



CANADA-ABORIGINAL PEOPLES ROUNDTABLE
ACCOUNTABILITY FOR RESULTS SECTORAL
FOLLOW-UP SESSION
FACILITATORS' REPORT

January 25 - 26, 2005
Marriott Hotel
Ottawa, Ontario



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1. INTRODUCTION

The January 25-26, 2005 Sectoral Follow-up Session on Accountability for Results was the seventh and final in the series. As such, it represented the completion of the sectoral follow-up sessions committed to by Prime Minister Paul Martin at the conclusion of the April 19, 2004 Canada-Aboriginal Peoples Roundtable on Strengthening the Relationship. The intention of the sectoral follow-up sessions was to explore new and innovative ideas through which the Government of Canada and national Aboriginal leaders could work together to close the quality-of-life gap between Aboriginal peoples and all Canadians. In addition to Accountability for Results, sectoral follow-up sessions have been convened for Health, Lifelong Learning (i.e. Early Childhood Development and Kindergarten to Grade 12; Post-secondary Education and Skills Training), Housing, Economic Opportunities and Negotiations.

Following the distribution of the April 19, 2004 Canada-Aboriginal Peoples Roundtable report, the Aboriginal Affairs Secretariat (AAS) within the Privy Council Office (PCO) established an overall Planning Committee to develop the proposed sectoral follow-up sessions. The Planning Committee is comprised of five National Aboriginal Organizations (NAOs) including the Assembly of First Nations (AFN), the Inuit Tapiriit Kanatami (ITK), the Métis National Council (MNC), the Congress of Aboriginal Peoples (CAP), and the Native Women's Association of Canada (NWAC), key federal departments and

agencies that serve as lead departments or have related responsibilities, including Indian and Northern Affairs Canada (INAC), Health Canada (HC), Canada Mortgage and Housing Corporation (CMHC), Industry Canada, Treasury Board Secretariat (TBS), and provincial and territorial officials.

A planning subcommittee, chaired by the lead department, in this case the Treasury Board Secretariat, and comprised of a similar combination of federal, Aboriginal and provincial/territorial members, applied the overall session planning guidelines to the particular needs of the Accountability for Results area. The planning subcommittee responsibilities include the following:

- identification of policy priority topics, discussion objectives and the agenda to guide discussions at the session;
- development of background papers to provide participants with an overview of key issues (available on-line);
- selection of participants and officials (observers); and
- review of the facilitators' report on the sectoral follow-up session.

The attached participants and officials lists (Annex B) indicate that there were approximately 107 participants at the Accountability for Results Sectoral Follow-up Session. The five NAOs were given the opportunity to select 10 participants each (i.e. five core and five sectoral experts) from their organizations and/or communities at all levels. The remaining participants were selected by the lead department, based on



nominations from NAOs, provinces/territories and other federal departments. The National Aboriginal Organizations and government members of the planning subcommittee also designated officials (observers), who attended to provide support to their selected participants and report back on the discussions. Each NAO had up to three officials, the federal government had up to 15 officials and the provincial and territorial governments divided a total of 15 seats.

The Accountability for Results Sectoral Follow-up Session was designed to bring experts and practitioners together to address the specific session objectives established by the planning committee. The Accountability for Results Sectoral Follow-up Session also provided a forum for the participating experts and service providers to engage in a discussion that:

- considers current accountability framework and reporting concepts, mechanisms and models;
- explores improvements to a variety of related accountability issues (e.g., accountability relationships, transparency, targeted results, performance measures, indicators, information and data needs, effective reporting, evaluation, roles and responsibilities, and capacity); and
- examines views on the outline, development and implementation process for an accountability framework and how to move forward on an Aboriginal report card.

The results from the sectoral follow-up session are contained in this Facilitators' Report. The report is based on flip chart notes prepared by the participants and facilitators during the session and on a template/report outline approved by the Planning Committee. Participants were clearly notified in workshops that all issues, options and/or recommendations must be recorded on the flip charts in order to be included in the final report of the session. All flip charts were transcribed verbatim and are contained in Annex C.

As a practical matter, it is not possible to reflect every idea placed on the flip charts during the breakout group in the narrative of this report. The facilitation team has attempted to draft the report in a manner that highlights the content of the flip chart notes as succinctly and objectively as possible. As a result, this report should be read in tandem with the detailed ideas contained in the flip chart notes.

As well, discussion at the follow-up session built on the content of background papers prepared in advance of the Accountability for Results Sectoral Follow-up Session. In specific cases this meant that recommendations that were included in the background papers were not always expanded on or discussed in the breakout groups. It is therefore essential that this report be read in conjunction with the background papers, which can be found on the Internet at <http://www.aboriginalroundtable.ca>.



The discussions themselves, this facilitators' report, the facilitator reports from the other sectoral follow-up sessions, and the facilitators' final roll-up report on all sectoral follow-up sessions are intended to support and inform ongoing discussions leading to:

- a spring 2005 policy retreat between the Cabinet Committee on Aboriginal Affairs, national Aboriginal leaders, and provincial/territorial representatives¹; and
- the fall 2005 First Minister's Meeting on Aboriginal Issues.

It is also anticipated that the participating governments and organizations may develop their own reports and analysis of the sectoral follow-up sessions. It is also understood that the brainstorming at the sectoral follow-up session in no way commits any particular government or organization to a discussion on any particular idea at upcoming political level discussions.

2. OVERALL SESSION SUMMARY

Workshop Methodology

Each sectoral follow-up session provided that the majority of time be allocated to breakout groups where the participants were

¹ Discussion are ongoing with provinces and territories regarding their participation in the planned spring policy retreat and this matter will be clarified as work proceeds toward this proposed initiative.

organized into the three distinct Aboriginal groupings: First Nations, Inuit, Métis. The participants lists indicate that, not including officials, there were approximately 44 participants in the First Nations breakout group; 34 participants in the Inuit breakout group, and 29 participants in the Métis breakout group.

Each of the three distinct breakout groups addressed discussion issues identified by the planning subcommittee and listed on the agenda (Annex A). The Accountability for Results discussion issues were:

- improving accountability relationships in an Aboriginal context;
- establishing the basis of what constitutes good reporting;
- improving the reporting process; and
- moving forward on an Aboriginal report card.

Objectives for each discussion issue were also included on the distributed agenda and posted in the breakout groups. These objectives were a guiding tool to help focus discussion on issues that support achievement of the session objectives. Facilitators used the objectives in tandem with other process questions to support the development of recommended actions.

Each breakout group was facilitated by co-facilitators selected from a list recommended by the National Aboriginal Organizations during the planning process. For each discussion, facilitators used a variety of techniques and exercises to



maximize input and output from participants. The exercises included facilitated discussion methods that were adapted to fit the circumstances such as time allotment, number of participants, size of the breakout room and discussion issue. In most cases, the exercises asked participants to work in smaller groupings to gain greater participation from all participants.

In general terms, for each discussion issue on the agenda, the participants in the breakout group identified the critical issues that they felt needed discussion. Participants were then organized into smaller table groupings to develop recommended actions to respond to those critical issues. Participants were encouraged to include the crosscutting lenses relating to the unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities in their discussions and recommended actions.

It should also be noted that each workshop day was opened and closed by three Elders representing the First Nations, Inuit and Métis. Their opening and closing remarks and invocations were often instrumental in setting the tone for the workshop and participants.

Overall Summary

Since accountability and reporting requirements tend to be universally applied from governments to organizations and groups, it would not seem surprising that the breakout groups may identify some similar issues. The following summary provides a

listing of issues that were identified across each breakout group, First Nations, Inuit and Métis.

Key messages

Participants in all three breakout groups identified that they are striving to create accountability and reporting frameworks that build in traditional values and approaches from First Nations, Inuit and Métis perspectives. New accountability methods must minimize administrative loads and encompass measures for reporting back to the communities. First Nations, Inuit and Métis also want structures to meet the needs and be inclusive of all Aboriginal citizens and groups, including women, and those living in urban, rural, northern and remote communities.

Accountability relationships

All three breakout groups identified challenges with the various approaches and conditions attached to each government program and/or financial contribution. This applies to all governments—federal, provincial and territorial. Another challenge to the relationship is that the system now places much higher value on the accounting for the money and not as high a value on priority outcomes. Further, accountability frameworks do not take into account traditional customs, culture and values within each Aboriginal group. Participants indicated that the two parties do not see the accountability process through the same lenses. There are different perceptions and understandings and this creates problems in reflecting a transparent approach to



accountability. All three breakout groups supported the idea that accountability needs to be built from the bottom up and that First Nations, Inuit and Métis must have the control and authority to establish their own relevant frameworks. Relevant data and determinants need to be redefined in order to be helpful in building standardized yet relevant approaches for the each of the groups.

What accountability means in an Aboriginal context

All groups agreed that accountability must be agreed to by all parties in advance—not unlike funding agreements. Accountability needs to be flexible enough to respond to each community’s capacity. Reporting on accountability needs to be simplified by removing different rules and duplication.

Critical issues on accountability

Some of the same critical issues were identified in all three breakout groups. Participants identified the relationship with the Crown—issues stemming from the treaties and court decisions to broadening the relationship with more federal departments than just Indian and Northern Affairs or provincial/territorial governments. Multiple reporting was cited as a critical issue for First Nations, Inuit and Métis. Building community capacity was also seen as a priority.

In responding to some of the critical issues, breakout participants spoke about multi-year funding relationships with greater flexibility within their agreements. Even though many of the recommendations called for a

standard to be designed within an accountability framework, it is important to mention that participants do not necessarily want one approach for all (e.g. pan-Aboriginal—one model for all groups: First Nations, Inuit and Métis). There was interest in seeing both federal and provincial/territorial governments and departments coming together and developing a standard for all program funding accountability frameworks that may apply to each group differently depending on their circumstances (e.g. capacity, geographic location, etc.). To be responsive, inclusive and accountable to all their citizens, participants suggested targeting their efforts to also include women, and people living off-reserve or in urban, northern and remote communities. Groups also shared issues about being able to respond to citizens outside of their traditional territories (urban based). Program funding and accountability measures need to be more flexible to enable First Nations, Inuit and Métis and other Aboriginal organizations to have the capacity to respond.

Knowing we are making progress

Participants agreed that long-term, multi-year funding is essential for increased accountability. Shared indicators and flexible guidelines are essential. All breakout groups spoke about the various relationships with the Crown and provinces/territories, and how this needs to be solidified through recognition and agreements such as Section 35, specific protocol agreements and/or recognition of a third level of government.



Elements of good reporting/improved reporting process

Participants identified a number of critical issues pertaining to good reporting that were similar and/or the same. Some of these are the use of data and statistics; results-based approach; building the reporting framework on common principles and understanding; making reporting useful and reciprocal for all parties; and the need for joint processes to establish performance measures that will lead to transformative change.

Governments' inconsistent reporting requirements need to be streamlined for all programs and funding expectations.

Aboriginal report card

Each breakout group provided substantial input into the purpose, content, application and development process for how an Aboriginal report card could provide insight into results, reporting, accountability and relationships. All breakout groups reported that their view of an Aboriginal report card is to hear about what the federal government has accomplished. Other models for accountability reporting were named such as the B.C. Progress Card and others talked about the proposed accountability methods in Royal Commission for Aboriginal Peoples. An independent body, mutually agreed upon with Aboriginal partners is essential. It was also recommended that one report for all groups is not appropriate and that separate report cards may have to be produced so the diversity of each group is reflected.

Application of the crosscutting lenses

As noted the design of the sectoral follow-up sessions included a requirement to address the crosscutting lenses relating to the unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities in their discussions and recommended actions. All three breakout groups made reference to the crosscutting issues and in one case, the First Nations breakout group, time was set aside for a specific discussion of the crosscutting lenses.

In all three breakout groups there were strong messages about inclusion but not necessarily consensus about how this could be accommodated. The political and service organizations representing the populations identified as crosscutting lenses emphasized the importance of finding ways to enable direct participation in processes dealing with political issues, policy development, and program and service delivery. First Nations, Inuit and Métis governments and organizations stressed the need for approaches and supports that would enable them to reach out to all their members. There were also suggestions for the development of specific strategies, partnership approaches and joint initiatives. References to the crosscutting lenses are included in the summaries of the three breakout sessions and of course in the flip charts.



3. SUMMARY OF DISCUSSIONS

i) FIRST NATIONS BREAKOUT GROUP

Participant Key Messages

The First Nations breakout group began with participants at each table being asked to identify the key messages that they wanted to come out of this sectoral session. Through over 50 key messages the participants highlighted a variety of concerns and suggestions relating to the basis, focus and complexity of the current system of accountability. While many of the key messages were raised in subsequent breakout group discussions, examples from the flip charts include:

- elusively complex (e.g. multiple relationships, different systems of government, conflicting policies);
- accountability deals with more than money;
- accountability starts in the community;
- many things have negative impacts on accountability (unstable funding and cash flow, late agreements, capacity, training);
- reciprocal accountability—government to First Nation, First Nation to government;
- need a formal process of accountability regarding the implementation of treaties;
- traditional values contribute to modern governance/accountability.

Accountability in a First Nations Context

Working in small groups the participants were asked to provide input on the various accountability relationships that are relevant to First Nations, and that First Nations are presently engaged in or should be engaged in.

In terms of the relevancy of current relationships the participants highlighted that:

- current way of designing programs is tied to funding agreements rather than need;
- internal accountability between the delivery office and the service recipient is the most important;
- the tools and funding to support the public service environment the government would like to see at the community level is not there;
- the government background paper describes four levels of accountability but 95 percent of current emphasis is on accountability for funding allocated;
- accountability to government is to the contract/contribution agreement and Minister and not to the community or the improvement of the quality of life;
- government policy limits First Nations funding to on-reserve population;
- relationship is a policy based relationship, not based on legislation or the recognition of rights;
- political environment within a First Nation will dictate ranges and nature of accountability; and



- different perceptions about responsibilities exist when two parties involved don't agree on what the needs are (e.g. housing).

In terms of the kind of accountability relationship First Nations should be involved in the flip charts suggest the following:

- Programs that meet needs result in positive impacts.
- Delivery can't just measure how finances are managed/physical account. Has to also measure program effectiveness, and reflect culture customs and values (e.g. the human aspect).
- Accountability is not only about finances, but on a whole range of issues that form the First Nations/Crown relationship.
- Governments must be accountable to Aboriginal people (e.g. treaty provisions, resources, revenues).
- Relationship should be similar to those with provinces (e.g. Social Union Framework Agreement) and based on recognition of Crown's fiduciary obligation to First Nations.
- Treasury Board could go to a single window approach to eliminate a great number of reports now being prepared by First Nations.
- First Nations develop unique and different systems, policies and agreements across country reflecting diversity of cultures.
- Internal systems are needed to deal with the issue of matrimonial property.

- We need a joint process, fully mandated by all governments, to define accountability framework (including capacity and human capital to feed into process).

When asked what these current and proposed relationships suggest about the meaning of accountability in a First Nations context, the participants made several specific suggestions, with one table referring to its response in the previous question (for ease of reference those comments are included here). Accountability in a First Nations context would include:

- need to redefine accountability to include social determinants;
- need outcome accountability to First Nations citizens;
- need transfer payments, multi-year funding to establish a predictable and stable flow of funds;
- need new First Nations government(s) and institutions(s) that address the needs of First Nations peoples;
- the values upon which an Aboriginal/First Nations context are based include holistic; balance; equity/fairness; equality; consensus; community focus; respect for individuals; respect for First Nations autonomy/self-determination, diversity, expertise and knowledge; clear roles and relationships;
- government needs to recognize that First Nations governments have responsibilities to all their members, and agreements need to reflect this;



- fulfilling treaty obligations has to be front and centre in any proposed accountability framework;
- accountability relationships must accept different viewpoints on what accountability is to each party;
- could be an ombudsman role;
- vision of accountability—process in place to develop single shared accountability framework that removes duplication, differences in rules and simplifies reporting;
- primary focus is empowering our people through improved reporting/accountability to community;
- should include mutually agreed outcomes, measurements and reporting structure and broader discretion in expenditures by recipient;
- want to see full transparency of details of government expenditures on Aboriginal peoples;
- some responsibilities and financial benefits should be devolved to grass roots instead of leadership.

During this discussion a number of the participants reiterated, expanded upon, or asked questions about some of the problem areas currently being experienced. Examples of these types of interventions include:

- dependence on federal funding;
- on-reserve services under funded compared to similar provincial services;
- accountability relationships are complicated because some basic governance systems (e.g. water treatment) are not in place when responsibility is transferred;

- First Nations are still treated as wards or children of the state;
- how do we track whether the government is meeting its fiduciary obligations?;
- First Nations question whether the Government of Canada is ready to address this (e.g. many good ideas get dismissed by departments interpreting well beyond Treasury Board Guidelines).

Critical Issues and Recommended Actions

Based on the preceding discussions, the participants validated a list of critical issues suggested by the facilitators and developed recommended actions to respond to those critical issues, and in some circumstances applied the crosscutting lenses.

Crown accountability to Treaty (Aboriginal Treaty Rights), self-government, legislation (Indian Act), fiduciary (honour of the Crown, obligations/duties), court decisions

The participants clarified current challenges within the federal approach to legal obligations (e.g. policy is to narrow its obligations, etc.), described the relationship between the Social Union Framework Agreement and section 91 and section 92 of the *Constitutional Act 1867* jurisdictions and listed additional critical factors that need to be considered when addressing this issue (e.g. supporting portability of rights, responsive funding formulas, attitudes of government officials). Specific recommendations included:



- need a fiscal framework for transfers between First Nations/Aboriginal peoples and the Crown;
 - develop a joint management approach to service/program delivery that goes beyond advisory level and addresses the Department of Justice's unilateral interpretations of Crown obligations/responsibility;
 - establish a Crown/First Nations committee to look at/review implementation of court decisions beyond INAC using court determined principles of interpretation; and
 - as a key to transformative change directly involve First Nations in changes to the machinery of government that support the infrastructure for First Nations to deliver services on the Crown's behalf (e.g. authority and resources delegated to INAC regional directors).
- section 35 of the *Constitution Act, 1982* be the centrepiece of recognition;
 - there be agreed upon definitions of comparability;
 - in certain areas there needs to be tripartite (Canada, province, First Nation) accountability on how First Nations are dealt with and their rights recognized;
 - program and service delivery goals be jointly developed/negotiated;
 - while reporting is still needed, control has to be relinquished;
 - a framework agreement could provide a basis for measuring and acknowledging the varying standards of living between First Nations communities;
 - fully transparent accountability must be the goal;
 - a First Nations parallel position to the Auditor General be considered as a mechanism to determine whether the principles (e.g. section 35 recognition) are being followed.

Principles and standards (transparency, two-way street, not just financial)

Accountability between all stakeholders and governments can be based on a variety of principles (e.g. traditional and natural values, recognition of rights, two way street, etc.) While the principle that one size does not fit all suggests that standards may not be appropriate in all circumstances, these values can guide the development of fluid and flexible standards (e.g. demonstrate value for money, compliance reporting, decision making authority, service delivery, etc.). It was suggested that:

In applying the crosscutting lenses (women and off-reserve) to this discussion the participants discussed whether accountability standards needed to be different for off-reserve members. They suggested the need for full consultation and grievance mechanisms to deal with marital property and non-members on reserve land.

Provincial-territorial (First Ministers Conference, Social Union Framework Agreement (SUFA), federal/provincial jurisdiction)



This issue was discussed in terms of the challenges (e.g. lack of political will, silos) that contribute to recognition within section 35 not being translated into policy decisions at the federal, provincial, territorial levels. The participants indicated that a federal, provincial, territorial and First Nations development framework was needed. Securing this framework could be done through:

- considering costs of litigation and the status quo, particularly the health and social issues of Aboriginal women, persons with disabilities and Aboriginal people in urban areas compared to the value of cooperation;
- provincial and territorial inclusion of First Nations in policy development and decision making; and
- development of provincial territorial report cards and ombudspersons on First Nations issues.

Building accountability from the ground up

This group stressed that efforts be undertaken to:

- address the limited capacity to deal with accountability outcomes through community education and communication strategies, financial support and making models of success available;
- create greater financial independence and self reliance through innovation, political will and effectively managing the relationship between politics and business;

- provide incentives for increasing credibility through International Organization for Standardization (ISO) certification of accountability practices; and
- modify business like approaches/standards to reflect community needs, culture and values.

Multiple accountabilities (number of reports that are program focused, no coordination within a department—Health Canada and INAC, frequency of reports, contribution focus accountability)

This group identified a recommendation and considered a crosscutting lens application for four concerns within this critical issue including:

- reduce complexity of receiving and reporting on funding by devolving authority to a central authority for First Nations, applying this to Health Canada funding provides an opportunity to consider the crosscutting lenses;
- apply accountability to longer term goals and objectives through funded five- to 10-year integrated First Nations development plans. Providing resources to directly involve lens interests addresses the crosscutting lens;
- pursue accountability as an outcome by defining First Nations accountability processes within the community. The crosscutting lenses can be applied by streamlining the number of agencies, reducing competition and creating better working partnerships with service interest groups;



- support First Nations self government as a means for defining authority and clarifying jurisdiction and accountability; and providing funding to enable First Nations to take responsibility for all citizens (i.e. women, non-status) whose ancestry comes from their community would allow the crosscutting lenses to be applied.

Government-to-government process (transfer payments, joint processes being required with First Nations as participants)

This group identified many recommended actions. Some examples not noted previously include:

- provide flexibility to address changes during long-term agreements;
- treat First Nations as governments through a recognition instrument (e.g. proclamation, legislation, agreement, policy), government-to-government negotiations and First Nations determined priorities; and
- establish aggregate levels of First Nations governments to pass laws, administer programs and services, establish and monitor standards.

Knowing We are Making Progress

The statements developed by the participants suggest that indicators and measures will reflect the implementation of the recommended actions that demonstrate that shifts in the accountability relationship have created transformative change. Examples include:

- legislative approach for delivery of programs and services, input into Memorandum to Cabinet, Treasury Board authorities and approvals for transfer payments;
- joint regional and national policy and planning forums;
- ongoing discussions and meetings on a framework agreement;
- more integration within the federal system;
- policies updated to reflect recognition of section 35 rights;
- improved quality of life/standard of living;
- one report satisfies all needs;
- federal, territorial, and provincial government acceptance of First Nations definitions;
- instruments for recognition and implementation as governments;
- culturally relevant agreed upon standards being applied; and
- agreed upon factors driving funding.

The Basis of Good Reporting/Improving the Reporting Process

The participants expanded upon and validated a list of critical issues developed by the facilitators and developed recommended actions to respond to that critical issue.

Supporting Transformative Change (TC)

The participants described First Nations expectations for transformative change (e.g. meets needs, secures jurisdiction and control, involves First Nations communities



as equal partners in joint decision making, creates economic independence, etc.). In order to be partners in the improvement of the quality of life of First Nations there must be:

- full partnership in planning, priority setting, resourcing, implementing, monitoring, evaluating, reporting and adjusting based on results;
- resources to address human resources, capacity, and training gaps as well as gaps created by downsizing, under-funded devolution and formula rather than needs based funding; and
- more centralized intergovernmental decision making for existing programs and services.

Relevance and usefulness

In addressing the relevance and usefulness of information the participants identified issues and recommended actions relating to:

Federal and provincial governments need to:

- integrate existing reports;
- provide funding for First Nations reporting activities;
- react to gaps and problems identified by First Nations; and
- provide useful information back to First Nations.

First Nations need to:

- gain control over this information; and
- develop their own reporting requirements.

Together First Nations and governments need to:

- develop a shared consensus on what constitutes useful and relevant information;
- provide better access for people to review summarized and simplified reports; and
- develop reporting requirements that reflect gradual progress to rights recognition.

Performance measures/monitoring

Improving performance measurement and monitoring could be accomplished by:

- creating a two way performance measurement process;
- ensuring understanding of the link between performance measurement and decision making;
- establishing a framework on what kind of data is to be shared;
- knowing what to do with information collected (so what?);
- engaging across sectors to measure links between governance, health, education, etc.;
- providing communities with the infrastructure to interpret and use information;
- Aboriginal people setting performance and outcome measures through a joint process;
- tying outcomes to a community plan; and



- finding ways to measure outcomes of such things as the link between funding received and the treaties, the government-to-government relationship, cross sectoral outcomes.

Results based

Improving participation in a results-based environment involves:

- a simplified, streamlined government process for checking off whether outcomes were achieved at the community and government levels;
- more time spent on developing community based and driven principles, outputs and outcomes to capture and report results; and
- looking at the entire federal government (\$8 billion) and planning better.

Data issues

Addressing data issues such as ownership, institutional relationships, privacy, relevance, and informed consent requires:

- detailed funding arrangements;
- building capacity and tools to participate in system, understand and share data;
- designing a full set of easy-to-use people focused community indicators (e.g. broader definition of health);
- agreeing on the policies and procedures that support transparency;
- supporting community participation (boards/committees) in the publication, presentation and analysis of results;

- First Nations territorial/regional approaches that assist with urban data issues;
- ensuring that any new methodology matches cultural values and captures all Aboriginal people—regardless of status or residency;
- examining what the First Nations Statistical Institute can do in terms of First Nations ownership and management of the whole data collection process.

Principles

Principles and approaches that could support improved reporting include:

- improving and building trust by applying a gender based analysis to the Aboriginal Report Card, policies and programs;
- communicating public policy changes that acknowledge legal responsibilities including sections 25 and 35(4) of the *Constitution Act, 1982*;
- making an ongoing commitment to developing the relationship (e.g. legislative base for partnerships, equitable access to resources) and developing processes to effectively measure its evolution; and
- ensuring that senior officials are committed to acknowledging cultural values and engaging in meaningful consultation that affects decision making.



Application of the Crosscutting Lenses

While the crosscutting lenses had been included in some of the previous discussions during the breakout group, the facilitators engaged the participants in a specific exercise to discuss how improved reporting/accountability would address the needs of those included in the crosscutting lenses.

Rural, remote, northern (and small communities)

The participants suggested that in addition to applying strategies to reduce reporting burden and improve capacity, it was important to:

- stop lumping northern and remote together;
- provide better disaggregated demographic information;
- improve access for persons with disabilities;
- increase utilization of and access to connectivity;
- improve accountability for services provided to non-reserve based peoples; and
- find ways to support stability within the communities and community government systems, which affects all of the above.

Urban Communities

In addition to discussing the characteristics of First Nations/urban relationships (e.g. *Corbiere* decision, regional differences,

competition, etc.), the participants suggested several ideas:

- improve two-way communication through First Nations and local newsletters, newspapers, and the moccasin telegraph as tools for dispelling myths and encouraging empowerment;
- strengthen accountability between service organizations and the people they are serving;
- consider involving First Nations as board members and using intergovernmental agreements; and
- consider benefits of having funding for urban citizens allocated to their First Nations.

First Nations women (Aboriginal)

The needs of First Nations women could be addressed through:

- conducting a gender based analysis (GBA) to determine their needs/rights;
- increasing visibility and awareness of Aboriginal women and their involvement in self government;
- measuring the impact of policy implementation to support Aboriginal women's issues in a timely manner (e.g. marital property, violence);
- recognizing the dual First Nations and Canadian citizenship and portability of rights of Aboriginal women and children;
- involving women in revisions to the *Child Welfare Act*, the Child Tax Benefit; and



- providing life skills and training to Aboriginal women in remote areas.

Non-Status

The needs of non-status Indians can be addressed by including them in the development of new accountability measures. Ways of involving non-status Indians include:

- identifying, recognizing, and increasing accountability to non-status members;
- various organizations that deliver services to or represent non-status Indians could adapt the same accountability measures;
- providing resources so that First Nations can care for all their people; and
- reopen legislation that denies status (e.g. double-mother clause, double-father clause).

Process for Moving Forward on Accountability and Reporting

The purpose of improving accountability, reporting and moving forward on a report card was characterized as efforts necessary to support a transformative change agenda. As such, the participants identified a number of considerations and recommended actions that were similar in nature to the recommended actions in previous sections (e.g. direct involvement; joint agreement on objectives, measures and outcomes; capacity supports; challenges with reporting on results/impacts; etc.). Additional recommended actions provided during this discussion included the following:

- change the name from report card to something like progress reporting;
- determine the relevancy of both qualitative versus quantitative reporting and information (e.g. indigenous languages);
- consult reports that provide guidance on how to measure such things as quality of life, self government, business/economy (e.g. *Chandler and Lalonde* study, Cornell University, etc.);
- support an independent body approach (The B.C. Progress Board is a model to examine);
- report to the House/Senate/First Nations-Aboriginal governments;
- follow up on the reports from the sectoral processes must involve First Nations/Aboriginal governments in a fully collaborative way that is entrenched and ongoing—regardless of changes in ministers or governments;
- amend Treasury Board policy on RMAF (risk management accountability framework) to fully include and engage First Nations in all of planning, priority setting, organizing, managing/monitoring, reporting, results/evaluation processes;
- the government needs to include (in the card) a statement and an accounting of what it did over the past year (like a service plan);
- an annual card may not be possible; however, there needs to be some sort of check and balance on card achievements every year (e.g. not every indicator imperative every year);



- card must show Canadian public the benefits of dealing with First Nations' issues
- envision an economic portion or version of report card—demonstrates sources of revenue—gaps—level of investment;
- First Nation might want to develop its own card to measure effectiveness, to report to community members;
- goes back to an Aboriginal Auditor General, who would report directly to Parliament, measuring the success of the government relationship with First Nations. Auditor General would be the steward of the report card, following it through and making recommendations;
- First Nations need one centre of expertise with capacity for statistics to deal with report card outcomes, measurements;
- use Royal Commission for Aboriginal Peoples proposed models of accountability;
- report cards did not work in the case of eliminating child poverty;
- levels of reporting accountability (e.g. national basis report, Aboriginal ways of knowing and accounting);
- process must include Aboriginal people to design meaningful accountability framework (federal, provincial, territorial, Métis, First Nations, women, Inuit, National Association of Friendship Centres, Congress of Aboriginal Peoples);
- grass roots driven design (e.g. holistic, block funding, five year community plans to identify baseline, actions, indicators of change, and audit);
- report card doesn't mean change—only a picture that is being reported;
- current report should not be considered the starting point or the model;
- establish an intergovernmental political/technical working group to establish and operationalize national principles (standards) and regional development teams (e.g. northern report);
- agree to common objectives but leave strategies to the First Nations to design;
- international standards (rationale: moves beyond Canadian context which may not adequately reflect needs);
- purpose of a report card in relation to development of accountability is to assess change, justify money being spent and provide basis for identifying policy priorities and allocations.

Key Messages—Next Steps to Pursue Transformative Change

To conclude, the breakout group participants were asked to develop the key messages they would like to see emerge from this session.

- There must be ongoing involvement of First Nations in the development and implementation of all processes arising from the sectoral tables.
- There must be commitments to recognize and implement section 35 Aboriginal and treaty rights as the foundation for the development of policy.
- Establish an accountability framework.



- Affirm the appointment of an Aboriginal auditor general.
- Define/develop core principals of accountability.
- Develop the protocols for collection and use of data indicators to support the accountability framework.
- Accountability process must be long term.
- Vision is to clarify the nature of our relationships (First Nations, National Chief, Treasury Board, Privy Council Office).
- 1) Define transformative change; 2) from definition get a mandate (time frame, accountability); 3) commitment required across government; 4) plan how will unfold; and 5) legislate.
- Establish true/equal partnership and ongoing working relationship that starts at the inception of ideas.
- Acknowledgement and acceptance of different world views (e.g. United Nations Model).
- Information management and dissemination and equitable access to resources is critical.
- Recognition of government's legal responsibilities.

ii) INUIT BREAKOUT GROUP

Introduction and Key Messages

Participants were reminded to include the lenses related to gender, persons with disabilities, and the geography where Inuit live (Arctic, northern, urban) in their analysis and comments.

Each participant introduced themselves and was invited to express a key message regarding Accountability for Results. These messages highlight a number of important points, and include:

- The Prime Minister's initiative on transformative change; the creation of Inuit specific policies; and the issue of accountability are very important to the future of Inuit.
- Accountability is an expression of our values.
- Accountability has to be across the board—how *government* and industry will be accountable to Inuit.
- It is also essential to look at broader and less traditional accountability measures, work as partners and consider different accountability relationships (within organizations, between Inuit and governments and among Inuit).
- Communications is an important tool and should be used more to inform and educate Canadians about Inuit and their issues. As an example, Inuit are full tax payers and this fact is not known across Canada. This increased awareness about Inuit is needed as Inuit take control of (grow into) their own governments.
- The Government of Canada must live up to its promises. The federal government does not always meet its obligations and therefore must complete unfinished business. Governments have to take some risks and implement bold new initiatives.



Accountability in an Inuit Context

The participants were asked to describe the various accountability relationships that are relevant to Inuit. The responses are grouped into the following key points:

- The relationship with the federal government is an historic fiduciary relationship. Land Claims Agreements (LCA) have codified aspects of historical relationships, but some elements still exist outside of LCAs. Elements of this relationship relate to public institutions, (e.g. school boards, health boards, etc.) territorial (Nunavut) and regional governments, regional land claims organizations, national Inuit organization, and individual community members. Past experiences show the historical relationship between the federal government and Inuit was, in some cases, based on forced/coerced resettlements in the 1950s. At the time, the consequences were not known, but many communities have experienced multiple impacts. One of the questions is: *what accountability structures are in place to reconcile the past?*
- It is essential to have a report card on the underlying relationships between Inuit and the Government of Canada such as a partnership accord. The primary relationship between the Inuit and the Government relates to all departments, including Treasury Board, and not simply INAC.
- Inuit and women should be able to find themselves in Canada's Performance Report but they are not currently included.
- There must be follow through on the completion of programs/initiatives and interventions. There are often national announcements, which are not implemented at the community level. The Government of Canada must integrate its programs and not address the Arctic with piecemeal solutions. Many programs have minimal accountability. The one-size-fits-all templates do not allow for accountability, and there is often no time frame for benchmarks to gauge success. Inuit are taxpayers and they deserve to know exactly how their money is spent; and transparency must go both ways.
- There is a call for governments to recognize that there are more and more demands for accountability and audits, etc. The burden often falls on the Inuit organizations to fix it and make up for community short falls. Accountability should be from the bottom up and not the top down, and we must look at the broader community (e.g. provincial/territorial; municipalities; community level).
- It is necessary to differentiate between financial and non-financial transparent accountability and communicate this where needed. It is also considered essential to have an oversight board (e.g. Treasury Board or Auditor General).



When discussing what accountability means in the Inuit context the responses provided can be grouped as follows for the purposes of this report:

- Inuit values (e.g. IQ—Inuit traditional knowledge) and not government policy are the basis for accountability. Accountability has to embrace Inuit culture and identities to ensure that implementation of various obligations are carried out in a way that provides clear understanding and gives hope. Accountability means people working together toward a common goal (e.g. in the communities, health, education, social, etc.). An example in which this is not being done is the federal government's Northern Strategy. Presently, it excludes Nunavik (Northern Quebec) and Nunatsiavut (Labrador).
- The Inuit Tapiriit Kanatami paper addresses issues of mutual transparency, appropriately aligned responsibility and capacity, and equitable, stable, and results-oriented accountability.
- There is a need for outcome and performance measurements. Inuit currently work with more than 12 departments and must deal with more than 12 financial relationships with separate conditions. There is often a lack of criteria relevant to Inuit, which results in the federal government not being equipped to deal with Inuit issues. Contribution Agreements are geared toward departmental requirements and not Inuit needs.
- Accountability is closely associated with the reporting period of contribution agreements and delays in funds arriving cause serious program consequences. There is no accountability when Inuit are lumped with other groups that operate in a completely different context.
- Accountability should be based on a sliding scale that is based on previous track record and centred on multi-year funding.
- For the Government of Canada, the term Aboriginal in most cases means, Indians on-reserve and therefore Government programs often do not apply to Inuit. There is an imbalance in funding between First Nations and Inuit. The Government must provide core funding that is comparable and adequate, multi-year, more streamlined and relevant with a less onerous process to apply for and report on funds.
- Implementation of Land Claim Agreements (LCA) is the next step for Inuit, whereas for government, it seems to be seen as an end. The implementation of LCAs is a clear measure of how Inuit organizations and the federal government are being accountable.
- There is a requirement to have a mechanism in government to advocate for the implementation of the land claim agreements. Therefore, there should be a tribunal/watchdog in place to settle disputes on implementation issues, which would review and report to the public on the results of how the GOC has carried out its obligations. Terms of reference and mandate would be jointly



determined (criteria) by the Government and Inuit.

- In addition, Inuit have priorities internationally (persistent organic pollutants, global climate change, which are related to human and health issues as well as other issues).
- There is an imbalance among Inuit organizations. Pauktuutit, the Inuit Women's organization, should be given equal status and recognition as NWAC (ensure organization has accountability, leadership and capacity development).
- The City of Ottawa (and other cities) has a critical mass of Inuit, but not the region. Need to develop an Inuit urban strategy. There is a need for funding related to urban area to be a different category of funds. This does not, and must not, take away from Inuit communities. There is a need to address urban Inuit issues through Aboriginal organizations (e.g. Friendship Centres).
- The priorities identified would fit into the following three actions required:
 1. Partnership Accord
 2. implementation of the Land Claim Agreements
 3. Inuit-specific programs for Inuit.

Knowing We Have Made Progress

The responses given in this section all relate to the key issues and recommendations from the preceding discussions. Basically, when all of the above have been implemented and results are showing, that is when we will know we are achieving our goals.

Basis of Good Reporting/Improving the Reporting Process

From the discussion of the elements of good reporting from an Inuit perspective the responses are grouped into the following points:

- A two way reporting system that reviews, re-assesses and adjusts progress annually.
- There are reporting requirements based on capacity, and reports are in language that everyone understands, contain contact and author information, and provide credible information that contributes to other related uses (i.e. has value for evaluating outcomes according to performance measurements).
- A two to three tiered reporting system is in place. For example, reports required for beneficiaries and those required for federal/provincial/territorial are different and have separate political and operational reporting requirements. These reports should contribute to the Aboriginal Report Card, and Canada's Performance Report. Statistics Canada data must be up to date and relevant to Inuit.
- There must be accountability within and between departments. These departments must be informed and focused on carrying out their mandates. Departments are exploring alternatives to reporting, formatting, including oral traditions (e.g. tapes, videos, interviewing people). Reporting is connected to program development.



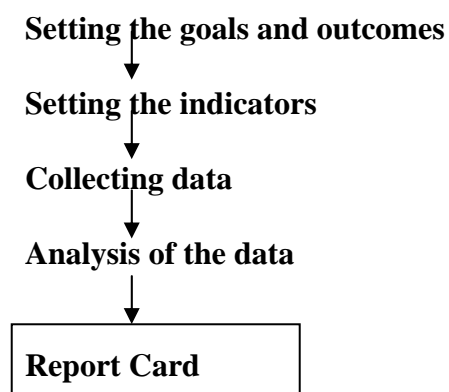
Acronyms and definitions should be clear to both parties.

- The Government of Canada currently produces annual reports and international covenants that impact on Inuit. These need to go to key Inuit organizations (so they can respond).
- Create a national Inuit research institute to coordinate research that is effective and efficient, provides guidance, sets priorities, and finds gaps. It should include Inuit of all ages in any research design for statistical purposes and program design (e.g. women, urban, youth and people with disabilities).

Moving Forward on an Aboriginal Report Card

The participants were asked to discuss a number of issues in relation to the proposed Aboriginal Report Card including the purpose of the report card; how will it influence accountability; the process to develop the report card; and how the report card will be used.

The process for developing the report card was set out in a flow chart as follows:



- There are fundamental questions that need to be addressed, such as:
 - Whose report card is it?
 - Should it be an Aboriginal Report Card or a report card on how the Government of Canada addresses Aboriginal/Inuit issues?
- The report card should be Inuit specific, and therefore the name should change to reflect this.
- The Prime Minister has set the targets, measurable goals to improve the standard of living for Aboriginal peoples and Inuit. The report card should be a tangible, measurable tool to inform the PM on where Canada is at with regard to addressing Inuit issues.
- The report card represents a strong commitment to design a report in partnership with Inuit that will create an accountable, sincere consciousness in Canada and internationally about Inuit uniqueness.
- To provide a tool for change to track the social, economic well-being of Inuit and identify successes and gaps in programs, services, policies, etc. Identify where improvements are needed and how to make improvements.

A number of key areas were discussed during this part of the breakout group, including: how to develop goals and outcomes for the report card; how the indicator's should be fleshed out; how data would be collected, analyzed and by whom. There was also a discussion on what the report card should look like in design and format. (For the details of these discussions, please refer to the flip chart reports.)



Final Key Messages

Participants expressed the following final key messages:

- The Inuit Tapiriit Kanatami Inuit Specific Session on the Environment should be incorporated into the report of the sectoral follow-up sessions.
- Must move forward beyond the bureaucratic process (i.e. establish the Inuit Secretariat without delay).
- Prime Minister's April 2004 comments about a renewed relationship form the basis for ITK's communications strategy.
- The sectoral follow-up sessions have spoken—They must be used as guides by the Government to develop and implement the partnership with the Inuit.
- Inuit traditional knowledge and art must not be lost.
- Youth presence is high at the sectoral follow-up sessions, they are our future so we should involve and encourage them to be actively involved.
- The term Eskimo was always a familiar term, so one participant hopes that we did not lose anything by adopting the term Inuit.
- Inuit wish for Canadians to embrace the pride of Inuit culture.

iii) METIS BREAKOUT GROUP

Introduction and Key Messages

It is important to note that the following pages offer an overview of some of the discussions from the Métis breakout group.

These excerpts are not prioritized in any way, nor do the comments purport to represent a summary of the discussions or consensus on any particular point. To fully appreciate the two days of discussions, it is critical to read the full 27-page report containing the verbatim transcribed flip charts notes from the breakout group. To begin the Métis breakout group participants offered an introduction and key messages regarding Accountability for Results. While the key messages were reflected throughout the two-day breakout group, some examples include:

- urban Aboriginal issues have to be considered—separate roundtable;
- figure out how both government and Aboriginal organizations need to work on accountability—do things better;
- has to come back to the people we serve;
- Métis structures be recognized;
- structures should not be imposed on Métis;
- place appropriate resources in areas that can improve accountability;
- women have a key role to play—balanced approach;
- non-Aboriginal organizations accessing Aboriginal resources need to be accountable;
- need something to be accountable for—give programs and Métis will be accountable;
- government makes groups four to five times more accountable—needs to level the field;



- report card: solid economic factors; how Canada is decolonizing itself—self-sufficiency, self-government, sovereignty—these elements need to be measured;
- need more mechanisms other than the courts, to ensure accountability; and
- need a way to reduce the burden of tracking—shift to emphasis on helping people.

Accountability in a Métis Context

Three questions were discussed during Day One:

1. What does accountability mean in a Métis context? (A Métis description of accountability)
2. What are the various accountability relationships relevant to the Métis, present and future?
3. What are the critical issues relating to accountability?

In terms of what accountability means in a Métis context some of the responses include:

- For the urban (status and residency blind) people, those living in rural and remote locations, and Aboriginal women accountability means the need for definitions. Some key principles call for an accountability framework that is holistic; culturally appropriate; open; transparent; inclusive; ensures equality; and includes a gender-based analysis. Accountability should seek to

demonstrate the greatest good (e.g. link amount of funds to population and need).

- Accountability also means: recognition and respect for Métis institutions; a multi-year federal framework; leveling the reporting requirement field; more block funding; Government has to be accountable to the institutions; Métis ownership of programs and services; and include cultural components.
- Accountability must include the following: ensuring that public funds are used for the purposes for which they are intended; ensure results-based outcomes and improvements in living standards at the community level; elected representatives who report to the people who elected them, the Métis people, who expect to be consulted, engaged, informed in a meaningful way. Accountability also implies that results/outcomes are measured, monitored and reported and this information would be used to change programs.
- Government needs to be accountable to the Métis in the same way it is to First Nations and Inuit peoples. Government also needs to be accountable to the Canadian constitution, where the Métis are recognized as one of the Aboriginal people. Reporting needs to be streamlined, in other words, all funding sources be made accessible equally to all Aboriginal people.

In terms of discussing relevant accountability relationships, both present and future, the participants indicated that:



- Equity between partners is important. Data should be shared with all Métis across Canada. The relationship must be understood as a government-to-government relationship, for example: federal to Aboriginal organizations in the community; organizations to members; funders to fundees.
- Critical relationship issues include: the absence of policy resources with Métis; the federal government needs to establish a fiscal relationship with the Métis; and the current cash flow analysis creates the necessity for Métis institutions to play catch-up with resources at year-end.
- Métis know what is best for Métis issues and Métis leadership must be involved in all aspects of relationships. Different perspectives need to be reflected including: women, youth, disabled, elders, urban people. Processes that are working for other Aboriginal groups can be revised and built upon for Métis specific issues without having to reinvent the wheel.

Critical Issues and Recommended Actions

The initial discussion of critical issues identified a variety of critical issues including:

- Funding mechanisms should be reflective of the track record of the funding recipient. Power imbalances must be addressed between a) Government of Canada and organizations (i.e. Canadian government

has to have respect for our processes and seek to understand them); b) organizations and their members; c) men and women, people with disabilities, etc.; d) geographic areas (urban, rural, remote).

- Aboriginal knowledge should be valued as equivalent to Western notions of accountability. Address underlying causes of unequal participation/relationships (e.g. violence against Aboriginal women leads to inequitable representation and participation of women).
- A new fiscal relationship is needed with Métis institutions to meet accountability as current financial system creates a deficit situation. Some questions that need to be addressed include: How do we measure results? What do we do with the measurements? Define the communities and being clear about who and what we are measuring? And we do not all fit into one box (Métis/Inuit/First Nations) we are a multi dimensional people.

How do we measure results?

Recommended actions were developed for the following four critical issues.

Issues identified include:

1. funds are available to carry out programs but there is no capacity to evaluate/measure results;
2. gathering of Métis specific data across Canada is incomplete;



3. difference in definitions across federal organizations and aboriginal organizations; and
4. full consultation with Statistics Canada in development of national Métis statistics with the involvement of Métis leadership organizations.

Measurement recommendations include:

- need to look at best practices;
- need to differentiate between broad indicators and program indicators;
- funding and resources provided;
- recognition that current post-census surveys are not appropriately sampling certain populations (e.g. Métis children, youth);
- need to include questions on Aboriginal identity and address on short form;
- under-representation means Métis are losing out on program allocations and support;
- everything should be done on basis of gender analysis; and
- measurement should be based on outcomes e.g. systemic process, administration short-term and long term results).

Appropriate way for government to deal with scandals

Federal officials are reacting to so-called scandals by imposing more stringent accountability on us through Contribution Agreements. Recommendations on how the issues could be addressed include:

- through partnerships/negotiations and not unilaterally;
- through mutual agreement;
- transparency from the back to the front room;
- a dispute resolution mechanism is essential in relationships where officials want to impose conditions;
- leave program design up to Aboriginal organizations;
- financial integrity of Métis organizations should be assured through standard auditing and accountability to people;
- any additional requirements should be developed mutually and administrative resources provided to meet them (one size does not fit all);
- keep the issue isolated;
- keep the issue with the particular department;
- targets to be streamlined, rather than increased;
- deal with particular people;
- don't penalize the program; and
- don't paint everything with the same brush.

Human resource capacity

- The federal government should promote, recruit and retain more Aboriginal employees for all levels of work and should address systemic barriers like racism and gender issues.
- When funding programs and program administration, adequate levels of funding similar to that of government should be provided to Aboriginal organizations.



- Annual report for Feds [Author: federal government] and Aboriginal community on equitable employment level should include a gender-based/disabled analysis.
- The portrayal of women in positive roles in curriculum and research.
- Young women need to be encouraged to pursue careers in the science and technology fields.
- Aboriginal women need to be directly involved in the design, development, and evaluation of Aboriginal-specific curriculum and research to ensure their unique needs are addressed.
- Government needs to fulfill equity legislation requirements with respect to Aboriginal youth-women-disabled people.
- The brain-drain has to be reversed by increasing resources to the Aboriginal organizations in clear, transparent, long-stable, multi-year agreements.
- teaching mainstream Canadians and new Canadians Métis history and culture;
- be inclusive in decision making that affects us;
- recognize Métis as nations;
- separate issues and resolutions for Métis (not combined with First Nations, Inuit);
- respect the right of Métis peoples to define their own membership;
- accountability framed in federal legislation and tied to performance review;
- a communications strategy to broaden the understanding and knowledge of the accountability agenda for Canadians in general;
- continuity of decision makers at the table throughout the negotiating/implementation process, along with an evaluation process; and
- federal recognition of who the representative authorities are at both national and regional levels with respect to federal/urban initiatives.

Relationship with Federal Government

Inclusion, meaningful dialogue and consultations with Métis institutions on policy development includes:

- gender-based analysis;
- constitutional accountability of federal government to Métis, rights and interests; and
- redress mechanism.

These actions can be accomplished through:

- nation building;

Financial system creates a deficit situation

There is a need for a new fiscal relationship. Existing funding should not be up for grabs by government. We need to collectively identify indicators/issue and shift away from issue managing. Equity of funding between Aboriginal peoples is a major issue. Timeliness of contribution agreements—leads to disruption of cash flow—and this forces the spending of all money in last few months/weeks of fiscal year.



Recommendations include:

- building strategic objectives to meet the needs of Métis/federal/provincial—build upon jurisdictions strengths;
- committed funding must be secure;
- adjustments for inflation and increasing program costs;
- multi-year funding and sustainability;
- funding for women on an equitable basis;
- targeted strategies for marginalized groups (e.g. people with disabilities, sexual minorities, seniors);
- carry-forward must be allowed;
- federal government should eliminate/forgive debt of NAOs (one-time);
- federal government should disclose lapse funding program by program and official reasons why;
- federal government should disclose amount of Aboriginal program dollars consumed by federal bureaucracy.

The Report Card

The following were suggested as general elements that could focus discussion on a report card:

- expenditure data—devolution; core funding
- the relationship measure; grade; rights, process and partnership
- quality of life indicators—national; provincial; local; national, cultural retention
- who and how/when to grade, report on progress

- service utilization—Canadian Health and Social Transfer (CHST); measuring how we get access; institutional access; constitutional access

The final day of the breakout group focused exclusively on the report card and produced seven pages of recommendations on content, process, measurements and indicators in response to the above critical issues. It is impossible to summarize these adequately. The facilitators direct the attention of the reader to the transcribed flip charts (Annex C) to fully appreciate the depth and breadth of these important and insightful recommendations.

During the discussion some of the points raised related to:

- Métis women and youth and disabled should be at the table in all forums/process;
- measuring the quality of the relationship between federal departments and urban Aboriginal programs (e.g. Headstart);
- measure Canada's knowledge of Métis;
- Canada should be measured against International human rights instruments and commitments that Canada has made (i.e. United Nations and Organization of American States; Draft Declaration of Indigenous Peoples Rights);
- report card requires grass roots interest group participation; and
- meaningful consultation with Métis leadership.



Following the development of the detailed recommendations, the participants discussed the purposes for which a report should be used. In their entirety, the listed purposes include:

- needs to tell a useful and interesting story;
- needs to be contextual, and used to inform the communities;
- give hints for government action;
- to change government relationships with Métis people and urban groups;
- tell the Métis story;
- used to inform and influence public policy;
- to increase equality among Aboriginal groups, between Aboriginal and non-Aboriginal people;
- will assist government in continually improving what they are doing;
- be basis of discussion for forming/developing consensus;
- part of monthly departmental discussions on priorities and objectives;
- a standing strategic planning item in all departments;
- tabled in parliament and Métis assemblies;
- reflect lenses: women (application of gender-based analysis), disabilities, geographic;
- plain language to transmit to everyone;
- translated to French, English, Michif;
- used for international audiences (e.g. UN)
- Human Development Index at UN for comparative purposes;

- to hold the government accountable for what they are doing for Métis; urban Aboriginal groups and follow-through on past commissions and inquiries; and
- to hold all parties accountable.

The participants also provided guidance about their ideas for how a report card should not be used, which included ideas such as:

- rhetoric
- remember a report card won't tell you everything; one more piece of puzzle
- external factors

Final Key Messages

To conclude the discussions, the participants in the Métis breakout group were provided a final opportunity to identify a key message they wanted to emerge from these discussions. The final key messages are:

- Urban Aboriginal groups have to be recognized in this process including friendship centres (e.g. service organizations) and NWAC (e.g. political organizations).
- When you look at governance and self-government you have to recognize and deal with organizations that represent the peoples concerned.
- There is a role for urban Aboriginal organizations such as friendship centres in policy development; this role needs to be defined.



Final Annotated Agenda

FOLLOW-UP TO THE CANADA-ABORIGINAL PEOPLES ROUNDTABLE **ACCOUNTABILITY FOR RESULTS SECTORAL SESSION** **JANUARY 25 – 26, 2005** **OTTAWA, ONTARIO** **MARRIOTT HOTEL**

Session Objectives:

To provide a forum for the participating experts and service providers to engage in a discussion that:

- Considers current accountability framework and reporting concepts, mechanisms and models;
- Explores improvements to a variety of related accountability issues (i.e., accountability relationships, transparency, targeted results, performance measures, indicators, information and data needs, effective reporting, evaluation, roles and responsibilities, and capacity); and
- Examine views on the outline, development and implementation process for an Accountability Framework and how to move forward on an Aboriginal Report Card

Pre-Session Activities -Monday, January 24, 2005

5:30 – 7:30 pm **Early Registration**

6:00 – 8:00 pm **Welcome – Participant Reception**
Hosted by President of the Treasury Board

Day One – Tuesday, January 25, 2005

7:30 am **Registration and Breakfast**

8:30 am **Welcoming Remarks**
The Honourable Reg Alcock,
President of the Treasury Board, Government of Canada

9:05 am **Introduction to the Session Agenda**
Harold Tarbell, Lead Facilitator



9:20 am Review of the Background Papers

Facilitation Team

(Presentation to focus on results definition and identifying the issues and obstacles to accounting for results and good reporting)

9:30 am Health Break

**9:45 am Inuit, Métis and First Nations Breakout Groups to Discuss Issue #1:
*Improving Accountability Relationships in an Aboriginal context***

Objective: Explore how the clarification of accountability relationships (e.g. roles and responsibilities) and frameworks could contribute to improved accountability and results amongst and between the various stakeholders (e.g. governments, departments, funding recipients, community members, etc).

- Defining Essential Elements
- Recommended Actions
- Cross Cutting Lenses (i.e. unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities)

12:30 pm Buffet Lunch

**1:30 pm Inuit, Métis and First Nations Breakout Groups to Discuss Issue #2:²
*Establishing the basis for what constitutes 'Good' Reporting***

Objective: Examine the principles and information needs that support effective reporting and accountability between and amongst Aboriginal and F/P/T governments, organizations, communities and constituents.

- Clarifying Critical Issues
- Recommended Actions
- Cross Cutting Lenses (i.e. unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities)

² Health Breaks will be incorporated into each of the breakout sessions



4:30 pm **End of Day One**
Facilitation Team

Day Two – Wednesday, January 26, 2005

8:00 am **Breakfast**

8:30 am **Opening Invocation**
Elders

8:45 am **Summary of Day One and Introduction to Day Two**
Facilitation Team

Objective: Provide all participants with an update on the discussions in each breakout session (e.g. questions addressed, critical issues identified) and a reintroduction to the flow of the agenda on day two.

9:00 am **Inuit, Métis and First Nations Breakout Groups to Discuss Issue #3**
Improving the Reporting Process

Objective: Discuss how to address data issues and how to improve the relevance and usefulness of indicators, performance measures, reports and report cards, in relation to the needs of communities, Aboriginal peoples and other stakeholders.

- Clarifying Critical Issues
- Recommended Actions
- Cross Cutting Lenses (i.e. unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities)

12:00 noon **Buffet Lunch**

1:00 pm **Inuit, Métis and First Nations Breakout Groups to Discuss Issue #4:**
Moving forward on an “Aboriginal Report Card”

Objective: Identify the key objectives, principles, issues, and processes required for moving forward on an Aboriginal Report Card.

- Clarifying Critical Issues
- Recommended Actions



- Cross Cutting Lenses (i.e. unique challenges facing Aboriginal women, non-status Indians, and Aboriginal peoples living in urban, rural, remote and northern communities)

4:00 pm **Session Wrap-up** *Facilitation Team*

4:15 pm **Closing Invocation**



Elder

Participant Name / Nom			Organization / Organisation
Elder	William	Commanda	Elder, Algonquin Territory
Elder	Elmer	Courchene	First Nations Elder
Mrs.	Jean	Courchene	Elder's Helper
Elder	Jimmy	Muckpah	Inuit Elder
Mr.	Peter	Suvaksiok	Elder's Helper
Elder	Norman	Fleury	Métis Elder

First Nations Breakout Group

First Nations Breakout Session / Atelier des Premières nations				
Mr.	Brian	Arbuthnot	Senior Advisor	Wagmatcook First Nation
Chief	Shaun	Atleo	Chief	Assembly of First Nations
Chief	Alphonse	Bird	Regional Chief	Assembly of First Nations
Mr.	Andrew	Bisson	Communications Officer	First Nations Statistics
Mr.	Bernie	Boudreau	Radcliffe Consulting, Cornwallis House	
Mr.	Harold	Calla	Chair, FMB Advisory Board	First Nation Financial Management Board
Mr.	Ronnie	Campbell	Assistant Auditor General	Auditor General of Canada
Mr.	Bernd	Christmas	Chief Executive Officer	Membertou First Nation
Ms.	Diane	Cofsky	Special Advisor, Intergovernmental Affairs	Indian and Northern Affairs Canada
Mr.	Ernie	Daniels	President and COO	Aboriginal Financial Officers Association
Ms.	Corazon	David	Director of Finance	Métis Provincial Council of British Columbia
Ms.	Connie	Deiter	Advisor	Saskatchewan Aboriginal Women's Corporation
Hereditary Chief Elmer		Derrick	Chief Negotiator	Gitxan Chief's Office
Ms.	Bernice	Downey	Executive Director	National Aboriginal Health Organization
Ms.	Cheryl	Foster	Chief Financial Officer - Saskatchewan AFN	Federation of Saskatchewan Indian Nations
Dr.	Sydney	Garrioch	Grand Chief	Manitoba Keewatinook Ininew Okimowin
Chief	Jason	Goodstriker	AFN Regional Chief	Assembly of First Nations



Mr.	John	Graham	Director	Institute on Governance
Mr.	Howard	Grant	Executive Director	First Nations Summit
Ms.	Cec	Heron	President	Native Women's Association of NWT
Ms.	Beverly	Jacobs	President	Native Women's Association of Canada
Mr.	Richard	Jock	CEO	Assembly of First Nations
Grand Chief	Edward	John	Executive Council	First Nations Summit
Ms.	Wendy	John	Councillor	Musqueam Indian Band
Ms.	Janice	Karnes	Executive Assistant	Assembly of New Brunswick First Nations
Ms.	Sherry	Lewis	Executive Director	Native Women's Association of Canada
Chief	Joe	Linklater	Vuntut Qwitch'in First Nation	
Mr.	Chris	Loewen	President	Loewen & Caine Management Services Inc.
Mr.	John	Mackson	First Nations Financial Management Board	
Mr.	Andrew	Mathewson		
Mr.	Mike	Mearns	Assembly of First Nations	
Ms.	Lisa	Nye	Executive Director	Ministry of Community, Aboriginal and Women's Services, Government of BC
Mr.	John	Paul	Executive Director	Atlantic Policy Congress of First Nations Chiefs
Mr.	Eugene	Peterson	Legal Counsel	Assembly of Manitoba Nations
Ms.	Gwen	Phillips	Health Director	Ktunaxa Kinbasket Tribal Council
Mr.	Claude	Picard	Executive Director, AFNQL	Assemblée des Première Nations du Québec
Ms.	Leonie	Rivers	British Columbia Native Women's Society	
Ms.	Beverly	Sabourin	Red River Community College	Red River Community College
Mr.	Andy	Siggner	Senior Advisor	Statistics Canada
Mr.	Neil	Sterritt	Principal	Sterritt Consulting Ltd.
Chief	John-Guy	Whiteduck	Kitigan Zibi Anishinabeg First Nation	
Ms.	Andrea	Williams		
Ms.	Debra	Wright	Congress of Aboriginal Peoples	Congress of Aboriginal Peoples
Ms.	Audrey	Zoe	Executive Director	Native Women's Association of Canada, NWT



Inuit Breakout Group

Participant Name / Nom			Organization / Organisation	
Inuit Breakout Session / Atelier des Inuits				
Mr.	Pita	Aatami	President	Makivik
Mr.	Joanasie	Akumalik	Director, Government and Public Relations	Nunavut Tunngavik, Inc.
Mr.	John	Amagoalik	Recruitment and Rentention Officer, Inuit Employment	Government of Nunavut
Mr.	William	Andersen III	President	Labrador Inuit Association
Mr.	John	Bainbridge	Senior Policy Advisor	Nunavut Tunngavik Inc.
Mr.	George	Berthe	Corporate Secretary,	Makivik Corporation
Ms.	Lena	Blake	Director, Finance & Administration	Labrador Inuit Health Commission
Mr.	Franco	Buscemi	Youth Intervenor	Inuit Tapiriit Kanatami
Ms.	Rosemary	Cooper	Assistant Deputy Minister - Department of Executive and Intergovernmental Affairs	Government of Nunuvut
Ms.	Nellie	Cournoyea	President / CEO	Inuivalluit Regional Corporation
Ms.	Jennifer	Dickson	Executive Director	Pauktuutit Inuit Women's Association
Ms.	Judith	Dowler	Director - Health Information and Analysis	FNIHB, Health Canada
Ms.	Edna	Elias		Nunavut Tungavik Inc. (NTI)
Mr.	Qajaaq	Ellsworth	NIYSPF Project Coordinator	Inuit Tapiriit Kanatami
Mr.	Kowesa	Etitiq	Senior Project Coordinator, Socio-Economic Development	Inuit Tapiriit Kanatami
Ms.	Violet	Ford	Vice-President	Inuit Circumpolar Conference (Canada)
Mr.	Whit	Fraser	Chief Operating Officer	Inuit Tapiriit Kanatami
Mr.	Larry	Gordon	Chair	Inuivalluit Region Corporation
Ms.	Fran	Gropp	Treasury Board Secretariat	Department of Finance, Government of Manitoba
Mr.	Stephen	Hendrie	Director, Communications	Inuit Tapiriit Kanatami
Ms.	Melissa	Irwin	Program Officer	Nunavut Harvesters Support Program
Ms.	Carol	Jattan	Director of Finance	Finance, Inuit Tapiriit Kanatami
Mr.	Paul	Kaludjak	President	Nunavut Tungavik Inc.
Mr.	David	Kunuk	Director, Implementation	Nunavut Tunngavik Inc.
Mr.	Jose	Kusugak	President	Inuit Tapiriit Kanatami



Mr.	Bill	Lyll	President	Arctic Co-ops Ltd. and Arctic Co-ops Dev. Fund
Mr.	Brian	Lyll	Social Policy Coordinator	Labrador Inuit Association
Mr.	Michael	McGoldrick	Policy Advisor to the President	Makivik Corporation
Mr.	Scot	Nickels	Director of Environment	Inuit Tapiriit Kanatami
Ms.	Mary	Palliser	President	Pauktuutit Inuit Women's Association
Mr.	Duane	Smith	President	Inuit Circumpolar Conference (Canada)
Mr.	Paul	Suvega	Assistant Deputy Minister	Government of Nunavut
Mr.	Allan	Tallman	Executive Team Leader, Intergovernmental Relations	Indian and Northern Affairs Canada
Ms.	Mary	Tobin Oates	President	Tungasuvvingat Inuit

Métis Breakout Group

Participant Name / Nom			Organization / Organisation	
Métis Breakout Session / Atelier des Métis				
Mr.	Jean	Allard	Social Planning Council of Winnipeg	
Mr.	David	Boisvert	Senior Policy Advisor	Manitoba Métis Federation
Mr.	Oliver	Boulette	Executive Director	Manitoba Métis Federation
Mr.	Larry	Chartrand	Director of the Aboriginal Self-Governance Program	University of Winnipeg, Aboriginal Self-Governance Program
Mr.	Guido	Contreras	Métis Nation of Alberta	
Mr.	Peter	Dinsdale	Executive Director	National Association of Friendship Centres
Mr.	Carl	Dube	Economic Development/Housing Officer	Congress of Aboriginal Peoples
Ms.	Stephanie	Eyolfson	Senior Policy Advisor	Manitoba Métis Federation
Mr.	Lorne	Gladue	Director of Labour Market Programming	Métis Nation of Alberta
Mr.	Paul	Heighington	Senior Policy Advisor	Métis Nation of Ontario
Mr.	Wayne	Helgason	Executive Director	The Social Planning Council of Winnipeg
Mr.	David	Hodgson	Métis Provincial Council of British Columbia	
Mr.	Marc	LeClair	LeClair Infocom Inc.	LeClair Infocom Inc.
Mr.	Pierre	Lefebvre	Executive Director	Métis Nation of Ontario
Mr.	Gary	Lipinski	Co-Chair	Métis Nation of Ontario



Ms.	Kelly	Mackinnon	Manager, Governance Accountability	Ministry of Children and Family Development, Government of BC
Mr.	Alastair	MacPhee	Congress of Aboriginal Peoples	
Mr.	John	McDonough	Executive Director, Strategic Services	Alberta Aboriginal Affairs and Northern Development, Government of Alberta
Mr.	Tim	McEwan	Executive Director	BC Progress Board
Ms.	Céleste	McKay	Strategic Policy Analyst	Native Women's Association of Canada
Ms.	Mary Jane	Norris	Manager of Research, Policy and Research Directorate	Canadian Heritage
Mr.	Morley	Norton	Métis Nation of Saskatchewan	
Mr.	Garry	Parenteau	Federal Liason	Métis Settlements General Council
Ms.	Kelly	Patrick	Senior Policy Advisor	Métis National Council
Mr.	Carter	Russell	Labrador Métis Nation	Labrador Métis Nation
Mr.	Paul	Vincent	Child and Family Services	Family Services and Housing, Government of Manitoba
Ms.	Audrey	Waite	Chairperson	National Aboriginal Head Start Council
Mr.	Larry	Wucherer	President	Aboriginal Council of Winnipeg
Ms.	Sandra	Zagon	Public Involvement Network	Canadian Policy Research Networks

Invited List of Officials - Liste des Officiers Invités

Participant Name / Nom		Organization / Organisation		
National Aboriginal Organization Officials / Officiers des Organisations Nationales de Autochones				
Ms.	Jennifer Sheldon	Brennan Cardinal	Policy Coordination	Assembly of First Nations
Mr.	Sheldon	Cardinal		Assembly of First Nations
Mr.	Bob	Gairns	Congress of Aboriginal Peoples	
Mr.	Gary	Lipinski		Métis Nation of Ontario
Ms.	Audrey	Lawrence	Congress of Aboriginal Peoples	
Mr.	Natan	Obed	Director, Social and Economic Development	Inuit Tapiriit Kanatami
Ms.	Onalee	Randell	Director of Health	Inuit Tapiriit Kanatami
Mr.	Scott	Serson	Special Advisor	Assembly of First Nations
Ms.	Shani	Watts	Sessions Coordinator	Inuit Tapiriit Kanatami
Mr.	Daniel	Wilson	Accountability Sesssion Coordinator	Assembly of First Nations



Provincial-Territorial Officials / Officiers Provinciaux et des Territoires				
Mr.	Rob	Balacko	Federal-Relations and Research Division	Department of Finance, Government of Manitoba
Mr.	Robert	Carson	Assistant Deputy Minister	Government of Nunavut
Mr.	Gerry	Kushlyk	Director, Strategic Services	Alberta Aboriginal Affairs and Northern Development, Government of Alberta
Mr.	Mark	La Rocque	Senior Policy Analyst	First Nations and Métis Relations, Government of Saskatchewan
Mr.	Harley	Trudeau	Senior Government Representative	Yukon Intergovernmental Relations
Federal Officials / Officiers fédéraux				
Mr.	Bill	Austin	Assistant Secretary, Social and Cultural Sector	Treasury Board Secretariat of Canada
Mr.	Monty	Burke	Senior Strategic Policy Analyst	Heritage Canada
Mr.	Jerome	Berthelette	Director, Indian and Northern Affairs	Office of the Auditor General of Canada
Mr.	Brad	Cline	Director	Industry Canada, Aboriginal Business Canada
Ms.	Caroline	Davis	Assistant Deputy Minister, Corporate Services	Indian and Northern Affairs Canada
Mr.	Phil	Deacon	Senior Reseracher, Policy & Research Division	Canada Mortgage and Housing Corporation (CMHC)
Mr.	Tom	Fitzpatrick	Principal Analyst, Results Based Management	Treasury Board Secretariat of Canada
Ms.	Elizabeth	Logue	Policy Analyst, Aboriginal Affairs Secretariat	Privy Council Office
Mr.	Del	McBrine	Senior Policy Advisor	Policy Priorities, Social Development Canada
Ms.	Tamara	Miller	Senior Policy Analyst	Department of Finance
Ms.	Julie	Mugford	Senior Policy Advisor, First Nations and Inuit Health Branch	Health Canada
Ms.	Marie	Nixon	Senior Policy Analyst, Aboriginal Affairs	Human Resources and Human Development
Ms.	Marie	Patry	Coordinator, Aboriginal Data Initiative	Statistics Canada
Mr.	Michel	Smith	Acting Assistant Deputy Minister, Socio-Economic Policy and Programs	Indian and Northern Affairs Canada
Mr.	Hans	von Donhoff	Policy Analyst, Office of the Federal Interlocutor for Métis and Non-Status Indians	Indian and Northern Affairs Canada



Background Information and Flip Chart Notes are available on the internet at:

www.aboriginalroundtable.ca

The following is a list of documents available through the website:

- Flip Chart Notes
 - First Nations Breakout Room
 - Inuit Breakout Room
 - Métis Breakout Room
- Government of Canada Background Paper
- Assembly of First Nations Background Paper
- Inuit Tapiriit Kanatami Background Paper
- Métis National Council Background Paper
- Congress of Aboriginal Peoples Background Paper
- Native Women's Association of Canada Background Paper
- Provincial/Territorial Background Papers
- Statistics Canada Overview