



Department of Justice
Canada

Ministère de la Justice
Canada



**Annual progress report
on implementation of the
*United Nations
Declaration on the
Rights of Indigenous
Peoples Act***

June 2022

Canada 

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Minister's message



I am honoured to table the inaugural annual report regarding progress made on implementing the *United Nations Declaration on the Rights of Indigenous Peoples Act* (UN Declaration Act).

The UN Declaration Act creates a lasting and action-oriented framework to advance federal implementation of the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) in partnership with Indigenous peoples. It ensures sustained and continued efforts to uphold the human rights of Indigenous peoples now and in the future and contains measures to hold the federal government accountable. This transformational and multi-generational work is a critical step towards recognizing, promoting, protecting, and upholding the human rights of Indigenous peoples in Canada.

This first annual report denotes the starting point of the historic work to implement the UN Declaration Act at the federal level, as the Government of Canada moves from legislated commitments to taking tangible action in partnership with First Nation, Inuit and Métis partners.

Since June 2021, the Government of Canada has begun to put the building blocks in place inside of Government to enable effective implementation of the Act. Progress to date has included the creation and staffing of a new Secretariat within the Department of Justice Canada to fully support the implementation work happening with Indigenous partners and across all Government departments. Early work has concentrated on providing funding to support the participation of Indigenous peoples in the process to develop the action plan and other measures required by the Act, including support for Indigenous-led consultations. Focus has also been on working with First Nations, Inuit and Métis to identify initial priorities to help shape the draft action plan and to begin to identify potential measures for aligning federal laws with the UN Declaration.

Efforts have also been made to educate, inform and advise Government departments on roles and responsibilities as we make progress together.

Together with First Nations, Inuit and Métis, we are charting a new way forward toward reconciliation – toward a new relationship and the promise of a more fair and equitable Canada for all.

I want to thank all our Indigenous partners who walked with us on this journey thus far. Your efforts ensured that the UN Declaration Act became law, a law that provides a clear vision for the future.

The next step has already started: together we are developing the UN Declaration Act action plan. This plan will ground us, guide us, and allow us to ensure the human rights of Indigenous peoples in Canada are promoted, protected and respected.

I look forward to providing you with these annual progress reports as we move forward, as we take more action to fully implement the UN Declaration in the spirit of lasting reconciliation, healing, and cooperative relations.

The Honourable David Lametti, P.C., Q.C., M.P.
Minister of Justice and Attorney General of Canada

“We are creating a renewed relationship with First Nations, Inuit, and the Métis Nation – based on recognition of rights, respect, collaboration, and partnership. While we ceaselessly address longstanding inequalities in housing, health care, education, and more, the UN Declaration Act is the transformative, integral piece that supports every facet of this critical work. We are making progress, but there is still much work to be done. We are unwavering in our pursuit of equality for all.”

— *The Rt. Hon. Justin Trudeau, Prime Minister of Canada*

Introduction to the United Nations Declaration on the Rights of Indigenous Peoples and setting the context for this report

The [United Nations Declaration on the Rights of Indigenous Peoples](#) (the “UN Declaration”) is a comprehensive international human rights instrument addressing the rights of Indigenous peoples around the world, adopted by the United Nations General Assembly in September 2007.

As a comprehensive statement that describes the collective and individual rights of Indigenous peoples, the UN Declaration outlines the minimum standards essential for the cultural survival, dignity, and well-being of Indigenous peoples around the world. The Declaration covers a wide range of civil, political, economic, social and cultural rights. These rights generally reflect the international human rights obligations set out in international human rights treaties to which Canada is a party.

These include rights related to:

- Equality and non-discrimination
- Self-determination, self-government and recognition of treaties
- Lands, territories and resources
- Environment

- Civil and political rights
- Participation in decision-making and Indigenous institutions
- Economic and social rights, including health
- Implementation and redress
- Culture, religion and language
- Education and media

The UN Declaration is the result of almost 25 years of work and collaboration between United Nations Member States and Indigenous peoples from around the world, including Indigenous leaders from Canada, who played a significant role in its development, including drafting and negotiating.

In 2016, the Government of Canada endorsed the UN Declaration without qualification and committed to its full and effective implementation. This endorsement confirmed Canada’s commitment to a renewed, nation-to-nation, Inuit-Crown and government-to-government relationships with Indigenous peoples – a relationship based on recognition of rights, respect, co-operation and partnership.

United Nations Declaration on the Rights of Indigenous Peoples Act

“The path to a better Canada is truth – a true and honest story of lived experience – and reconciliation, or wītaskīwin – Cree for restoring good relations founded on respect and peaceful co-existence. Through wītaskīwin, the goal is upintowin – ‘lifting each other up’. For true Reconciliation, it will take all of us working together.”

— *Grand Chief Wilton Littlechild*

Article 38 of the UN Declaration notes that, “States, in consultation and cooperation with Indigenous peoples shall take the appropriate measures, including legislative measures, to achieve the ends of this Declaration”.

Consistent with Article 38, the [United Nations Declaration on the Rights of Indigenous Peoples Act](#) (the Act) came into force on June 21, 2021, providing a framework for the Government of Canada’s implementation of the UN Declaration. The Act was developed collaboratively and in partnership with Indigenous peoples. This ongoing collaboration provides a solid foundation for implementation, and provides guidance for future consultation and cooperation with Indigenous peoples. This legislation advances

the implementation of the UN Declaration as a key step in renewing the Government of Canada’s relationship with Indigenous peoples and enabling Indigenous peoples to fully and effectively exercise their human rights.

The implementation of the Act will help to advance the joint work needed to implement the Declaration at the federal level in Canada, forging stronger relationships with Indigenous peoples and advancing reconciliation. By contributing to the protection and promotion of the human rights of Indigenous peoples, implementation of the UN Declaration is meant to confront the legacy of Canada’s colonial history and build a better future together.

The implementation of the Act continues the Government of Canada's commitment to respond to the [Truth and Reconciliation Commission's Call to Action 43 and 44](#). Additionally, implementing the Act responds to the Call for Justice 1.2 from the [National Inquiry into Missing and Murdered Indigenous Women and Girls Final Report](#).

This Act requires the Government of Canada, in consultation and cooperation with Indigenous peoples, to:

- Take all measures necessary to ensure that federal laws are consistent with the UN Declaration (section 5)
- Prepare and implement an action plan to achieve the objectives of the UN Declaration (section 6)
- Prepare annual reports on progress and table them in each House of Parliament (section 7)

The action plan must be completed by June 2023, within two years after the Act's coming into force, in consultation and cooperation with Indigenous peoples. After it is completed, the action plan must be tabled in each House of Parliament and then made public pursuant to section 6. The following timeline outlines the steps to meeting these obligations. It may need to be adjusted over the consultation and cooperation period:

Timeline



Purpose and scope of annual reporting

Section 7 of the Act requires the Minister of Justice to, in consultation and cooperation with Indigenous peoples, report annually on progress in relation to “the measures taken under section 5 and the preparation and implementation of the action plan referred to in section 6”. These annual reports provide transparency and ensure accountability for the work to implement the Act as it progresses.

This first report outlines progress made between June 2021 and March 2022 towards ensuring the consistency of laws and development of the action plan in consultation and cooperation with Indigenous peoples. This period

included the creation of the United Nations Declaration on the Rights of Indigenous Peoples Act Implementation Secretariat at the Department of Justice Canada, a new multi-disciplinary team, 60% of whom self-identify as First Nations, Inuit or Métis, which is now leading the federal implementation of the Act.

The Department of Justice Canada acknowledges that the extent of consultation and cooperation in the development of the first report has been limited, and looks forward to being able to undertake greater consultation and cooperation in future years. Including through our work to develop

the UN Declaration action plan in the coming year. Subsequent reports will reflect further progress made on the action plan and measures for ensuring the consistency of laws with the UN Declaration during the preceding year.

This first annual report is also intended to provide context to better understand how the Government of Canada is transforming its relationship with Indigenous peoples, including by providing an overview of some of the key measures that are already underway across the federal government through the lens of different articles and thematic areas of the UN Declaration.

A whole-of-government commitment to change how the federal public service works with Indigenous peoples

“Working toward healing past trauma and building strong relationships with First Nations, Inuit and Métis communities are priorities for the public service. We are committed to supporting the renewal of the Government of Canada’s relationship with Indigenous Peoples based on genuine reconciliation, healing and cooperative relations. Our work to align federal laws and policies with the principles set out in the United Nations Declaration on the Rights of Indigenous Peoples will help establish stronger and renewed nation-to-nation, Inuit–Crown, government-to-government relationships with First Nations, Inuit and Métis peoples founded on the recognition of rights, respect, co-operation and partnership.”

— *Janice Charette, Clerk of the Privy Council and Secretary to the Cabinet*

The Government of Canada is committed to advancing reconciliation with Indigenous peoples through renewed nation-to-nation, Inuit-Crown and government-to-government relationships based on recognition of rights, respect, co-operation, and partnership as the foundation for transformative change. This includes continuing to change existing institutional structures and governance so that First Nations, Inuit and the Métis can build capacity to realize self-determination.

The federal government is in a significant period of transition in Crown-Indigenous relations. In transforming the way in which the federal

public service works with Indigenous peoples, officials must act with honour, integrity, good faith, and fairness in all work that relates to Indigenous peoples. This is in keeping with the honour of the Crown, which is a fundamental constitutional principle that guides the conduct of the Crown in all of its dealings with Indigenous peoples, and the principles of the UN Declaration.

Implementation of the UN Declaration also requires transformative change in the Government of Canada's relationship with Indigenous peoples. As part of this transformative change, the federal government is

continuing to accelerate progress on reconciliation and upholding Indigenous peoples' right to self-determination.

This is truly a whole of government effort. Notably, all mandate letters issued in 2021 call upon Ministers to implement the UN Declaration and to work in partnership with Indigenous peoples to advance Indigenous rights. This reflects the need for all Departments and agencies to continue to advance Canada's commitment to transforming the way the public service works with Indigenous peoples through innovative and flexible policy and legislative approaches.

Early efforts to reflect the UN Declaration in federal laws and policies

The UN Declaration sets out the minimum standards for States to work in partnership with Indigenous peoples. Articles 18 and 19 of the UN Declaration recognize and affirm the right of Indigenous peoples to participate in decision-making in matters that affect their rights, and requires States to consult and cooperate with Indigenous peoples in good faith to obtain their free, prior and informed consent before adopting and implementing legislative or administrative measures which would affect their rights.

In 2020 and 2021, the Department of Justice Canada worked together with Indigenous peoples through their representative organizations to advance the UN Declaration Act, thereby putting in place a legislated framework for all of the Government of Canada's work toward implementation of the UN Declaration.

Even before the development of the Act, the Government of Canada had taken a range of measures that contribute to renewed relationships and were aligned with both section 35 of the Constitution and with the UN Declaration. In addition to the UN Declaration Act, references to the UN Declaration have also been included in the following federal laws:

- [An Act respecting First Nations, Inuit and Métis children, youth and families](#) (preamble and s.8)
- [An Act to amend the Indian Act in response to the Superior Court of Quebec decision in *Descheneaux c. Canada \(Procureur général\)*](#) (subsection 11(2) under "Consultations and Reports")

- [Canadian Energy Regulator Act](#) (preamble)
- [Department of Crown-Indigenous Relations and Northern Affairs Act](#)
- [Department of Indigenous Services Act](#) (preamble)
- [Department for Women and Gender Equality Act](#) (preamble)
- [First Nations Land Management Act](#) (preamble)
- [Indigenous Languages Act](#) (preamble and section 5)
- [Impact Assessment Act](#) (preamble)

In 2019, the First Nations Summit and the governments of Canada and British Columbia endorsed the [Recognition and Reconciliation of Rights Policy for treaty negotiations in British Columbia](#), which in turn endorsed the UN Declaration as a foundation of the British Columbia treaty negotiations framework.

Also in 2019, Canada and representatives from 25 Self-governing Indigenous governments released the co-developed *Collaborative Self-Government Fiscal Policy* and its associated methodologies to fund the areas of responsibility of self-governing Indigenous governments. Released in 2019, the policy's funding methodologies are based on self-governing Indigenous governments' actual expenditure needs rather than linking to previous funding levels under the *Indian Act*. The policy aims to empower Indigenous governments to implement their rights to economic, social and cultural development.

The collaborative work to develop the [National Action Plan and Federal Pathway](#) in response to the Missing and Murdered Indigenous Women and Girls Inquiry was also another important measure through which Canada advanced implementation of the rights of Indigenous women, girls and Two-Spirit, lesbian, gay, bisexual, transgender, queer, questioning, intersex and asexual (2SLGBTQQA+) people and also serves as an important frame for the development of laws and policies going forward.

These are just a few of the measures the Government of Canada has already taken to start to advance the important work of implementing the UN Declaration in partnership with Indigenous peoples, while recognizing that the UN Declaration action plan will provide a roadmap of the legislative and policy measures required to advance this work.

Distinctions-based plus approaches

As the preamble to the UN Declaration Act recognizes, it is important to be mindful of the distinctions, or differences, between First Nations, Inuit and the Métis and to keep in mind the diversity of Indigenous peoples and individuals in Canada, including by taking a Gender-Based Analysis Plus (GBA+) or intersectional approach. In 2016, a distinctions-based approach to engagement formed the basis for the establishment of several permanent bilateral mechanisms between Canada and First Nations, Inuit and Métis Nation leaders. These [mechanisms](#) identify joint priorities

and monitor progress of Government initiatives. They operate through committees of senior federal government and Indigenous government and representative body officials, and working groups. The work of these mechanisms includes moving towards shared accountabilities and creating new avenues to centre Indigenous rights in policy, program and legislative measures and service delivery.

The preamble to the UN Declaration Act also recognizes the urgent need to respect and promote the rights of Indigenous peoples affirmed in treaties, agreements and other

constructive arrangements, and that those treaties, agreements and arrangements can contribute to the implementation of the Declaration. In this spirit, and in addition to the three permanent bilateral mechanisms, a Canada - Modern Treaty and Self-Governing First Nations Forum was held in 2017 and 2019 to advance key priorities to strengthen the implementation of Modern Treaties and Self-Governing Agreements. This political-level forum promotes the unique government-to-government relationships between the Government of Canada and Modern Treaty and Self-Governing First Nations.

Diverse voices

“Diligent implementation of the United Nations Declaration on the Rights of Indigenous Peoples will demand a whole-of-society acknowledgment, recognition and respect for the basic human rights, and the constitutionally-protected rights of the Indigenous Peoples of Canada, with particular protections for First Nations, Inuit, and Métis women, children, Two-Spirit and gender-diverse Indigenous peoples.”

— *Melanie Omeniho, Présidente, Les Femmes Michif Otipemisiwak*

The preamble and section 6 of the Act speak to diversity among Indigenous peoples, referring specifically to women, gender-diverse persons, Two-Spirit persons, persons with disabilities, Elders, and youth. In accordance with the Act and with Articles 21(2) and 22 of the UN Declaration, the Government of Canada is taking proactive steps to engage with historically underrepresented voices.

These include Indigenous youth, children, Elders, persons with disabilities, women, and gender-diverse and 2SLGBTQQIA+ people on a wide range of initiatives, including the development of the action plan. This will be particularly important in ensuring that the action plan contains measures to address injustices, combat prejudice and eliminate all forms of violence, racism and discrimination, including

systemic racism and discrimination.

Applying an intersectional GBA Plus lens to federal initiatives supports the inclusion of diverse groups within Indigenous communities by promoting consideration of gender and diversity impacts on increasing inclusive outcomes responsive to the needs of various groups and sub-groups.

In light of the above, in addition to partnering with Indigenous rights holders and representative organizations, the Department of Justice Canada has sought to engage Indigenous women’s advocacy organizations and other organizations reflecting a diversity of Indigenous perspectives on the work on action plan development.

Reporting on progress

As specified in section 7 of the Act, this annual report details the progress made towards taking measures to ensure consistency of laws (section 5) and joint

development of the Action plan (section 6) during the legislated reporting period, from June 2021 to March 2022. This report also includes proposed next

steps regarding measures for the consistency of laws, the development of an action plan by June 2023, and subsequent annual reports on progress.

Early progress June 2021 - March 2022

Informed by what we learned during the development of the UN Declaration Act, the Department of Justice Canada has developed a process of consultation, cooperation and engagement with Indigenous peoples which aims to be broad and inclusive, focussed on First Nations, Inuit and Métis rights holders, including modern treaty signatories and self-governing nations and historic treaty partners, as well as with national and regional Indigenous

representative organizations. This process will also include engagement with Indigenous women, youth, Elders, persons with disabilities, 2SLGBTQQIA+ persons, as well as other Indigenous organizations and groups.

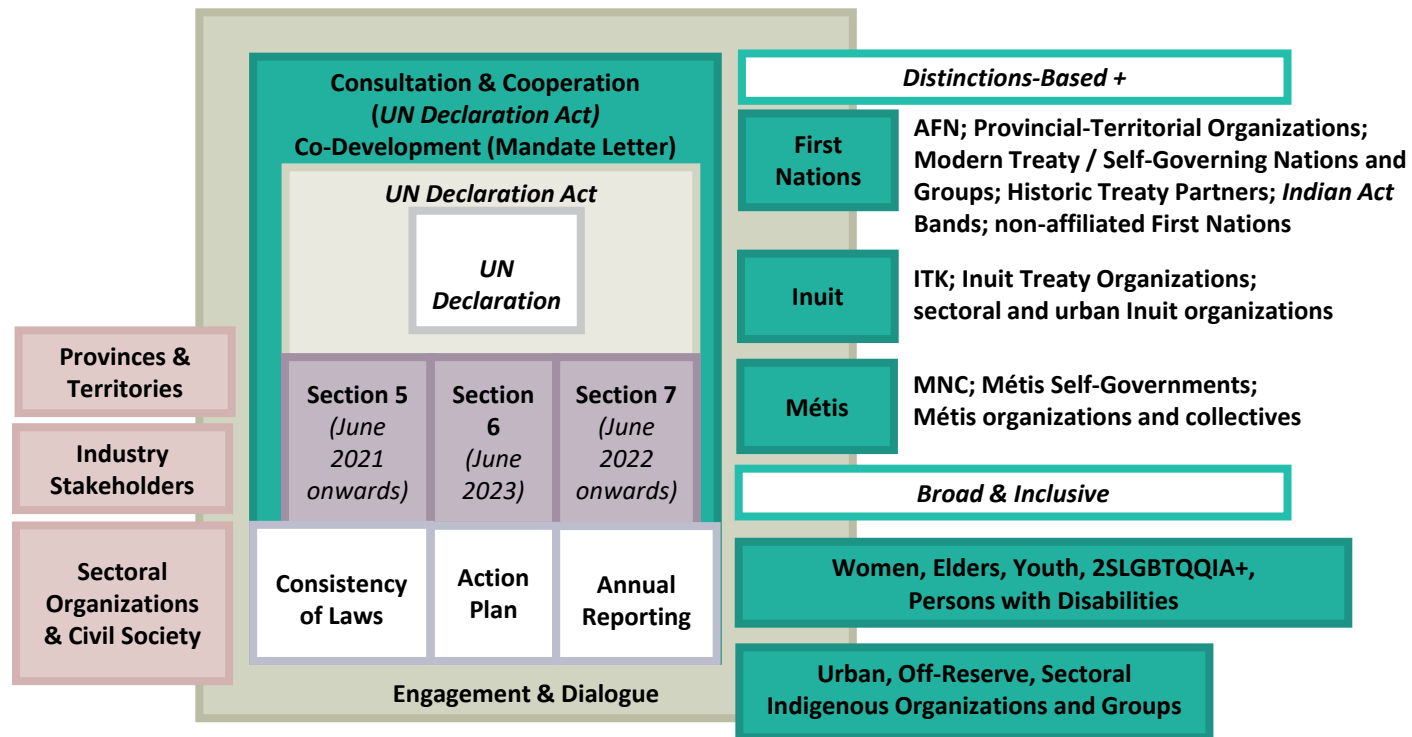
As outlined on the Department of Justice Canada’s [UN Declaration website](#), which continues to be updated and enriched in its content, there will be a variety of ways to participate in this process, including

opportunities for Indigenous peoples to participate in Indigenous-led consultation sessions and share views and input through virtual consultation and engagement sessions by email, mail-in or online submission tool. In addition, the Government of Canada will be holding multiple virtual sessions to learn more about Indigenous priorities for the action plan and measures to ensure the consistency of federal laws with the UN Declaration.

Early work in implementation has concentrated on how to support Indigenous-led capacity to participate in the co-development of the action plan, including the identification of measures to ensure the consistency of federal laws with the UN Declaration. As part of this collaborative work, approximately \$23.6 million in funding was made available to support Indigenous participation in the engagement process, including support for Indigenous-led consultations. A call for proposals was undertaken from December 2021 to

April 2022, with a goal to support a broad range of Indigenous rights holders, representative organizations and groups. Funding will help support Indigenous partners in conducting research and analysis and consulting their members and citizens to identify priorities. Two hundred and eight (208) proposals were received, and of these, 147 have been approved. Indigenous-led engagement sessions will take place over the summer and early fall of 2022. To ensure the voices of diverse Indigenous people are considered in the co-development of

the action plan, Indigenous applicants seeking funding to conduct their own consultation processes were asked to implement a GBA Plus assessment to outline how their project proposal would consider intersectional needs of the communities involved. Proposals from several successful applicants included strategies to make sure Indigenous youth, children, Elders, persons with disabilities, women, gender diverse, 2SLGBTQQA+ persons have the opportunity to participate in dialogue sessions. The following diagram aims to reflect the overall approach:



As part of the overall strategy to ensure the Government of Canada is effectively implementing the UN Declaration, the process will be informed by the following principles:

- The viewpoints, priorities and rights of Indigenous peoples are the starting point for implementing the Act and putting the UN Declaration into action.
- Effective implementation requires a broad, inclusive and distinctions-based and intersectional process with Indigenous peoples that aligns with the Declaration.
- Respect existing relationships, and embody the renewal of nation-to-nation and Inuit-Crown, government-to-government relationships between Canada and First Nations, Inuit and the Métis.
- The process will be collaborative, flexible and transparent, focused on Indigenous rights holders and the institutions that represent them, grounded in community-specific and regional realities, and using different engagement methods and fora.
- The objective is meaningful cooperation towards the implementation of the

UN Declaration through consultation and cooperation with First Nation, Inuit and Métis representative institutions and broader engagement with Indigenous peoples.

- Emphasis will be on enhancing relationships with Indigenous peoples, organizations, and groups by establishing respectful relationships with partners early on. This includes building and maintaining trust through flexibility and ensuring transparency throughout the process.
- Recognize that Indigenous governing bodies and national and regional representative organizations will bring the voices of their diverse citizens and members to bear on their own input. At the same time, additional efforts are also required to ensure that Canada obtains the input of diverse Indigenous people, including Indigenous women, youth, Elders, persons with disabilities, 2SLGBTQQA+ persons, notably in relation to concrete measures to address injustices, combat prejudice and eliminate all forms of violence, including systemic racism and discrimination.

Consultation and cooperation with Indigenous peoples

The Act requires the Government of Canada to work in consultation and cooperation with Indigenous peoples to take all necessary measures to ensure federal laws are consistent with the UN Declaration, to develop and implement an action plan to achieve its objectives and develop annual reports on progress.

While we are still learning and working together on developing appropriate mechanisms for consultation and cooperation, we understand that cooperation is more than consultation and involves a collaborative and inclusive process based on the recognition and implementation of Indigenous rights. The Act's statutory obligation to consult and cooperate is specific to "Indigenous peoples."

Section 2(1) of the Act defines "Indigenous peoples" by reference to section 35 of the [Constitution Act, 1982](#). This definition, therefore, includes First Nations, Inuit and Métis collectives. The UN Declaration requires that consultation and cooperation occur with the Indigenous peoples "concerned" through their own "representative institutions". This includes ensuring that Indigenous governments are involved in the implementation of the Act.

Ensuring participation of these diverse perspectives in consultation and cooperation processes has also been highlighted by the [United Nations Expert Mechanism on the Rights of Indigenous Peoples](#) as an important component of effective consultation

processes, particularly in relation to measures to address racism, prejudice and discrimination.

Given the diverse range of circumstances in which the need for consultation and cooperation will apply, the [Indian Residential School History and Dialogue Centre](#) has noted that "[a] kaleidoscopic approach to the development of measures, with different mechanisms and processes that can be adapted and utilized in different circumstances, is what is needed." In practice, this means the greater the potential impact on the rights of Indigenous peoples, the greater the intensity of consultation and cooperation required, up to and including co-development.

Embracing co-development in implementing the Act

Co-development is a joint, consensus-based process premised on a solemn and equal partnership, and a commitment to engage in meaningful collaboration towards a common shared objective. It should embody the commitment to nation-to-nation, Inuit-Crown and government-to-government relationships, while also taking into account Canada's constitutional system of responsible government. It should respect and support the right to self-determination.

The statutory obligation to develop and implement an action plan ultimately rests on the Government of Canada. While recognizing that federal decision-making and approval processes will apply, it is equally important to recognize that Indigenous peoples have their own respective decision-making and governance processes.

Co-development emphasizes that the voices and perspectives of those whose rights are impacted is key to addressing the historical and ongoing imbalance of power in decision-making.

Addressing these disparities is the driving force behind the inclusive intersectional approach to consultation and cooperation to be undertaken. It reflects a commitment to engage in meaningful collaboration towards

a common objective between partners. To support co-development of the action plan with Indigenous partners, the emerging guiding principles include, but are not limited to:

- **Rights-based approach:** The process must respect the rights of Indigenous peoples, including the Aboriginal and treaty rights recognized and affirmed by section 35 of the Constitution Act 1982 and those affirmed in the UN Declaration.
- **Consensus-based approach:** Seeking to achieve consensus means working in good faith to identify solutions that everyone actively supports. A consensus-based approach means that all cross-cutting potential elements of the action plan are jointly determined and developed by Indigenous partners and the Government of Canada, including through the following:
 - a. Supporting proposals with explanation, including disclosure of other approaches identified or considered, where possible
 - b. Providing written explanations
 - c. Fair consideration of counter proposals or specific revisions
 - d. Provision of reasonable timeframes

- e. Willingness to adapt positions/mandate/timelines based on needs of partners
- f. Being cognizant of the capacity of Indigenous partners, appropriate resources being allocated to the process of co-development
- g. Cultural competency and familiarity with Indigenous laws/legal orders on the part of federal representatives
- **Transparency and openness:** The process must be guided by

transparency and openness between partners and the Government of Canada.

- **Political engagement and direction:** Partners and the Government of Canada will seek engagement from their respective political leadership in dialogue about their respective goals and objectives and jointly determine as early as their respective processes allow what may or may not be achievable within the scope of a given initiative.

- **Acting in good faith and upholding the honour of the Crown:** Partners and Canada must act in good faith and Canada must uphold the honour of the Crown. This means in particular that the scope and substantive content of the action plan should not be pre-determined by the Government of Canada, and that partners and the Government of Canada will engage in meaningful discussions, including sharing adequate and relevant information.

Action plan

The goal of the action plan is to achieve the objectives of the UN Declaration in consultation and cooperation with First Nations, Inuit and the Métis. These actions need to be beyond aspirational, they must be actionable and measureable.

Phase one of engagement with Indigenous peoples got underway in Fall 2021. Priorities identified through Indigenous-led consultations will provide an important foundation for a draft action plan, which is targeted for release in Fall 2022.

Phase two of engagement will focus on validating the measures in the draft action plan.

The Act requires the action plan to include the following measures:

- to address injustices, combat prejudice and eliminate all forms of violence, racism and discrimination against Indigenous peoples, including youth, children, Elders, persons with disabilities, women, men and gender-diverse and Two-Spirit persons
- to promote mutual respect and understanding, as well as good relations, including through human rights education
- related to the monitoring, oversight, follow up, recourse or remedy or other accountability with respect to the implementation of the UN Declaration
- for monitoring the implementation of the plan itself and for reviewing and amending the plan

The action plan can also include other measures to achieve the objectives of the UN Declaration related to, among other things:

- Self-determination and self-government
- Land, territories and resources
- Education
- Economic development
- Social, cultural and linguistic rights
- Participation in decision-making, including free, prior and informed consent
- Rejection of all forms of colonialism and advancement of relations with Indigenous peoples that are based on good faith and on the principles of justice, democracy, equality, non-discrimination, good governance and respect for human rights
- Sustainable development and responding to growing concerns relating to climate change and its impacts on Indigenous peoples

This collaborative work will complement other initiatives underway across Canada with Indigenous partners to help close socio-economic gaps, to transfer responsibility for the design, delivery and management of services to Indigenous partners, advance reconciliation and renew relationships based on the affirmation of rights, respect, co-operation and partnership.

Consistency of laws

“We need a better way forward – where the human rights of Indigenous peoples will finally be fully respected and upheld – and discriminatory laws and policies will never again be imposed on our families and communities.”

— **Stephanie Scott, Executive Director of the National Centre for Truth and Reconciliation**

The Act requires the Government of Canada to take all necessary measures to ensure that federal laws are consistent with the standards set out in the UN Declaration, while also respecting Aboriginal and treaty rights recognized and affirmed by the Constitution. The Act also affirms that the UN Declaration can be used to interpret and apply all Canadian laws, including the Constitution.

This means that new laws and regulations or updates to, and the review of, existing laws and regulations that impact the rights of Indigenous peoples should contribute to achieving the objectives of the UN Declaration, both in terms of substance, and the process through

which legislation is developed or amended. Identifying and developing the measures to help ensure federal laws are consistent with the UN Declaration is part of the consultation and cooperation process that is underway. While that process is underway, the Government is moving forward collaboratively on initiatives that contribute to the implementation of the Act.

The Department of Justice Canada has developed interim guidance to help officials consider the intersection between proposed legislative and regulatory initiatives and the UN Declaration in order to inform consultation and cooperation processes, and to help ensure consistency with

the UN Declaration. This guidance is helping to inform many initiatives underway, including the co-development of distinctions-based [Indigenous health legislation](#), [First Nations Police Services legislation](#), and the [Indigenous Justice Strategy](#), among others.

Discussions with Indigenous partners have started, as part of the consultation and cooperation process on the implementation of the Act, on potential protocols, measures and mechanisms that could be implemented across the federal government to help ensure the consistency of federal laws and regulations with the UN Declaration.

Future reports will reflect the advancement of work on measures to ensure consistency of laws. The next progress report will seek to outline in more detail legislative initiatives introduced in Parliament during the reporting period, and associated efforts to ensure consistency with the UN Declaration in consultation and cooperation with Indigenous peoples.

Non-Derogation Clause

The UN Declaration Act and related interim guidance is also informing the Department of Justice Canada’s approach to exploring the potential for including a non-derogation clause (NDC) in the federal *Interpretation Act* in order to reaffirm that all federal legislation should be interpreted as upholding Aboriginal and treaty rights, recognized and affirmed by section 35 of the *Constitution Act, 1982*. Building on earlier work, in December 2020, the Minister of Justice announced the launch of a consultation and engagement process with Indigenous peoples regarding a possible amendment to

the federal Interpretation Act to add a NDC and possible repeal of most NDCs in existing legislation. Initial meetings with Indigenous partners held over the course of February and March 2021 revealed considerable support for the proposal. However, opinions varied on the exact wording of the NDC and on whether to repeal all, or most, of the existing NDCs in federal legislation.

After the Act came into force, the NDC engagement process resumed from February to May 2022, building on the work undertaken earlier in 2021. In addition to NDC-specific

bilateral meetings, the NDC initiative was also raised with Indigenous partners as part of the UN Declaration Act engagement process. The Act itself contains a NDC that could possibly be amended by this legislative initiative. In order for the NDC engagement process to be as broad and inclusive as possible, information was posted on the Department of Justice Canada’s website [About the Act](#). This includes background information on the initiative, a list of NDCs in federal legislation and options for a NDC and repeal options. The website also includes an invitation to submit feedback.

Raising awareness

Ensuring a whole-of-government approach requires that government officials have a consistent understanding of and are able to apply the *Act* and the UN Declaration in their work. This requires training, information sharing, interdepartmental coordination and the development and provision of policy development tools and legal advice. The Department of Justice Canada continues to provide training to legal counsel who work throughout the federal government and also offers presentations to other government departments on the UN Declaration Act and the UN Declaration. This training aims to raise awareness of Indigenous rights, the application of the UN Declaration and issues related to First Nations, Inuit and the Métis in Canada. The training responds to the Truth and Reconciliation Calls to Action #57.

Other federal government departments are also providing training to their employees. For example, Employment and Social Development Canada's, Indigenous Employees' Circle held a training event in January 2022, inviting Professor Brenda Gunn to speak about the UN Declaration. Government digital platforms and legal and interdepartmental networks are being used to share tools, resources and training.

The Department of Justice Canada has developed and is posting informative materials on the [UN Declaration](#) webpage and on Government social media channels to help raise awareness of the UN Declaration and the importance of the *Act*.

Implementation and beyond

Consultation and cooperation with Indigenous peoples will continue following release of the action plan in June 2023, to continue to inform measures to align federal laws with the UN Declaration, and to ensure that Government of Canada's efforts to implement measures in the action plan continue to benefit from the involvement of Indigenous peoples in monitoring and reporting on progress.

Monitoring progress on achieving consistency of laws and the implementation of specific actions or measures in the forthcoming action plan will be critical in the coming years. Working with Indigenous peoples to determine what is measured and how, what the outcomes or results should be, and whether there are additional indicators that can illustrate whether advancements in rights are being made, will be central to the development of subsequent progress reports in the years ahead.

Setting the stage – a rights-based framework for reporting on results

As Canada looks toward ongoing implementation of the *Act*, including annual reporting, we are considering how to frame reporting on results going forward.

The [2015 Final Report of the Truth and Reconciliation Commission](#) stated that “the United Nations Declaration provides the necessary principles, norms, and standards for reconciliation to flourish in twenty-first-century Canada”.

[Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls](#), and [Calls for Justice](#) also focused on Indigenous rights and human rights, and emphasized that the suppression of those rights through, “abuses and violations committed and condoned by the Canadian state”... “have resulted in the denial of safety, security, and human dignity”.

Once that has been acknowledged and redress mechanisms have been created, the rebuilding of the framework to support exercising those rights can be fully realized.

Drawing on the work of the [Truth and Reconciliation Commission](#) (TRC) and the [National Inquiry into Missing and Murdered Indigenous Women and Girls](#), as well as international work on [human rights-based approaches](#) to policy making and evaluation of outcomes and results, the UN Declaration can provide a framework for reconciliation that informs approaches (e.g. revenue sharing, land transfers, co-management regimes etc.) to address long-standing areas of concern like shared or overlapping territories, and measures to increase participation and partnerships with Indigenous communities.

A rights-based approach to reporting on results, measuring progress on all of the articles of the UN Declaration, can help identify gaps as well as

highlight some of the key strategic initiatives that federal departments have undertaken to advance the implementation of the UN Declaration.

As part of the whole-of-government commitment to implementing the UN Declaration, some federal departments have undertaken an article by article analysis to identify areas where their mandates intersect with the rights outlined in the UN Declaration, in order to identify if there are gaps they should be working to address, while consultations to develop the action plan are ongoing. Other departments have focused on the thematic areas and articles of the UN Declaration that specifically implicate their own work. The development of an action plan, in consultation and cooperation with Indigenous peoples, as well as ongoing work

to align federal laws with the UN Declaration, will help to ensure that governmental activities support and advance Indigenous rights, with the objective of transformative change in Canada.

[Thematic groupings](#) provide a potential organizing framework for reporting, recognizing that the rights in the UN Declaration, like all human rights are indivisible, interdependent and inter-related. These groupings are not meant to diminish the importance of each individual article in the UN Declaration, but recognize that measures to implement elements of the UN Declaration will often implicate more than one article. The thematic groupings are also reflective of common intersections and themes found throughout international human rights instruments.

<p>General Principles (5 articles)</p>	<ul style="list-style-type: none"> • Individual and collective rights (art. 1) • Equality and Non-Discrimination (art. 2) • Minimum Standards (art. 43) • Gender Equality (art. 44) • No Diminishment of Rights (art. 45)
<p>Self-Determination, Self-Government and Recognition of Treaties (3 articles)</p>	<ul style="list-style-type: none"> • Self-determination (art. 3) • Self-government (art. 4) • Recognition, observance and enforcement of treaties (art. 37)
<p>Implementation & Redress (6 articles)</p>	<ul style="list-style-type: none"> • Measures to achieve ends of Declaration (art. 38) • Access to financial, technical assistance (art. 39) • Conflict resolution, access to prompt, fair decision (art. 40) • UN system contribution (art. 41) • UN promotion of the Declaration (art. 42) • Respect rights of all and state sovereignty (art. 46)
<p>Lands, Territories & Resources (6 articles)</p>	<ul style="list-style-type: none"> • Relocation (art. 10) • Ownership, use, development and legal recognition (art. 26) • Process to adjudicate rights (art. 27) • Redress, restitution and compensation (art. 28) • Military activities (art. 30) • Development strategies, Free, Prior and Informed Consent (FPIC), redress (art. 32)
<p>Environment (1 article)</p>	<ul style="list-style-type: none"> • Conservation and environmental protection (art. 29)

Civil & Political Rights (7 articles)	<ul style="list-style-type: none"> • Nationality (art. 6) • Security of the person/ genocide (art. 7) • Belong to community (art. 9) • Labour law (art. 17) • Membership (art. 33) • Responsibility (art. 35) • Communities across borders (art. 36)
Participation in decision-making and Indigenous institutions (4 articles)	<ul style="list-style-type: none"> • Maintaining and strengthening distinct political, legal, economic, social and cultural institutions (art. 5) • Participation in decision making (art. 18) • Consultation and Free, Prior and Informed Consent (FPIC) (art. 19) • Institutional structures, judicial systems or customs (art. 34)
Economic & Social Rights (5 articles)	<ul style="list-style-type: none"> • Maintaining and developing economic and social systems (art. 20) • Non-discriminatory improvement of conditions (art. 21) • Needs of vulnerable groups (art. 22) • Right to development (art. 23) • Access to health and wellness services and traditional medicines (art. 24)
Cultural, Religious and Linguistic Rights (6 articles)	<ul style="list-style-type: none"> • Assimilation prevention and redress (art. 8) • Cultural traditions and customs, redress (art. 11) • Spiritual and religious traditions and objects (art. 12) • Histories, languages, philosophies transmittal and translation (art. 13) • Spiritual relationship to traditional territories (art. 25) • Maintenance and protection of cultural heritage (art. 31)
Education & Media (3 articles)	<ul style="list-style-type: none"> • Educational systems, access to education (art. 14) • Cultural diversity reflected in public education, promote tolerance (art. 15) • Right to establish media, non-discrimination, cultural diversity (art. 16)

The information below provides illustrative examples of work being undertaken across the federal government, examined through the lens of the 46 articles in the UN Declaration. This is not an exhaustive list of departmental initiatives and is intended to reflect initial efforts to align laws and policies with the UN Declaration.

For additional information, a table referencing different annual reports and progress reports showing key indicators relating to outcomes for Indigenous peoples in [Annex A](#).

The Government fully acknowledges that much more will need to be done in relation to each of these areas, in consultation and cooperation with Indigenous peoples, as part of ongoing efforts to implement the Act, but wanted to offer some examples to illustrate the range of approaches available.

General principles, including equality and non-discrimination, minimum standards, and gender equality (Articles 1, 2, 43, 44, 45)

Gender equality

Article 44 highlights that all of the rights and freedoms recognized within the UN Declaration apply equally to ‘male and female Indigenous individuals’ and as women, Indigenous women are also ensured the rights contained in the *Convention on the Elimination of All Forms of Discrimination against Women*. These rights are complemented by Articles 21 and 22 of the UN Declaration, which highlight the need to pay particular attention to

‘the rights and special needs of Indigenous elders, women, youth, children and persons with disabilities’. It is consequently important to apply an intersectional GBA Plus lens to reporting on the UN Declaration in order to ensure Indigenous women, men and 2SLGBTQQIA+ people benefit equally from implementation of the UN Declaration in Canada.

Many Indigenous communities respect and recognize the distinct and important roles of Indigenous women, men and 2SLGBTQQIA+ people. This has changed over time due to the imposition of colonial systems of governance that have created inequalities and altered norms and relationships. This has had significant intergenerational impacts on Indigenous peoples, and Indigenous women and 2SLGBTQQIA+ people in particular. Overall, Indigenous women continue to face significant challenges to the full enjoyment of their human rights. Indigenous women experience multiple forms of discrimination based on intersecting identity factors, such as Indigeneity and gender, often face barriers accessing education, health care or justice and face disproportionately high rates of poverty and violence.

The gendered impacts of colonization are set out in [Reclaiming Power and Place: The Final Report of the National Inquiry into Missing and Murdered Indigenous Women and Girls](#) and [Calls for Justice](#), which focused on Indigenous rights and human rights, and emphasized that the suppression of those rights through, “abuses and violations committed and condoned by the Canadian state”... “have resulted in the denial of safety, security, and human dignity”, which has had a particular impact on Indigenous women and 2SLGBTQQIA+ people.

The Inquiry stressed that establishing recognition of Indigenous human rights, through instruments such as the UN Declaration, is an important step in addressing violence against Indigenous women, girls, and 2SLGBTQQA+ people in Canada. For example, the first Principle for Change described in the Final Report, intended to guide the responses to the Calls for Justice is: *A Focus on Substantive Equality and Human and Indigenous Rights*. A rights-based approach to reconciliation, applied equally to First Nations, Inuit, and Métis women, men, and 2SLGBTQQA+ people, is a critical element of the paradigm shift required in Canada's relationship with Indigenous peoples.

As emphasized in these two major reports, Indigenous peoples in Canada have been subject to policies and actions that have fundamentally ignored the inherent human rights of Indigenous peoples. A significant part of re-affirming those rights, is recognizing and acknowledging the federal actions that have contributed to stripping Indigenous people of the opportunity to exercise their rights. This will require ongoing work to acknowledge and atone for these actions as an important part of the rebuilding of the framework to support exercising those rights.

Self-determination, self-governance & recognition and enforcement of treaties (Articles 3, 4, 37)

The right to self-determination and to self-government, identified in articles 3 and 4 of the UN Declaration, are crucial to the advancement of the human rights of

Indigenous peoples in Canada. As noted by the Special Rapporteur on the Rights of Indigenous Peoples and the Expert Mechanism on the Rights of Indigenous Peoples, the right of self-determination is a foundational right, without which indigenous peoples' human rights, both collective and individual, cannot be fully enjoyed. As such, the right of self-determination grounds the rest of the rights in the Declaration¹.

Various mechanisms exist that support the domestic implementation of the right to self-determination, including constitutional recognition, the negotiation and implementation of treaties, land claims, self-government agreements, legislation, ad-hoc agreements to transfer responsibility for design, delivery and management of services, and support and processes for facilitating participation in decision-making. The right to autonomy and self-government is fundamentally connected to the right to self-determination, and the negotiation and implementation of historic and modern treaties are an integral means of putting this right into practice.

Honouring the treaty relationship and negotiating new treaties based on the recognition of rights, respect, co-operation and partnership, is key to achieving lasting reconciliation between the Crown and Indigenous peoples. The process of treaty making in Canada is continuing to evolve. Innovative solutions are being developed with partners through treaty negotiations, self-government agreements, and Recognition of Indigenous Rights and Self-Determination discussion tables across the country. There are currently over 175 negotiation tables, representing just under 1 million Indigenous peoples from coast to coast to coast.

At these tables, Canada and Indigenous groups can explore new ideas and ways to reach agreements that will recognize and implement the rights of Indigenous groups and advance their vision of self-determination for the benefit of their communities and all Canadians.

A Common Process was established in Spring 2022 consisting of Modern Treaty partners and the Government of Canada to collaboratively explore:

- new policy tools and approaches to support the implementation of agreements;
- modernized governance structures to foster mutually respectful, long-term intergovernmental relationships; and,
- measures to support greater oversight and accountability.

In addition to peace and friendship and historic treaties, Canada is currently implementing 25 modern treaties (18 of which include or have associated self-government agreements), four stand-alone self-government agreements, and two sectoral self-government education agreements. The Collaborative Fiscal Policy framework, co-developed by Canada and self-governing partners, governs fiscal transfers to self-governing Indigenous governments. Between April 1, 2021 and March 31, 2022, fiscal transfer payments of over \$1 billion were made to Indigenous governments through this policy framework.

Self-determination principles are also central to government efforts to gradually transfer the responsibilities for the development and provision of services to Indigenous communities in areas such as education, health, income

assistance, clean water, basic infrastructure, and social programs.

While the principles will be consistent, approaches will differ based on the nature of services, and the priorities and paces of Indigenous partners. To date, this has been done by way of new opt-in policy options and legislative frameworks for supporting the effective exercise of self-determination and self-governance. For example, *An Act respecting First Nations, Inuit and Métis children, youth and families* affirms the rights of First Nations, Inuit, and Métis to exercise jurisdiction over Child and Family services, and provides an opportunity for Indigenous peoples to choose their own solutions for their children and families. Indigenous public institutions have also been established which support Indigenous communities to make use of these alternatives.

¹ All taken from EMRIP Study on self-determination in the UN Declaration, A/HRC/48/75

In addition, the current collaborative approaches that support self-determination include the work between Canadian Heritage in partnership with national Indigenous organizations to jointly oversee the implementation of the *Indigenous Languages Act*. The Government of Canada continues to work with a variety of Indigenous partners to identify tailored approaches and will continue to build on these moving forward.

Together, these types of approaches work towards realizing the Government's commitment, as expressed in the Principles Respecting the Government of Canada's Relationship with Indigenous peoples, that all relations with Indigenous peoples need to be based on the recognition and implementation of their right to self-determination, including the inherent right of self-government.

Lands, territories & resources (Articles 10, 26, 27, 28, 29, 30, 32)

The collective rights of Indigenous peoples to lands, territories and resources are firmly embedded in the UN Declaration. They are intertwined with other collective rights like self-determination, self-governance and the recognition and implementation of treaties, agreements and other constructive arrangements that are foundations for renewed relationships.

According to the [State of the World's Indigenous Peoples](#):

"Articles 25 through 32 of the UN Declaration specifically address lands, territories and resources, including Indigenous peoples' spiritual and cultural relationship with their lands, redress and compensation, free, prior and informed consent, protection of the environment, and indigenous peoples' traditional knowledge.

"Indigenous peoples' relationship to their lands, territories and resources is at the heart of their identity, well-being and culture."

As with self-determination and self-governance, the treaty relationship is a key part of the foundation for rights relating to lands, territories and resources. The UN Declaration Act does not diminish the rights affirmed in Section 35. Rather, the Act supports the ongoing implementation of Canada's constitutional duties and provides an action-oriented framework for advancing the collective rights affirmed in Articles 10 and 25 to 32 of the UN Declaration.

The treaty relationship is a key part of the foundation for rights relating to lands, territories and resources. In 2022, Canada updated its existing funding approach for Modern Treaty partners and

other Modern Treaty-based institutions. These changes include a new co-developed fiscal policy that provides incremental funding for institutional capacity to ensure that Indigenous Modern Treaty partners can progress toward the vision of self-determination articulated in their treaties.

Across Canada, Indigenous communities are harnessing lands, territories and resources to create prosperity and close socio-economic gaps, often in partnership with Industry. It will be important to work collaboratively with Indigenous peoples in relation to policies, legislation, initiatives, and programs that are implicated by these collective rights. Indigenous-led solutions and meaningful conversations on innovative topics (such as FPIC) will be key to ensuring Indigenous peoples more fully benefit from resources on their own lands and territories.

Civil & political rights (Articles 6, 7, 9, 17, 33, 35, 36)

Civil and political rights include rights relating to membership and participation in a nation or community and rights to freedom, peace and security as distinct peoples, and freedom from discrimination or exploitation. These civil and political rights extend to the right to determine what defines a community or nation and what constitutes membership in the community or nation in accordance with the customs and traditions. Modern treaties, self-government and other

types of agreements can help facilitate the exercise of these rights, as can efforts to encourage and support the revitalization of Indigenous legal traditions.

The rights described in these articles of the UN Declaration include both individual and collective dimensions. Improving the safety and security of Indigenous women, girls, and 2SLGBTQQIA+ people depends on the recognition of their rights to “life, physical and mental integrity, liberty, and security

of the person”. As the federal government works towards fully recognizing Indigenous rights, it will be important to collaboratively develop policies and initiatives that support the effective protection of these rights particularly for Indigenous women, girls and 2SLGBTQQIA+ people. The civil and political rights described in Articles 7.2 and 9 also call for an end to any actions that compromise or threaten the future of the community, nation, culture, or traditions.

Participation in decision-making & strengthening Indigenous institutions (Articles 5, 18, 19, 34)

The Articles that emphasize the right to participate in decision making, including free, prior and informed consent, like other elements of the UN Declaration, are closely tied to self-determination and self-government, and the impact on rights. They include encouraging the active participation of Indigenous peoples in legal, political, economic, social, and cultural processes that impact Indigenous ways of life or rights. Integral to effective participation in decision-making processes is the promotion, development and maintenance of independent institutions and structures that help to protect and support distinct cultures, customs, language, and traditions.

Mechanisms and processes that include Indigenous peoples in decision-making processes, through co-developed legislative frameworks and policies, co-management or negotiated arrangements, for example, and that put in place approaches that support the transition away from colonial systems of administration and governance can help facilitate the exercise of these rights (ex. new fiscal relationships, data strategies, capacity building). An example of this approach are the Permanent Bilateral Mechanisms with National Indigenous Organizations, where priorities are identified jointly and policies are co-developed.

Other examples include Natural Resources Canada's [Indigenous Natural Resource Partnerships](#) (INRP) program, which provides support to Indigenous communities and organizations to increase their participation in economic opportunities related to natural resource infrastructure development. The program helps enhance the capacity of Indigenous communities to participate (individually and as partners) in natural resource opportunities and strengthens the ability of Indigenous communities and/or organizations to access information, tools and resources that support business, employment and training. The program also helps support community and regional engagement in regards to economic participation in energy infrastructure projects, providing mechanisms to support meaningful engagement and participation in decision-making processes.

The [Impact Assessment Agency of Canada](#) is advancing the Government of Canada's commitment to the UN Declaration by meaningfully involving and collaborating with Indigenous peoples during all phases of federal assessments. The Agency is committed to implementing the objectives of the UN Declaration through the [Impact Assessment Act](#), which was written with the implementation of the UN Declaration and supporting policies and procedures in mind. Similarly, the Canada Energy Regulator has been working to advance implementation of the UN Declaration and enhance Indigenous involvement in all aspects its work, consistent with the changes made through the [Canadian Energy Regulator Act](#). The Regulator's [Strategic Plan](#) identifies reconciliation as a strategic priority for the organization, with a commitment to implementing the UN Declaration in its work. The Regulator has also continued to work collaboratively with members of the

Indigenous caucus for two Indigenous Advisory and Monitoring Committees, to ensure enhanced participation through project lifecycles.

Economic & social rights, including health (Articles 20, 21, 22, 23, 24)

Based on feedback during the engagement process for former Bill C-15 [United Nations Declaration on the Rights of Indigenous Peoples Act](#), and outlined in the [What We Learned Report](#), a focus on vulnerable Indigenous groups' rights and needs, and the need to close equity gaps in education, employment, housing, food security, health care, child welfare, and human security, remain priority issues for implementation, and will remain key areas of focus for concrete measures in the action plan.

Since the coming into force of the *Act*, tangible progress has been made toward effectively implementing articles 20 through 24 of the UN Declaration, most notably in the areas of child and family services, health care, clean drinking water, and housing.

For example, through implementation of [An Act respecting First Nations, Inuit and Métis children, youth and families](#), important steps have been taken towards:

- meaningfully addressing disparities in the child and family services system;
- affirming Indigenous rights to self-determination;
- affirming Indigenous jurisdiction over children and family services; and
- implementing Indigenous child welfare laws.

Progress is also being made in continuing to close social, economic and health gaps and achieve substantive equality, including through co-development of distinctions-based Indigenous health legislation to improve access to high quality, culturally relevant, and responsive health services, no matter where they live. These initiatives include:

- distinctions-based, trauma-informed, culturally appropriate approaches to mental health and wellness;
- continued progress toward ending long-term drinking water advisories and ensuring sustainable access to safe drinking water;
- ongoing commitments to improving health, social and economic outcomes for Indigenous communities and children by ensuring access to safe and affordable housing, and eliminating the unique and systemic barriers that Indigenous peoples

face in accessing affordable housing (e.g. distinctions-based housing strategies);

- some progress has also been made with respect to food security, particularly in northern isolated communities. For example, the Nutrition North Canada program continues to work directly with Indigenous partners to address shared priorities. In direct support of the nation-to-nation relationship, Nutrition North Canada's Community Food Programs Fund (CFPF) is a newly co-developed food security fund that expands on the program's highly successful Harvesters Support Grant. The CFPF supports and strengthens community and Indigenous-led food security programming to better support culturally-appropriate, locally-led solutions; and

- efforts are also being made to advance partnerships and foster economic development among Indigenous communities, firms and organizations. This includes developing the conditions for Indigenous communities to participate and succeed in economic development opportunities; strengthening Indigenous participation in sectors to lead robust economic and social benefits; and supporting the start-up and scale-up of Indigenous-owned businesses in urban, rural and remote settings.

More work needs to be accomplished between the Government and Indigenous partners on all these fronts, as evidenced by the continued socio-economic and health and well-being gaps between Indigenous and non-Indigenous peoples in Canada. Gaps that international human rights bodies have long pointed to as evidence of systemic discrimination towards Indigenous populations².

² 2014 Report of the United Nations Special Rapporteur on the Rights of Indigenous Peoples, when examining the ongoing gaps in social and economic outcomes of Indigenous peoples in Canada.

Cultural, spiritual & language rights (Articles 8, 11, 12, 13)

“Nunavut Inuit are proud Canadians but are equally and fiercely proud Inuit. Inuktitut, our Inuit language is the heart of who we are. It is an important aspect of our collective identity.”

— *Aluki Kotierk, President, Nunavut Tunngavik Incorporated*

Indigenous languages face increasingly challenging realities, and the majority of them are in a state of endangerment. Actions are needed in order to prevent this outcome. Since 2017, the Department of Canadian Heritage has been working with First Nations, Inuit and Métis to develop and implement the [Indigenous Languages Act](#), to support Indigenous communities to reclaim, revitalize, maintain and strengthen Indigenous languages.

The *Indigenous Languages Act* (2019) contributes to the implementation of the UN Declaration as it relates to Indigenous languages. The adoption of this legislation demonstrates the federal government’s commitment to support the self-determining efforts of Indigenous peoples to reclaim, revitalize, maintain and strengthen Indigenous languages in Canada. In 2020, Canadian Heritage, in partnership with national Indigenous organizations, conducted a series

of consultation sessions across Canada on the implementation of the Act. These consultations focused on the role of the Office of the Commissioner of Indigenous Languages and on how best to support Indigenous languages going forward. The input gathered during these consultations has informed key elements of the Act. In January 2021, Canadian Heritage hosted an Indigenous Languages Symposium: Building on Strengths and Successes. The Symposium provided an opportunity for the federal government, Indigenous peoples and stakeholders to share best practices and discuss their perspectives.

The Government of Canada continues to work with Indigenous peoples on the implementation of the Act. The Act is enduring, will be implemented over time and may evolve in response to the needs of Indigenous peoples.

To help inform the public about Indigenous culture and histories and to foster understanding, respect and good relations, Canada commemorates days of recognition like National Indigenous Peoples Day (June 21) and the National Day for Truth and Reconciliation (September 30). The Government of Canada also seeks to preserve Indigenous heritage and share knowledge through

initiatives such as Library and Archives Canada’s Indigenous Heritage preservation (“[Listen, Hear Our Voices](#)”), and endeavors to honour [Indigenous veterans](#) through memorials, monuments and recording stories of First Nations, Inuit and Métis military service.

In addition, as part of the Federal Pathway in response to the National Inquiry into Missing and Murdered

Indigenous Women and Girls, in 2021, the Government created the Cultural Spaces in Indigenous Communities Program to support Indigenous communities in re-establishing and revitalizing cultural spaces. The program also offers opportunities for Indigenous women, girls and 2SLGBTQQIA+ individuals to access culture and language and strengthen identities.

Education & media (Articles 14, 15, 16)

In recent concluding observations, international treaty bodies have continued to identify long-standing disparities in Canada between Indigenous peoples and wider Canadian society, including in funding Indigenous education, socio-economic inequalities, Indigenous culture and languages loss, discrimination, harm arising from jurisdictional disputes, lower educational achievement rates and access barriers.

From the early years to post-secondary education, the federal government funds work to support building and improving educational infrastructure to support safe, healthy, culturally and linguistically-relevant and accessible learning and teaching experiences for Indigenous students and staff. Some of these federal actions include, post-secondary bursaries

(e.g. [Métis Nation Post-Secondary Education Strategy](#)); programs to support establishment of post-secondary education institutions and community-based programming (e.g. [Post-Secondary Partnerships Program](#)); and cultural education programs (e.g. [First Nations and Inuit Cultural Education Centers Program](#)).

In 2019, the Government of Canada and First Nations co-developed the [First Nations education transformation approach](#), which includes new funding approaches for First Nations K-12 elementary and secondary education and aims to better meet the needs of students on reserve and help close the gap. The approach also includes the development of Regional Education Agreements, through which more First Nations are taking control of their education systems and better serve their community's needs. Access to culturally reflective media across Canada is a vital component of creating, maintaining and sharing knowledge, combating prejudice and discrimination and promoting good relations. Some federal actions underway include: the Canadian Radio-television and Telecommunications Commission's (CRTC) co-development of a new [Indigenous broadcasting policy](#) to modernize the existing regulatory framework (3 phases, launched in June 2019); [broadband funding programs](#) to support high-speed Internet access (e.g. Universal Broadband and CRTC broadband fund projects); the [Northern Aboriginal Broadcasting – Indigenous Languages and Cultures Program](#), to support the production and distribution of Indigenous audio and video content; and Canadian Broadcasting Corporation/Radio-Canada's Indigenous programming which, as Canada's public broadcaster, uses its platforms to inform the public and hold space for sharing Indigenous-related content through television, radio, podcasts and digital news.

Environment (Article 29)

The Government of Canada has made significant investments to protect Indigenous communities and the abundant and diverse natural habitats and waters within. Working together with Indigenous peoples, in a manner that promotes reconciliation, respects the rights and cultures of Indigenous peoples, and protects and ensures the inclusion of Indigenous Traditional Knowledge, is at the core of federal government's commitments.

The [Federal Sustainable Development Strategy](#) sets out the Government of Canada's thirteen goals and targets and outlines implementation strategies that support a vision for sustainable development in Canada. The strategy shows the complex interrelationships between the environment and economic and social dimensions of

sustainable development, such as enhancing food security in Indigenous and northern communities. Forty-three departments and agencies across the government are involved in delivering the strategy. Together, these organizations are taking federal action to implement sustainable development in Canada, often working in close partnership with Indigenous governments and peoples, provinces, territories, and municipalities. In addition, the Sustainable Development Advisory Council, which provides advice to the Minister of Environment and Climate Change Canada, has doubled the Indigenous representation from 3 to 6 members.

The [Pan-Canadian Framework on Clean Growth and Climate Change](#) was developed in consultation with Indigenous peoples to meet Canada's

emissions reduction targets, grow the economy, and build resilience to a changing climate. The Government of Canada will continue to recognize, respect and safeguard the rights of Indigenous Peoples by strengthening the collaboration between our governments based on recognition of rights, respect, cooperation, and partnership and recognizing the importance of Traditional Knowledge (e.g. [National Inuit Climate Change Strategy](#)) in regard to understanding climate impacts. The Government of Canada's [Climate Change Adaptation Platform](#) supports collaboration among governments, industry, and professional organizations on adaptation priorities. The use of Indigenous-led community-based initiatives that combine science and Traditional Knowledge helps guide decision-making and further advance understanding of climate change across the country.

Other examples include [Natural Resources Canada's Regional Energy and Resources Tables](#) (Regional Tables), which provide mechanisms for collaborative Indigenous engagement and dialogue in the development of upcoming place-based economic strategies to advance growth on resource projects that support Canada's transition to a net-zero economy. The Regional Tables will enable provinces, territories, the federal government and key Indigenous partners to collectively support strong communities and job creation in every region of Canada. Tables will work to gather input from relevant stakeholders (including key Indigenous Partners) and seek to align resources, timelines and regulatory approaches to capitalize on key regional growth opportunities and priorities. In addition to addressing key economic opportunities associated with a low-carbon transition, the Regional Tables will also provide a forum to discuss how to ensure that the capacity to generate electricity and the increased demand on provincial/regional electricity grids will reduce carbon emissions.

Implementation & redress (Articles 38, 39, 40, 41, 42, 46)

The UN Declaration Act requires that the action plan include measures related to monitoring, oversight, recourse or remedy or other accountability measures with respect to the implementation of the UN Declaration. It is expected that Indigenous peoples will propose options for accountability mechanisms and structures for inclusion in the action plan, as a means to address the implementation and redress articles of the UN Declaration, and to support effective implementation in consultation and cooperation with Indigenous peoples. Discussions around possible accountability measures are in their preliminary stages.

In addition to existing mechanisms that provide recourse and remedies for rights violations, including the courts and

human rights commissions and tribunals at the federal and provincial levels, the Government has also appointed a [Special Interlocutor for Missing Children and Unmarked Graves and Burials Sites Associated with Indian Residential Schools](#). The Special Interlocutor's work will focus on working with First Nations, Inuit and Métis governments, representative organizations, communities and families, other federal departments, provinces and territories, and other relevant institutions such as church entities and record holders, to identify needed measures and recommend a new federal framework to ensure the respectful and culturally appropriate treatment of unmarked graves and burial sites of children at former Indian residential schools.

Moving forward together

“Deeds are not accomplished in a few days or in a few hours. A century is only a spoke in the wheel of everlasting time”

— *Louis Riel*

The UN Declaration contains a broad range of rights and obligations that all federal government departments will need to work in consultation and cooperation with Indigenous peoples on with respect to the laws, policies, initiatives and activities for which they are accountable. The federal government, and all Canadians, must acknowledge and learn from the past and work with Indigenous peoples to chart a future together based on trust, mutual respect and recognition and respect for Indigenous human rights. Progress has begun, but there remains much work to do to ensure the rights of Indigenous peoples are respected and promoted, that the UN Declaration guides all work by the Crown and to support the renewal of the nation-to-nation, Inuit-Crown, and government-to-government relationship with First Nations, Inuit, and the Métis.

The UN Declaration provides a foundation on which to build and reset relationships and advance reconciliation. It provides a framework for change to address gaps in policies, practices and legislative initiatives. This also requires identifying and addressing gaps in decision-making processes, and in governance structures where Indigenous peoples have been, and continue to be, excluded.

By working in consultation and cooperation with Indigenous peoples to identify gaps and concrete actions to address them, better outcomes will be achieved as we work in partnership to advance reconciliation and the achievement of transformative change.

Annex A: List of Reports

List of annual reports, progress reports and other resources showing key indicators relating to outcomes for Indigenous peoples.

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Indigenous

Report / Resource	Description / Excerpt(s)
Assembly of First Nations (AFN)	
<i>Building Our Future: Executive Report 2020– 2021, July 2021.</i>	Annual Report outlining key issues, activities, accomplishments and next steps.
<i>Progress on Realizing the Truth and Reconciliation Commission’s Calls to Action, 2020.</i>	AFN’s assessment of Government Of Canada’s (GOC) progress on implementation of Truth and Reconciliation Commission’s (TRC) Calls to Action (CTA). “The AFN requested the voices of the survivors must be reflected in the NCR’s work, and that the United Nations Declaration on the Rights of Indigenous Peoples (UN Declaration) should be the framework for the NCR to measure government commitments.” (“Update”, p. 1)

Report / Resource	Description / Excerpt(s)
Canadian Roots Exchange	
The Implementation of UNDRIP in Canada: An Indigenous Youth Perspective. Starting With People Not Policy. 2020	Indigenous youth perspective. 3 main themes: “meaningful engagement”, “decolonizing UNDRIP’s implementation”, “measuring progress and looking beyond UNDRIP”.
First Nations Information Governance Centre (FNIGC)	
Our data. Our stories. Our future.	“...information about First Nations people living on reserve and in northern communities across Canada” (“Research and Information”). Includes data surveys and research on health, education, employment.
Hotii ts’eeda: NWT Spor Support Unit, Research and Consultation Services	
Elet’anits’e’ah: Implementing UNDRIP in Health – Progress Report, September 2021	“Hotii ts’eeda’s <i>Elet’anits’e’ah: Implementing UNDRIP in Health and Wellness</i> initiative represents a starting point for ongoing conversations and action around implementing UNDRIP within healthcare provision and health research. The knowledge shared has resulted in principles and guidelines for policy makers and researchers, that will grow and develop over time.” (“Introduction”)
Indigenous Watchdog	
Perspectives, “What does Indigenous success look like? Here are 85 examples of reconciliation in action!”	“...85 examples of positive change and/or actions...” in areas of health, language and culture, Justice, etc.
Inuit Tapiriit Kanatami (ITK)	
2020.2021 Annual Report, 2021	Annual Report lays out ITK’s strategies and objectives in areas of poverty reduction, closing infrastructure gap, etc.
Métis National Council	
2018-2019 Annual Report	Annual Report includes description of MNC work in permanent bilateral meetings (PBM), conferences and other policy development work.

Report / Resource	Description / Excerpt(s)
National Collaborating Centre for Indigenous Health (NCCIH)	
Loppie, C., & Wien, F. (2022). <i>Understanding Indigenous health inequalities through a social determinants model</i>	“An in-depth review of academic, professional, and community resources has been synthesized and presented in text and table formats.” (“Introduction”)
National Indigenous Economic Development Board (NIEDB)	
The Indigenous Economic Progress Report, 2019	“The report includes three core indicators: employment; income; and, community well-being. These core indicators are examined through 13 separate measures. Additionally, five underlying indicators are considered: education; entrepreneurship and business development; governance; lands and resources; and, infrastructure, with these underlying indicators examined through 18 measures. [...] The 2019 Report also for the first time includes a Gender-Based Analysis, as well as two new composite indices: the NIEDB Economic Development Index and the Infrastructure Index. This report serves to provide the most complete and robust picture of Indigenous economic well-being in Canada to date.” (“Executive Summary”)
Yellowhead Institute	
Calls to Action Accountability: A 2021 Status Update on Reconciliation, 2021	Includes visual representation of in/completed CTAs by year(s) (page 6)

Government of Canada

Report / Resource	Description / Excerpts
Canada Mortgage and Housing Corporation (CMHC) / National Housing Strategy (NHS)	
2020 National Housing Strategy Triennial Progress Report	<ul style="list-style-type: none"> • At a glance progress “blurbs” (page 7) • Consultation timeline (page 10) • Map representation of goals (page 22) • Illustrative narratives/“real life” stories (“in their own words”) • “Annex A: Achievements per Initiative” • Chapter 4: Stronger Together: includes “Working with Indigenous and Northern communities”
Canadian Heritage (PCH)	
Annual Report on the Operation of the Canadian Multiculturalism Act 2019-20	<p>Reporting on initiatives, programs, practices, funding, commitments</p> <p>“The Anti-Racism Secretariat coordinates federal action, including engaging with provinces, territories, and civil society to address all forms of racism, including anti-Black racism, anti-Indigenous racism, anti-Asian racism, antisemitism, and Islamophobia. The Secretariat also leads efforts to identify systemic barriers and gaps to develop further areas for action.” (“Foreword from the Minister of Diversity and Inclusion and Youth”)</p>
Other Departmental Plans, Annual Reports and other reports	

Report / Resource	Description / Excerpts
Building a Foundation for Change: Canada’s Anti-Racism Strategy 2019–2022	<ul style="list-style-type: none"> • Whole-of-government approach • “Indigenous-focused approach” (Building Awareness and Changing Attitudes) • Appendix giving examples of ongoing initiatives <p>“Recognizing the need for government action to be coordinated, an Anti-Racism Secretariat will be established to lead work across government to coordinate federal action and identify and develop further areas for action through engagement with communities and Indigenous Peoples, stakeholders, and other levels of government. (“Guiding principles”)</p>
Canada’s Anti-Racism Strategy	
Evaluation of Canada’s Action Plan Against Racism	
Canada’s national report - Third Universal Periodic Review	“Under the Universal Periodic Review, the human rights record of each country is reviewed by other United Nations Member States. This provides an opportunity for countries to discuss their domestic human rights framework as well as measures taken to promote and protect human rights in their country.” (“Introduction”)
Canadian Human Rights Commission (CHRC)	
2020 Annual Report to Parliament: Build back better	Use of “real world” stories/narrative to illustrate societal picture found in data/statistics.
Crown-Indigenous Relations and Northern Affairs Canada (CIRNAC)	
Departmental Plans for Crown-Indigenous Relations and Northern Affairs Canada	CIRNA reports and other information, e.g. Sustainable development, Annual reports, departmental plan, etc.
Reports and Publications	

Report / Resource	Description / Excerpts
Delivering on Truth and Reconciliation Commission Calls to Action	GOC response to TRC's 94 Calls to Action, by topic
The Final Report to Parliament on the Review of S-3: December 2020	"2020 report on the review of the implementation of S-3, the last of 3 reports mandated in S-3: <i>An Act to amend the Indian Act</i> , in response to the Superior Court of Quebec decision in Descheneaux c. Canada (Procureur général)." ("Message from the Minister")
Cabinet Directive on the Federal Approach to Modern Treaty Implementation, 2015	Cabinet Directive sets out roles and responsibilities of federal departments, oversight and evaluation. "This Directive lays out an operational framework for the management of the Crown's modern treaty obligations. It guides federal departments and agencies to fulfill their responsibilities." (<i>Cabinet Directive</i> , 2015)
Evaluation Branch. Evaluation of the Cabinet Directive on the Federal Approach to Modern Treaty Implementation, 2020	"...whole-of-government approach to managing Canada's modern treaty obligations and defines the roles and responsibilities of the federal government. It establishes an operational framework for the management of the Crown's modern treaty obligations and it requires the Government to enhance awareness, accountability, and oversight of modern treaty obligations." ("Executive Summary", <i>Evaluation of the Cabinet Directive</i> , 2020)

Report / Resource	Description / Excerpts
Provisional annual report: July 2015 - March 2018	<p>Whole-of-government, federal collaboration on initiatives</p> <ul style="list-style-type: none"> • Performance measurement: status indicators to measure implementation, performance indicators to measure socio-economic outcomes related to modern treaties, common objectives • Monitoring implementation status of modern treaty obligations • Measuring socio-economic outcomes and impacts of modern treaties • Issue management/tracker • Annexes with useful info, e.g. Modern treaty common objectives areas; Cabinet directive on federal approach to modern treaty implementation; Statement of principles; etc. <p>"With an understanding that there is no relationship more important to Canada than the one with Indigenous peoples, Canada remains dedicated to achieving a profound shift in the relationship between the Crown and First Nations, Inuit, and Métis – a relationship based on the recognition of rights, respect, cooperation, and partnership." ("Minister's Message")</p> <p>"...a portrait of the socio-economic circumstances of modern treaties and self-government agreements with Indigenous populations, and describes federal government initiatives that support implementation." ("Executive summary")</p>

Report / Resource	Description / Excerpts
Department of Finance Canada (FIN)	
Budget 2022: A Plan to Grow Our Economy and Make Life More Affordable	On bottom half of home page, can filter by chapter and click on related measures tile to lead to relevant section of the report. Chapter 7: Moving Forward on Reconciliation: <ul style="list-style-type: none"> • 7.1 Addressing Past Harms and Discrimination Related to Indigenous Children and Families • 7.2 Supporting Strong and Healthy Communities • 7.3 Advancing Self-Determination and Prosperity
Budget 2021: A Recovery Plan for Jobs, Growth, and Resilience	Chapter 8: Strong Indigenous Communities <ul style="list-style-type: none"> • 8.1 Healthy and Vibrant Communities • 8.2. Building Infrastructure and Economic Growth • 8.3. Responding to the Tragedy of Missing and Murdered Indigenous Women and Girls • 8.4. Walking the Path to Reconciliation and Self-determination
Publications and Reports	Various reports, including DRR, annual reports
Department of Justice Canada (DOJ)	
Indigenous Justice Program	“The Aboriginal Justice Strategy (AJS), now known as the Indigenous Justice Program, supports community-based justice programs that offer alternatives to mainstream justice processes in appropriate circumstances.”

Report / Resource	Description / Excerpts
Evaluation Division - Corporate Services Branch, Evaluation of the Aboriginal Justice Strategy, December 2016	
Reports and Publications	
Indigenous Peoples	Relatively older reports and information (2000-2009)
Transparency	Reports, documents and information, including progress reports and transitional materials.
Deputy Minister’s Task Force on Reconciliation (DMTF)	
Many Voices One Mind: a Pathway to Reconciliation – Final Report of the Interdepartmental Circles on Indigenous Representation, December 4, 2017	<ul style="list-style-type: none"> • Whole-of-government • Supporting “transformational change”

Report / Resource	Description / Excerpts
Employment and Social Development Canada (ESDC)	
Canada's 2030 Agenda National Strategy: Moving Forward Together, Sustainable Development Goals, 2021	<ul style="list-style-type: none"> Objectives and commitments of GOC "Whole-of-society" approach, i.e. FPT, municipal and Indigenous governments <p><i>Canada's 2030 Agenda National Strategy: Moving Forward Together, Sustainable Development Goals, 2021:</i></p> <ul style="list-style-type: none"> "Indigenous Peoples in Canada and around the world will engage on their own terms toward Indigenous strategies for the achievement of the 2030 Agenda. They will do so consistent with the United Nations Declaration on the Rights of Indigenous Peoples and other commitments." "Objective 4: Reconciliation with Indigenous Peoples and the 2030 Agenda" "The SDG Unit is working with other government departments and agencies to develop a Federal Implementation Plan." "Through the National Strategy, the Government of Canada commits to preparing an annual, whole-of-society progress report." "The SDGs are grounded in human rights principles, as is the United Nations Declaration on the Rights of Indigenous Peoples. Together they provide a common guide for conversations among Canada's diverse First Nations, Inuit and Métis communities and non-Indigenous people." "30 actions to 2030 tracker" outlines Federal actions taken, status and progress
Moving forward together: Canada's 2030 Agenda National Strategy	
Canada takes action on the 2030 Agenda and the Sustainable Development Goals	

Report / Resource	Description / Excerpts
Towards Canada's 2030 Agenda National Strategy – Interim Document, 2019	<ul style="list-style-type: none"> Annex I proposes 30 federal actions to advance progress; Annex II includes mapping of goals to relevant federal departments; Annex III includes Canadian Indicator Framework stating goal, ambition, indicator, target
Canadian Indicator Framework	
Environment and Climate Change Canada (ECCC)	
Achieving a Sustainable Future: A Federal Sustainable Development Strategy for Canada	<p>GOC's priorities, goals, targets and actions re Federal Sustainable Development</p> <ul style="list-style-type: none"> Includes interactive tool <i>Federal Sustainable Development Act</i>, provides the legal framework 13 goals Whole-of-government
Canadian environmental sustainability indicators	Environmental indicators, including socio-economic. Indicators prepared by ECCC with contributions other departments.
Reports tabled in Parliament	
Fisheries and Oceans Canada (DFO)	
Reconciliation strategy	There are departmental indicators included in the strategy (but no annual reporting requirement attached).
Corporate management and reporting	Annual Reports, Departmental Plans, etc.

Report / Resource	Description / Excerpts
Global Affairs Canada (GAC)	
Canada's Implementation of the 2030 Agenda for Sustainable Development: Voluntary National Review, 2018	<p>Goals, actions, next steps</p> <p>"...report on the actions taken and progress made to advance the implementation of the United Nations 2030 Agenda for Sustainable Development and the 17 Sustainable Development Goals at home and abroad.</p> <p>On July 17th, 2018, Canada presented its first Voluntary National Review report...at the United Nations High Level Political Forum in New York, which highlights how Canada is taking stock of its progress and charting a path forward."</p> <p>"In this vein, the Government of Canada has launched a review and reform process of its laws, policies and operational practices to help ensure it meets its constitutional obligations with respect to Indigenous and treaty rights, adheres to international human rights standards, including the UN Declaration on the Rights of Indigenous Peoples, and effectively implements the 94 Calls to Action of the Truth and Reconciliation Commission of Canada."</p>
Government of Canada (GOC)	
Co-championed by the Privy Council Office and Policy Horizons Canada. RECONCILIATION: Canada Beyond 150	<p>Not official GOC policy, but insights are in line with UNDA:</p> <p>"...professional development program co-championed by the Privy Council Office and Policy Horizons Canada. The program was designed to support the development of new public servants, and to drive a culture change within the public service. The participants were invited to use foresight, design thinking and engagement tools to explore policy issues relating to diversity and inclusion."</p>
Departmental Plans	
Departmental Results Reports	
Departmental Sustainable Development Strategies	

Report / Resource	Description / Excerpts
Government-wide reporting on spending and operations - Horizontal Initiatives	<p>Reporting guidance on horizontal initiatives. Includes links to guide and searchable databases.</p> <p>"When two or more departments must work together to achieve Government objectives, Ministers may formally designate a horizontal initiative (HI). In such instances, departments received funds to work collaboratively to pursue shared outcomes. HIs have specific reporting requirements to show combined expenditures and achievement of outcomes. The objective is to provide parliamentarians and Canadians consolidated information on the HI."</p>
Indigenous Languages Act	
Office of the Commissioner of Indigenous Languages	
What we Heard Report: Consultations on the Implementation of the Indigenous Languages Act	
Indigenous Services (ISC)	
Annual Reports to Parliament 2021	

Report / Resource	Description / Excerpts
Annual Report to Parliament 2020	<p><i>First ISC annual report to Parliament 2020:</i></p> <p>“The <i>Department of Indigenous Services Act</i> stipulates that the annual report to Parliament will describe:</p> <ul style="list-style-type: none"> • the socio-economic gaps between First Nations, Inuit, and Métis individuals and other Canadians and the measures taken by the department to reduce those gaps; and • the progress made towards the transfer of departmental responsibilities to Indigenous organizations.” <p>“The pursuit of substantive equality and addressing historical disadvantage will inform Indigenous Services Canada policies and programming, as seen in such endeavors as... implementing the United Nations Declaration on the Rights of Indigenous Peoples.”</p> <p>(“Message from the Minister”, 2020)</p>
Other ISC reports	

Report / Resource	Description / Excerpts
Seventh Annual (2021) Statutory Report Pursuant to Section 2 of the Indian Act Amendment and Replacement Act, Statutes of Canada, Chapter 38, 2014	<p>“The Government continues to advance work under the Act respecting First Nations, Inuit and Métis children, youth and families, which came into effect on January 1, 2020. This work advances progress on the Truth and Reconciliation Commission’s Calls to Action 1 to 5, especially Call to Action 4, as it... contributes to the implementation of the United Nations Declaration on the Rights of Indigenous Peoples;”</p> <p>(“Child and family services”)</p> <p>“...the Government introduced Bill C-15, <i>United Nations Declaration on the Rights of Indigenous Peoples Act</i>. If passed by Parliament, this legislation will commit the Government to progressively aligning federal laws with the standards set out by the Declaration. In addition, it will mandate the Government to establish a National Action Plan to implement the Declaration, thereby fulfilling the Truth and Reconciliation Commission’s Call to Action 44.”</p> <p>(“Supporting Indigenous governance and implementation of rights”)</p>
ISC Research and Statistics	
The Community Well-Being index	<p>Includes Community Well-Being Index, surveys and statistics on Indigenous communities.</p> <p>“...statistics and research reports about Indigenous and Northern issues conducted or supported by Indigenous Services Canada.”</p> <p>“The Community Well-Being (CWB) index measures socio-economic well-being for communities across Canada over time. It has 4 components: education, labour force activity, income and housing.”</p>

Report / Resource	Description / Excerpts
2021-22 Departmental Plan	“ISC will actively position previously approved initiatives contributing to the Government of Canada’s Reconciliation agenda, responding to key elements of the Truth and Reconciliation Commission and Missing and Murdered Indigenous Women and Girls National Inquiry reports, and the UN Declaration on the Rights of Indigenous Peoples.” (“From the Minister”, 2021-22 Departmental Plan)
Other Reports and information	
Departmental Results Report 2019 to 2020	<p>“In 2019-20, ISC worked with partners to co-develop the Act respecting First Nations, Inuit and Métis children, youth and families (the Act), which came into force on January 1, 2020. The Act: [...]</p> <ul style="list-style-type: none"> contributes to the implementation of the United Nations Declaration on the Rights of Indigenous Peoples.” (Results – Health and Social Services) <p>“In response to the United Nations Declaration of the Right of Indigenous Peoples and the Truth and Reconciliation Commission’s Calls to Action, ISC continued supporting capacity to benefit service improvements, Indigenous communities and organizations capacity to exercise jurisdiction in the design, delivery and management of services.” (“Results – Indigenous Self-determined Services”)</p>
Statement of Principles on the Federal Approach to Modern Treaty Implementation	“This statement of principles is intended to provide guidance to the Crown in right of Canada on the approach to modern treaty implementation to which it should aspire. Working towards such an approach will help to promote reconciliation.”

Report / Resource	Description / Excerpts
Natural Resources Canada (NRCan)	
2020-21 Departmental Results Report, 2021	<p>“To advance reconciliation, equity, diversity and inclusion, NRCan has engaged Indigenous and federal partners and promoted awareness of the Truth and Reconciliation Commission’s Calls to Action and the UN Declaration on the Rights of Indigenous Peoples — all while strengthening our own policies on diversity and inclusion.” (“From the Minister”, 2020-21 Departmental Results Report)</p> <p>“Through the Indigenous Advisory and Monitoring Committees (IAMCs) for TMX and Line 3 pipelines, relations continued to be built between the Métis Nation, First Nations, governments, the Canada Energy Regulator and proponents. IAMC created opportunities for dialogue on issues and challenges, and offered ways to work towards reconciliation and implementation of the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).” (“Results at a glance”, 2020-21 Departmental Results Report)</p>
Other Plans and Performance Reports	
Office of the Auditor General of Canada (OAG)	
2021 Reports of the Commissioner of the Environment and Sustainable Development to the Parliament of Canada Report 6 – Departmental Progress in Implementing Sustainable Development Strategies—Healthy Coasts and Oceans, Pristine Lakes and Rivers, and Sustainable Food Report, 2021	
Other Reports to Parliament	

Report / Resource	Description / Excerpts
Privy Council Office (PCO)	
2020–21 Departmental Results Report (DRR), 2021	<p>“Earlier this year, we passed legislation to advance the implementation of the United Nations Declaration on the Rights of Indigenous Peoples.” (“From the Prime Minister, DRR 2020-21)</p> <p>“Supporting the Government’s Relationship with Indigenous Peoples:</p> <ul style="list-style-type: none"> • Legislation to advance reconciliation with, and increased self-determination of, Indigenous Peoples: • An Act respecting the United Nations Declaration on the Rights of Indigenous Peoples. ...” <p>(“Results: what we achieved”, DRR 2020-21)</p>
Other PCO departmental reports and publications, including annual reports	
Mandate Letter Tracker: Delivering results for Canadians	Tracking of GOC progress against commitments/priorities in ministerial mandate letters up to June 2019.
Beyond2020 publications	Includes progress and annual reports re Blueprint 2020 Whole-of-government engagement, horizontal initiatives
Public Prosecution Service of Canada (PPSC)	
Annual Reports by fiscal year	
Public Safety Canada (PS)	
Publication and Reports	Various reports that can be filtered by topic.
Statistics Canada (StatCan)	
Statistics on Indigenous peoples	Data/stats and analysis (reports and articles) on demographics and socio-economic indicators (e.g. education, health, labour, housing, etc.)

Report / Resource	Description / Excerpts
Indigenous peoples - Key indicators	
Sustainable Development Goals Data Hub	<p><i>Canadian Indicator Framework for the Sustainable Development Goals Data Hub:</i></p> <ul style="list-style-type: none"> • Website under development • 17 SD goals linked with indicators and federal departments’ ambitions and targets • Data hub Includes links and stats re: Indigenous peoples, GBA Plus, etc.
Canadian Indicator Framework for the Sustainable Development Goals Data Hub – 17 goals to transform our world	
Gender, diversity, and inclusion statistics	
Treasury Board of Canada Secretariat (TBS)	
Expenditure Management Sector, Results Division: Guide to Departments on the Management and Reporting of Horizontal Initiatives, January 2018	Includes guidance on progress reporting and management of horizontal initiatives across government, e.g. aligning outcomes with performance indicators, coordination.
GC InfoBase	An interactive tool, transforming complex federal data into simple visual stories for Canadians
Women and Gender Equality Canada (WAGE)	
Interim Progress Report on the Implementation of the Gender-based Analysis Plus (GBA+) Action Plan	
Gender-based Analysis Plus resources	

Canada - Other

Report / Resource	Description / Excerpt(s)
Canadian Broadcasting Corporation (CBC)	
Beyond 94: Truth and Reconciliation in Canada. (published March 19, 2018 and updated June 8, 2022)	The site provides up-to-date status reports on each call to action, as well as extensive summaries explaining those status reports.
National Centre for Truth and Reconciliation (NCTR)	
Reports include TRC report, as well as NCTR annual reports and Aboriginal Healing Foundation reports Truth and Reconciliation Commission (TRC) Reports	
Truth and Reconciliation Commission of Canada: Calls to Action, 2015	
National Inquiry into Missing and Murdered Indigenous Women and Girls (MMIWG)	
The Final Report of the National Inquiry Into Missing and Murdered Indigenous Women and Girls, 2019	<p>“Services and solutions must be led by Indigenous governments, organizations, and people. This is based on the self-determination and self-governance of Indigenous Peoples, as defined by United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP) ...” (“Principles of Change”, <i>Calls for Justice</i>)</p> <p>“v. UNDRIP, including recognition, protection, and support of Indigenous self-governance and self-determination, as defined by UNDRIP and by Indigenous Peoples, including that these rights are guaranteed equally to women and men, as rights protected under section 35 of the Constitution. This requires respecting and making space for Indigenous self-determination and self-governance, and the free, prior, and informed consent of Indigenous Peoples to all decision-making processes that affect them, eliminating gender discrimination in the Indian Act, and amending the Constitution to bring it into conformity with UNDRIP.” (“1.2, v., Calls For Justice For All Governments”, <i>Calls for Justice</i>)</p> <p><i>National Action Plan, 2021:</i></p> <p>Includes section on monitoring progress and data strategy</p>

Report / Resource	Description / Excerpt(s)
Calls for Justice, 2019	
MMIWG 2SLGBTQQIA+ 2021 National Action Plan, 2021 and Progress Report, 2022	
Creating New Pathways for Data: The 2021 National Action Plan Data Strategy	
Smith, J. A., & Mitchell, T. L. (2020)	
Development of an UNDRIP compliance assessment tool: How a performance framework could improve state compliance. The International Indigenous Policy Journal, 11(2)	“In this article, we introduce a novel approach to monitoring compliance with the UNDRIP and human rights more generally. This work highlights the potential advantages of using a performance improvement framework to clearly identify gaps in compliance, monitor state compliance with the Declaration over time, and effectively assess and compare state compliance. We describe the development of a standardized UNDRIP compliance assessment tool and report the process and findings of a pilot test of the tool.” (“Abstract”)
Canadian Reconciliation Barometer (2022)	
The Canadian Reconciliation Barometer 2021 Report	<p>“The Canadian Reconciliation Barometer is an online survey that Indigenous and non-Indigenous people in Canada complete. The survey covers 13 indicators of reconciliation, with several statements representing each indicator, for a total of 64 statements.”</p> <ul style="list-style-type: none"> • Measures progress towards reconciliation • TRC CTA 65, 53-56 • “Seven generations” Indigenous concept used as a framework for understanding intergenerational harms and healing • Psychometric approach • 13 indicators of Reconciliation (p. 14)
What we have learned	

International

Report / Resource	Description / Excerpt(s)
Canadian Commission for United Nations Educational, Scientific and Cultural Organization (UNESCO)	
Resources	Filter to find publications and other resources by subject, network, etc., e.g. “Indigenous languages”, “Reconciliation in Action”, etc.
Expert Mechanism for the Rights of Indigenous Peoples (EMRIP)	
Annual reports	<p>“The Expert Mechanism submits annual thematic studies to the Human Rights Council (HRC). Thematic studies document findings on particular topics and provide guidance and recommendations for UN member States, civil society organisations and other stakeholders.</p> <p>The Expert Mechanism also produces a report each year on its annual session, and issues official reports and documents relating to the United Nations Declaration on the Rights of Indigenous Peoples (UNDRIP).”</p>
Institute for Justice and Reconciliation (IJR)	
South African Reconciliation Barometer, 2021	“The South African Reconciliation Barometer (SARB) is a nationally representative public opinion survey conducted by the Institute for Justice and Reconciliation (IJR) on issues of reconciliation, social cohesion and governance.”
Office of the High Commissioner for Human Right (OHCHR)	
Annual thematic reports of the Special Rapporteur on the rights of indigenous peoples	<p>“The Special Rapporteur’s annual reports include a description of the activities carried out during the year in the framework of the mandate, and will also normally include discussion of specific themes or issues of particular relevance for the rights of indigenous peoples.”</p> <p>Reports to:</p> <ul style="list-style-type: none"> • Human Rights Council, • General Assembly, • Commission on Human Rights

Report / Resource	Description / Excerpt(s)
Indigenous justice systems and harmonisation with the ordinary justice system: report, August 2, 2019	
Canada’s Input	Canada’s input re: Canada’s initiatives to Special Rapporteur thematic report
Human Rights Indicators – Documents and publications	
A Human Rights Based Approach to Data - Leaving No One Behind in the 2030 Agenda for Sustainable Development (2018)	
Human Rights Indicators: A Guide to Measurement and Implementation (2012)	
Reconciliation Australia	
Australian Reconciliation Barometer, 2020	<ul style="list-style-type: none"> • National research study • Reconciliation outcomes framework <p>“The ARB measures attitudes towards reconciliation, using the five dimensions of reconciliation—race relations, equality and equity, unity, institutional integrity [<i>sic</i>], and historical acceptance—to inform data collection and analysis.” (Summary)</p>
The International Work Group for Indigenous Affairs (IWGIA) / European Instrument for Democracy and Human Rights (EIDHR)	
Indigenous Navigator, 2014-2021	“The Indigenous Navigator is a framework and set of tools for and by indigenous peoples to systematically monitor the level of recognition and implementation of their rights.”
UNDRIP Indicators	
Methodology	
United Nations Department of Economic and Social Affairs – Indigenous Peoples. State of the World’s Indigenous Peoples (SOWIP)	
Implementing the United Nations Declaration on the Rights of Indigenous Peoples, 4th Volume, 2019	
Volumes 1-5	

Report / Resource	Description / Excerpt(s)
United Nations Permanent Forum on Indigenous Issues (UNPFII)	
<i>Permanent Forum Session Reports</i>	