p>There are still two more years to go before the target date of December 2008, which is why all high-risk systems have not yet been addressed. However, it should also be noted that since 2003, standards have increased, operators have changed, and consequently, some systems have therefore increased to a high-risk ranking, thus slowing progress. In addition, water and wastewater systems must continue to be maintained and operated properly even beyond the 2008 objective. Even when the objectives have been reached, the Strategy will therefore have to continue beyond 2008.</p>		

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.

4.1.1	To develop and implement a management framework to reduce greenhouse gas emissions for Aboriginal and northern communities. Led by the Northern Affairs Program.	Complete
<p>The Aboriginal and Northern Community Action Program (ANCAP) assisted Aboriginal and Northern communities undertaking energy-related initiatives from 2003-2007. A total of \$30.7 million over 4 years was dedicated to climate change and energy initiatives in Aboriginal and Northern communities.</p> <p>ANCAP operated under a completed and accepted Operational Management Guide which formalized a management structure and system. The Operational Management Guide set out a framework for reducing greenhouse gas emissions and accountabilities for the work that was conducted. The ANCAP Management Committee was situated at INAC headquarters which administered the national aspects of the program and approved all funding and major program decisions. INAC regions administered the program regionally through the submission of annual work plans to the Management Committee for approval. All INAC regional representatives and community energy pathfinders received technical training in community-based energy efficiency and renewable energy issues.</p>		

4.1.2	To design and implement a system to measure reductions in greenhouse gas emissions for Aboriginal and northern communities. Led by the Northern Affairs Program.	Complete
<p>A tracking table has been developed which identifies GHG reduction projects in Aboriginal and northern communities. This tabulates total GHG reductions based on actual projects using the projected greenhouse gas reductions for each project. For example, run-of-the-river hydro projects in Ontario displace coal fired generation resulting in very high Greenhouse Gas reductions for the individual projects. The tracking table is updated regularly as new projects come online and start producing power.</p> <p>At the time of development the tracking table was intending to use Environment Canada guidance on greenhouse gas accounting, however, Environment Canada did not introduce their accounting model as anticipated and the table was developed using industry standards and best practices.</p>		

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. Led by the Northern Affairs Program.	On-going Target is expected to be met by the Kyoto reporting period of 2008 to 2012.
<p>Over 200 projects have been completed which will result in reductions of 5 Megatonnes of GHG emissions in the Kyoto period. This is a forecasted reduction based on the estimated reductions from projects built in Aboriginal and Northern Communities. Reference fuel types are used to determine the amount of greenhouse gas displaced by the projects.</p> <p>The calculations use a projected 20-year lifespan from the commissioning date for each of the projects. It is anticipated that the project lifespan will exceed the 20 year period but this length of time was used for ease of calculation and certainty in project life.</p> <p>Typical projects included groundsource heat pumps, solar walls, biomass heating or energy production, energy conservation projects, commercial run-of-the-river hydro facilities and wind farms.</p>		

4.1.4	To develop regional energy management strategies for four INAC regions. Delivered by individual regions.	Complete
<p>All INAC regions have completed Blueprint documents which set out energy management opportunities in their region. These documents provide a summary of the current opportunities in the region for First Nations and Northern communities to reduce energy consumption or develop renewable energy sources. These documents highlight both energy savings that will reduce costs as well as generation opportunities which will generate income.</p> <p>Community Energy Baselines were completed for a large number of the communities and, where available, individual energy efficiency or renewable energy opportunities are presented on a community level.</p>		

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

4.2.1	<p>To define adaptation issues for Aboriginal and northern communities due to the impacts of climate change. Led by the Northern Affairs Program.</p>	Complete
<p>In April 2005, the Northern Climate Change Coordinating Committee (NC4) was created to advise on the development and implementation of the Northern Impacts and Adaptation Strategy. The NC4 includes representation from the three territorial governments, federal departments and several Aboriginal organizations.</p> <p>As part of the Impacts and Adaptation Strategy, a series of risk assessment workshops on the impacts of climate change on Aboriginal and northern communities and INAC activities have been held. The first workshop took place in the Atlantic Region, a second workshop covered the three territories and the other workshops covered the Ontario Region and INAC's HQ Claim Implementing Branch (CIB). In each regional workshop, departmental employees, and federal, Aboriginal and northern partners and decision makers were invited to identify risks related to the impact of climate change on their regions/communities. The HQ CIB workshop focussed specifically on the way in which the broad range of INAC programs and services are affected by climate change. The workshop reports are in development, and will be rolled up into a departmental report once all regions and sectors have held discussions on risks related to climate change.</p> <p>Over 50 impact and adaptation projects were funded over this period. Those projects were mainly contributing to assessing and managing risks related to climate change in order to ensure safe and sustainable Aboriginal and northern communities, developing the capacity to advance impacts and adaptation to climate change at the community/organization level, developing tools on managing risks and community planning, increasing the overall adaptive capacity of communities, and contributing to developing and/or relying on a strong information base integrating science and traditional knowledge.</p>		

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.

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 Sustainable Development Unit.	Incomplete on-going
<p>A Sustainable Development Lens has been developed as a tool to integrate or to assess integration of SD principles into policies and programs. The SD Lens has not yet been put into use and is awaiting approval by senior management.</p>		
<p>Rationale for incomplete target Due to staffing issues, the SD Lens production was delayed. A lens has been drafted but has not yet been approved. Implementation will continue under SDS 2007-2010.</p>		
5.1.2	To develop SD guidelines for economic development and infrastructure programs. Led by Socio-economic Policy and Programming with significant regional involvement.	Complete on-going
<p>Treasury Board approved renewed program authorities March 21, 2005, which authorized the establishment of a regional program management and a national program management committee to provide program management advice in relation to INAC's Community Economic Development component of the Authorities.</p> <p>The development of SD guidelines for economic development programs is on-going and is influenced by regional economic trends. Input and advice is provided by the Regional Program Management Advisory Committee (RPMAC) and the National Program Management Advisory Committee.</p>		

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.	Complete On-going
<p>Research on Aboriginal Women and Economic Development is on-going. In 2006, the Economic Development Branch supported research on potential assistance for Aboriginal women entrepreneurs which would allow them to establish and grow their businesses as well as engage in enhanced trade activity. This research, which identified several models to be further developed through pilot testing, was carried out in conjunction with work being done for APEC on women micro-entrepreneurs which has been supported by Industry Canada. In addition, work has continued on the First Nation, Inuit and Métis Women's Empowerment Strategy. A discussion paper summarizing work to date and identifying four pillars of empowerment, was developed and shared in the fall of 2006. It is expected that this paper, and the work on women entrepreneurs, will be inputs to the National Aboriginal Women's Summit to be held in Newfoundland in June 2007.</p>		

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.	Complete
<p>A conflict resolution model to be used as a tool for administering justice was created and incorporated into the Mi'kmaq public service. Four residents from four Mi'kmaq communities were trained in conflict resolution. A network among members of four Mi'kmaq communities was created and then consolidated.</p>		

5.1.5	Approve and implement the IIAP Environmental Management System. Led by Lands and Trusts Services.	Complete on-going
<p>The Environmental Management System (EMS) at INAC has successfully achieved a majority of its targets and is well situated to be finalized by April 2007. The EMS is spearheaded by the Environmental Stewardship Strategy (ESS), including its related directives and program guides. The ESS lays out the strategic vision for environmental management on reserve. Policy and procedural development under the ESS is nearly complete, with all policy components, directives and procedural guides completed or nearing final approval stages. The development of the Environmental Stewardship Strategy Information Management System (ESSIMS) including components related to contaminated sites, waste and tanks are fully operational and the Environmental Assessment component is nearing completion. The Environmental Learning Regime sessions continue to be held, providing sectoral and regional staff with training in environmental awareness and skill development.</p> <p>The second phase of the ESS is the Environmental Performance Framework (EPF) - an implementation plan and accountability framework for departmental policies and directives with specific sectoral commitments for achieving results in key program areas. The EPF will provide evidence that due diligence is being exercised with respect to departmental environmental obligations, and assurance that environmental risks of departmental operations are managed proactively, systematically and continuously.</p>		

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.	Incomplete on-going
<p>Rationale for Incomplete Target In early March, 2005, Head Quarters (HQ) senior management decided not to proceed with the Geographic Information System's Request For Proposals until more discussions had taken place between HQ and Alberta Region. Since that time, HQ has decided to pursue and embark on a corporate-wide Geomatics solution - the INAC GeoPortal - for disseminating First Nations information to all stakeholders.</p> <p>A first version of the Web Mapping tool was launched on the INAC GeoPortal in November 2005. During fiscal year 2006-2007, INAC Corporate Services initiated the migration to an Enterprise GeoPortal solution with a set of geographic data, tools and services. A prototype was completed in December 2006. The pilot phase will be starting June 29, 2007 and plans are to release a Production version to Intranet and Internet in the Fall of 2007.</p>		

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

5.2.1	<p>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 Sustainable Development Unit in close cooperation with Corporate Services and regional offices.</p>	<p>Complete Ongoing</p>
<p>Multiple strategies were developed as part of this target. A SD awareness strategy was developed with specific awareness raising activities that were completed. SD Vision plaques were distributed throughout the Department. They are located in most boardrooms within headquarters. A yearly calendar was distributed to all staff in 2005. Corporate Services also developed communications strategies for annual awareness activities such as Environment Week, Earth Day and Waste Reduction Week.</p> <p>A separate strategy for the integration of sustainable development into decision making, programs, policies and planning was developed. The strategy focussed on the development of the SD lens for integration of SD into policies and improving the integration of SDS with Departmental plans.</p> <p>These strategies will be updated and implementation will continue under SDS 2007-2010.</p>		

5.2.2	<p>To develop a regional and national “best practices/lessons learned” network. Coordinated by the department’s Sustainable Development Unit in close cooperation with regional offices.</p> <p>Target Revised: <i>To develop a regional and national “best practices/lessons learned” paper.</i></p>	Complete
<p>The Centre for Indigenous and Environmental Research (CIER) completed summaries of 15 First Nation community sustainable development initiatives. Two publications were developed: "Nation to Nation" and “Sharing the Story”. This project was intended to: (1) Provide First Nations who are striving for sustainability with concrete examples of what other First Nations have accomplished and how they overcame obstacles in doing so; (2) Provide First Nations who are implementing sustainable initiatives an opportunity to share their experiences, both positive and negative, with other First Nations; and (3) Help INAC better meet the needs of First Nations through policy and program development.</p>		
<p>Rationale for Revised Target</p> <p>This target was reworded from establishing a network to developing a paper. It was determined that establishing a network was beyond the Sustainable Development Division’s scope.</p>		
5.2.3	<p>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 Sustainable Development Unit.</p>	Incomplete withdrawn
<p>Rationale for Incomplete Target</p> <p>Due to human resourcing issues SDD was required to revise work plans and restructure priorities and, therefore, could not complete this target.</p>		

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

5.3.1	<p>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.</p>	Complete
<p>All regions and sectors have a SD coordinator. The position is not full-time and is only a component of their job. The coordinators were responsible for participating on the National Working Group and contributed to the development of SDS4. They also were involved in ensuring that management was aware of SDS targets, through the development of SDS committees, participation at Executive or Management Committees, and attending workshops and meetings. Some regions, such as Alberta and BC, developed regional implementation plans or processes that were presented to senior management committees.</p> <p>As a result of these efforts, awareness and understanding of SD has increased in most regions.</p>		

5.3.2	<p>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.</p>	<p>Incomplete</p>
<p>This target was completed for Alberta, Ontario, Quebec, Atlantic, BC, Manitoba, and Saskatchewan. In the other regions that were unable to meet this target, SDS remained instilled in the work planning and implementation.</p> <p>The ADM of Lands and Trust Services and the ADM of Socio-Economic Policy and Regional Operations had SDS commitments in their management contracts. The ADM of Corporate Services and the ADM of Northern Affairs have not had SDS commitments in their management contracts. Policy and Strategic Direction and Claims and Indian Government were exempted from this target, as they each had one SDS commitment that was dropped from the strategy.</p>		
<p>Rationale for Incomplete Target</p> <p>In Nunavut, SDS commitments were not included in management contracts of senior managers, but the SD coordinator worked with the senior management team on developing yearly targets in association with the SDS.</p> <p>In the Yukon, sectoral-specific management contracts were not entered into with regional senior managers as the Region was going through Devolution and finalizing the last of the attainable land claim settlements.</p> <p>In NWT, other priorities superceded SDS3 targets within the region in the development of senior management performance contracts.</p>		
5.3.3	<p>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.</p>	<p>Complete</p>
<p>INAC worked with regional First Nation political organizations to identify a series of Manitoba specific, priority recommendations that will enable First Nation communities to work towards achieving sustainability.</p>		

Objective 5.4 To establish environmentally sound management of INAC operations.

<p>5.4.1</p>	<p>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.</p>	<p>Incomplete on-going</p>
<p>The policy review has not been completed, although relevant departmental policies are currently being reviewed as part of the ongoing work to achieve compliance with the new Treasury Board Policy Suite on Assets and Acquired Services. As the policy review is ongoing, gaps have not been comprehensively identified.</p> <p>Some progress, however, has been made. In 2006, an updated policy review project plan was developed by in-house resources and approved for implementation. This new policy review project plan is founded on ISO:14000 EMS principles and leverages Headquarters' role as INAC's corporate authority for the environmental management of internal operations.</p>		
<p>Rationale for incomplete target</p> <p>Initial attempts to implement the policy review determined that this target is considerably more difficult than was originally understood. Policy requirements featured in new TBS Policies transform the policy review initiative into a matter of compliance and risk management, thereby highlighting its degree of priority and propensity for implementation in the coming years.</p> <p>An expanded version of the policy review target has been included in INAC's next SDS in the form of a commitment to implement an Environmental Management System (EMS) for Corporate Services.</p>		

<p>5.4.2</p>	<p>To develop a strategy for the greening of internal operations. Led by the Corporate Services Sector in close cooperation with regional offices. Target Revised: <i>To develop and implement communications strategies to promote environmental awareness among departmental employees and support the greening of internal operations.</i></p>	<p>Complete on-going</p>
<p>An internal action plan was developed in 2006 to outline Corporate Services' overall strategy for greening internal operations, identify CS' environmental management operations, and formalize their relationship with relevant departmental priorities.</p> <p>A multi-year communications strategy was developed for greening of internal operations but it ultimately required support from additional strategies to structure individual events. Communications strategies for each major event related to environmental awareness, such as Environment Week, Earth Day, and Waste Reduction Week, were subsequently developed.</p> <p>The "Sustainable Internal Operations Awareness Tool" (SIOat) was launched in 2004. The SIOat is an internal web-based resource dedicated to promoting environmental awareness among INAC employees. Department-wide campaigns for Environment Week were implemented on an annual basis. Environmental Awareness information was integrated into the orientation package for new employees in 2006. A webpage for Greening Internal Operations was established on the Corporate/Headquarters Intranet site in 2006. "The Green Pages", a quarterly environmental awareness news bulletin for employees was re-launched in 2006.</p>		
<p>Rationale for Revised Target</p> <p>This target was revised to reflect the workplan's focus on communications and environmental awareness among employees, rather than the development of strategic plans centred on the environmental impact of departmental internal operations. Ideally, strategies for greening internal operations would be developed for each region based on the results of the policy review and gap analysis mandated by SDS3 target 5.4.1. Communications focused on environmental awareness and greening internal operations will continue during SDS4 as a component of the Environmental Management System (EMS) for departmental internal operations.</p>		

Appendix B: SDS3 Progress for Multi-regional Targets

<p>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</p>		
Atlantic	yes	Annual joint INAC/APC Executive meetings
Quebec	yes	Incorporate Assembly of First Nations of Quebec and Labrador into strategic planning
Ontario	yes	Joint Planning discussions with First Nations and Tribal Councils
Manitoba	yes	Joint planning process completed
Saskatchewan	yes	Developed comprehensive work plan with Federation of Saskatchewan Indian Nations
Alberta	yes	Participated in Executive Director Forum; Canada/Alberta/FN/Metis Partnership Forum; Capital Investment Committee; Executive Chiefs meeting
BC	yes	Priority setting process has been in place since 1999
Yukon	yes	Developed workplan for Self-Government Secretariat; participated in Yukon Caucus
NWT	yes	Participated in NWT Intergovernmental Forum
Nunavut	yes	Developed Regional Program Management Advisory Committee

<p>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.</p>		
Atlantic	yes	Active in Newfoundland and Labrador, Nova Scotia, New Brunswick in committees addressing Aboriginal issues
Quebec	yes	Federal Interdepartmental Round Table on Aboriginal Issues; Federal Interdepartmental Group on Sustainable Development
Ontario	yes	Developing new Intergovernmental Forum; Worked with federal councils in Thunder Bay and Toronto
Manitoba	yes	Aboriginal Affairs Committee
Saskatchewan	yes	Aboriginal Issues Leaders Board provides oversight to task teams on Aboriginal Agenda
Alberta	yes	Executive Directors' Forum and the Canada/Alberta/First Nation/Métis Partnership Forum
BC	yes	Federal Interdepartmental Committee on Aboriginal Issues
Yukon	yes	Social Action Working Group; Chapter 22 Working Group
NWT	yes	Ad hoc presentations of Aboriginal issues to Federal Council
Nunavut	no	Regional Office participates on four sub-committees

1.2.5 To establish concrete initiatives with the provinces and the private sector to address First Nation access to natural resources. Led by SEPRO, this target is expected to be completed in at least three regions by December 2006.

Alberta	yes	Intergovernmental agreements to develop oil sands; Resource Access Negotiations; Resource Partnership Program initiatives
Ontario	yes	Negotiation processes; Resource Negotiation Framework Agreement; Trapping agreements
Saskatchewan	yes	Meadow Lake Tribal Council Self-Government Framework Agreement

Target 2.1.2. To provide support for comprehensive, community-specific planning initiatives in all southern regions. Coordinated nationally by SEPP and delivered by the individual regions, this target is expected to be completed by December 2006.

Atlantic	yes	52% of communities have completed CCPs, 15% of communities are developing CCPs
Quebec	yes	CCP pilot in two communities
Ontario	yes	Developing a regional approach to CCP
Manitoba	yes	Fund First Nations in activities supporting principles of CCP
Saskatchewan	yes	CCP in four communities
Alberta	yes	Tool kit being finalized for First Nations
BC	yes	Developed tools, resources and regional framework for CCP; Held training workshops; Piloted CCP in five communities
Yukon	NA	Held regional CCP workshop; Developed draft CCP policy
NWT	NA	
Nunavut	NA	

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 Regional Directors, this target is expected to be completed by December 2004.		
Atlantic	yes	Community Relations Unit is lead for SD
Quebec	yes	Designated SD coordinator; Regional Sustainable Development Committee
Ontario	yes	SD champions; Designated SD coordinator; Lead assignments for five SDS themes
Manitoba	yes	In process of reassignment
Saskatchewan	yes	Designated SD coordinator; One individual appointed from Capital, Ec Dev, Social Development, LTS and Corporate Services
Alberta	yes	Designated SD coordinator and SDS spokesman
BC	yes	Designated SD coordinator
Yukon	yes	Designated SD coordinator
NWT	yes	Designated SD coordinator
Nunavut	yes	Designated SD coordinator

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.		
Atlantic	yes	SD commitments included in management contracts since 2004-2005
Quebec	yes	SD clause in management contracts
Ontario	yes	SD commitments in management contracts
Manitoba	yes	SD commitments in management contracts
Saskatchewan	yes	SD commitments in management contracts since 2004
Alberta	yes	SD commitments in management contracts each year of SDS3

BC	yes	SD commitments in management contracts since 2003
Yukon	No	Due to devolution and the lack of Yukon specific targets, SDS targets were not included in Senior Management contracts
NWT	no	Other priorities superceded SDS3 targets in the development of senior management contracts.
Nunavut	no	SD coordinator worked with senior management on developing yearly targets in association with the SDS, but not included in contracts.
NAP	no	SD commitments not included in ADM contract
SEPRO	yes	SD commitments included in ADM contract since 2005
CS	no	SD commitments not included in ADM contract
PSD	NA	PSD had one commitment in SDS3 and this commitment was revised and not expected to be competed within the time frame of SDS3, therefore was not included in Sr Management contracts.
LTS	yes	SD commitments included in ADM contract
CIG	NA	CIG only had one commitment in SDS3 and this commitment was revised and not expected to be competed within the time frame of SDS3, therefore was not included in Sr Management contracts.