

ANNUAL SCORECARD:

The Federal Government's MMIWG2S+ National Action Plan

June 3, 2025



Native Women's
Association of Canada



L'Association des
femmes autochtones
du Canada

The Native Women's Association of Canada (NWAC) is a national Indigenous advocacy organization representing the political voices of Indigenous women, in all their diversities, in Canada. NWAC advocates for and works with Métis, Inuit and First Nations – on- and off-reserve, status, and non-status, disenfranchised – across Canada. NWAC works to enhance, promote and foster the social, economic, cultural, and political well-being of Indigenous women, in all their diversities, within their respective communities and Canadian society.

This report was prepared by
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This project was made possible by funding from
Crown-Indigenous Relations and Northern Affairs Canada.

Recommended citation: Native Women's Association of Canada. 2025.
Annual Scorecard: The Federal Government's MMIWG2S+ National Action Plan.
Native Women's Association of Canada. Gatineau, QC.

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Introduction

This scorecard, developed by the Native Women's Association of Canada (NWAC), offers an independent, distinctions-based assessment of the federal government's implementation of the National Action Plan and Federal Pathway. It has been six years since the National Inquiry into MMIWG released the 231 Calls for Justice, and four years since the release of the National Action Plan to answer the Inquiry's calls. However, the pace of implementation remains alarmingly stagnant, fragmented, and insufficient. While lives of Indigenous Peoples continue to be lost, Canada has failed to deliver the transformative change it promised. The lack of transparency, inadequate funding, and absence of Indigenous-led accountability mechanisms have undermined trust and jeopardized progress.

This year's Scorecard reflects a clear and urgent truth; federal action remains disconnected from the lived realities of Indigenous women, girls, Two-Spirit, transgender and gender-diverse (WG2STGD+) people. It is clear that programs lack accountability, funding announcements are made without transparency, and promises are not backed by outcomes. Despite repeated public commitments, the federal government has failed to uphold its core responsibilities under the National Inquiry's 231 Calls for Justice and the 41 Métis-specific Calls for Miskotahâ, proof that performative gestures have not translated into the systemic change that was promised to Indigenous WG2STGD+ people.

We cannot afford to wait any longer. Every delay costs lives. Every omission widens the gap between words and action. This Scorecard, guided by NWAC's independent analysis, evaluates only those initiatives that directly respond to the crisis of MMIWG2S+, and highlights the areas where urgent course correction is required. The genocide is ongoing, and Canada's response must meet the scale of that truth.

Disclaimer: NWAC's approach to analyzing the federal government's progress is narrow in scope – only including initiatives specifically designed in response to the National Action Plan and the 231 Calls for Justice. As such, this report reflects the limited information that the federal government has reported since June 2024. This means that planned, ongoing, or already completed actions that have not been publicly reported on since June 2024 are not included in our analysis.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #1

Achieve transformative changes in attitudes, behaviours, and knowledge within the broader society to prevent and end the root causes of systemic racism, inequality, injustice, and violence against Indigenous women, girls, and 2SLGBTQQIA+ People in Canada.

Since June 2024, the federal government has worked towards this goal through the following initiatives:

- While no new funding was announced since June 2024, Women and Gender Equality Canada's "Increasing the Capacity of Indigenous Women and 2SLGBTQQIA+ Organizations to Address Gender-Based Violence Program" continues to support the capacity of Indigenous and 2SLGBTQQIA+ Organizations to provide gender-based violence prevention programming through at least \$26.7M in funding.
- Indigenous Services Canada's (ISC) 2024/25 departmental plan outlined continued work to address systemic racism within Canada's health system and to contribute to advancing pathways for Indigenous Peoples to have great control over health services.
- Budget 2024 proposed to provide \$167.6 million over five years, starting in 2024-25, to ISC to combat anti-Indigenous racism in health care to help ensure Indigenous peoples are treated with the respect they deserve. It is unclear if this funding has been made available.

ISC also made the commitment to co-develop distinctions-based Indigenous health legislation. Despite ISC reporting that the tabling of a bill was set to occur in late winter 2024, this never occurred. Due to a change in government, guided by a new Prime Minister, this piece of legislation may never appear in the House of Commons.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #2

Keep families and survivors at the centre of the process and provide concrete support to survivors and families of missing and murdered Indigenous women, girls, and 2SLGBTQQIA+ people.

Since June 2024, the federal government has continued to provide funding and support for survivors and families of MMIWG2S+. Notably, the federal government made progress towards the implementation of a Red Dress Alert pilot program. The federal government ultimately worked towards this goal through the following initiatives:

- The Department of Justice committed over \$22 million to 29 projects through the Community Support for Healing and Family Initiative, with \$12.9 million distributed to 19 projects since June 2024.
- There has been \$8.9 million in new funding that has been provided to three Family Information Liaison Units (FILUs) since June 2024.
- The Red Dress Alert pilot program was launched in October 2024 with \$1.3 million in federal support, guided by Giganawenimaanaanig.
- The federal government and the Province of Manitoba each committed \$20 million to support the Prairie Green Landfill search, which led to the identification of the remains of Morgan Harris, Ashlee Shingoose (Mashkode Bizhiki'ikwe) and Mercedes Myran.
- A call for proposals under the Support of the Wellbeing of Families and Survivors program closed in July 2024, but as of May 2025, funding decisions have not been publicly announced.

While some important progress has been made, particularly through the launch of the Red Dress Alert and continued landfill search efforts, families and survivors continue to face barriers in accessing support. A lack of transparency in funding decisions and limited reach of healing services underscore the need for meaningful, distinctions-based investments. To ensure justice, this requires centering the voices of survivors and families not just in programming, but in every level of decision-making.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #3

Support the delivery of programs and services by Indigenous organizations, including at the grassroots level, to address all forms of gender- and race-based violence.

Since June 2024, federal efforts to support Indigenous organizations have continued, though primarily through extensions of existing programs. A small number of new initiatives were introduced, but access to stable, long-term funding remains limited. The following developments reflect current federal activity under this goal:

- The federal budget allocated \$87 million over five years to expand the Indigenous Justice Program and Indigenous Courtworker Program.
- The Pathways to Safe Indigenous Communities Initiative continued with \$31 million allocated in 2024/2025.
- The Indigenous Shelter and Transitional Housing Initiative funded 117 new units in 2025, representing approximately \$36 million.
- A 2024/2025 call for proposals under the Family Violence Prevention Program closed in December 2024.
- The Sport for Social Development in Indigenous Communities Program closed a national intake in March 2024.
- CIRNAC provided NWAC with capacity funding for our work on MMIWG2S+, including for the establishment of a National Working Group on MMIWG2S+.

Although several streams of funding have continued, federal support remains largely project based. Indigenous organizations, especially grassroots and distinctions-based need sustained investments to lead transformative change in their communities.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #4

Address the broader root causes of violence against Indigenous women, girls, and 2SLGBTQQIA+ people.

The federal government continues to assert that it is addressing systemic drivers of violence, such as housing insecurity, infrastructure gaps, jurisdictional challenges in child welfare, and the need for culturally grounded supports. However, while some progress has been made in infrastructure and child welfare jurisdiction, other commitments—such as guaranteed income and cultural revitalization, have seen little to no advancement. Overall, the response has been fragmented, slow, and lacking transparency. Here are recent federal actions:

- An additional \$10 million was invested into the First Nations Infrastructure Fund to support ongoing capital and connectivity projects in 2024.
- The Canada Mortgage and Housing Corporation closed a call in March 2024 to establish a National Indigenous Housing Centre, but results have not been released.
- In November 2024, \$26.8 million was allocated to support 16 Indigenous housing projects in British Columbia.
- In March 2024, \$11.4 million was committed to expand broadband access to over 2,600 Indigenous households in Ontario.

The federal government continues to move slowly on the foundational changes needed to address poverty, housing equity, and cultural disconnection. Root causes are not side issues; they are central to ending violence. Canada must move beyond fragmented funding and act on its obligations.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #5

Develop a national Indigenous human rights accountability mechanism focused on Indigenous human rights that include inherent, Treaty, and Constitutional rights. This mechanism will create shared accountability for upholding those rights regarding gender- and race-based violence.

Since June 2024, there was a release of detailed recommendations on how to establish an Indigenous and Human Rights Ombudsperson. Even though it is a milestone, the federal government has yet to act to make it a reality. The progress outlined below highlights status towards reporting and accountability mechanisms:

- On June 13, 2024, the Ministerial Special Representative released the Final Report on Call for Justice 1.7. The report recommended establishing a National Indigenous and Human Rights Ombudsperson and Tribunal, backed by federal legislation. A clear implementation timeline was provided, with a deadline of December 31, 2025, to appoint the ombudsperson and open regional offices.
- The 3rd Annual National Indigenous-Federal-Provincial-Territorial (IFPT) Roundtable on MMIWG2S+ was hosted in Ottawa in January of 2025. A report summarizing the event is expected in the coming months.
- The MMIWG Secretariate released an updated reporting tool for their annual progress reports on the National Action Plan implementation based on feedback received from partners and community members.

The Final Report on Call for Justice 1.7 provided clear direction, community-led insight, and an achievable timeline. However, there has been a lack of federal follow-through with no legislation, no appointments, and no public response. Indigenous communities have done their part by offering solutions. It is time for the federal government to uphold its responsibility and make accountability real.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #6

Support transformational change in laws, policies, and systems across Canada in justice, health and wellness, human security, culture, and Indigenous human rights that include inherent, Treaty, and Constitutional rights.

Several funding commitments were made toward justice and policing reform. While these measures suggest momentum in specific areas, they fall short of the coordinated, systemic transformation called for in the National Inquiry. Key initiatives underway are outlined below:

- \$267 million over five years and \$92.5 million ongoing was committed in Budget 2024 to support the First Nations and Inuit Policing Program and the Indigenous Secretariat.
- A \$238 million policing agreement was signed with the Kativik Regional Government as part of \$305.4 million distributed since June 2024.
- Through the Aboriginal Community Safety Planning initiative, \$1 million in new projects were funded starting in June 2024.
- The Indigenous Health Equity Fund, launched in April 2024, announced \$821,540 in new project funding out of a broader 10-year, \$2 billion commitment.
- Budget 2024 allocated \$87 million over five years to renew Indigenous Justice programming and begin implementing the Indigenous Justice strategy, announced in March 2025.
- Funding also included support for revitalizing Indigenous laws (TRC Call to Action 50) and building capacity for justice transformation.
- Canadian Heritage reported 47 Indigenous language and culture projects funded since June 2024, totaling nearly \$24 million.
- Budget 2024 proposed \$225 million over five years to continue supporting Indigenous languages, and \$65 million over five years to support the Indigenous Screen Office.

Many commitments have been made across systems, but most new funding remains tied to pilot projects, renewals, or high-level strategies. The transformative change requires coordinated, sustained implementation grounded in Indigenous self-determination. Progress cannot be measured in budgets alone - it must be reflected in outcomes for communities.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Analysis of Progress: Goal #7

To establish a culturally appropriate Indigenous data infrastructure reflective of Indigenous and 2SLGBTQIA+ people, based on Indigenous data sovereignty and distinctions-based indicators.

Since June 2024, national consultations on missing persons data standards were concluded, signaling a move toward implementation. The federal government follow through will be vital in determining whether these early steps translate into lasting change.

More than four years after the release of the National Action Plan, Canada still lacks a culturally appropriate, distinctions-based data system grounded in Indigenous data sovereignty. The urgency of accurate, disaggregated, and community-controlled data remains critical to addressing the MMIWG2S+ crisis and tracking meaningful progress. Yet, the federal government has not prioritized the structural supports necessary to create an Indigenous-led data infrastructure. Without transparent, inclusive, and community-governed systems, accountability remains out of reach.

- Data collection remains inconsistent, fragmented, and largely controlled by federal departments.
- No centralized infrastructure exists to support Indigenous-led data collection or ownership.
- Indigenous communities still lack access to real-time data to inform local safety planning.

Indigenous data sovereignty is vital to safety, justice, and accountability. The absence of Indigenous-led infrastructure to collect and govern information continues to undermine the visibility and right of Indigenous WG2STGD+ people. Federal investments in data must go beyond technical fixes and reflect a deep commitment to Indigenous self-determination. The right to define and measure safety must rest with the communities most impacted by violence.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

Moving Forward

The federal government must shift from rhetoric to results. Indigenous WG2STGD+ people cannot continue to wait for action that is years overdue. The systemic conditions that allow this genocide to continue—deep rooted underfunding, jurisdictional denial, and the absence of Indigenous oversight will not be resolved without political will and accountability. The next steps must reflect the urgency of this moment and centre the leadership of Indigenous communities, families, and survivors.

- **Establish an Indigenous-led national oversight mechanism.**
The federal government must immediately commit to implementing the recommendations of Call for Justice 1.7, including the appointment of a National Indigenous and Human Rights Ombudsperson and the creation of a National Indigenous Rights Tribunal. The proposed timeline to have national and regional offices operational by December 31, 2025, must be honoured and resourced.
- **Ensure transparency through distinctions-based data infrastructure.** Indigenous communities must be resourced to lead data collection, governance, and analysis rooted in Indigenous data sovereignty. Canada must fund and support Indigenous-led development of a centralized, accessible data platform that tracks implementation of the 231 Calls for Justice and 41 Calls for Miskotahâ.
- **Fully implement and expand the Red Dress Alert system.**
Although \$1.3 million was allocated for the pilot phase in 2024, there is still no clear public framework or communications strategy in place. Canada must commit to work alongside Indigenous-led bodies like Giganawenimaanaanig to ensure the system is distinctions-based, trauma-informed, and operational nationwide by 2025.
- **Ensure long-term, stable funding for grassroots and community-led safety programs.** Many programs across the country remain short-term, competitive, and disconnected from community realities. The federal government must shift away from project-based models and invest in sustained, core operational funding for Indigenous women's and 2SLGBTQQIA+ organizations across all regions and distinctions.





ANNUAL SCORECARD: The Federal Government's MMIWG2S+ National Action Plan

- **Create and fund a national task force to re-investigate unsolved MMIWG2S+ cases.** With the building on the findings of the landfill searches - including the identification of Morgan Harris and Mercedes Myran - Canada must support a fully resourced, Indigenous-led force to address ongoing failures in case closure and justice.
- **Table Indigenous health legislation and uphold child welfare jurisdiction.** Following the Supreme Court's 2024 ruling upholding An Act Respecting First Nations, Inuit, and Métis children, youth and families, the federal government can no longer delay with Indigenous governments to implement jurisdictional transfer and funding.
- **Address root causes through transformative investments.** The budget commitments must go beyond symbolic gestures. This includes delivering housing equity, universal broadband access, a guaranteed livable income, cultural revitalization programs, and trauma-informed, wraparound mental health supports.
- **Recommit to full implementation of the 231 Calls for Justice and 41 Calls for Miskotahâ.** The annual reporting on this implementation to Parliament must also be Indigenous-led, transparent, and publicly accessible, with concrete timelines, funding, and actions tied to each Call.

There is still time to choose a different path - one rooted in justice, accountability, and Indigenous self-determination. While this Scorecard lays bare the gaps and failures in Canada's response, it also reflects the unwavering strength, leadership, and clarity of Indigenous WG2STGD+ people who continue to lead the way forward.

In the face of it all, change is not only possible, but also already being imagined, built, and lived in our communities. Across Canada, Indigenous-led programs are creating safe spaces, reviving culture, supporting healing, and demanding truth. The path forward to true reconciliation must include listening, resource Indigenous leadership, and following through on its promises with sustained action.

To truly honour the lives lost and those still fighting, Canada must move forward in centering Indigenous knowledge systems, funding transformative solutions, and implementing the Calls for Justice and Miskotahâ with urgency and transparency. It means recognizing that safety is not a privilege – it is a right. Justice is not symbolic, it is tangible, measurable, and overdue.



We carry forward not only the memory of those we have lost, but the power of those still fighting. Our vision for justice is clear. The responsibility now lies with Canada to act with the same strength and purpose.

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