



**2022 ASSEMBLY OF FIRST NATIONS' PRE-BUDGET  
SUBMISSION TO THE HOUSE OF COMMONS STANDING  
COMMITTEE ON FINANCE**

## Introduction

Since 2000, the Assembly of First Nations (AFN) has participated in the annual federal pre-budget exercise, outlining First Nations' priorities, and required investments that, if implemented, would continue to close the gap in the quality of life and well-being between First Nations and the rest of Canada.

First Nations have long known that relying on GDP alone as an indicator of a good life is not adequate. Increased funding in social, economic, and environmental initiatives will lead to better outcomes and ensure the next seven generations have everything they need to live in prosperity and partnership with Canada.

As the fastest growing demographic in Canada<sup>1</sup>, investments identified in this submission carry the strongest impacts to sustainability, economic prosperity, and the health of all First Nations people- with significant focus on First Nations' women, youth, elders and 2SLGBTQQIA+ persons. Investments in First Nations provide even greater benefits to Canada's economy, eliminating and exceeding the initial investments costs over time. When First Nations prosper- Canada prospers.

Together, we can accelerate the closure of the socio-economic gap and work to reaffirm First Nations inherent and Treaty rights, title, and jurisdiction. This is the only path forward to righting historic wrongs and renewing Canada's relationship with First Nations.

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<sup>1</sup> Statistics Canada. *First Nations People, Métis, and Inuit in Canada: Diverse and Growing Populations*. Retrieved from: <https://www150.statcan.gc.ca/n1/pub/89-659-x/89-659-x2018001-eng.htm>

**Summary of Required Federal Investments - Budget 2021 (\$ millions)**

<b>Investment Area</b>	<b>Program</b>	<b>Investment Required over 5 years (in millions)</b>
Rights Implementation (CIRNA/JC)	Treaty Commissioner's Office	\$86
	Bill S-3/ Citizenship	\$301
	National Action Plan on UN Declaration	\$200
Governance (CIRNA/ ISC)	Financial, administrative, and political governance supports	\$3,500
	Emergency Services	\$375
MMIWG (CIRNA/WAGE)	Implementation of Calls for Justice	\$2,400
TRC Implementation (CIRNA)	Unmarked Gravesites- Investigation and Commemoration	\$1,200/ 2 years
Restorative Justice (ISC/JC)	Establish restorative justice programs in local First Nations	\$750
	Enhancements to First Nations Policing	\$2,200
	Create First Nation community safety and security programs	\$600
Child & Family Services (ISC)	Needs-Based Program Reform	\$1,958
Languages and Learning (ISC/PCH/ESDC)	Kindergarten – Grade 12 Education Learning Recovery	\$92/ 2 years
	Post-Secondary Student Support	\$4,480
	Adult Education	\$740
	Education Infrastructure	\$4,650
	Revitalization of First Nations Languages	\$3,950
	Skills and Employment Training	\$628
Health (ISC)	Health Transformation	\$1,445
	Continuum of Care	\$2,230
	Health System Governance Capacity and Engagement on Distinctions-Based Legislation	\$1,850
	Support for Healing from IRSS	\$820/ 2 years
	First Nations Income Assistance Program	\$197/ 2 years
Income Assistance (ISC)	First Nations Income Assistance Program	\$197/ 2 years
	Addressing Homelessness through Affordable Housing	\$2,600
Housing and Homelessness (ISC)	First Nations Upgraded Housing	\$44,000/10 years
	Upgraded infrastructure needs, all-weather roads, including Operations & Maintenance	\$15,000
Infrastructure/Water (ISC/ INFC)	Water and Wastewater	\$6,370
	Economic Development and Trade Strategy	\$1,700
Economic Development (ISC/ ISED/ ESDC)	Connectivity	\$500
	Implementation of SCC Decisions	\$25
Fisheries (DFO)	Ocean Protection Plan	\$2,000
	Climate Action and Conservation	\$4,400
Environment (ECC/ISC)	Environmental Health	\$1,970
	Additions-to-Reserve	\$115
Lands (ISC/CIRNA)	First Nations without a land base	\$768
	Specific Claims	\$7,190
	Comprehensive Claims/ Rights and Title	\$6,700

## ➤ **Rights Implementation**

### Required Investments

- Treaty Commissioner's Office: \$86 million
- Bill S-3/ Citizenship: \$301 million
- National Action Plan on United Nations Declaration: \$200 million

### Expected Benefits

- Educate Canadians on Treaty related issues
- Support for alternative dispute resolution structures based in First Nations laws and legal orders.
- Decreased costs for litigation totaling more than \$190 million annually.
- Increased tax revenues of \$1.3 billion for every 450,000 newly registered Indians<sup>2</sup>.
- Creation of First Nations-led processes to implement the United Nations Declaration on the Rights of Indigenous Peoples' National Action Plan and undertake a national review of laws and policies.

## ➤ **Governance**

### Required Investments

- Governance programs totaling \$3.5 billion include:
  - Band Support Funding: \$2.7 billion
  - Band Employee Benefits: \$400 million
  - Professional and Institutional Development: \$300 million
  - Tribal Council Funding: \$100 million
- Emergency Services: \$375 million

### Expected Benefits

- Improved financial, administrative, and political governance, including more efficient and effective use of existing resources.
- Retention and recruitment of qualified human resources, leading to better management of First Nations administration.
- Aggregated and professional service delivery.
- Development of new institutions necessary to support a new fiscal relationship.
- The development of standardized and culturally appropriate emergency management regimes leading to improved outcomes in prevention, preparedness, response.
- For every \$1 invested in emergency management mitigation efforts, \$7 to \$10 can be saved in post-disaster recovery costs.<sup>3</sup>

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<sup>2</sup> Indigenous Contributions to the Manitoba Economy. Brandon University. 2019

<https://www.brandonu.ca/rdi/files/2019/01/Indigenous-Economy-Report.pdf>

<sup>3</sup> Evaluation of the National Disaster Mitigation Program. Public Safety Canada. 2019.

<https://www.publicsafety.gc.ca/cnt/rsrscs/pblctns/vltn-ntnl-dsstr-mtgn-prgrm-2019/index-en.aspx>

➤ **Missing and Murdered Indigenous Women, Girls and 2SLGBTQIA+**

Required Investments

- Implementation of Calls for Justice: \$2.4 billion

Expected Benefits

- Improvement of economic and social conditions, consistent with the UN Declaration and the Convention on the Elimination of Discrimination against Women.
- Implementation of measures to combat systemic racism in governments and institutions.

➤ **Restorative Justice**

Required Investments

- Establishment of restorative justice programs in local First Nations: \$750 million
- Enhancements and expansion of the First Nations Police Agencies: \$2.2 billion
- Creation of First Nation community safety and security programs: \$600 million.

Expected Benefits

- Robust and culturally appropriate policing services in First Nations.
- Greater diversity in the judiciary.
- Indigenous customary law and legal norms as part of the Canadian legal framework.
- Reduction of overrepresentation in the criminal justice system.

➤ **TRC Implementation**

Required Investments

- Unmarked Gravesites- Investigation and Commemoration: \$1.2 billion/ 2 years

Expected Benefits

- Immediate and flexible technical support to search or investigate unmarked or mass graves located on former Residential School sites.
- Full implementation of TRC Calls to Action on Missing Children and Burial Information.

➤ **Child and Family Services**

Required Investments

- Needs-based Program Reform: \$19.5 billion

Expected Benefits

- First Nations-controlled, culturally relevant, and holistic child and family services, funded according to a needs-based funding approach.
- Reduced number of First Nations children in care
- Support for First Nations youth aging out of the system.

## ➤ **Languages and Learning**

### Required Investments

- Implementation of the Indigenous Languages Act: \$3.95 billion.
- Kindergarten – Grade 12 Education: \$92 million/ 2 years
- Post-Secondary Student Support: \$4.48 billion
- Adult Education \$740 million
- Education Infrastructure: \$4.65 billion
- Skills and Employment Training: \$628 million

### Expected Benefits

- Increased use of First Nations languages correlates with higher educational attainment, improved employment status, lower rates of involvement with child and family services, police services and the justice system and improved health outcomes.
- Funding to support all First Nations students currently enrolled in post-secondary education.
- Alleviation of overcrowding and poor conditions in First Nations education facilities.
- First Nations students will not fall behind due to learning loss as a result of COVID-19.

## ➤ **Health**

### Required Investments

- Health Transformation: \$1.44 billion
- Continuum of Care: \$2.23 billion
- Governance Capacity and Engagement on Distinctions-Based Legislation: \$1.85 billion
- Support for Healing from IRSS: \$820 million/ 2 years

### Expected Benefits

- Support to provide a continuum of care from pre-birth to death.
- Supportive governance capacity, infrastructure, and health care capacity needs,
- Support First Nations in the development of distinctions-based health legislation, reflective of First Nations priorities and diverse regional health realities.
- Immediate, flexible, and increased supports to assist First Nations in dealing with trauma from the uncovering of unmarked graves and burial sites.

## ➤ **Income Assistance**

### Required Investment

- A First Nation Income Assistance Program: \$197 million/2 years

### Expected Benefits

- Improved supports for First Nations Income Assistance clients, including expanding access to Pre-Employment Supports and Case Management services.

## ➤ **Addressing Homelessness through Affordable Housing**

### Required Investment

- Eradicating homelessness: \$2.6 billion
- Upgraded First Nations' Housing: \$44 billion/ 10 years<sup>4</sup>

### Expected Benefits

- Long-term affordable housing for 24% of Canada's homeless population who identify as First Nation.
- First Nations' immediate housing needs are met, and overcrowding is addressed, thus leading to improved health outcomes.
- First Nations housing authorities are innovative, responsive, and accountable to needs and priorities.

## ➤ **Infrastructure**

### Required Investments

- All upgraded infrastructure needs, including Operations & Maintenance: \$15 billion
- Drinking Water and Wastewater: \$6.37 billion

### Expected Benefits

- Access to sustainable and climate-resilient infrastructure on and off-reserve to close the infrastructure gap.
- Infrastructure investment yields a GDP increase of \$1.43 per dollar of spending, 9.4 jobs generated per million dollars spent, and \$0.44 of each dollar spent recovered in additional tax revenue, further multiplied with First Nations who carry a persistent infrastructure deficit.<sup>5</sup>
- Elimination of long-term boil water advisories.

## ➤ **Economic Development**

### Required Investments

- Economic Development and Trade Strategy: \$1.7 billion
- Connectivity: \$500 million

### Expected Benefits

- Support for local and regionally driven economic solutions for First Nations leadership in the economy.
- Increases to Canada's GDP and decreased demand for income assistance and other social programs.

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<sup>4</sup> Preliminary numbers from work with the Institute on Fiscal Studies and Democracy identifies that currently, 133,000 new units are needed. Due to population growth, Canada would need to invest an additional 53,000 units at a total cost of \$61 billion by 2040.

<sup>5</sup> The Broadbent Institute. The Economic Benefits of Public Infrastructure Spending in Canada. 2015.  
<https://www.iuoelocal793.org/wp-content/uploads/2015/09/Broadbent-Study.pdf>

- Additional investments and procurement initiatives to help overcome disproportionate economic effects of COVID-19.
- As a result of achieving equitable representation in the Canadian workforce, the employment rate would increase by an estimated 1.51%, resulting in an increase of 2.56% to GDP.
- First Nations households and enterprises will be connected to updated standards leading to increased participation in the digital economy. The Canadian Radio-television and Telecommunications Commission target for broadband is currently available to only 31.3% of First Nations households compared to 85.7% of Canadian households.

## ➤ **Fisheries**

### Required Investments

- Implementation of Supreme Court of Canada Decisions: \$25 million
- Ocean Protection Plan: \$2 billion

### Expected Benefits

- Sustainable management of aquatic resources and the respect of Supreme Court of Canada decisions related to First Nations aquatic resources.
- Increased consideration, application, and mobilization of First Nations Indigenous Knowledge in aquatic resource management.
- Long-term costs savings: In 2020, the federal government spent \$30 million annualized over a two-month period on increased policing costs due to violence against a First Nations' rights-based fishery.

## ➤ **Environment and Water**

### Required Investments

- Climate Action and Conservation: \$4.4 billion
- Environmental Health: \$1.97 billion

### Expected Benefits

- Strengthening of First Nation's fiscal, human, and technical capacity to advance First Nations climate leadership.
- First Nations' leadership in the conservation, protection, and management of inland and marine water.
- Investments of \$1.8 trillion in climate adaption could generate \$7.1 trillion in total net benefit.<sup>6</sup>
- First Nations will reduce their dependency on diesel and other fossil fuels, building their energy security reducing usage by 80 million liters a year.

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<sup>6</sup> Global Commission on Adaption. Adapt Now. A Global Call for Leadership on Climate Resilience. 2019. [https://cdn.gca.org/assets/2019-09/GlobalCommission\\_Report\\_FINAL.pdf](https://cdn.gca.org/assets/2019-09/GlobalCommission_Report_FINAL.pdf)



- Indigenous-led clean energy projects earn between 10 – 14%, resulting in the generation of \$2.5 billion in profit and economic impacts.<sup>7</sup>
- First Nations-led conservation benefits community-based development, including through Indigenous guardians which return \$2.5 in economic return per dollar invested.
- Development of a First Nations-led strategy to address food systems, security, and sovereignty.

## ➤ **Lands**

### Required Investments

- Additions-to-Reserve: \$115 million
- First Nations without a land base: \$768 million
- Specific Claims: \$7.19 billion
- Comprehensive Claims/ Rights and Title: \$6.7 billion

### Expected Benefits

- Processes to add lands to reserves are efficient, timely and responsive, allowing First Nations to take advantage of economic opportunities.
- A just, fair, and equitable resolution of specific claims, leading to a reduction in Canada's contingent liabilities.
- A re-design of the New Band/Band Amalgamation Policy to alleviate the social and economic disadvantages faced by those seeking reserve land and/or recognition.
- Sufficient funding to negotiate comprehensive land claim and self-government agreements with Canada and for the implementation of existing comprehensive land claim and self-government agreements.

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<sup>7</sup> Lumos Clean Energy. Powering Reconciliation. 2017. <https://indigenoucleanenergy.com/wp-content/uploads/2017/10/Powering-Reconciliation-A-Survey-of-Indigenous-Participation-in-Canadas-Growing-Clean-Energy-Economy.pdf>