



ASSEMBLY OF FIRST NATIONS

ROYAL COMMISSION ON ABORIGINAL PEOPLES AT 10 YEARS: A REPORT CARD

In 1991, the Government of Canada launched the most extensive study and consideration of issues affecting Aboriginal Peoples in the history of Canada. For over five years, the Royal Commission on Aboriginal Peoples (RCAP) engaged, analyzed and carefully considered a balanced strategy to move forward.

A central conclusion was that ***“the main policy direction, pursued for over 150 years, first by colonial then by Canadian governments, has been wrong”***.

The dominant theme presented in the recommendations was that: ***“Aboriginal peoples must have room to exercise their autonomy and structure their solutions”***.

RCAP also presented specific socio-economic targets: ***“To close the economic gap between Aboriginal peoples and non-Aboriginal peoples by 50% and improve social conditions in the next 20 years”***.

RCAP’s comprehensive strategy was based on a rebuilding process as the best and proper way for the revival of the economic, social, cultural and health status of communities and individuals. The strategy was premised on the restoration of relations of mutual respect and fair dealing between First Nations and other Canadians.

REPORT CARD SNAPSHOT

Today, a full 10 years after tabling of RCAP recommendations, the Assembly of First Nations (AFN) has assessed the response and actions of the Federal Government. Relative to a summary of major clusters of recommendations, it reveals the following Report Card:

A	1
B+	2
B-	1
C+	1
C	5
C-	6
D	11
D-	2
F	37

This summary analysis points to a clear lack of action on the key foundational recommendations of RCAP and a resultant lack of progress on key socio-economic indicators. **Based on our assessment, Canada has failed in terms of its action to date.**

RCAP RECOMMENDATIONS

The Commissioners clearly recognized that the relationship between First Nations and Canadian society needed restructuring before positive outcomes could be achieved in economic, health and social aspects of First Nations life. Other independent research has since proven the positive effects of tribal sovereignty and cultural continuity on sustained development and community wellbeing.¹

Key elements of the RCAP restructuring include:

New Royal Proclamation: to reaffirm Canada's respect, recognize harmful actions, affirmation of Aboriginal and Treaty rights.

Recognition of First Nation inherent Jurisdiction: recognition by all governments and specific instruments and processes to recognize and implement First Nation governments.

Machinery of Government: eliminate the Department of Indian Affairs and Northern Development, to be replaced by two federal departments: a Minister of Aboriginal [First Nation, Métis and Inuit] Relations to provide fiscal and policy guidance, including a Crown Treaty office, to the Minister of Indian and Inuit Services.

Treaty Commissions and an Aboriginal Lands and Treaty Tribunal: covering matters of (1) specific claims; (2) Treaty making, implementation and renewal.

Effective Financial Mechanisms: support for First Nations governments through clear policies.

Redistribution of Lands and Resources: through Treaty and Aboriginal rights implementation.

Network of Healing Centres and Lodges: operated under First Nations control, in an integrated service delivery environment.

These restructuring initiatives were **not** implemented by the federal government, and the status quo continues today. The federal response has been limited to providing some funding in targeted areas such as early childhood development, diabetes, housing, sewage infrastructure, some aspects of education reform, water management and social assistance.

RCAP REPORT CARD

The reality for First Nations communities today is *ongoing poverty*, and an increasing gap in living conditions with other Canadians, which were reported during the RCAP hearings. Any major improvements in individual communities or regions have been led by those communities for those communities. Appendix A provides a summary of RCAP recommendations which demonstrates the Canadian Government's performance over the past ten years.

The Reality

No sustained investment in meeting the basic needs of First Nations communities, or in addressing key determinants of health/well-being

First Nations children

- 1 in 4 First Nations children live in poverty, compared to 1 in 6 Canadian children. They have double the rates of disability, and over one third of their homes are overcrowded.
- Year end 2003 data from DIAND indicated that 9,031 First Nations children on reserve were in child welfare, representing a 70% increase from 1995.²
- A recent report has found that 0.67% of non-Aboriginal children were in child welfare care as of May 2005, compared to 10.23% of status Indian children.
- As many as 27,000 First Nations children are currently under care.

¹ The Harvard Project on American Indian Economic Development has linked sustained development to the recognition of effective exercise of tribal sovereignty (the practical assertion by tribes of their right and capacity to govern themselves). UBC researchers Chandler and Lalonde, have repeatedly shown that lowered or absent suicide rates in BC's First Nations youth are related to stronger cultural continuity, or the mechanisms by which communities preserve their cultural past and secure future control of their own civic lives.

² Typically, this data does not include children in care of First Nations operating under self-government agreements.

First Nations homes

- In addition to a higher rate of overcrowding, First Nations homes are about four times more likely to require major repairs compared to Canadian homes and mold contaminates almost half of First Nations homes.
- 1 in 3 First Nations people consider their main drinking water unsafe to drink, and 12% of First Nations communities have to boil their drinking water.
- Six percent (over 5,000 homes) are without sewage services, and 4% lack either hot water, cold water or flushing toilets.

First Nations communities

- First Nations communities ranks 76th out of 174 nations when using the United Nations Development Index 2001. This is compared to Canadian communities who rank 8th.
- Unemployment is over 50%, and rises to over 60% for those without high school completion
- First Nations are more likely to require health services than Canadians: for example, diabetes is at least three times the national average, and tuberculosis is eight to ten times more prevalent among First Nations.
- Life expectancy for First Nations men is 7.4 years less, and 5.2 years less for First Nations women, compared to Canadian men and women respectively.

Canada's Failure to Act

No structural change in the relationship between First Nations and the Canadian government, as recommended by RCAP

- no new Royal Proclamation
- no national framework to guide treaty discussions
- no *Aboriginal Nations Recognition and Governance Act* which would recognize Aboriginal governments as one of three orders of governance in Canada
- no abolishment of DIAND
- no independent administrative tribunal for lands and treaties
- no long term economic development agreements between First Nations or institutions and federal/provincial/territorial orders of government
- no network of healing centres and lodges under First Nations control
- no legislative changes to allow integrated health service delivery across jurisdictions
- no commitment to train 10,000 Aboriginal professionals in health and social services by ten years
- no First Nations jurisdiction over housing
- no Aboriginal Peoples Review Commission

Narrow, limited federal response the Gathering Strength initiative

The federal response to RCAP was, by the Canadian Government's own admission, **limited in scope to a narrow range of recommendations** although it included a statement of reconciliation. Moreover, a lack of political will and commitment has not enabled Gathering Strength to be sustained or effectively implemented across the Government of Canada. **The First Nations Action Plan proposed under Gathering Strength has never been pursued after changes in political leadership.**

Gathering Strength is targeted to important issues, but funds are inadequate. These issues include family violence, whole health intervention and support, housing infrastructure, early childhood education, education for youth and adults, education to prepare for self-government, and the protection of cultural and linguistic heritage.

Assuming a conservative 6% need (to account for population growth and inflation, which is equivalent to what has been granted under the Canada Health and Social Transfers), compared to the 2% funding cap in DIAND funding, the lost funds to communities since 1997 have been over \$10 billion. Gathering Strength has filled only \$2.379 billion of this gap, leaving a **shortfall of approximately \$7.914 billion.**

Inadequate funding growth for health programs, capped at 3% for ten years

All new targeted health programs announced after 1996/97 do not receive **any** annual growth.

New health program funding, such as Maternal Child Health, is often inadequate and only selected communities can benefit from the funds.

A health funding **shortfall of close to \$2 billion** is expected over the next five years.

Over the next two years, individual communities will experience an average gap of 9% in 2006/07 and 14% in 2007/08 between what they will receive in health funding and what is actually needed.

A fiscal imbalance when compared to federal transfers to the provinces and territories

Growth of Canada Health and Social Transfers has greatly outpaced the capped growth to First Nations from DIAND and Health Canada.

- The CHST has grown at an average rate of 6.6% per year. By 2009/10, these transfers will have increased by 33% over five years.
- The Ten-Year Plan to Strengthen Health Care signed in September 2004 and legislated through to 2013/14 provides for annual increases of 6% to the CHST

The Equalization Program has received a total increase of \$10.9 billion in the past two years, and receives a 3.5% increase annually on a ten-year track which started in 2004.

Lack of federal commitment to First Ministers Meeting on Aboriginal Issues Accord in Kelowna 2005

The First Nations Plan included as part of the overall Accord was aimed at closing the gap in poverty between First Nations and Canadians.

It targeted key determinants of poverty and was based on improving the relationship between First Nations and federal, provincial and territorial governments.

It was fully endorsed by all parties of the FMM.

MOVING FORWARD: THE FIRST NATIONS PLAN FOR CREATING OPPORTUNITY

Important opportunities are being missed which would improve the poverty conditions experienced by First Nations and increase the productivity and competitiveness of Canada for all Canadians.

The First Nations population has a growth rate that is over three times the Canadian rate. Whereas Canada's dependency rate is increasing (meaning that more citizens will be dependent than contributing to the tax base), with First Nations, over 50% of the population is under 23 years of age and can significantly contribute to the ranks of the working population in the future. Stable First Nations governments are enhancing opportunities for economically successful private partnerships. For example, the resolution of land claims is advancing the Mackenzie Valley Pipeline project.

Opportunities to modernize the First Nation economic framework will increase the capacity for regional and national economic growth and employment.

New fiscal arrangements encompassing resource revenue sharing agreements and improved impact benefit agreements will provide a climate for long term investment and a sustainable base for First Nations economies.

Of course, a noteworthy success is the establishment of the Aboriginal Healing Foundation and the Residential Schools Agreement. In 1998, the Canadian Government included as a cornerstone to *Gathering Strength* a \$350 million investment to support community-based healing of residential school survivors. The AHF was created that year and has since committed \$378 million to 1,346 community-based grants.

On November 23, 2005, an agreement-in-principle was reached that set out a comprehensive approach that would include: a lump sum payment for all survivors to compensate for loss of language and culture resulting from the schools; a more efficient and effective process to deal with serious claims of abuse; a national "truth-telling" commission to bring greater understanding and awareness of this issue; and expedited compensation payments for the elderly. Based on the agreement-in-principle, the final agreement was struck. A 5-year commitment of \$125 million was made by the federal government to continue healing initiatives. The Indian Residential Schools Settlement process, approved by Cabinet in May 2006, has been initiated that will total \$1.9 billion for survivors.

RCAP Recommendations Addressed to First Nations

RCAP targeted a series of recommendations specifically to First Nations governments. However, federal inaction has prevented many communities from making progress towards fulfilling these, despite their best efforts. Notwithstanding, some First Nations governments have made noteworthy contributions, and a few examples are described below.

Volume 2 Recommendations Addressed to First Nations

Recommendation	RCAP #	Status
First Nations to adopt citizenship criteria which reflect Aboriginal nations as political and cultural entities, not racial groups. Criteria to be aligned with the Canadian Charter of Rights and Freedoms and international norms and standards concerning human rights	2.3.10 – 2.3.11	AFN Renewal Commission and Citizenship initiative.
First Nations citizens living on their territory pay personal income taxes to their First Nations governments	2.3.20	Revenue generation strategies explored by several First Nations. First Nations Taxation Board created.
First Nations develop and implement strategies for rebuilding their nations and reclaiming nationhood (use consensus, involve cultural revitalization and healing processes)	2.3.29	In every region of the country, First Nations are re-establishing and re-building Nations: Anishinabek Nation, Iroquois Confederacy, FSIN's Treaty governance processes (exploratory Treaty table), and including work in specific sectors, such as the Treaty 6 Tipi model for self-governance in health.
First Nations institute strategies for accountability and responsibility in government	2.3.39 – 2.3.41	AFN Renewal process recommended a First Nations Auditor General and Ombudsman.
First Nations organizations and gov'ts assign a high priority to the provision of child care services (re: employment and business development initiatives)	2.5.44	First Nations lobbied effectively for provision of enhanced investments in early learning and child care which have since not been honored by the federal government.

Volume 3 Recommendations Addressed to First Nations

Recommendation	RCAP #	Status
Community codes of behavior are created which reflect community ethical standards, and encode the responsibility of all citizens to create and maintain safe communities	3.2.9	Again, several examples can be noted such as Model Privacy Codes, bylaws to implement smoke-free public spaces etc.
First Nations controlled post-secondary education institutions to create regional boards and/or a Canada-wide board	3.5.27	For example, First Nations University in Saskatchewan
Elders to be reinstated to an active role in the education of First Nations children and youth in First Nations controlled schools	3.5.28	Elders exercise a key role in Aboriginal Head Start programming

Volume 4 Recommendations Addressed to First Nations

Recommendation	RCAP #	Status
Full and fair participation of First Nations women in the governing bodies of all Aboriginal health and healing institutions	4.2.2 – 4.2.3	AFN Women's Council is championing development of a First Nations gender balanced framework, coordinated by AFN Health Secretariat.
First Nations gov'ts and organizations accord higher priority to youth programming	4.7.11	First Nations advocated strongly for a national First Nations youth suicide prevention strategy, announced in 2004. The AFN Youth Council has developed a youth leadership curriculum entitled CEPS (Cultural/Economic/Political/Social).

APPENDIX A RCAP REPORT CARD: OVERVIEW; GRADE F

VOLUME 1

Recommendation	RCAP #	Status	Grade
Aboriginal History Series Project	17.1 - 17.2	Not implemented	F
Public Inquiry into Residential School Abuse	1.10.1 – 1.10.3	No public inquiry, however establishment of the Aboriginal Healing Foundation, the Indian Residential Schools Canada and the completion of the Indian Residential School Settlement Agreement	B+
Remedies for the injustice of relocation of communities	1.11.1 – 1.11.13	Davis Inlet relocation, now Kashechewan, but only relocation/program costs and no remedies being considered	F
Remedies for the past discriminatory policies related to Aboriginal veterans: acknowledge contributions, appoint ombudsman, establish a non-profit foundation in honor of Aboriginal veterans	1.12.1 – 1.12.4	Acknowledgement of contributions and a preliminary settlement of \$10,000 per veteran offered. Most veterans have refused to accept this. No organizational support offered.	C

VOLUME 2 TREATIES

Recommendation	RCAP #	Status	Grade
Fulfill, implement and renew treaties	2.2.2 – 2.2.4	FSIN and Canada are utilizing the Office of the Treaty Commissioner to explore implications of Treaty implementation.	F
New treaties: replace existing comprehensive claims policy, assume a broad base for matters to be discussed in treaty negotiations	2.2.6, 11, 5	No national treaty policy.	F
Promulgate a Royal Proclamation, and enact companion treaty legislation	2.2.7 – 2.2.14	Not implemented	F
Permanent, independent and neutral treaty commissions (federal, provincial, territorial)	2.2.15 - 2.2.17	Not implemented. FSIN presently trying to strengthen the Office of the Treaty Commissioner mandate and ensure its independence. As well, there is a Treaty Commissioner in BC.	F
Canada-Wide Framework Agreement to guide treaty negotiations	2.3.28	No	F

GOVERNANCE

Recommendation	RCAP #	Status	Grade
Recognition of the Aboriginal right to self-determination	2.3.2 – 2.3.3	No progress since 1994 inherent right to self-government acknowledgement in INAC policy. However this policy has now so narrowly circumscribed this right and created protracted negotiation processes that effectively inhibit real progress and engagement of First Nations. One significant advancement made is the Crown-First Nations Political Accord on the Recognition and Implementation of First Nation Governments – May 2005 but actual progress and commitment have been made to invest in new processes and secure implementation.	C-
Recognition of the scope of the inherent right of Aboriginal self-government, and its vestment in nations	2.3.4 – 2.3.7	Not recognized in legislation	F
Recognition of the dual citizenship of Aboriginal people	2.3.8 – 2.3.11	Not implemented	F
Recognition of Aboriginal governments as one of three distinct orders of governance in Canada, and type/scope of financing arrangements	2.3.12 – 2.3.26	Not implemented	F
Establishment of an Aboriginal Nations Recognition and Government Act	2.3.27	Not implemented	F
Aboriginal Government Transition Centre (assist with the transition to self-gov't)	2.3.3 - 2.3.38	After being a major Government announcement, several times, a National Centre for First Nations Governance is finally launching now. However, unlike RCAP direction, the Minister has largely appointed members of the governing body, with no accountability to First Nation governments collectively or individually.	C
Collaboration with Aboriginal gov'ts and organizations in Statistics Canada data collections; provision of information systems in support of self-government	2.3.42 – 2.3.44	Discussions between First Nations and Statistics Canada have not been productive (e.g. most First Nations did not participate in the 2001 Aboriginal Peoples Survey). First Nations have launched their own national survey with temporary funding arrangements, supported by only one federal department.	D

RESTRUCTURING FEDERAL INSTITUTIONS

Recommendation	RCAP #	Status	Grade
Abolish INAC, establish a Department of Aboriginal Relations and Department of Indian and Inuit Services	2.3.45 – 2.3.50	Not implemented	F

INTERNATIONAL HUMAN RIGHTS

Recommendation	RCAP #	Status	Grade
Extension of Canada's international responsibilities on human rights to include Aboriginal Peoples of Canada	2.3.1	Not implemented. Note: Canada was one of two countries that voted against the United Nations Declaration on the Rights of Aboriginal People in June 2006	F

LAND AND RESOURCES

Recommendation	RCAP #	Status	Grade
Adoption of principles related to Aboriginal Title in land	2.4.1	Not implemented	F
Provision of land sufficient to foster Aboriginal economic self-reliance, and cultural and political autonomy	2.4.2 - 2.4.23	Existing mechanism is very slow. The Additions to Reserve (ATR) policy shows how ineffective the claims policy is, as it is a way for First Nations to acquire land for economic development in the absence of a claims resolution. ATR processes are extremely lengthy. Note: when a legal entitlement from a claims settlement exists and is settled on a timely basis, there should be no need for an ATR. The federal response has been to introduce legislation although a severe lack of consultation was noted amongst First Nations. (First Nation Commercial and Industrialization Act, Bill C-71)	F
Establishment of an independent administrative tribunal: the Aboriginal Lands and Treaties Tribunal	2.9.29 – 2.4.41	Not implemented. There have been attempts to reform the Indian Claims Commission, but change has not occurred. A joint task force on claims (had First Nations rep) created recommendations which were not taken up by government.	D
Interim protocol on specific claims, to expand First Nations land base on an interim basis	2.4.43 – 2.4.47	Not implemented	F
A new approach to lands and resources, and interim measures to improve Aboriginal peoples access to resource-based economies: forestry; mineral, oil and natural gas resources on reserves; resources on Crown lands; wildlife harvesting; trapping; water resources; water rights for hydro development, and shared management of water resources (amended Canada Water Act)	2.4.48 – 2.4.77	Not implemented –no resource revenue sharing protocol in existence. No standards in place for impact benefit agreements nor an overall policy to encourage revenue or facilitate revenue sharing agreements	F
Co-jurisdiction or co-management of lands and resources	2.4.78	Some co management regime examples under land claim agreements, such as those with the Gwich'in, Sahtu, Dene and Inuvialuit in the north	C
Recognition of Aboriginal ownership and management of cultural and historic sites	2.4.58 – 2.4.61	Some recognition in northern land claim agreements, but no national direction outside of self-government	C

ECONOMIC DEVELOPMENT

Recommendation	RCAP #	Status	Grade
Development of FPT long term economic development agreements with Aboriginal nations or institutions	2.5.1 – 2.5.5	Not implemented – no new fiscal arrangements. No transfer of economic programs and capacity to First Nations; massive (30% then followed by 10%) cuts to economic development resources at the local level. Authority and control over economic programs continues to be maintained at federal levels. No support to communities to establish policies.	F
Establishment or strengthening of Aboriginal institutions for the management and development of Aboriginal lands and resources	2.5.12 - 2.5.13	Increased access to lands and resources is a very slow process; economic benefits suffer as a result. No economic education and economic policy initiatives, and very limited economic program and services infrastructure support locally or regionally.	F
Financing of Aboriginal economic and business development through micro-business lending and support programs, revolving community loan funds, access to equity capital. Strengthening Aboriginal capital corporations and forming Aboriginal venture capital corporations.	2.5.22 – 2.5.32	Aboriginal Capital Corporations have limited funding, however, no policy framework to fit into. Economic development overall has had successive years of cutbacks.	C-
Establishment of a National Aboriginal Development Bank	2.5.33 – 2.5.34	No national institution, have been some individual initiatives (e.g. First Nations Bank of Canada, an initiative which was undertaken prior to RCAP)	F

ECONOMIC DEVELOPMENT CONTINUED

Recommendation	RCAP #	Status	Grade
Funding of a major ten-year initiative for employment and training of Aboriginal people	2.5.36 – 2.5.37, 2.5.40	<p>This was a commitment of the First Ministers Meeting 2005 which has not been honored where the concept for a First Nation economic blueprint was proposed.</p> <p>Conversely, over the past fifteen years, First Nations have been met with cuts and frozen resources for economic opportunity and labour market development – and an economic reality of a young population that is becoming “of age” to enter the labour force but often ill-equipped to do so.</p> <p>No targeted training program integration. Limited effort to link economic opportunity and job shortages. No special programming to address numeracy, literacy and special adult learning requirements to become workforce ready.</p>	F
Establishment of FPT roles, policies and funding mechanisms in child care	2.5.42 – 2.5.45	<p>No national policy or adequate funding mechanism. \$200 million in investments targeted to First Nations living on-reserve and in Northern communities have been lost since the inception of the new Conservative government’s Universal Child Benefit. No specific First Nations strategy being considered under the Child Care Spaces Initiative.</p>	D
Support for innovative social assistance initiatives, and Aboriginal control over the design and administration of social assistance programs	2.5.47 – 2.5.52	<p>Some evolution of the Income Assistance policy underway under a new Social Policy Framework developed jointly between INAC and AFN. Advancing the framework has, however, been faced with ongoing delays and support from the existing federal government is unclear.</p> <p>Strategic initiatives between social and economic development have not been addressed.</p>	C-

VOLUME 3

THE FAMILY

Recommendation	RCAP #	Status	Grade
Agreements with FPT governments on the authority of Aboriginal nations and their communities for child welfare, and in relation to FPT laws, provision of block funding to agencies, authorization of voluntary agencies under PT law to act in the field of child welfare	3.2.4 – 3.2.5	First Nations agencies work under delegated authority. Little to no progress on First Nations securing jurisdiction in this area	F
Recognition of the field of family law as a core area of Aboriginal self-governing jurisdiction, and the validity of Aboriginal customary law in areas of family law	3.2.10 – 3.2.12		F

HEALTH AND HEALING

Recommendation	RCAP #	Status	Grade
Recognition of health of a people as a core area for the exercise of self-government by Aboriginal nations	3.3.2	Not implemented. Health transfer provides only administrative flexibility, which in light of current fiscal constraints, have resulted in an impoverishment of community health budgets (i.e. mounting deficits). Northern First Nations that have negotiated self-government agreements have been excluded from receiving some targeted health programs. Less than a handful of positive examples can be identified.	F
Develop a framework whereby agencies mandated by Aboriginal governments can deliver health and social services under provincial or territorial jurisdiction	3.3.3	Not implemented	F
Develop a network of healing centres and lodges, operated under Aboriginal control, in both rural and urban settings on an equitable basis	3.3.5, 3.3.6, 3.3.9 - 3.3.11	Not implemented	F
Adapt FPT legislation, regulations and funding to promote integrated service delivery, collaborative FPT and local efforts in health services, and pooling of resources from FPT, municipal or Aboriginal sources	3.3.7	Pilot project research through the Health Transition Fund (Health Integration Initiative). No adaptation of legislation or regulations, which would ensure the provision of permanent funding and pooling of resources.	D
Formation of regional Aboriginal planning bodies in new areas to promote equitable access to appropriate services and strategic deployment of resources.	3.3.12	Not implemented	F
Develop a comprehensive human resources development strategy	3.3.13	Some limited activity (e.g. inventory) undertaken by the National Aboriginal Health Organization.	D
FPT commitment to train 10,000 Aboriginal professionals over a ten year period in health and social services	3.3.14, 3.3.16	Announcement in 2004 of an Aboriginal Health Human Resources Initiative, however, roll-out is only now beginning and over 25% of the 2006-07 budget is being retained within FNIHB operations. Only 4% of funding to date will be accessible to First Nations communities.	C-
Cooperation to protect and extend the practices of traditional healing and explore their application to contemporary Aboriginal health and healing problems	3.3.21 – 3.3.23	Only limited exploration under the National Aboriginal Health Organization to date, i.e. discussion papers and support of dialogue among traditional midwives.	C-

HOUSING

Recommendation	RCAP #	Status	Grade
Provision of additional resources for construction, upgrading and operation of water and sewage systems to ensure adequacy of these systems in five years	3.4.4 – 3.4.5	Federal investment in 2003 of \$1.6 billion over a five- year period	B-
Federal provision of resources supplemented by First Nations people in a 2:1 ratio or as necessary to achieve adequate housing within ten years	3.4.7	Based on Auditor General criticism, obtained \$265 million as a stop gap	C-
First Nations assumption of jurisdiction over housing, and develop institutions to administer housing and tenure regimes and deliver housing programs with financial support from the federal government	3.4.10 – 3.4.11	In 1997, federal gov't developed a new First Nations housing policy for the creation of local housing authorities – with the goal of creating market based housing. Some resources provided (one year minor capital for investment). Authorities have been created for off reserve, however, on reserve housing is based on existing approach whereby only resources available are for down payments on housing, and First Nations assume landlord roles.	C+
Federal gov't engage the PT governments in a strategy to meet the housing needs of Aboriginal people living in non-reserve communities in ten years	3.4.12, 3.4.14	No new investment to the urban and rural housing program occurred until Bill C-48 (\$300 million to north and \$300 million to urban). Resources are not sufficient to meet need.	C

EDUCATION

Recommendation	RCAP #	Status	Grade
Recognition of education as a core area of Aboriginal self-government	3.5.1	Noted in recent comprehensive claims agreements (Labrador Inuit) and Nisga'a Treaty settlement, but not adopted and applied by the federal government universally.	D
Development of Aboriginally controlled education systems	3.5.2	Despite recent consideration of new policy frameworks and a new legislative framework, First Nations education remains under the administrative confines imposed by INAC.	F
FPT cooperation to support an integrated early childhood funding strategy	3.5.3	Not implemented. In fact, a \$100 million investment to invest in integrated Early Learning and Child Care among First Nations living on-reserve, and a second investment of \$100 million accessible to First Nations living in Northern communities have been withdrawn from the new Conservative Government. Two series of regional consultations by First Nations on a harmonized early childhood development approach are being ignored by this federal government and no First Nations process to consider the new Child Care Spaces Initiative has been committed.	F
Fulfillment of the federal government obligations to treaty nations by supporting a full range of education services, including post secondary education, for members of treaty nations where a promise of treaty education appears in treaty texts, related documents or oral histories of the parties involved.	3.5.20	Not implemented. Federal stance remains that post-secondary is a matter of social policy, not a right. This narrow interpretation of education directly contravenes constitutional principles of interpretation.	F
Increased federal funds for post secondary education to meet demand	3.5.21	A 2% annual cap on post-secondary expenditures has existed since 1996. This has caused an extensive waiting list for First Nations students and inhibited the growth of First Nations controlled post-secondary institutions.	F
FPT collaboration with Aboriginal governments to establish and support post secondary institutions controlled by Aboriginal people	3.5.26 – 3.5.27	No movement to date despite growth and proliferation of First Nations controlled post-secondary institutions.	F

EDUCATION CONTINUED

Recommendations	RCAP #	Status	Grade
Establish an Aboriginal Peoples' International University	3.5.32 – 3.5.33	No movement to date, despite establishment of a National Association of Indigenous Institutions of Higher Learning (NAIIHL).	F
Establish an electronic clearinghouse to facilitate the free flow of information	3.5.34	Small budget for electronic clearinghouse under Gathering Strength but no realistic plan or objective developed with First Nations.	D
Establish a statistical clearinghouse controlled by Aboriginal people	3.5.35	Federal government created a First Nations Statistical Institute which may collect education data. However, the founding legislation does not enable control by First Nations, establishing FNSI as a Crown Corporation, and places the institution under the authority of the Statistics Act.	D
Establish a national documentation centre to research, collect, preserve, and disseminate information related to residential schools, relocations and other aspects of Aboriginal historical experience	3.5.36	Not implemented.	F
Establish a Canada-Wide Aboriginal Human Resources Inventory	3.5.44	Not implemented.	F

ARTS AND HERITAGE

Recommendation	RCAP #	Status	Grade
FPT initiatives to inventory sacred and historical sites, review legislation of these sites, and ensure Aboriginal involvement in the management of cultural artifacts	3.6.1 – 3.6.3	Not implemented.	F
Review of federal legislation on the protection of intellectual property to ensure that Aboriginal interests and perspectives are adequately protected	3.6.7	Minimal progress. Canadian Heritage hosted “National Gatherings” on artistic expression, culture and tourism, and Indigenous knowledge for policy and programming purposes. While there were proposed amendments to Copyright legislation in 2005, there were no references to First Nations issues. That legislation died on the order papers.	D-
Federal endowment of an Aboriginal Languages Foundation	3.6.10	Funds (\$172.5 million) originally allocated for Task Force on Aboriginal Languages. Remaining \$160 million to implement Task Force Report removed from budget in 2006.	D-

VOLUME 4

Recommendation	RCAP #	Status	Grade
Establish Aboriginal youth centres and youth camps	4.4.1 – 4.4.2	Youth intervenor program has little resources. Communities have to draw on resources from other health and social programs to create these activities, and so, often they are dependent on community volunteers versus full-time funded youth program coordinators.	D
Establish an Aboriginal sports and recreation advisory council	4.4.3 – 4.4.5	Aboriginal Sports Council created, but resources remain insufficient at the community level.	B+
(North) Establish a treaty commission at the request of Dene communities	4.6.2 – 4.6.5	Not implemented	D
(North) Establish a task force to review all social assistance and income support programs across the territorial north	4.6.12 – 4.6.14	Not implemented	D

VOLUME 5

Recommendation	RCAP #	Status	Grade
Develop legislation to establish an Aboriginal Peoples Review Commission which would report annually to Parliament	5.1.2 – 5.1.4	Not implemented	F
Parliament and national Aboriginal organizations to jointly designate a National Peoples Day	5.4.7	National Aboriginal Day established as June 21 of each year (enacted by the Governor General on June 13, 1996)	A



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