

Summary of Engagement with Indigenous Partners

Input received so far, as of May 30, 2023, from Indigenous governments and representative organizations on the Canada Green Buildings Strategy

May 30, 2023





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1.0 About this Report

This report summarizes the 'green buildings' priorities, opportunities, and needs of Indigenous governments, communities, organizations, and experts. The input comes from a variety of sources, including publications by Indigenous partners, information from previous federal government engagements (which we sought to ensure we were aware of and would not duplicate this prior engagement), and direct engagement conducted by Natural Resources Canada ("NRCan") to ensure we had the latest available information on Indigenous 'green buildings' priorities.

As a summary of input received so far, the analysis and conclusions herein are not intended as 'new information', particularly for Indigenous partners who may have experienced firsthand the situations described and spoken of them many times. Rather, the goal of this report was to collect and compile input received by the federal government from Indigenous groups related to green buildings into a single synthesis, with a view to supporting the development of the Canada Green Buildings Strategy ("the Strategy"). This report, as well as the Strategy, will be continually updated to reflect the evolving needs of partners as new input is received.

All Indigenous partners are welcome to submit their views and comments on the contents of this report or about the Strategy, anytime, to: greenbuildingsstrategy-strategiepourlesbatimentsverts@nrcan-rncan.gc.ca.

Separate engagements were undertaken via the development of the Strategy with provinces, territories, and industry groups. Findings from those engagements have been summarized in different reports.

This report is not the Strategy itself but is instead a tool to ensure that information NRCan considers in the Strategy accurately reflects the needs of partners. The Strategy, once published, will contain actions to get Canada to a target of net-zero emissions from buildings by 2050.

Note on the use of the term "partners"

Throughout this report, we use the term "partners" when referring to Indigenous governments, communities, and organizations with whom we are engaging and building relationships. We avoid the use of "stakeholders", as we recognize that Indigenous peoples are rights-holders. "Partners" may not be the most accurate term, as we are at the beginning of our relationships and there is still trust to be developed. We use the term "partners" throughout the report as a way to succinctly communicate the diversity of Indigenous organizations and also to convey our hope to maintain these relationships over the long-term.

2.0 Introduction

In 2021, Parliament passed The United Nations Declaration on the Rights of Indigenous peoples (UNDRIP) Act, which is meant as a framework for reconciliation, healing and cooperative relations between the Government of Canada, First Nations, Inuit, and Métis peoples. With regards to the

development of housing programs, a high priority for Indigenous partners given the current infrastructure gap between Indigenous and non-Indigenous people in Canada¹, UNDRIP states:

"Indigenous peoples have the right to determine and develop priorities and strategies for exercising their right to development. In particular, Indigenous peoples have the right to be actively involved in developing and determining health, housing and other economic and social programmes affecting them and, as far as possible, to administer such programmes through their own institutions." ²

The UNDRIP Act Action Plan was released in July 2023 and includes specific housing-related action plan measures (APMs), such as:

- Under APM #11, the Canada Mortgage and Housing Corporation will continue to explore options
 with First Nations on their proposal to exercise their jurisdiction over their housing and to
 transfer the care and control of funding for on-reserve housing programs to First Nations.
- Under APM #15, Indigenous Services Canada will continue to work with First Nations on closing
 infrastructure gaps on reserve based on priorities identified by communities with the goal of
 improving current service delivery (including increasing the number of housing units) as well as
 supporting increased First Nations capacity for housing governance, management and planning
- Under APM #88, the Canada Mortgage and Housing Corporation and Indigenous Services
 Canada will continue implementing a co-developed Urban, Rural and Northern Indigenous
 Housing Strategy with Indigenous partners. That Strategy will fill gaps that exist in the National
 Housing Strategy around the housing needs of Indigenous peoples living in urban, rural and
 northern areas. It will complement the three existing distinction-based housing strategies (First
 Nations Housing and Related Infrastructure Strategy, the Inuit Nunangat Housing Strategy, and
 the Canada-Métis Nation Housing Sub-Accord).

Climate actions are being advanced alongside housing-related actions. The Government of Canada has committed to achieving net-zero emissions by 2050, including in the buildings sector. Canada's built environment is the third largest source of emissions in Canada, and emissions from the buildings sector have been trending upward. If needed actions are taken, the 2030 Emissions Reduction Plan identified that the buildings sector could contribute to a 37% reduction in greenhouse gas emissions from 2005 levels by 2030 (53 megatonnes).

Achieving net-zero in the buildings sector cannot be done by the Government of Canada alone. The Government of Canada and Indigenous partners have a common priority to close the infrastructure gap in a way that creates sustainable, healthy, and affordable buildings. These 'green buildings' provide many benefits to their residents, including healthier and more comfortable spaces. This is important to many Indigenous communities, who often live in northern or remote locations and are experiencing a

¹ Statistics Canada (2022, September 21). *Housing conditions among First Nations people, Métis and Inuit in Canada from the 2021 Census*. https://www12.statcan.gc.ca/census-recensement/2021/as-sa/98-200-X/2021007/98-200-X2021007-eng.cfm

² United Nations. (2007). *United Nations Declaration on the Rights of Indigenous Peoples*. p.18 https://www.un.org/development/desa/indigenouspeoples/declaration-on-the-rights-of-indigenous-peoples.html

housing crisis partly due to homes that are not suitable to their location, climate, and culture (as well as insufficient housing generally).

This is a challenge that is being addressed across the Government of Canada with Indigenous partners. The Canada Green Buildings Strategy, through NRCan, is working alongside other Ministers tasked with closing the infrastructure gap by 2030, including the Minister of Indigenous Services, the Minister of Crown-Indigenous Relations, the Minister of Northern Affairs, the Minister of Housing and Diversity and Inclusion, and the Minister of Intergovernmental Affairs, Infrastructure and Communities. Indigenous communities have made progress in 'greening' buildings, and the Strategy should support additional efforts together with Indigenous partners.

NRCan would like to thank everyone who participated in this dialogue so far; the Government of Canada is committed to continuing to work with Indigenous partners to make better homes, green Canada's built environment and achieve our net-zero goals.

3.0 The Engagement Process

NRCan began engaging Indigenous partners in May 2022, with more active outreach and engagement starting in November 2022. Engagement with Indigenous partners is one of many components of the overall Strategy. The engagement has consisted of outreach and meetings with the goal of collecting and considering input from Indigenous partners throughout the development of the Strategy. This provided partners an opportunity to have a say in how existing initiatives evolve and how new initiatives could further support them. Outreach was particularly emphasized in areas where NRCan had gaps in its understanding about Indigenous priorities following its review of Indigenous publications and prior federal engagement initiatives. NRCan conducted this engagement because we know that working with Indigenous peoples and all Canadians is important for this net-zero vision to succeed, and we want to ensure the Strategy is reflective of Indigenous priorities.

3.1 Engagement objectives

- To build long-term relationships with Indigenous partners, taking a rights-based approach that will inform the Canada Green Buildings Strategy.
- To conduct engagement on a distinctions-basis, recognizing the unique needs and relationships between the Government of Canada and First Nations, Métis, and Inuit partners.
- To conduct meaningful engagement, where partners have influence on Strategy priorities and actions and there is an opportunity to address their needs.
- To take a gender-based approach, including women's and 2SLGBTQ+ organizations in outreach and engagement.
- To approach the buildings sector transformation from a holistic perspective, including the social, health, and wellbeing aspects of green buildings.

3.2 Outreach

The Strategy's initial engagement targeted National Indigenous Organizations ("NIOs") and governments, National Indigenous Women's Organizations, as well as select regional representative organizations. After starting preliminary discussions with Indigenous organizations in May 2022, engagement accelerated in November 2022 when the Minister of Energy and Natural Resources, the

Honourable Jonathan Wilkinson, sent a letter to the following organizations inviting them into dialogue with NRCan:

- The Assembly of First Nations (AFN),
- Inuit Tapiriit Kanatami (ITK),
- Métis National Council (MNC),
- Métis Settlements General Council (MSGC),
- Manitoba Métis Federation (MMF),
- Native Women's Association of Canada (NWAC),
- Pauktuutit Inuit Women of Canada (PIWC), and
- Les Femmes Michif Otipemisiwak (LFMO).

In December 2022, there was additional outreach to 34 technical or non-government organizations in the buildings sector, many of which are Indigenous-led (see Annex A). This outreach targeted organizations that primarily support Indigenous governments and/or communities with buildings or energy projects or deliver housing programs.

In April and May 2023, the Honourable Parliamentary Secretary Julie Dabrusin held bilateral or roundtable discussions with Indigenous partners (more details in Table 1 below).

3.3 Engagement events

The engagement events below introduced the Strategy, discussed mutual priorities, and held space for partners to articulate their ongoing challenges and needs in advancing 'green buildings'. All input was provided orally in meetings; no written input was received.

Table 1: Summary of Engagement Events with Indigenous Organizations and Governments

DATE	ACTION
May 2022	NRCan introduced the Strategy to the Assembly of First Nations' Economic Sector. After
	this meeting, we postponed plans to meet with Inuit and Métis so we could refine our
	engagement and information-gathering approach.
June 2022	NRCan was invited to the First Nations-Canada Joint Committee on Climate Action (JCCA)
	to introduce the Strategy and share lessons learned from the Canada Greener Homes
	Grant. ³ The JCCA Secretariat requested NRCan and other federal officials provide updates
	to First Nations members about initiatives in the 2030 Emissions Reduction Plan and
	upcoming engagement opportunities.
November 2022	The Honourable Jonathan Wilkinson, Minister of Natural Resources, sent a letter to eight
	National Indigenous Organizations, National Indigenous Women's Organizations, and
	select regional organizations to initiate dialogue on the Strategy.
December 2022	NRCan sent a request for input to 34 technical organizations who support Indigenous
	governments and organizations with buildings, housing and energy efficiency.
November 2022	The Parliamentary Secretary of NRCan, Julie Dabrusin, and other NRCan representatives
	met with Indigenous Clean Energy Social Enterprise (ICE) to discuss the Strategy.
November 2022 –	NRCan met with ITK, MNC, NWAC, and AFN representatives separately to discuss mutual
January 2023	priorities and potential actions under the Strategy.
January 2023	NRCan representatives met with ICE to follow up on the initial discussion in November and
	discuss mutual priorities and potential actions under the Strategy.
February 2023	NRCan attended ITK's Inuit Energy Pathways workshop in Ottawa with ITK and Inuit
	regional land claims organizations to discuss the Strategy, other energy efficiency
	programming, and potential mutual priorities around greening the built environment.
February 2023	NRCan held an information session with MNC and its Governing Members to introduce
	green buildings programming at NRCan and discuss future collaboration.
March 2023	NRCan attended the AFN National Asset Management Conference with First Nations
	regional representatives and technical experts to discuss the Strategy and potential mutual
	priorities around greening the built environment and closing the infrastructure gap.
April – May 2023	NRCan held 5 bilateral or roundtable discussions hosted by the Honourable Parliamentary
	Secretary Julie Dabrusin, including with MSGC, ITK and some regional Inuit land claims
	organizations, MNC, NWAC, and Indigenous technical/industry representatives. This report
	was shared and discussed, as well as attendees' priorities for green buildings.

^{*}Additional engagement activities are planned; see the "Next Steps for Indigenous Engagement" section.

3.4 Additional input through past meetings, other departments, and ICE

Given Indigenous-Crown relations and the complex and changing federal engagement landscape around Indigenous housing and infrastructure, NRCan gathered information on what other departments within the Government of Canada had heard from Indigenous partners on these topics. NRCan met with over 20 Government of Canada teams from Indigenous Services Canada, Crown and Indigenous Relations and Northern Affairs Canada, Environment and Climate Change Canada, Infrastructure Canada, and the Canada Mortgage and Housing Corporation (see Annex B). This report includes insights from these meetings.

³ The JCCA is a joint technical committee including 10 First Nations regional representatives and representatives from the federal government.

This report also includes previous input from Indigenous partners on relevant programming through NRCan meetings. For example, engagement meetings with NIOs and their regional members took place between 2020-2022 to discuss the Canada Greener Homes Grant (CGHG). Given that the CGHG seeks to increase retrofit rates and 'green' buildings, this report also summarizes key findings from some of those engagements.

NRCan also contracted a non-profit organization, Indigenous Clean Energy Social Enterprise (ICE), to conduct engagement in 2022 and report on the barriers and potential solutions to adopting energy efficiency measures in Indigenous communities in Canada. The findings from ICE's research are also reflected in this report.

3.5 Report Dissemination

This report was shared with Indigenous partners leading up to the April-May 2023 roundtable discussions hosted by the Honourable Parliamentary Secretary Julie Dabrusin.

4.0 What We Heard: Major Points of Feedback

4.1 Self-determination is the highest priority.

The rights of Indigenous peoples are formally recognized in the Canadian Constitution, UNDRIP, and the UNDRIP Act.

Indigenous partners expressed that current objectives and programming do not recognize their right to self-government. Programming is often developed by the Government of Canada with little engagement with Indigenous partners and delivered to them or their citizens by the Government of Canada or other contractors (more on government programming in section 4.6 and 5.3 below). This means that Indigenous governments, organizations or communities often cannot access resources to address their priorities, as the challenges and solutions are defined by the Government of Canada. This has meant that ongoing challenges have persisted and gone unaddressed.

Indigenous sovereignty can be recognized by co-developing initiatives and planning for Indigenous-delivered initiatives. This means centering Indigenous partners' priority projects under their own definition of climate-resilient buildings and avoiding imposing limitations through, for example, funding agreements that stipulate in their terms exactly what types of technology or expenses are eligible for Indigenous partners to meet net-zero. Indigenous governments and organizations expressed that they have internal governance systems, and that distinctions-based funding set-asides with flexible terms allow them to address their priorities in the ways that work best for them and their citizens. It was suggested that NRCan's role could be to provide information and resources to support Indigenous-led decision making.

4.2 Métis, Inuit, and First Nations nationally and regionally have different buildings contexts, histories, and governing relationships with Canada.

The Canadian Constitution recognizes three distinct Indigenous peoples: Inuit, First Nations, and Métis. Internal to each distinction is diversity in local contexts like culture, language, governance, and consequently in perspectives and progress toward green or climate-resilient buildings.

Partners expressed that it is important to approach relationship-building and prioritization related to green buildings separately with each distinction. To understand this diversity, engagement with regional Indigenous governments and organizations is important. This report focuses on feedback from NIOs and from *some* regional partners. NRCan acknowledges this report does not fully represent the diversity of Indigenous peoples in Canada and each of their priorities. There are perspectives within Canada that were not reached in this initial engagement, such as Indigenous Self-Governing and Modern Treaty Holders, which may have different perspectives and abilities to collaborate on greening the built environment with the Government of Canada. NRCan aims to address this engagement gap, as outlined at the end of this report in the "Next Steps for Indigenous Engagement" section.

4.3 Improving the housing stock is the highest buildings priority and requires capital and capacity support.

Indigenous peoples are experiencing a national housing crisis, and partners spoke about the priority to improve their housing stock. People are experiencing overcrowding, housing in disrepair, lack of sufficient housing, and other infrastructure barriers preventing the building and maintenance of adequate housing, especially in northern and remote communities and for Indigenous women, girls and gender-diverse people. Compared to the general population of Canada, Indigenous peoples are more likely to experience energy poverty, ⁴ to live in unaffordable housing, and to occupy older, less efficient homes that are most in need of deep retrofits.

The $Hal^{\dagger}Zaqv$ (Heiltsuk) Nation, a remote nation in western BC, is prioritizing their energy sovereignty in their communities by adopting residential energy efficiency measures such as electric heat pumps, as well as moving off diesel energy and towards solar energy.⁵

In addition to capital and installation costs, Indigenous partners raised that improving the housing stock also requires increased local capacity to execute projects. NRCan heard that local capacity for buildings projects and maintenance is important to foster local careers, to ensure adequate supply of local maintenance technicians for when technology requires upkeep or repair, and ultimately to maintain the buildings stock. Regional governments and businesses are well-placed to execute projects, as they understand the local context and have relationships with local residents. However, NRCan heard that currently most of the businesses contracted through procurement for these types of projects are not local or Indigenous. Furthermore, Indigenous governments struggle to advance the many pressing priorities within the buildings sector due to low staff numbers, as well as lack of training and opportunities to learn about green buildings products and services.

NIOs prioritized addressing this housing crisis and have co-developed national housing strategies with the Government of Canada. The Government of Canada has funded partners across Canada directly to support addressing the housing crisis. However, while early progress has been made to close the housing gap between Indigenous and non-Indigenous people in Canada since 2018, much more is still needed.

⁴ Energy poverty is when a household spends 10% or more of their income on energy needs.

⁵ CBC (2022). First Nation in western B.C. making strides toward energy sovereignty. https://www.cbc.ca/news/canada/british-columbia/heilstuk-nation-energy-sovereignty-1.6672940#:~:text=%2FRadio%2DCanada)-, https://www.cbc.ca/news/canada/british-columbia/heilstuk-nation-energy-sovereignty-1.6672940#:~:text=%2FRadio%2DCanada)-, six%20years%20after%20a%20devastating%20diesel%20spill%20underscored%20its%20dependency,solar%20composting%20to%20its%20community.

Indigenous communities have made progress on closing the housing gap. Among other successes, as of December 2022, investments in the Métis Nation Housing Strategy have resulted in the repair or renovation of approximately 2,900 homes and construction or purchase of nearly 1,400 new homes. As of September 2022, First Nation communities reported over 3,500 housing-related infrastructure projects, including over 1,000 renovation projects and over 1,000 new construction projects. In the Inuit Nunangat Housing Strategy (2018), ITK reported over 180 newly constructed housing units in addition to several home renovations and energy efficiency projects.

4.4 Green buildings, especially homes, support healthy, sustainable, and affordable communities.

NRCan heard from Indigenous partners that green buildings are about more than GHG reductions; they support their health, social and economic goals. Specific measures to green buildings, such as well-insulated homes, airtight windows, efficient home heating systems, and renewable energy sources are already part of Indigenous communities' existing approaches to improving their buildings stock through co-developed housing strategies. Partners expressed that it is a high priority for new buildings to be consistent with their climate goals and to improve the health and economic prosperity of their residents.

The Nova Scotia Native Women's Association is building a \$6.5 million resilience centre in Millbrook First Nation to help Indigenous women and their families heal from past injustices, including residential schools. The centre will include energy efficiency measures.⁶

This was also the case beyond housing, where green community or other local buildings could support increased awareness of climate change, sustainable practices and cultural principles. In this case, NRCan heard that greening the built environment should be seen from a holistic perspective, and that support for 'greening' housing should be easily available/packaged alongside funding for basic housing needs. There are opportunities for green buildings to further support health and wellbeing, such as through improved social and community infrastructure. Green buildings could also support addressing the Calls for Justice from the Final report of the National Inquiry into MMIWG⁷, as well as food security and resilience.

4.5 Indigenous peoples are climate leaders and will be strong partners to achieve netzero goals.

NRCan heard from partners, technical organizations, and other government departments that Indigenous peoples and governments are leading many innovative climate projects in the buildings space and there are opportunities to accelerate this work to green the built environment.

There are many individual examples of this leadership. Through ICE's Bringing it Home program, Indigenous experts in green buildings projects are sharing knowledge and supporting communities in

⁶ Government of Canada. Canada invests in Mi'kmaw centre for healing and resilience of women, girls and 2SLGBTQQIA people. https://www.canada.ca/en/office-infrastructure/news/2022/07/canada-invests-in-mikmaw-centre-for-healing-and-resilience-of-women-girls-and-2slgbtqqia-people.html

⁷ MMIWG stands for Missing and Murdered Indigenous Women and Girls. Learn more at the National Inquiry into Missing and Murdered Indigenous Women and Girls website https://www.mmiwg-ffada.ca/

adopting energy efficiency measures in the built environment. Through Impact Canada's Indigenous Homes Innovation Initiative, 17 projects with funding up to \$2 million have been approved and many include greening measures to create more energy-efficient or net-zero homes.

When granted \$5 million from the Low Carbon Economy Fund to retrofit their office buildings and create space for youth climate learning, the President of the Manitoba Métis Federation said: "Prioritizing our lands, waters and air goes hand in hand with conservation and sustainability and is a key component of our Citizen's relationship with the Métis Nation Homeland." 8

There is also leadership by NIOs and their members. In the North, Inuit governments developed and published the National Inuit Climate Change Strategy (NICCS). The NICCS prioritizes five key areas, including infrastructure and energy. Green buildings are specifically referenced in the NICCS, stating that it aims to "close the infrastructure gap with climate resilient new builds [and] retrofits to existing builds". As climate change occurs more rapidly and earlier in northern Canada, NRCan can work with and learn from Inuit to ensure the built environment is not only green, but also resilient to a changing climate.

In 2019, via Resolution 05/2019, the AFN declared a climate emergency and has since been working to bring First Nations together to take climate action. In March 2020, over 300 First Nations gathered at the first National Climate Gathering to discuss climate change. These conversations were informed by a First Nations Climate Lens, a lens that outlines three components – context, impacts, and action – that aim to frame climate conversations so that they lead to transformative and systematic change. ¹⁰

The Métis National Council told NRCan that its Governing Members are making significant strides in greening their buildings stock. Métis Governing Members are offsetting office building emissions and supporting their citizens in making building repairs, including retrofits. MNC said that greening their buildings stock is a priority for them and their Governing Members and that a partnership between NRCan and MNC would be mutually beneficial. Most Métis people live in urban centres, similar to the broader Canadian population. This therefore presents an opportunity for the federal government to work with MNC and learn best practices from them regarding how to green urban buildings by 2050.

⁸ The Government of Canada (2021). The Manitoba Métis Federation takes on two climate action initiatives with about \$5 million in support from the Government of Canada. https://www.canada.ca/en/environment-climate-change/news/2021/06/the-manitoba-metis-federation-takes-on-two-climate-action-initiatives-with-about-5-million-in-support-from-the-government-of-canada.html

⁹ ITK (2022). National Inuit Climate Change Strategy: Climate action in Inuit Nunangat must be based on an Inuit vision of our resilience in the face of our rapidly changing environment. https://www.itk.ca/projects/national-inuit-climate-change-strategy/

¹⁰ Assembly of First Nations. (2020). *National Climate Gathering Report: Driving change, leading solutions*. https://www.afn.ca/assembly-of-first-nations-national-climate-gathering/

4.6 Federally administered buildings programs are not sufficiently benefitting Indigenous peoples.

Partners were clear that current Government of Canada programming is not sufficiently supporting them in greening their buildings stock. NRCan heard that programs:

- are administratively burdensome on Indigenous governments and organizations to apply and receive funding, as applications involve merit-based competition, strict timelines, limited flexibilities, stringent eligibility criteria, and burdensome or complex funding delivery methods;
- do not include support for prospective Indigenous applicants to learn about, prepare for and complete applications for funding;
- are often delivered on a project-basis, making it difficult to address challenges and plan over the long-term;
- often focus on the provision of funding to offset the costs of initial installation/construction, without financial support for ongoing operation/maintenance expenses;
- do not align with the realities Indigenous peoples are facing, such as related to living in northern and remote locations, regional differences in needs and governance, and multiple, competing, and more urgent priorities;
- do not recognize self-governance by providing options for Indigenous delivery of initiatives or building and maintaining local skills, knowledge, and capacity in the long-term; and
- are very fractured across the federal landscape; there are too many programs with different characteristics, making long-term progress difficult.

Due to these program access challenges, partners were rarely able to find, apply and receive funding from programs administered by the Government of Canada. We also acknowledge that these messages have been repeated and shared by these same Indigenous organizations many times and in different ways, and that a lack of specific progress in amending federal programming has been a source of frustration and challenge for partners.

4.7 Progress on addressing the infrastructure gap in the North is impeded by very high buildings costs, specific logistical needs, and unique climate considerations.

Many Indigenous communities live in northern Canada and experience extreme climate differences and complex infrastructure challenges, including for buildings. This includes Inuit, as well as certain First Nations and Métis communities.

Partners in the North reiterated the need for more funding to make progress on their goals. NRCan heard that it is more expensive to address buildings goals in the North. To build in the North, developers must travel to remote locations, prepare the land (e.g., installing water and sewage infrastructure), ship materials during specific seasons and transportation schedules (e.g., air or marine service schedules), pay extra costs of shipment, and consider climate change impacts (e.g., permafrost thaw). NRCan also heard that it is more expensive to maintain homes in the North. There are higher heating costs, long winters that wear down materials faster, and limited access to house insurance. Poverty and income disparities are also high, making cost-sharing requirements and the upfront costs of participating in government programs impossible for many residents. Community populations are also small, limiting the market for home re-sale and opportunities to develop permanent local tradespeople or technical expertise around green buildings technologies.

4.8 There are specific on-reserve financial barriers to building and maintaining housing.

For First Nations, the *Indian Act* governs on-reserve land and has implications for land and building ownership. First Nations living on-reserve face specific housing finance limitations, where the Crown holds the land in trust to prevent the permanent transfer of land to non-band members. Although there are programs to overcome this barrier, such as ISC's Ministerial Loan Guarantee, this legislation continues to prevent First Nations from acquiring financing because lending institutions cannot seize the housing asset.

This has made some Government of Canada programming a challenge for First Nations. For example, the Canada Greener Homes Grant initiative (CGHG) requires through its national individual-based stream that a person own their home in order to participate in the program. Since the launch of the CGHG, the program has adapted to allow individual Indigenous applicants to provide different forms of proof of residential ownership/occupancy status, with flexibility for First Nations individuals; it has also opened an Indigenous community-based stream with more flexibilities around ownership and other areas. These changes have helped some First Nations overcome the ownership barrier, however other barriers – such as the high costs of retrofits in remote, rural and northern communities – still prevent many people from participating.

5.0 Identified Needs

The following needs were raised by Indigenous partners.

5.1 There is a need for additional funding to close the infrastructure gap, including to retrofit and build new energy-efficient housing, and to maintain this infrastructure over time.

NRCan heard that financing is the biggest limitation to addressing the housing gap. The Government of Canada aims to close the infrastructure gap between Indigenous and non-Indigenous people in Canada by 2030. This will require long-term, predictable, and stable funding that goes directly to Indigenous peoples and not through provinces or territories (PTs). Funding should also not be delivered by creating new federal programs, within a federal programming landscape that is growing in size, complexity, and difficult for potential applicants to navigate.

The Government of Canada has committed billions of dollars to Indigenous housing since 2015, however, current funding and initiatives fall short of funding the required investment to close the infrastructure gap. For example, in 2021, the Institute for Fiscal Studies and Democracy estimated that an additional \$59.4 billion is needed to close the housing gap in on-reserve First Nations communities. This includes funding for overcrowding, migration of First Nations people back to their communities, replacing housing units, servicing units, repairing units, and population growth.¹¹ In January 2023 discussions with the AFN, NRCan heard that more recent analysis increased the estimated financial need to close the housing gap to more than double the \$59.4 billion previously stated.

¹¹ Institute of Fiscal Studies and Democracy. (2021). *Cost analysis of current housing gaps and future housing needs in First Nations*. Assembly of First Nations.

Through the Inuit National Housing Strategy, Inuit regions have developed detailed assessments of infrastructure needs in the region. To address the infrastructure gap in Inuit Nunangat, ITK, via their 2023 pre-Budget submission, estimates that an initial capital investment of \$55.3 billion is required, followed by funding of \$793.7 million annually. This includes infrastructure beyond buildings.

Finally, the Métis Nation's 2023 pre-budget submission estimates that \$1.32 billion over six years is required to ensure safe, affordable, and accessible housing for Métis citizens.

It is important to note that the pre-budget submissions put forth by these three organizations do not cover all Indigenous communities in Canada, and that additional financing needs beyond what is listed above are expected.

Other organizations (NWAC, technical/industry representatives) suggested that in order to ensure available funding can go toward building to high energy efficiency standards, the federal government should do its part to ensure procurement policies incentivize the selection of greener housing construction and associated community benefits, even if it's most costly. ICE added that there should also be a focus on funding regional energy efficiency projects, which achieve economies of scale and cross-learning, as well as a focus on implementing innovative financing approaches.

5.2 There is a need for funding for green buildings to be delivered directly by Indigenous governments and organizations to their citizens on a distinctions-basis.

Indigenous partners said that they are best-placed to deliver on their housing and related infrastructure objectives. Indigenous governments know their communities and their needs best and want to build the internal and community capacity to administer housing and buildings initiatives in a way that supports local careers and economic prosperity. Program delivery by technical organizations or diverse organizations like Indigenous women's organizations can also ensure support reaches those diverse communities directly. To do this, the Government of Canada needs to administer funding via direct transfers and tailored to each distinction so that funding respects each distinction's governance system and to avoid pan-Indigenous competition for funding.

The Government of Canada delivers funding directly to each Indigenous distinction through the codeveloped housing strategies, which support Indigenous community-rebuilding and self-determination. This funding is used to address housing needs, including repairs and new builds. However, a 'green premium' exists (e.g., increased upfront costs associated with higher performance construction or retrofits) and current funding is still limited relative to the need.

5.3 There is a need to streamline and adjust Government of Canada-delivered programming so that it is accessible to Indigenous partners.

A common request across all distinctions was for Government of Canada programming to be designed so that it is more accessible to Indigenous partners.

Table 2: Indigenous Needs for Government of Canada-delivered Programming

STAGE OF AN	FEEDBACK ON NEEDS FROM INDIGENOUS PARTNERS
INITIATIVE Conception and design stage	 When problems are emerging and solutions are being considered, Indigenous partners asked to be involved at the earliest stages so that needs and desires are understood from the start and integrated into the remaining programming stages. Before beginning the design of a new initiative, first consider if an existing federal initiative can be topped-up or expanded-upon. Partners shared that the federal program landscape is already too complex, so adding new programs worsens this problem. Reconsider an initiative's design so that it fits with the current realities of Indigenous communities. This includes removing application deadlines, covering 100% of project costs (including planning and administration), covering costs for different types of measures and expenses, providing upfront funding, avoiding competitive processes, ensuring benefits for local Indigenous businesses, and making eligibility criteria consistent across initiatives. Avoid using rigid terms and conditions or contribution agreements that can impose restrictions on participants. Allow partners to stack different government funding to cover their costs. Have longer overall timelines for agreements. Include distinctions-based Indigenous funding carve-outs that allow partners to easily receive funding without having to compete with all other Indigenous communities and larger organizations (some of which have more capacity than others). Include a review period to evaluate the success of the program with partners. Aim for consistency between initiatives' applications, processes, and reporting requirements. Consider using short Expressions of Interest that take less capacity to complete and enable early feedback on project ideas. Offer
Partnership and	 guidance and completed samples of applications/reports. Work with partners to develop long-term relationships as opposed to one-off
engagement	 events. When engaging partners, ensure there is a clear purpose, scope, and outcome to the engagements. Be flexible with engagement timelines and requests, as Indigenous partners are often juggling many priorities and engagements from governments. Due to limited capacity for Indigenous partners to engage in multiple federal initiatives simultaneoulsy, engagement should be funneled through an existing federal-Indigenous engagement mechanism, if possible. Our federal colleagues have re-iterated hearing this preference from partners. Do your homework first: research the feedback that partners already shared on past similar initiatives to avoid holding the same discussions over and over. Offer capacity support (e.g., funding) to the partners you are engaging with. Engage at the regional level with rights-holders, especially because not all Indigenous peoples are represented by national organizations.

Program Enable Indigenous applicants to be flexible with their funding in implementation implementation, such as allowing them to move money between asset categories or years, by making advanced payments the norm, and allowing funds to be spent on training and other wrap-around project supports. Streamline funding arrangements so that similar funding mechanisms are used and multiple funding initiatives can be completed through one agreement. • Establish mechanisms where Indigenous partners can reach out to program staff and get support for application development and program implementation. • Improve outreach strategies to ensure communities are aware of opportunities to participate in programs. This includes sharing information through established relationships with communities, advertising through Indigenous networks (e.g., local community radio, publications, newsletters), and contacting Indigenous Friendship Centres and other support providers. Provide materials and services in Indigenous languages. Offer mail-in application/communication options for applicants without internet access. Ongoing • Include representation from different distinctions and different regions within governance an initiative's governance structures. Consider using an existing federal-Indigenous governance structure, rather than creating a new one. Ask Indigenous partners their preference. • Ensure that legislative changes reflect and uphold UNDRIP.

Government of Canada programs have received regular feedback that funding for project planning and buildings operation/maintenance is required and critical. Federal colleagues expressed that Government of Canada initiatives typically focus on supporting upfront construction and retrofit costs, but do not support the pre-planning or ongoing maintenance costs necessary to receive project funding and maintain the buildings stock. Green buildings funding should support these expenses to increase Indigenous participation and promote lasting benefits for communities.

5.4 There is a need to increase local capacity, expertise, services, economic and long-term career opportunities in the green buildings sector.

NRCan was told that there is a need to build and maintain capacity. This is especially the case with local government staff and housing providers. Indigenous partners raised the need to increase the capacity of:

- Local governments, organizations, and housing/buildings providers. This includes the number of staff, the kinds of staff positions (e.g., researchers, energy efficiency and infrastructure planners, financial/project managers, program developers/managers, federal program navigators/appliers), employee skillsets and training opportunities, and the capacity to establish collaborations with other Indigenous institutions.
- Local industry and skilled trades. This includes the types of local businesses, their areas of specialization (e.g., technical skills, upkeep and maintenance skills, project management skills), the equipment available to conduct work, a business' experience and training opportunities (e.g. energy efficiency measures, home energy auditing, understanding procurement processes), and the overall local availability of key businesses or tradespeople.

- Local researchers, Elders and knowledge keepers. This includes the number and types of local people who carry knowledge and expertise, programs to support and engage youth, and programs to share project lessons with the communities where projects took place as well as between communities.
- Citizens and building residents. This includes through education and awareness programming about climate change, energy efficiency, digital and financial literacy, funding opportunities, and career opportunities, as well as trades-related training to install and maintain green buildings. Long-term positions in communities, such as project leaders and champions, should be continually supported, not just provided initial training. Consideration should be given to supporting women, youth and 2SLGBTQ+ people.

MNC Governing Members indicated that there is an opportunity for collaboration and training for energy efficiency construction, including through Métis training institutions. Governing Members expressed a desire for collaboration with the Government of Canada (CanmetENERGY) or specialized green buildings industry partners. They also expressed the need for increasing their institutional capacity to co-deliver programs and deliver training (e.g., for energy efficiency retrofits, new construction projects, energy audits and other tools), which goes hand-in-hand with their goal of Métis self-determination and climate leadership. First Nations partners also highlighted the need for service organizations to support local buildings managers and citizens with projects, equipment, and training. Inuit regions spoke to increasing local research capacity, engaging youth and tying in local knowledge to initiatives.

The Inuvialuit Settlement Region said that they need long-term, stable capacity support. To deliver on their housing goals, the Inuvialuit Regional Corporation (the regional land claims organization) needs expertise in-house to develop Requests for Proposals to implement programs. There needs to be staff positions and on-the-job training as well as opportunities for youth to learn from in-house experts. Currently, funding is very temporary and isn't addressing their needs. 12

Indigenous technical/industry representatives suggested that one way to ensure capacity-building is supported is to ensure government-funded projects' budgets in communities include an allocation for training, and that projects' procurement processes are more beneficial for local Indigenous businesses. Construction management methods are one way to do this through procurement. NWAC suggested that procurement should be particularly targeted to Indigenous women-owned businesses.

Indigenous Clean Energy, a pan-Canadian not-for-profit, runs the Bringing it Home program that fosters community-centric 'healthy energy living'. Their program focuses on creating an enabling environment across six domains: governance & leadership, asset management, maintenance, skills, design & construction, and financing. ¹³

¹² Inuvialuit Regional Representatives (2022, January 11-13). Inuit Nunangat Housing Strategy implementation working group meetings.

¹³ ICE (2023). Bringing It Home: Enabling Energy Efficiency – Now and for Future Generations. https://indigenouscleanenergy.com/our-programs/bringing-it-home/

ICE's engagement-informed report stated that training programs (e.g., apprenticeships, internships, mentoring) need to be offered in-community and not require external travel in order to be successful and aligned with Indigenous ways of learning. Training programs should include wrap-around supports for costs like tuition, lost wages, childcare, travel. This need for accessible and long-term training was reiterated by NWAC. Organizations that fund local training and capacity-building also need to be more supported so that they're better equipped to meet the demand for these types of programs. Organizations that aim to maintain online directories of Indigenous businesses and the project opportunities they may apply/bid for also need more support to do so (e.g., Canadian Council for Aboriginal Business).

5.5 There is a need for better outreach and communication regarding federal initiatives.

NRCan heard from partners that the Government of Canada's programming landscape is confusing, including specifically: which federal department delivers which program and why; differences in funding delivery methods (e.g., contribution agreements versus service agreements); applications with different timelines; eligibility criteria differences between programs, and more. Given capacity limitations within local Indigenous governments and higher/competing priorities, partners have largely been unable to take advantage of federal funding opportunities.

In addition to the need to provide program navigator services and simplify program landscapes, partners expressed the need to improve outreach and communication. AFN expressed that outreach should be conducted by mail and in local Indigenous languages. ITK supported this feedback, expressing that internet capacity in the North is limited and there is a need to share information in local languages. MNC shared that Governing Members often do not know what is available and would benefit from tailored information sessions and an inventory of programs. Other organizations (ICE, NWAC and technical/industry representatives) shared that outreach shouldn't be done primarily online but through methods that communities actually use, like advertising on local community radios and in newsletters and in-person workshops, so that people that most need support are aware of it and can access it.

Table 3: Summary of Distinction-specific Requests

Distinction P	PRIORITIES	REQUESTS TO THE CANADA GREEN BUILDINGS STRATEGY
h ii h t c S c ii	Address core nousing need by mproving nousing across the housing continuum Support critical community nfrastructure Advance renewable energy and	 Provide a single-window approach for Government of Canada funding, as well as self-directed funding directly to Inuit. Fund initiatives to scale up successful retrofit or new-build technologies/projects, even if not quite net-zero; include maintenance. Increase access to financing for infrastructure projects (e.g., remove complex proposal requirements), including access to loans for transitioning off oil and conducting retrofits. Improve community and social infrastructure funding for essential services across Inuit Nunangat, such as water and sewage systems, improved road networks, and community kitchens. Training and capacity-building:

	energy sovereignty Advance climate resiliency and adaptation using Inuit knowledge	 Work with ESDC to fund local career training and skills initiatives, especially to train local technical experts to install and operate equipment, and to construct, retrofit, maintain and repair buildings (including housing). Support climate change education and participation for the public and youth. Research, knowledge and tools: Increase/support Inuit-led research and development, knowledge, and data-sharing to make it easier for organizations and people to adopt energy efficiency measures and to help fill a gap in technical expertise, such as by NRCan sharing/developing decision-making tools to help Inuit in selecting technologies. Inuit should own any data they provide. Integrate Inuit knowledge at all levels of strategic planning and implementation. Support improved tools for northern communities, such as adapted building codes for the northern climate (in consultation with Inuit). Support ITK and Inuit regions with their national energy strategy, regional energy planning and climate change strategies. Inclusivity and accessibility: Engage with organizations representing Inuit women, girls, and gender-diverse people to ensure initiatives include their experiences and considerations. Make information available in Inuktitut and as well as offline. Cross-cutting considerations: Ensure any support or actions NRCan takes respect and support Inuit rights to self-determination and participation in decision-making affecting them, as well as the distinction of Inuit Nunangat as a distinct region, in line with the Inuit Nunangat Policy and the Inuit-Crown Co-Development Principles. Work to better understand the realities in Inuit Nunangat (and reflect that in programs like CGHG, policies, and codes) and focus on mak
Métis	Improve living conditions, including energy efficiency Right to self-determination through capacity-building Advance climate change mitigation and adaptation	decreasing the costs of living). Work on relationship-building with Inuit organizations/governing bodies. Support Métis-led initiatives: Respect existing internal governance, knowledge, and successful Métis-delivered programming and services. Provide direct, distinctions-based funding to support/empower Métis-led development and implementation of programs that advance green buildings and reduce GHGs, energy consumption and costs in the Métis Nation. Support the development of a Métis Nation climate change research body. Unlock access to capital for Métis capital corporations in each region which can give businesses loans to conduct retrofits. Support a shift in how Métis people power their homes, including by pursuing higher energy efficiency standards for homes. Training and capacity: Increase training and career opportunities and education to encourage social change (in climate change, trades-related, management, coordination, installers), including for Métis government staff and citizens and to grow regional technical capacity. Work with ESDC on providing this skills development funding. Increase Métis institutional capacity to deliver on green buildings goals (e.g., conduct energy audits and multiple-unit retrofits) and to apply to federal programs.

Collaboration:

- Hold early discussions to support co-development of new initiatives, federal program modifications, relationship-building, and learning between Métis institutions, the Métis Nation and the Government of Canada.
- Discuss linkages between the upcoming Métis national climate change strategy and the CGBS.

Other federal requested actions:

- Create an inventory of federal green buildings programming.
- If possible, visit regional governments in-person to present programs and targeted implementation plans.
- Share any federal information or data that may help Métis in making decisions and developing projects.
- Ensure federal procurement policies in the green economy can benefit Métis businesses (e.g., through developing regional online business directories and increasing sole-source threshold for Metis businesses).
- Ensure programs aren't prescriptive in terms of specific types of technology or building materials that must be used to reach net-zero. Make programs accessible and not administratively burdensome for housing corporations and governments with low capacity.
- Ensure the CGBS is written in plain language for regular people to understand their role in the transition.

Inclusivity and accessibility:

- Consider needed complementary social and community infrastructure.
- Engage with organizations representing Métis women, girls, and gender-diverse people to ensure initiatives include their experiences and considerations.

First Nations

Improve housing conditions and close the infrastructure gap

Advance climate priorities

Take a rightsbased, holistic, and genderbased approach to addressing challenges

Federal programming for green buildings:

- Provide additional funding to support First Nations buildings and net-zero goals.
 Funding should be long-term, stable, and predictable, and include O&M support.
- Co-develop future programming, including existing program modifications.
- Streamline federal programming. This could be a unified funding mechanism between Government of Canada departments, or a single resource of all buildings-related energy efficiency programming, where different federal programs could be searched and matched.
- Within programs, have dedicated funding for First Nations to guarantee funds remain available.

Capacity-building:

- Support Indigenous careers and apprenticeships in the green buildings sector through training and local job opportunities.
- Increase support for First Nations capacity-building, including to prepare, coordinate, and submit funding proposals.

Inclusivity and accessibility:

- Consider needed complementary social and community infrastructure, like internet
- Engage with organizations representing First Nations women, girls, and genderdiverse people to ensure initiatives include their experiences, knowledge and expertise.

6.0 Next Steps for Indigenous Engagement

NRCan plans to reach out to additional Indigenous organizations, as well as maintain ongoing relationships with Indigenous partners it has already engaged, to support the evolution of the Strategy. This report summarized what we have heard *so far* from these partners. As the Strategy continues to develop and as engagements with partners continue, NRCan expects to receive additional input and new insights, and will continually refine this report.

To continue these relationships, NRCan will:

- Continue conversations, relationship-building, and long-term collaboration with National Indigenous Organizations and their regional members through their preferred mechanism(s);
- Reach out to additional Indigenous partners with whom we have not yet spoken, including Self-Governing and Modern Treaty Holders and other diverse organizations; and
- Launch the initial Strategy, including measures to address the priorities, opportunities, and needs expressed in this report.

NRCan also continues to engage with other partners, including provinces and territories, other federal departments and agencies, and industry stakeholders from the buildings sector. The input received from all parties will inform future discussions and the development of the Canada Green Buildings Strategy.

Many of the themes identified by Indigenous partners underscore a need for better approaches to partnership that increase availability of funding for self-determined priorities, streamline federal processes, address funding gaps, and increase the role of Indigenous peoples in decision-making. As demonstrated throughout engagement, Indigenous peoples are already climate leaders and are putting forward solutions that respond to the effects of climate change on infrastructure, including by integrating climate resiliency. We recognize that Indigenous climate leadership means investing in the agency of Indigenous peoples and communities, supporting Indigenous-led and delivered solutions, equipping Indigenous peoples with equitable resources, and ensuring appropriate access to funding to implement self-determined climate action.

In Budget 2022, the Government of Canada committed \$29.6 million over three years, beginning in fiscal year 2022-23, to co-develop an Indigenous Climate Leadership Agenda that advances self-determined action to address Indigenous peoples' climate priorities. Ongoing conversations as part of NRCan's engagement will help to inform distinctions-based recommendations put forward as part of this Agenda, including how to streamline federal climate programs, meaningfully involve Indigenous peoples in climate-related decision-making, and support Indigenous peoples' self-determined climate priorities and strategies.

The Government of Canada would like to thank all participants in this engagement for their time and effort to provide feedback. This work can only be done through collaboration, communication, datasharing, rigorous analysis, and a clear policy framework to help determine the buildings sector's decarbonization roadmap. Collectively, your responses are invaluable in helping NRCan and other government leaders understand and define the challenges and opportunities on this journey to healthy, affordable and climate-friendly buildings.

Annex A: Organizations with a role in the Indigenous housing, buildings, infrastructure, or related technical sectors engaged by NRCan

Name of organization, association or expert:

- Aboriginal Housing Management Association
- AFOA (Aboriginal Financial Officers Association) Canada
- Apeetogosan (Métis) Development Inc.
- Cambium Indigenous Professional Services
- Centre for Indigenous Environmental Resources
- Congress of Aboriginal Peoples
- Essa-Stratos
- First Nation Housing Professionals Association
- First Nations Information Governance Centre
- First Nations Infrastructure Institute
- First Nations Major Projects Coalition
- First Nations National Building Officers Association
- First Nations of Quebec and Labrador Sustainable Development Institute
- First Nations Technical Services Advisory Group Inc.
- First Nations Technical Services Advisory Group Inc.
- First Nations Technology Council
- Indigenous Clean Energy Social Enterprise (ICE)
- Indigenous Technical Services Cooperative
- Manitoba Uske
- Métis Capital/Urban Housing Corporation
- Métis Economic Development Fund
- Métis Financial Corporation of British Columbia
- Métis Urban Housing Association of Saskatchewan
- Métis Voyageur Development Fund Inc.
- National Organization of First Nation Lands Managers
- NCC Development Limited
- Northwest Territories & Nunavut Construction Association
- Northwest Territories Association of Professional Engineers and Geoscientists
- Nuqsana Inc.
- Ontario Aboriginal Housing Services
- Ontario First Nations Technical Services Corporation
- Pembina Institute
- Royal Architectural Institute of Canada
- SaskMétis Economic Development Corporation

Annex B: List of Government of Canada initiatives or teams engaged by NRCan

Initiative/Team name and Department:

- First Nations-Crown relations & the First Nations Housing Strategy (Indigenous Services Canada; ISC)
- 2. Bridging the critical infrastructure gap by 2030 (ISC)
- 3. Indigenous Climate Leadership (Crown-Indigenous Relations and Northern Affairs Canada; CIRNAC)
- 4. The Métis Nation-Crown relations & Métis Nation Housing Sub-Accord (CIRNAC)
- 5. Inuit-Crown relations & Inuit Nunangat Housing Strategy (CIRNAC)
- 6. Self-Governing and Modern Treaty-Crown relations (CIRNAC)
- 7. Indigenous and External Relations (CIRNAC)
- 8. Canada Greener Homes Loan (Canada Mortgage and Housing Corporation; CMHC)
- 9. Canada Greener Affordable Housing (CMHC)
- 10. Urban, Rural, and Northern Indigenous Housing Strategy (CMHC)
- 11. Indigenous relations team (CMHC)
- 12. Low Carbon Economy Fund's Indigenous Leadership Fund (Environment and Climate Change Canada; ECCC)
- 13. Climate Research Division (ECCC)
- 14. Government of Canada-Indigenous distinctions-based bilateral climate tables (ECCC)
- 15. Green and Inclusive Community Buildings (Infrastructure Canada; INFC)
- 16. Indigenous affairs team (INFC)
- 17. National Infrastructure Assessment (INFC)
- 18. Canada Greener Homes Grant (Natural Resources Canada; NRCan)
- 19. Wah-ila-toos (NRCan)
- 20. The Sustainable Jobs Plan (NRCan)
- 21. 2 Billion Trees Initiative (NRCan)
- 22. Regional Energy and Resource Tables (NRCan)
- 23. Nòkwewashk sector (NRCan)