

Footprints

2



*A second comprehensive report of the
Nunavut Implementation Commission*

E
78
N85
A381



Footprints 2

***A Second Comprehensive Report from the Nunavut
Implementation Commission to the Department of
Indian Affairs and Northern Development, Government
of the Northwest Territories and Nunavut Tunngavik
Incorporated Concerning the Establishment of the
Nunavut Government***

Letter of Transmittal from the Chairman of the NIC to the Minister of the
Department of Indian Affairs and Northern Development, the Government
Leader of the Northwest Territories and the President of Nunavut Tunngavik
Incorporated iii

Table of Contents v

List of Appendices vii

Glossary viii

Body of Report 1

LIBRARY OF PARLIAMENT
CANADA
JAN 30 1997
BIBLIOTHÈQUE DU PARLEMENT

©Nunavut Implementation Commission 1996. Quotation with appropriate credit is encouraged. This publication reproduces, with minor editorial amendments, a report submitted to the Department of Indian Affairs and Northern Development, Government of the Northwest Territories and Nunavut Tunngavik Incorporated under cover of a letter dated October 21, 1996.

ISBN 1-896548-20-2

Cette publication existe aussi en français sous le titre : «L'empreinte de nos pas dans la neige fraîche, Volume 2».

Cover Illustration: Alooook Ipellie

French translation: Marie-Cécile Brasseur and Daniel Seguin

Printed in Canada by: Bradda Printing Services Inc.

ᓄᓇᑭᓪ ᓂᑕᓂᓴᓕᓂᓴᓴᓪ

**Nunavut Hivumukpalianikhaagut Katimayit
Nunavut Implementation Commission
Commission d'établissement du Nunavut**

October 21, 1996

The Hon. Ron Irwin,
Minister,
Department of Indian Affairs and
Northern Development,
Ottawa, Ontario

The Hon. Don Morin,
Premier,
Government of the Northwest Territories,
Yellowknife, NWT

Mr. Jose Kusugak,
President,
Nunavut Tunngavik Incorporated,
Iqaluit, NWT

Dear Mr. Irwin, Mr. Morin and Mr. Kusugak,

On behalf of the Nunavut Implementation Commission (NIC), I am pleased to provide to you, under cover of this letter, a report of the NIC entitled **Footprints 2: A Second Comprehensive Report of the Nunavut Implementation Commission**. As its title reveals, this report constitutes the second comprehensive report of the NIC, following submission of our first comprehensive report in March, 1995, and a variety of stand alone reports on specialized topics.

The report is being supplied to you consistent with the statutory mandate of the NIC as set out in section 58 of the *Nunavut Act*.

NIC Commissioners were pleased that the model for the design of the Nunavut Government that was recommended in our first comprehensive report figured prominently in the federal Cabinet's consideration of Nunavut issues in the spring of this year. In the process of preparing this report, we have carried out an intensive review of that model in the context of some new and changing features of

...2

the policy environment, most notably, the financial and other assumptions attending the federal Cabinet's Nunavut deliberations and the far-ranging overhaul in the design of the headquarters and regional operations of the Government of the Northwest Territories in the face of budget constraints. We are confident that the model for design of the Nunavut Government put forward in this report, while altered in detail from our earlier one, continues to meet broad objectives in relation to such things as efficiency of government operations and decentralization of government employment.

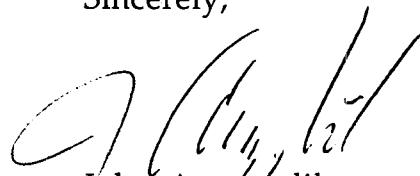
While fine tuning government design is a central element of the report, the report covers many other topics, ranging from telecommunications policy, to the establishment of formula funding arrangements for Nunavut, to the administration of justice. Some of the topics covered in the report received considerable attention in our earlier report; others – such as language issues – are new. One important set of topics – those dealing with the design of electoral constituencies for the Nunavut Legislative Assembly – are not dealt with substantively in this report; as you are aware, this set of issues will be the subject of a separate NIC report submitted to you before the end of 1996. Such timing should not foreclose any options that you may choose to pursue in relation to those topics.

As we move closer to April 1, 1999, we are as conscious of how much work remains to be done towards the creation of the Nunavut Government as we are how much has been accomplished this far. The extensive and accelerating progress that has been made since the submission of the NIC's last comprehensive report, however, leave us in no doubt that the great events of April 1, 1999, can be anticipated with a great deal of optimism.

This report is a product of the collegial efforts of the Commissioners, and is presented as a consensus one.

We look forward to discussing this report with you.

Sincerely,



John Amagoalik,
Chairperson

Table of Contents

GLOSSARY	viii
CHAPTER 1. OUTLOOK FOR NUNAVUT AND FOR WORK ON NUNAVUT	1
1.1 TAKING STOCK.....	1
1.2 ROLES AND RESPONSIBILITIES OF THE THREE PARTIES AND THE NIC.....	4
1.3 THE WORK OF THE NIC AND THE THREE PARTIES TO DATE.....	6
1.4 MULTI-ORGANIZATIONAL CO-OPERATION.....	8
CHAPTER 2. CONTEXT, PURPOSE AND SCOPE OF THIS REPORT	11
2.1 THE "FOOTPRINTS" REPORT AND SUPPLEMENTARY REPORTS.....	11
2.2 RESPONSES TO THE NIC DESIGN MODEL.....	15
2.3 APRIL, 1996, DECISIONS OF THE FEDERAL CABINET.....	25
2.4 THE NEED FOR REVIEW OF THE NIC "FOOTPRINTS" MODEL FOR DESIGN OF THE NUNAVUT GOVERNMENT.....	30
2.5 CONSIDERATIONS OF TIMING.....	31
2.6 SCOPE OF THIS REPORT.....	33
2.7 CONSULTATION.....	34
CHAPTER 3. ORGANIZATION AND DESIGN OF THE NUNAVUT GOVERNMENT	37
3.1 BACKGROUND.....	37
3.2 APRIL, 1996, FEDERAL CABINET DECISIONS.....	43
3.3 RESPONSE OF GNWT AND NTI TO THE "FOOTPRINTS" MODEL.....	44
3.4 REVIEW AND REVISION OF THE "FOOTPRINTS" MODEL.....	44
3.5 EFFECT OF PRIVATIZATION AND DOWNSIZING ON THE MODEL.....	57
3.6 FTE REQUIREMENT PROJECTIONS.....	58
3.7 REVIEW AND APPROVAL.....	58
CHAPTER 4. NEW APPROACHES TO WORK	61
4.1 BACKGROUND.....	61
4.2 WORK AND SOCIETAL WELL-BEING.....	63
4.3 THE FUTURE OF WORK: THE NUNAVUT CONTEXT.....	64
4.4 STRUCTURING WORKING TIME IN THE NUNAVUT GOVERNMENT.....	67
4.5 TYPES OF FLEXIBLE WORKING ARRANGEMENTS.....	69
4.6 IMPLEMENTATION CONSIDERATIONS.....	73
4.7 FUTURE OF WORK IN NUNAVUT CONFERENCE.....	74
CHAPTER 5. TELECOMMUNICATIONS IN NUNAVUT	77
5.1 BACKGROUND.....	77
5.2 WHAT'S NEEDED AND WHAT'S INVOLVED.....	82
5.3 WHERE ARE WE NOW?.....	85
5.4 INFRASTRUCTURE.....	86
5.5 INFRASTRUCTURE COSTS.....	92
5.6 NETWORK CONSIDERATIONS.....	99
5.7 NUNAVUT GOVERNMENT INTERNETWORK OR INTRANET.....	100
5.8 ANNUAL RECURRING COSTS.....	104

CHAPTER 5. TELECOMMUNICATIONS IN NUNAVUT (cntd)	
5.9 TELECOMMUNICATIONS TRAINING AND TECHNICAL SUPPORT.....	107
5.10 TELECOMMUNICATIONS TECHNICAL SERVICES DIRECTORATE.....	108
5.11 TOTAL TELECOMMUNICATIONS INFRASTRUCTURE AND INTRANET COSTS	111
5.12 CREATING A USABLE INFORMATION BASE FOR NUNAVUT.....	114
CHAPTER 6. RECRUITMENT AND EMPLOYMENT OF THE NUNAVUT GOVERNMENT WORK FORCE.....	121
6.1 OVERALL OBJECTIVES.....	121
6.2 TRAINING AND EDUCATION	124
6.3 EXISTING GNWT EMPLOYEES	127
6.4 TERMS AND CONDITIONS OF EMPLOYMENT AND LABOUR RELATIONS IN THE NUNAVUT GOVERNMENT WORK FORCE.....	134
6.5 PROCESS FOR MAKING STAFFING DECISIONS.....	138
CHAPTER 7. INFRASTRUCTURE	141
7.1 BACKGROUND	141
7.2 APRIL, 1996, FEDERAL CABINET DECISIONS RE: NUNAVUT	142
7.3 REVISION OF THE ORGANIZATIONAL DESIGN MODEL FOR THE NUNAVUT GOVERNMENT	143
7.4 TELECOMMUNICATIONS REQUIREMENTS.....	144
7.5 INFRASTRUCTURE PLANNED BY THE GNWT.....	145
7.6 STAFF HOUSING REQUIREMENTS.....	145
7.7 INCREMENTAL INFRASTRUCTURE REQUIREMENTS	146
7.8 ACTION REQUIRED.....	146
7.9 DEFINITION OF INCREMENTAL INFRASTRUCTURE AND PLANNING PARAMETERS.....	147
CHAPTER 8. SCHEDULING THE SETTING UP OF THE NUNAVUT GOVERNMENT	153
8.1 BACKGROUND	153
8.2 NEW FACTORS.....	154
8.3 TRANSFER SCHEDULE PLANNING ASSUMPTIONS.....	156
8.4 RECOMMENDED SCHEDULE.....	156
CHAPTER 9. FINANCIAL MATTERS.....	161
9.1 FINANCIAL CONTEXT	161
9.2 IMPLICATIONS OF FEDERAL CABINET DECISIONS	164
9.3 DIVISION OF ASSETS AND LIABILITIES	166
9.4 ON-GOING COSTS OF NUNAVUT GOVERNMENT AND FUNDING OF NUNAVUT GOVERNMENT OPERATIONS.....	172
CHAPTER 10. LANGUAGE.....	195
10.1 INTRODUCTION.....	195
10.2 THE STATE OF LANGUAGE GROUPS IN NUNAVUT: RELEVANT DEMOGRAPHICS AND OTHER PRACTICAL CONSIDERATIONS.....	198
10.3 OFFICIAL LANGUAGE STATUS IN POST-DIVISION NUNAVUT.....	201
10.4 A LANGUAGE POLICY FOR NUNAVUT	203

CHAPTER 11. OTHER ISSUES.....	209
11.1 INTERIM COMMISSIONER.....	209
11.2 NUNAVUT LEGISLATIVE ASSEMBLY.....	223
11.3 LEGISLATIVE REVISIONS	224
11.4 SYMBOLS FOR NUNAVUT	236
11.5 CHANGES TO THE CANADIAN CONSTITUTION.....	237
11.6 JUSTICE ISSUES.....	238
11.7 SOCIAL POLICY	250
CHAPTER 12. A FEW CONCLUDING THOUGHTS.....	255

APPENDIX A MAP OF NUNAVUT

APPENDIX B NUNAVUT'S DEMOGRAPHICS AND SOCIO-ECONOMIC CONDITIONS

APPENDIX C NUNAVUT TRANSITION COSTS (ALLOCATED BY THE FEDERAL CABINET IN APRIL, 1996)

APPENDIX D NUNAVUT GOVERNMENT – RECOMMENDED DESIGN MODEL

APPENDIX E NUNAVUT GOVERNMENT – RECOMMENDED DECENTRALIZATION MODEL

APPENDIX F NUNAVUT GOVERNMENT – EMPLOYMENT AND DEMOGRAPHIC IMPACTS OF RECOMMENDED DESIGN AND DECENTRALIZATION MODELS

APPENDIX G EMPLOYMENT IN NUNAVUT, BY SECTOR, 1991

APPENDIX H 1994 NWT LABOUR FORCE SURVEY

APPENDIX I UNIFIED HUMAN RESOURCES DEVELOPMENT STRATEGY

APPENDIX J RECOMMENDED SCHEDULE FOR IMPLEMENTATION ACTIVITIES ("TIMELINES")

APPENDIX K "THE ADMINISTRATION OF JUSTICE IN NUNAVUT," COMMENTS FROM THE NUNAVUT BAR ASSOCIATION

APPENDIX L LIST OF RECOMMENDATIONS



Glossary

The following terms are used in this report and, unless the context indicates otherwise, have the following meanings:

"CCON" means the Co-ordinating Committee of Officials on Nunavut;

"the Commission" means the Nunavut Implementation Commission;

"DIAND" means the federal Department of Indian and Affairs and Northern Development;

"Footprints" means the first report of the NIC, entitled **Footprints in New Snow: A Comprehensive Report from the Nunavut Implementation Commission to the Department of Indian Affairs and Northern Development, Government of the Northwest Territories and Nunavut Tunngavik Incorporated Concerning the Establishment of the Nunavut Government, March 31, 1995;**

"FTE" means an allocation of personnel time equal to that allocated to a full-time position;

"GNWT" means the Government of the Northwest Territories;

"Inuit language" means the spoken and written forms of the language of the Inuit of Nunavut, including Inuktitut and Inuinnaqtun;

"IT" means information technology;

"MLA" means Member of the Legislative Assembly of the NWT;

"NIC" means the Nunavut Implementation Commission;

"NTI" means Nunavut Tunngavik Incorporated, the successor to "Tungavik," as referred to in the **Nunavut Act**, and the Tungavik Federation of Nunavut;

"Nunavut Agreement" means the land claims agreement signed on May 25, 1993, entitled **Agreement between the Inuit of the Nunavut Settlement Area and Her Majesty the Queen in Right of Canada;**

"Nunavut Political Accord" means the agreement by that name entered into on October 30, 1992, by representatives of the Government of Canada, the Government of the Northwest Territories, and the Tungavik Federation of Nunavut;

"NWMB" means the Nunavut Wildlife Management Board;

"NWT" means the Northwest Territories;

"TFN" means the Tungavik Federation of Nunavut;

"TVNC" means Television Northern Canada; and

"WGHRT" means the Working Group on Human Resources and Training established under the CCON.

Chapter 1. Outlook for Nunavut and for Work on Nunavut

1.1 Taking Stock

"The government is committed to proceeding now with what is essential to get the Government of Nunavut established and operational by April 1, 1999."

Government of Canada press release, entitled **Nunavut on Track to Meet 1999 Deadline**, dated April 30, 1996.

"Inuit hopes and aspirations hinge on the success of Nunavut."

Nunavut Tunngavik Incorporated (NTI), **Response to the Recommendations of the Nunavut Implementation Commission on the Establishment of the Nunavut Government**, January, 1996.

"In the national constitutional context, the creation of Nunavut is a beacon marking the flexibility of confederation. The decision to proceed with Nunavut, when taken in 1993, was an act of imagination that caught the attention of the world. A bold step was being taken to realign the political boundaries of Canada, to adjust our political institutions to the reality of a distinct society, to accommodate the political aspirations of an aboriginal people through institutions of public government."

Government of the Northwest Territories (GNWT), **Working Toward 1999**, May, 1996.

"Our meeting is a timely one. The *Nunavut Act* was enacted by Parliament in the summer of 1993. The Nunavut Territory and Government will come into existence on April 1, 1999. Thus, we are just about half way through our shared planning and preparations work. It is an appropriate time to take stock."

Remarks by Commissioner Joe Ohokannoak on behalf of the Nunavut Implementation Commission on the occasion of the Nunavut Leaders' Summit, Arviat, NWT, May 10-11, 1996.

It was more than 20 years ago that Inuit Tapirisat of Canada presented the federal Cabinet with a comprehensive proposal, entitled **Nunavut**, seeking the creation of a Nunavut Territory and Government as part of an overall settlement of Inuit land rights in those parts of the Northwest Territories (NWT) lying north of the tree line. The Nunavut Territory and Government will flow out of a commitment made in the Nunavut land claims agreement (**Agreement Between the Inuit of the Nunavut Settlement Area and Her Majesty the Queen in Right of Canada: "the Nunavut Agreement"**), but organized to allow for the full political participation of Inuit and non-Inuit residents alike; they will come into existence, as scheduled by statute, on April 1, 1999.

If we view the events of April 1, 1999, as the culmination of a 25 year project to make Nunavut a discrete jurisdiction within Canada, the project is 90% complete. Work on something as important as Nunavut, however, does not proceed at an even, homogenous flow. Much of the early work on Nunavut was conceptual and diplomatic: working through the logic and advantages of creating a new Nunavut Territory and Government, engaging the imagination and support of the Nunavut public; and, convincing, first of all, the people and elected representatives of the people of the NWT, and then the people and elected representatives of Canada, of the sincerity and viability of the Nunavut project. At the beginning of this decade, work on Nunavut entailed make or break decision making as to the substance and form of commitments made in relation to Nunavut; the agreed upon package that emerged involved anchoring a promise to create Nunavut in the **Nunavut Agreement**, and following up that promise with parallel legislation that both ratified the **Nunavut Agreement** (the *Nunavut Land Claims Agreement Act*) and defined the existence, constitutional context, political and administrative institutions, and timing of a Nunavut Territory (the *Nunavut Act*). Since the enactment of relevant legislation in 1993, the work on Nunavut has been more prosaic but no less important, concentrating on the innumerable big and little issues that have to be sorted in order to convert Nunavut as political dream into Nunavut as functioning government. What started out as political architecture has increasingly become administrative engineering.

The success of such administrative engineering will be no less critical than the integrity of the political architecture. Governments must effectively serve as efficient deliverers of needed programs and services as well as legitimizing instruments of collective decision making.

At the Nunavut Leaders' Summit in May, 1996, NIC Commissioner Joe Ohokannoak invited meeting participants to "take stock." In inviting others to do so, he also offered the Commission's overview as to where things now stand:

"In the day-to-day distractions that accompany our efforts, it is easy to overlook what we have collectively achieved. Yet, it is important not to overlook these achievements. Let me take a moment to remind you.

First of all, there appears to be broad consensus on the main design features of the Nunavut Government, as reflected in the NIC's first comprehensive report *Footprints in New Snow*. There is wide support for a streamlined, decentralized Nunavut Government headquarters, with high priority being given to hiring and training of Inuit and other local residents.

Secondly, we now know that Iqaluit will be capital of Nunavut. The public opinion poll on the choice of capital was carried out in an efficient and non-controversial way, and the results of the opinion poll were – fortunately – clear enough to prevent any lingering uncertainties. At NIC, it is our hope that the continuing emphasis being placed on decentralization of the Nunavut Government will assure communities that new employment and other economic opportunities will be fairly shared. With respect to resolving the capital issue – potentially, the most divisive issue involved in preparing for Nunavut – Minister Irwin deserves particular credit for exercising his responsibilities under the *Nunavut Act* in a forthright and timely way.

Thirdly, the recent federal Cabinet review of Nunavut issues has confirmed the highest level of political support for the Nunavut project within the Government of Canada and has clarified the funding commitments available to carry out crucial infrastructure, training and other transitional work. The recent federal Cabinet review has not, of course, resolved all the financial issues relevant to the creation and operation of the Nunavut Government; we expect that the discussions leading to the 1998 federal Cabinet reference about the on-going budgetary needs of the Nunavut Government will be – as the diplomats like to say – "frank but friendly." Notwithstanding the challenges that lie ahead, the investment of substantial sums of money in the Nunavut project at a time of major fiscal constraint represents proof positive of Nunavut's high profile in Canada's national agenda.

Fourthly, we have, with growing confidence and productivity, learned how to work together co-operatively in order to get the best results. At the leaders' level, this has been apparent in our meeting in Rankin Inlet last September, in our various more informal meetings over the winter and spring, and in the convening of our meeting here in Arviat this week. At a staff level, the recent formation of the Co-ordinating Committee of Officials on Nunavut is a welcome initiative that should make progress a bit easier.

Finally, we must remind ourselves that the most important element of our collective work – the support and enthusiasm of the people of Nunavut – has continued to build. Nunavut is no longer just a political dream; it is becoming the essential departure point in planning for the future at the Nunavut-wide, community and personal levels.

Pausing to consider our common achievements must not, of course, deflect us from the big job we have ahead of us. Rather, the fact that we are in the home stretch should cause us to redouble our efforts."

It is with this balancing of considerations – realization of the extent of progress to date and appreciation of the scope of work to be done – that the Nunavut Implementation Commission (NIC) has approached the development of this report.

1.2 Roles and Responsibilities of the Three Parties and the NIC

The Government of Canada, the GNWT and NTI each have specific responsibilities relevant to the creation of the Nunavut Government and roles commensurate with those responsibilities.

The Government of Canada has broad constitutionally defined responsibilities with respect to peace, order and good government and to other topics throughout Canada, and significantly enhanced jurisdiction in the territories. In addition, the Government of Canada and, more particularly, the Minister of the Department of Indian Affairs and Northern Development (DIAND), have explicit duties to implement obligations under the **Nunavut Agreement** (e.g. the enactment of legislation to create the Nunavut Territory and Government and in relation to joint management boards) and under the *Nunavut Act* (e.g. the supply of any written directions to an Interim Commissioner and the approval of intergovernmental funding agreements).

The GNWT is, under the terms of the federal *Northwest Territories Act* and within the context of Canadian federalism, a publicly elected and accountable government responsible for those core matters that are normally assigned to provincial and territorial jurisdictions in Canada. Until April 1, 1999, the Legislature and Government of the NWT have broad legislative, financial and administrative responsibilities with respect to all residents of the NWT – of Nunavut and the western region alike. In addition to its overall responsibilities, the GNWT has specific duties under the *Nunavut Act* (e.g. the entering into of an agreement on the division of assets and liabilities as a consequence of division of the NWT).

NTI is a corporate body, organized under federal companies law, that is identified in the **Nunavut Agreement** as the central body responsible for the administration and enforcement of collective Inuit rights set out in that agreement. The organizing by-laws of NTI proceed from and elaborate upon this pivotal role.

The respective responsibilities and roles of the Government of Canada, the GNWT and NTI in relation to the creation of Nunavut do not exist in isolation.

They overlap. This overlap is readily apparent in both the form and contents of the key documents defining legal commitments and political undertakings that have been made concerning Nunavut. The **Nunavut Agreement** – a "treaty" for the purposes of constitutional status and interpretation – was signed by the directors of NTI's corporate predecessor on behalf of the Inuit of Nunavut and by federal government and GNWT ministers on behalf of the Crown in right of Canada. The **Nunavut Political Accord**, which fleshed out key features of the design, operation and financing of the Nunavut Government and the process for its creation, was signed in October, 1992, by representatives of NTI and of the federal and territorial governments. Finally, provisions of the *Nunavut Act* reflect the overlapping responsibilities of the three parties to the **Nunavut Political Accord**; it is revealing, for example, that nominations of Commissioners to the NIC are made by each of the three parties and that the Chairperson of the NIC must be acceptable to all three parties.

The NIC, unlike the three parties to the **Nunavut Political Accord**, is made up of individuals who are appointed, not elected, to their offices. Also unlike the case with the three parties, the mandate of the NIC is advisory, not decision making. The scope of this advisory role has been laid out by Parliament in section 58 of the *Nunavut Act*:

- "58. The mandate of the Commission is to advise the Government of Canada, the Government of the Northwest Territories and Tungavik on the establishment of Nunavut and, in particular, to advise on**
- (a) the timetable for the assumption by the Government of Nunavut of responsibilities for the delivery of services;**
 - (b) the process for the first election of the members of the Assembly, including the number of members and the establishment of electoral districts;**
 - (c) the design and funding of training programs;**
 - (d) the process for determining the location of the seat of government of Nunavut;**
 - (e) the principles and criteria for the equitable division of assets and liabilities between Nunavut and the Northwest Territories;**
 - (f) the new public works necessitated by the establishment of Nunavut and the scheduling of the construction of the works;**
 - (g) the administrative design of the first Government of Nunavut;**
-

- (h) the arrangements for delivery of programs and services where the responsibility for delivery by Nunavut is to be phased in; and,
- (i) any other matter related to it by the Minister, with the consent of the government leader of the Northwest Territories and of Tungavik."

Consistent with the NIC being created through federal statute to supply advice to more than one party, the *Nunavut Act* provides that a copy of the annual report of the NIC is to be tabled by the Minister of DIAND in Parliament and that, upon tabling, copies are to be supplied by the Minister to the GNWT (and to the Government of Nunavut in the last year of the NIC's work) and to NTI.

1.3 The Work of the NIC and the Three Parties to Date

Since its creation at the end of 1993, the NIC has carried out a diversity of tasks consistent with its mandate. Many of these tasks have involved promoting better understanding of Nunavut and Nunavut issues both in the north and in other parts of Canada. This communications side of the NIC's work has been somewhat unpredictable in its flow and format, divergent with respect to the level of detail sought by various audiences, and interwoven with the other internally and externally driven demands on the NIC. In the course of the last three years, Commissioners and staff have done things such as the following: organized and participated in community tours; offered briefings to elected legislators, municipal council members, and senior government officials; made submissions to parliamentary bodies; spoken at schools and universities; met with hunters and trappers; fielded media inquiries from around the world; taken part in mass events such as the Canadian National Exhibition in Toronto; addressed academic conferences; and, replied to correspondence from organizations and individuals from around Nunavut, Canada, and the world.

An essential part of the NIC's work has been face to face, person to person contact. At least as important a task for the NIC, as is the case with all advisory bodies, has been "to march on paper." The NIC has done so by the development and submission of a number of reports to the three parties, namely the following:

- **Discussion Paper Concerning the Development of Principles to Govern the Design and Operation of the Nunavut Government**, June 23, 1994;
 - **Two-Member Constituencies and Gender Equality: A "Made in Nunavut" Solution for an Effective and Representative Legislature**, February 15, 1995;
-

- **Footprints in New Snow: A Comprehensive Report from the Nunavut Implementation Commission to the Department of Indian Affairs and Northern Development, Government of the Northwest Territories and Nunavut Tunngavik Incorporated Concerning the Establishment of the Nunavut Government, March 31, 1995;**
- **Choosing a Capital, June 30, 1995 (supplementary report to "Footprints");**
- **An Interim Commissioner for Nunavut, August 18, 1995 (supplementary report to "Footprints");**
- **Nunavut Telecommunications Needs: Community TeleService Centres, August 18, 1995 (supplementary report to "Footprints");**
- **Education and Training, August 30, 1995 (supplementary report to "Footprints");**
- **Infrastructure Requirements of the Nunavut Government, September 8, 1995 (supplementary report to "Footprints");**
- **Staff Housing: Nunavut Government, September 14, 1995 (supplementary report to "Footprints");**
- **Implementation Schedule and Decentralization Costs and Savings, September 14, 1995 (supplementary report to "Footprints");**
- **Social & Economic Benefits and Design Considerations & Costs of Community TeleService Centres in Nunavut, June 1, 1996; and,**
- **Selection of a Premier in Nunavut and Related Issues, July 10, 1996.**

In addition to developing these reports, the NIC has commissioned Pauktuutit (the Inuit Women's Association) to prepare a report on the social services in Nunavut. This report, entitled **Health and Social Services in Nunavut: Ten Design Challenges**, was supplied to the NIC in June, 1996, and was circulated to the three parties to the **Nunavut Political Accord** and to others.

Apart from the reports that have been prepared to date by the NIC, there have been two important documents released by parties to the **Nunavut Political Accord**. These documents have been inspired, at least in part, by recommendations brought forward by the NIC in its jottings. They are, the detailed January, 1996, response of NTI, entitled **Response to the Recommendations of the Nunavut Implementation Commission on the Establishment of the Nunavut Government**, to the various recommendations advanced by the NIC in "Footprints", and the May, 1996, GNWT

document, entitled **Working Toward 1999**. This latter document pursued the following objective:

"While there has been discussion of the NIC report with the NIC and between the parties to the Nunavut Political Accord, the GNWT has not issued a public response to Footprints in New Snow. This statement is intended to meet this need."

(page 6)

While statements made on behalf of the Government of Canada have indicated that the NIC's recommendations in "**Footprints**" have had central influence on its views as to the design of the Nunavut Government and the process for its creation, the Government of Canada has not produced a comprehensive written response to "**Footprints**".

1.4 Multi-Organizational Co-operation

Submission by the NIC of "**Footprints**" to the three parties in the spring of 1995 produced a number of multi-lateral and bi-lateral meetings. Some of these meetings involved participation by the NIC, others did not. An early response of the three parties was to invite the NIC to carry out, as a pressing item of business, further research and analysis on a number of matters dealt with in "**Footprints**". The NIC agreed to do so, leading to the submission of a series of supplementary reports to the three parties over the period June, 1995, to July, 1996 (see previous section).

While leaders' level and officials' level contacts involving the three parties and the NIC continued throughout the period between the release of "**Footprints**" and events surrounding the announcement of federal Cabinet decisions in relation to Nunavut on April 30, 1996, the most high profile meetings took place in Rankin Inlet, September 29-30, 1995, and in Arviat, May 10-11, 1996. Each of these meetings was attended by the Minister of DIAND, the member of Parliament for the Nunavut area, the Premier and other Ministers of the GNWT, members of the NWT Legislative Assembly from the Nunavut area ("the Nunavut Caucus"), the President, other executive members, and other directors of NTI, and the NIC Commissioners. Staff members of the various participating organizations also attended, and television, radio and print journalists sat in for portions of the discussions. Each meeting attracted a high level of public interest.

These two key meetings resulted in much needed political review of the various policy considerations and choices at play in the work of designing and setting up the Nunavut Government. A number of key decisions were struck at the meetings, allowing the work towards Nunavut to proceed, most notably the

decision made at the September 29-30, 1995, meeting in Rankin Inlet to organize a public opinion poll across Nunavut as to the preferred location of Nunavut's capital. The discussions at each of the meetings was spirited and occasionally fractious. From the NIC's perspective, however, the sometimes sharp differences of opinion expressed at these meetings were a function of their utility and vitality, and periodic meetings of this kind should be seen as a necessary part of making progress. Unanimity of opinion on all important points is unlikely to emerge at meetings of this kind in the future, anymore than it did at the two meetings to date. But that is not the point. Background briefings and the frank airing of concerns and preferences do three things: they supply key players with a common information base; they allow consensus to emerge on some points where consensus has been lacking; and, even where complete consensus is not possible, they allow participants to carry out their respective responsibilities in ways that take more clearly into account the responsibilities and operating environments of others.

In the early part of 1996, it became apparent that timely progress on Nunavut issues would benefit from a more predictable form of inter-organizational co-operation at the staff level. This led to the establishment of a Co-ordinating Committee of Officials on Nunavut (CCON) in March, 1996, to "facilitate multi-lateral co-operation and collaboration in the planning and preparation for the establishment of the Nunavut Government and Territory." The mandate of the CCON is as follows:

"The Co-ordinating Committee of Officials shall:

- 1. serve as a forum to discuss various policy options to plan and prepare for Nunavut;**
 - 2. facilitate the open exchange of information among bodies involved in the creation of Nunavut;**
 - 3. develop and monitor a comprehensive and common work plan and timetable for the identification and completion of planning and preparatory work to establish Nunavut;**
 - 4. co-ordinate and facilitate the allocation of research so as to avoid duplication;**
 - 5. review existing working groups and identify need for additional working groups to carry out specific tasks; provide direction and monitor work of all working groups;**
 - 6. identify those matters requiring discussion and direction at the elected leaders level;**
-

7. **review on a timely basis, reports and recommendations provided by the Nunavut Implementation Commission (NIC) and advise the NIC on additional information requirements."**

The CCON is composed of representatives of the Government of Canada, the GNWT and NTI. The NIC participates on an equal footing, except that decision making is reserved to consensus among the three parties to the **Nunavut Political Accord**. The Interim Commissioner's office, once established, will be invited to participate on the same basis as the NIC. The CCON is structured to maximize contact and candour while minimizing procedural formalities. Working groups have been established in relation to education and training, and infrastructure.

Creation of the CCON was confirmed through an exchange of correspondence among the three parties to the **Nunavut Political Accord** in April, 1996, and its existence and work was accepted by the participants at the Arviat meeting of Nunavut leaders on May 10-11, 1996. The CCON has been busy since its inception.

Recommendation #1-1

The NIC recommends the continuation of leaders' level meetings, following the general format of the Rankin Inlet (September 29-30, 1995) and Arviat (May 10-11, 1996) meetings. The NIC recommends that the next such meeting occur as soon as practicable following the appointment of the Interim Commissioner and that meetings take place every five to six months thereafter until the coming into existence of Nunavut on April 1, 1999. The NIC recommends that the Chairperson of the Nunavut Caucus continue to serve as official "host" of the meetings, with preparatory staff work carried out by the Clerk of the NWT Legislative Assembly and the Co-ordinating Committee of Officials on Nunavut (CCON).

Recommendation #1-2

The NIC recommends that the Co-ordinating Committee of Officials on Nunavut (CCON) remain the officials' level focal point among the Government of Canada, the Government of the Northwest Territories (GNWT), Nunavut Tunngavik Inc. (NTI), the NIC and the Office of the Interim Commissioner for the facilitation of multi-lateral co-operation and collaboration in the planning and preparation of the Nunavut Government and Territory. The NIC does not see any need for amendment of the terms of reference for the CCON.

Chapter 2. Context, Purpose and Scope of this Report

2.1 The "Footprints" Report and Supplementary Reports

In developing the model for the design of the Nunavut Government set out in **Footprints in New Snow**, and elaborated upon in various supplementary reports, the Nunavut Implementation Commission was conscious of needing to balance two equally important considerations.

On the one hand, it was crucial for the three parties to the **Nunavut Political Accord**, and for the people of Nunavut, to take an in-depth look at a rational and viable blueprint of how the Nunavut Government could be put together, conscious of a whole host of relevant factors: the constitutional primacy of aboriginal and treaty rights; the psychology and dynamics of organizational structures; how the administrative features of the Government of the Northwest Territories have evolved and now exist; Nunavut demographics; the unique socio-economic and cultural make-up of Nunavut society; financial constraints shaping public policy making and decision making in today's Canada. With these and other relevant factors in mind, the NIC advanced what it hoped would be perceived as a sensible model for how the Nunavut Government could be organized. While not going out of its way to invite slings and arrows in its direction, the NIC recognized the need to assemble, within a reasonably compressed period of time, a model of the Nunavut Government that would serve as "a target to shoot at."

Balancing the NIC's perception of the need to generate a thought through and plausible design model was its recognition of the down side of trying to be too prescriptive. A number of considerations figured in this recognition.

One consideration was a healthy awareness that the best intended recommendations of the NIC need to be filtered through the hard won experience gained in operating government programs and services on a day-to-day basis, and that this experience exists in far more liberal measure outside the NIC than within it.

Another consideration was the reality that the design of government structures is not just an exercise in finding out what is most "rational" or "cost efficient"; the design of government structures involves questions of public preference as well as bureaucratic logic – this is particularly evident with respect to such things as relative centralization/decentralization of operations and the geographic distribution of offices and employment.

A further consideration was the reality that few governments demonstrate static designs; while an argument can be made that some governments in Canada may have concentrated too much attention on issues of bureaucratic redesign, no government can realistically expect to withstand the pressures for systematic organizational adaptation to accelerating societal change. Technological advances alone dictate a regular rethinking of how governments go about their business.

In dealing with the need for a certain degree of both predictability and flexibility in the work of planning and preparing for Nunavut, the NIC was careful in **"Footprints"** to give its suggestions for a specific design model for the organization of the Nunavut government (i.e. specific departments, numbers of personnel, location of offices, etc.) a sound conceptual grounding. In going about the development of this report, with its review and refinement of the particulars of the design model set out in **"Footprints"**, the NIC has re-examined the general challenges, principles, and organizing conclusions set out in its earlier report. From the NIC's perspective – and especially in the light of an absence of a complete set of explicit responses on the part of all three parties to the **Nunavut Political Accord** – those general challenges, principles, and organizing conclusions set out in **"Footprints"** remain relevant and worth repeating:

Challenges

"The Nunavut Government should be designed and set up so to meet the following key challenges:

- **the challenge of setting up the Nunavut Government on time, namely, April 1, 1999, with the first Nunavut Legislative Assembly elected into office shortly thereafter;**
 - **the challenge of ensuring legal and administrative predictability, and of sustaining individual rights and freedoms;**
 - **the challenge of having a government administration that is as representative of the people of Nunavut as its legislature, acknowledging that if this challenge is not realizable at the outset then it must be realizable, in measurable degrees, over time;**
 - **the challenge of running an effective and efficient government in a high cost region facing major demographic pressures, offering a reasonable and reliable range and quality of government services to the Nunavut public;**
 - **the challenge of promoting the cultural distinctiveness of Nunavut while building up social harmony among groups distinguishable by ethnicity,**
-

language, sex, religion, generation, region, community, family, and material well-being;

- the challenge of building up the strength and diversity of the Nunavut economy;
- the challenge of making best use of new and emerging communications technologies in organizing the public and private sectors of the Nunavut economy;
- the challenge of strengthening close, co-operative relations with neighbouring northern jurisdictions inside and outside Canada; and
- the challenge of confirming a reliable form and amount of financial support from the Government of Canada at a time of deep concern for the state of national finances."

("Footprints", pages 13-14)

Principles

Work towards the establishment of the Nunavut Government should proceed on the basis of principles first set out in a NIC discussion paper in June, 1994 (**Discussion Paper Concerning the Development of Principles to Govern the Design and Operation of the Nunavut Government**, Iqaluit, June 23, 1994), and broadly summarized as follows:

- the Nunavut Government will be a democratic, public and responsible government, with law making powers vested in a legislature elected by all residents and with executive authority answerable to elected legislators;
 - based on the Nunavut Political Accord, the financing of the creation and operation of the Nunavut Government should reflect the following:
 - funding by the Government of Canada of the reasonable incremental costs arising from the creation and operation of the Government of Nunavut, including infrastructure and training costs;
 - the maintenance of financial stability;
 - the maintenance of the scope and quality of territorial government programs and services; and,
-

- the conclusion of an appropriate formula-based financing agreement between the Nunavut Government and the Government of Canada, effective April 1, 1999;
- the administrative plan of the Nunavut Government should be as simple as possible, with an emphasis on ministerial responsibility;
- the success of Nunavut will be measured to no small extent against the degree to which Nunavut residents make up the bureaucracy of the Nunavut Government; and,
- the Nunavut economy will best be served by a Nunavut Government that delivers government services efficiently and effectively, that draws its work force primarily from Nunavut, and that operates in harmony with a diverse and robust private sector.

Organizing Conclusions

"A practical solution to the difficulty of deciding on design priorities, while avoiding the inflexibility of making a single design priority paramount, is to identify a small number of organizing conclusions...

- **the Nunavut Government must be designed and implemented so as to be democratically constituted, administratively competent, and culturally attuned;**
 - **the Nunavut Government must be designed and implemented to promote the expansion and diversification of the Nunavut economy, both by way of aggregate economic sectors and by way of geographic distribution of economic activity;**
 - **the Nunavut Government work force must reflect the people governed; education and training plans must build towards the objective set in the Nunavut Agreement of representative levels of Inuit employees (80-85%); in order to be credible, the Nunavut Government must begin its existence with a proportion of Inuit employees at least equivalent to the proportion of Inuit in the current Nunavut public sector work force (approaching 50%);**
 - **financing the Nunavut Government must balance the need of Nunavut residents for acceptable levels of material well-being and access to key government services, with the broader financial circumstances of the Government and people of Canada; Ottawa-Nunavut financial arrangements should promote Nunavut self-sufficiency;**
-

- the most important political link for the people of Nunavut will be the link between the Government of Nunavut and the Government of Canada; relations with other jurisdictions, including relations with the remaining Northwest Territories, will be less important; and
- issues of timing and phasing associated with the design and implementation of the Nunavut Government must be decided according to the practical implications that flow from the application of other organizing conclusions."

("Footprints", page 15)

Recommendation #2-1

The NIC recommends that the work towards the creation of the Nunavut Government proceed in full recognition of the relevance of the challenges, principles and organizing conclusions first set out in the "**Footprints**" report and restated above.

2.2 Responses to the NIC Design Model

The NIC's "**Footprints**" report put forward a model for the design of the Nunavut Government, giving particular attention to the features of the headquarters component of the Government that must be "added on" to the regional and community levels of government operations that already exist in the Nunavut area. Major features of this model included a smaller number of government departments than characterize the GNWT, a reduced number of government agencies, decentralization of headquarters and regional office positions across 11 communities, and the addition of a smaller number of full-time equivalent positions (FTEs) for the Nunavut Government (600) than was the case with earlier design models prepared in 1992 for the GNWT and DIAND. Given the uncertain outcome to the debate over the choice of capital at the time of "**Footprints**", the model was put forward in three versions, depending on whether Cambridge Bay, Iqaluit or Rankin Inlet were to become capital.

While varying considerably in form, timing and precision, all three parties to the **Nunavut Political Accord** reacted to the substantive recommendations of the "**Footprints**" model. These reactions are summarized below.

(a) Government of Canada

Prior to the completion of the federal Cabinet review of Nunavut issues in the first months of 1996, the Government of Canada did not provide a formal response to the various recommendations set out in "Footprints". The Government of Canada did, however, supply other parties to the **Nunavut Political Accord**, the NIC and the public with some indications of its own views as to the direction of work in relation to Nunavut.

The first major indicator of the federal government's outlook took the form of a list of points that were caused to be circulated by the Minister of DIAND at the meeting of Nunavut leaders in Rankin Inlet on September 29-30, 1995. While these points were not introduced as "positions" of the Government of Canada, and did not become the object of any formal endorsement by any of the participating organizations at the meeting, they did provide some insight into how the Government of Canada's views were taking shape in the wake of the NIC's first comprehensive report. The "points" circulated at the meeting were as follows:

- "1. Inuktitut would be the working language of Nunavut.**
 - 2. Nunavut should have its own distinctive coat of arms, flag, and symbols.**
 - 3. Canada will have an important relationship with the Government of Nunavut, particularly in its early years.**
 - 4. The Government of Nunavut will participate on an equal footing with other territorial governments on federal/provincial/territorial matters.**
 - 5. Canada should not bind the Government of Nunavut to obtain certain programs and services through an agreement with the GNWT.**
 - 6. The Government of Nunavut should have an active role in the circumpolar world consistent with Canada's lead responsibility for international affairs.**
 - 7. The federal electoral boundaries of the Nunatsiak and Western NWT ridings should be amended.**
 - 8. Parties should work together to assess the potential for applying information technology in the Government of Nunavut.**
 - 9. Employment and economic benefits should be distributed through Nunavut.**
-

10. The Government of Nunavut should be fully functioning by the end of its first year of operations.
11. The date of the first election should be in January 1999.
12. GNWT should reorganize to prepare for division.
13. The Government of Nunavut should be decentralized.
14. Headquarters of Nunavut should not be located in the same community as regional offices.
15. There should be only two levels of government: community and territorial.
16. Devolution of Government of Nunavut programs to communities should be supported, provided it is cost effective without impairing its capacity.
17. Workers' Compensation Board and Power Corporation should be maintained as shared institutions.
18. The GNWT should compile a list of assets and liabilities.
19. Offsets will be realized through the downsizing of the existing GNWT headquarters operations and will contribute to the costs of Nunavut.
20. At least 50 percent of the initial Government of Nunavut employees be Inuit, including 50 percent of management positions. Inuit employment plans should be developed by all governments in Nunavut.
21. The Government of Nunavut should encourage the full participation of men and women.
22. Facilities should have in-house training capability and training should take place in close co-operation with education and training facilities outside of government.

-
1. Affected GNWT employees dealing with Nunavut that have a satisfactory performance should be offered positions in the Government of Nunavut.
 2. The parties should work co-operatively in co-ordinating training activities to maximize effectiveness of programs.
-

3. An Interim Commissioner should be appointed in 1996.
 4. A process to select the Seat of Government of Nunavut.
-

1. The *Constitution Acts 1867- 1982* and the *Charter of Rights and Freedoms* be amended to reference Nunavut.
2. A Senator for Nunavut should be appointed.
3. Legislative Assembly be 16-24 members. The Nunavut Government be elected at large.
4. Financing for the Government of Nunavut be consistent with the principles of the Nunavut Political Accord.
5. An Electoral Boundaries Commission be established for both Nunavut and the Western NWT.
6. GNWT legislation should be "grandfathered." A Statute Review Commission should be delayed."

A second major indicator of the federal government's approach with respect to the direction of work in relation to Nunavut was also tied into the Rankin Inlet Leaders' Meeting. At that meeting, after a fulsome discussion at the leaders' level, the Minister of DIAND, consistent with federal government responsibilities to decide the choice of capital under the *Nunavut Act*, indicated that the Government of Canada would be guided in its choice of capital by the results of an opinion poll held throughout Nunavut at the earliest practicable date.

(b) Nunavut Tunngavik Incorporated

NTI responded to the NIC's "Footprints" report by convening a special meeting of its Board of Directors at Sanikiluaq, June 19-23, 1995, to review and respond to the report. At the conclusion of the meeting, the NTI Board of Directors adopted Resolution No. B95-06, setting out NTI's views.

The position of NTI, as outlined in the resolution, was generally favourable to the model of government put forward by the NIC and to the NIC recommendations. NTI did suggest a number of modifications to the design model in "Footprints", including:

- elimination of a department of sustainable development as "too large and conflicting a portfolio";
- combining human resource issues with the department of education;
- making housing a separate department; and,
- keeping the number of boards and agencies to a minimum, subject to carrying out an independent review of the future of all boards and agencies and carrying out of further research and consultation specifically in relation to education and health boards.

The NTI position also set out a number of other viewpoints that either differed with or expanded upon the "**Footprints**" report. They included the following:

- major NTI involvement in any devolution of federal responsibilities to the GNWT prior to 1999;
- assurance that any undertakings as to job security for existing GNWT employees not conflict with Article 23 of the **Nunavut Agreement**;
- NTI participation in the development of arrangements governing the management of infrastructure, building on preliminary federal government/NTI discussions; and,
- appointment of an Inuk as Interim Commissioner, and consent of NTI to the appointment.

Resolution No. B95-06 authorized the preparation of a more comprehensive response to "**Footprints**" prior to the submission of a set of recommendations concerning Nunavut to the federal Cabinet, and mandated a special committee to prepare such a report.

NTI's comprehensive response was released in January, 1996, bearing the title **Response to the Recommendations of the Nunavut Implementation Commission on the Establishment of the Nunavut Government**.

In the introductory part of the comprehensive response, NTI emphasized the tight inter-relationships among the **Nunavut Agreement**, the *Nunavut Act*, and the **Nunavut Political Accord**, and the prominent role that must be played by NTI in asserting Inuit rights in relation to all three. The introduction also focused on two areas of overriding concern to Inuit in the setting up of the Nunavut Government: preparation of the Nunavut work force; and, adequate transitional and on-going financial support from the federal government.

"The lack of progress in the area of training and human resources planning is of great concern to NTI. Inuit make up the overwhelming majority of the population of Nunavut, yet will not be in a position to occupy key senior positions within the Nunavut Government if training needs for Nunavut are not addressed immediately."

(page 3)

"In addition to funding for training for the Nunavut Government work force, adequate financial resources must be committed to the construction of infrastructure and to the on-going operations of the Government of Nunavut. The Government of Nunavut must be provided with the resources necessary to be able to provide programs and services to the citizens of Nunavut at a standard comparable to that enjoyed by other Canadians."

(page 3)

Picking up from the NTI Board of Director's initial reaction to "**Footprints**", the comprehensive response provided a more detailed set of opinions in relation to the substantive recommendations of the NIC report. Like the earlier Board of Directors' resolution, the comprehensive report supported most of the broad features of the design model advanced by the NIC and many of the more specific features as well. The comprehensive report indicated a number of areas where NTI favoured other ways of designing and organizing the Nunavut Government. While a full appreciation of the similarities and contrasts between "**Footprints**" and NTI's comprehensive report requires a close reading of both documents, the following matters were among the more important ones where NTI put forward a different approach:

- that the precise size of the Nunavut Legislative Assembly, the issues of two-member constituencies, gender equality and the direct election of the Nunavut Government Leader be determined following further research and consultation on this matter by the NIC;
 - that, while the NTI generally supported the organizational structure of the Nunavut Government, NTI preferred:
 - a somewhat different allocation of responsibilities across eleven departments,
 - further re-evaluation of the roles of boards and agencies, without presupposing the elimination of health boards or the creation of a single education board, and
 - joint management boards, set up under the **Nunavut Agreement**, not be dependent on the Nunavut Government for administrative support;
-

- that, while supportive of decentralization, NTI sought further advice from the NIC on criteria for the allocation of government functions and employment across regions and communities;
- that any job security for existing GNWT employees in the Nunavut Government be subject to any Inuit language proficiency requirements and the opening up of all positions to competition after three years;
- that there be a target of representative levels of Inuit employment in the Nunavut Government by the year 2008;
- that a tri-partite body be established to oversee the development and implementation of a comprehensive training plan and to administer a stand-alone Nunavut Education and Training Trust that would take receipt of available training funds;
- that maximum use be made of private sector leasing in the supply of government infrastructure, and that the Government of Canada enter into a partnership arrangement with NTI to enable a consortium of the four Nunavut Inuit birthright development corporations to assume responsibility for construction, ownership and management of facilities leased to the Nunavut Government; and,
- that the recruitment and instruction of an Interim Commissioner be tackled co-operatively by the Government of Canada, the GNWT and NTI.

(c) Government of the NWT

In May, 1996, the GNWT published a report about division entitled **Working Toward 1999**. The purpose of the report was described in its introduction:

"While there has been discussion of the NIC report with the NIC and between the parties to the Nunavut Political Accord, the GNWT has not issued a public response to Footprints in New Snow. This statement is intended to meet that need.

Footprints in New Snow is an important contribution to identifying the approach required for the establishment of Nunavut. It is both well written and comprehensive. Much of the content reflects the results of consultation within Nunavut as well as discussions at Nunavut Leaders' Meetings and the sharing of information and advice between officials and staff of the NIC, NTI and the two governments. Over all there is a great deal in common between

the approach that the NIC recommends to the creation of Nunavut and the approach of the GNWT. The GNWT agrees with the general thrust of the NIC's recommendations; however, there are some areas in which the approach of the GNWT differs from that of the NIC. But even in those cases where there is not complete agreement, there is often agreement of the general approach. In all cases the report of the NIC has stimulated reflection and discussion in these critical areas."

(page 6)

Working Toward 1999 set out a number of basic principles that the GNWT believed should be central to planning and preparing for creation of Nunavut and division of the NWT:

"Basic Principles

- That planning for division proceed in a manner consistent with the Nunavut Land Claims Agreement, in particular with Article 4 of that Agreement.
 - That planning for division proceed in a manner consistent with the Nunavut Political Accord.
 - That the "honour of the Crown" requires the federal government to meet its obligations to the Nunavut Land Claim Agreement and the Nunavut Political Accord, in spirit and intent.
 - That Nunavut Tunngavik Inc. be accorded a role in the process for the establishment of Nunavut consistent with its role as signatory to the Nunavut Land Claims Agreement and the Nunavut Political Accord.
 - That the federal government provide reasonable incremental funding for division consistent with its responsibilities pursuant to the Nunavut Land Claims Agreement and the Nunavut Political Accord.
 - That the level of programs and services provided to residents of the NWT not be diminished as a result of division.
 - That the Nunavut government will be a public government in which all residents share the same fundamental democratic rights.
 - That the Government of Northwest Territories, as a democratically elected government, has the political responsibility to represent the interests of all residents of Nunavut and of the western NWT up to
-

April 1, 1999 and in particular to represent such interests to other levels of government in Canada.

- That planning for Nunavut preserve the maximum flexibility for the future Nunavut government.
- That the devolution of provincial-type powers and responsibilities from the federal government to the GNWT continue without interruption during the division process.
- That the constitutional status and equality of the territorial governments be maintained and enhanced during and following the division process.
- That the establishment of Nunavut be recognized as a foremost example of the flexibility of the Canadian federal system and in particular of its capacity to accommodate cultural diversity and to meet the aspirations of an Aboriginal people through the institutions of public government."

(page 1)

As noted above, the report indicated that there was a great deal in common between the recommendations of the NIC in "Footprints" and the views of GNWT, but that there were also areas of significant difference in focus and thinking. Some key differences were as follows:

- "That all issues associated with the resident courts be addressed well in advance of April 1, 1999 either by relocating sufficient level of judicial and other related resources to the Nunavut region or by otherwise making provision for such resources."

(page 15)

- "That sufficient prosecutorial resources to meet the representative needs of Nunavut be transferred to the Nunavut government and that the responsibility for the prosecution function should then be transferred to the Attorney General of Nunavut from the Attorney General of Canada or, if applicable, from the Attorney General of the Northwest Territories."

(page 15)

- "No steps will be taken to abolish or amalgamate regional boards without careful consideration of the overall advantages and disadvantages as well as appropriate consultation."

(page 18)

- "That an Interim Commissioner be appointed by the fall of 1996."

(page 20)

- **"That arrangements be made for the equitable allocation of the GNWT headquarters staff between the two post-division territorial governments."**
(page 23)
- **"That staffing transfer arrangements ensure the "grandfathering" of existing benefits, leave credits, etc. of individuals from the present GNWT to the Nunavut government and the western NWT government."**
(page 23)
- **"That GNWT co-ordinate the development and implementation of human resources development initiatives for the Nunavut public service through to 1999."**
(page 25)
- **"That GNWT assume the responsibility for the construction of additional infrastructure required for Nunavut to 1999."**
(page 29)
- **"That the BIP [ed. note - GNWT Business Incentive Policy], as may be modified from time to time, apply to this infrastructure in the period leading to April 1, 1999."**
(page 29)
- **"The federal government must provide for identified shortfalls in assets." [ed. note - following division of assets between the Nunavut Government and the GNWT].**
(page 30)
- **"That formula funding arrangements be established for the governments of Nunavut and the western territory and that such arrangements provide fully for the incremental costs associated with the establishment and operation of two territorial governments."**
(page 34)
- **"That discussions of the financial requirements of the two territories commence by September 1996 and be concluded no later than March 31, 1997."**
(page 35)

Some of these points were more in the nature of elaborations of the NIC recommendations in "Footprints" than direct contradictions.

2.3 April, 1996, Decisions of the Federal Cabinet

The release and review of "Footprints", combined with the conducting of the public opinion poll across Nunavut concerning the best choice of capital – Iqaluit or Rankin Inlet – in early December, 1995, permitted the Minister of DIAND to go forward to the federal Cabinet with a reasonably complete picture of the key government design, infrastructure, education and training, funding, and other key questions tied up in the creation of Nunavut.

The major decisions flowing from the Cabinet reference were made known by the Minister of DIAND to leaders of the GNWT and NTI and to representatives of the NIC at the end of April, 1996, and communicated shortly thereafter in summarized form to the public through a news release entitled **Nunavut on Track to Meet 1999 Deadline**. The news release read as follows:

"NUNAVUT ON TRACK TO MEET 1999 DEADLINE

OTTAWA (April 30, 1996) – Iqaluit is now officially declared the future capital of Nunavut, Minister of Indian Affairs and Northern Development Ronald A. Irwin announced today. In a plebiscite held on December 11, 1995, residents voted 60.2% in favour of Iqaluit as their future capital. The Minister also reported on preparations for establishing Nunavut as a new territory.

"In honouring the government's commitment to create Nunavut as a new territory, the government supports Nunavut residents' decision to make Iqaluit their capital," said Mr. Irwin. "Naming the seat of the new territorial government is critical to the planning, design and other arrangements necessary to ensure government facilities are in place by 1999."

An Interim Commissioner will be appointed by the fall to ensure future Nunavut public servants are recruited and a functioning administration is in place for April 1, 1999. An advisory committee, composed of a senior delegate from Nunavut Tunngavik Inc. (NTI), the Department of Indian Affairs and Northern Development and the Government of the Northwest Territories, will be created to undertake an executive search for a candidate who would be recommended to the Minister.

A private-public sector partnership will be pursued to develop innovative ways to secure supplies and services and construct infrastructure, which could include long-term leasing arrangements for government facilities. The participation of Inuit organizations and Nunavut businesses will contribute to the development of the Nunavut economy and provide opportunities for Inuit and non-Inuit businesses.

"While infrastructure is important, the keys to success in Nunavut are job creation, economic growth and training," stressed Mr. Irwin. "This initiative will help reduce unemployment and dependence on social assistance in the region, and will create spin-off benefits for southern Canada."

In addition to the existing territorial government jobs in Nunavut, there will be new territorial public service jobs. Infrastructure development could also generate about 1,400 construction jobs over the next four years in Nunavut and more than 1,200 jobs for the construction materials industry in southern Canada. As well, approximately 200 job spin-offs could be created in the Nunavut private sector.

Inuit will be trained for jobs in the future territorial government to help Nunavut achieve a qualified, resident and representative public service. A four-year training strategy will be put in place in the near future in partnership with the Government of the Northwest Territories and the Nunavut Tunngavik Incorporated.

This government is committed to proceeding now with what is essential to get the Government of Nunavut established and operational by April 1, 1999. Over the next four years, \$ 150 million will be provided by the federal government to cover costs associated with the creation of this new territory, including training, capital, operating and maintenance budgets and the establishment of the Office of the Interim Commissioner. These costs have been substantially reduced from 1991 estimates. Funding for the initiative was built into the fiscal framework."

This press release summarized the upshot of the federal Cabinet's deliberations. It was supplemented by a more detailed picture of the policy and financial assumptions made by the federal Cabinet. This more detailed picture was presented in multi-organizational briefings attended by representatives of the GNWT, NTI and the NIC, and at those portions of the Arviat Leaders' Meeting open to the public. The picture can be described as follows:

Major Features of Government of Canada Position in the Wake of the April, 1996, Federal Cabinet Decision

- Iqaluit as capital
 - 600 new FTEs (full-time equivalent positions) for Nunavut Government – recruitment (150) to commence in 1998-99
 - decentralization
 - transition completed by April, 2000
 - establish office of Interim Commissioner in fall, 1996
 - one-time transition costs
 - federal management of infrastructure
 - Crown construction and long-term leasing for infrastructure
 - funding post-1999 to be negotiated by the Department of Finance
 - 50% Inuit hire at all levels
 - federal government presence in Nunavut
 - update Cabinet in 1998
-
-

Infrastructure

Cost: \$ 171 million

- office facilities \$ 69 million
 - community infrastructure \$ 30.7 million
 - housing \$ 60 million
 - federal requirements \$ 13.3 million
-

Education and Training

The Challenge:

- prepare 45 Inuit for managerial positions
- prepare 232 Inuit for positions in other public service functions
- bring labour force in readiness for training
- keep students in school

The Strategy:

- 50% representative level of Inuit for 1999 \$ 20.2 million
 - stay in school investments \$ 1.3 million
 - specific academic preparedness \$ 18.3 million
-

Costs

Over the Next Four Years:

- transition O&M \$ 13.2 million
- other O&M \$ 46.9 million
- capital \$ 50.0 million
- training \$ 39.8 million

Total \$ 149.9 million

Year by Year Costs (\$ 000):

	96-97	97-98	98-99	99-00	Total
Transition O&M	3,340	4,054	5,160	590	13,144
Other O&M	2,421	4,504	29,871	10,093	46,889
Capital	4,400	20,615	9,935	15,077	50,027
Training	12,700	12,500	10,600	4,000	39,800
Total	22,861	41,673	55,566	29,760	149,860

A more detailed breakdown of Nunavut transition costs, as estimated by the federal government in the context of the April, 1996, Cabinet reference, is set out in Appendix C of this report.

The policy and financial planning assumptions set out in the April, 1996, federal Cabinet decision have, for obvious reasons, been a crucial factor in the development of this report.

2.4 The Need for Review of the NIC "Footprints" Model for Design of the Nunavut Government

The model put forward by the NIC in "Footprints" has served as a focal point for discussion and reflection among the three parties to the **Nunavut Political Accord**, and among the Nunavut public, as to how best to conceive and to execute a design for the organization of the Nunavut government. While the model was set out in three versions, varying with the choice of capital, the fundamental features of the model – numbers of departments, size of personnel, commitment to decentralization – were offered in sufficient detail to allow the three parties to indicate their general and specific reactions. In particular, the "Footprints" model was sufficiently detailed to allow the federal Cabinet to consider hard financial commitments to the supply of necessary infrastructure, human development, and other transitional and implementation priorities.

Following the federal Cabinet decisions of April, 1996, it is now necessary to fine tune the "Footprints" model. One aspect of this work is straightforward: in light of the decision to make Iqaluit capital, it is no longer necessary to pursue three separate versions of a single model. The remaining aspects of the work involve taking a long, close, second look at all the key design features of the "Footprints" model, mindful that the design model that emerges from the current process is not likely to admit to major revision in the period leading up to April 1, 1999. Put another way, this second cut at the overall design of the Nunavut Government cannot realistically be viewed as presenting a "target to shoot at"; rather, at this stage of the planning exercise we are rapidly moving to locking in the start-up design of the Nunavut Government. This point can be overstated; after all, governments are always open to organizational redesign. That qualifier notwithstanding, there is every incentive to get things right in the development of and response to the government design features of this report.

Review of the design model for the Nunavut Government set out in the "Footprints" model needs to take the following factors into account:

- responses to the "Footprints" model by the
 - Government of Canada,
 - the GNWT,
 - NTI, and
 - the Nunavut public;
- the federal Cabinet decisions of April, 1996;
- changes to GNWT organizational structure and personnel deployment over the 1995-96 and 1996-97 financial years, in association with efforts to bring about a balanced budget;
- priorities that have been set by the NWT Legislative Assembly and the GNWT for the period up to 1999; and,
- on-going efforts to implement the **Nunavut Agreement**, particularly through the enhancement of the administrative capacity of Inuit organizations and the establishment and development of joint Inuit/government resource management boards.

The NIC has given central consideration to these factors in the preparation of this report.

2.5 Considerations of Timing

The timetable for the development of this report was largely determined by two factors.

The first factor was the timing of the federal Cabinet reference in April, 1996. The key substantive contents of this report could not be worked through until clarity emerged as to what kind of design for the Nunavut government – and what kind of financial resources to begin giving effect to that design – the Government of Canada would be prepared to live with.

A second factor was the diminishing amount of time available to give life to whatever design would find consensus: to complete architectural blueprints for buildings; to sea-lift materials; to offer training positions to specific individuals; to recruit an Interim Commissioner – to bang real nails into real boards and hire real folks for real jobs.

A combination of these factors led the NIC to undertake to the three parties to the **Nunavut Political Accord** to prepare – as expeditiously as possible – a second comprehensive report on as full a range of outstanding issues as possible, with priority of attention being devoted to the review and modification of the design model for the Nunavut Government outlined in "**Footprints**". In calculating, backwards from April 1, 1999, the kind of lead times needed to implement major infrastructure and training projects, the NIC concluded that its second comprehensive report would need to be in the hands of the three parties at the end of summer, 1996, and made public as soon as practicable after that.

We are a few weeks late with this report; but only that. The relatively short period of time available has had, of course, material effect on the contents of the report. Some of the subject matters dealt with in the report have received much greater attention than others. The comparatively thin treatment afforded some subject matters does not constitute a conclusion that these areas lack importance; rather, the concentration of efforts revealed in this report testifies to the greater urgency of some issues than others. It is the NIC's expectation that some subject matters receiving minimal attention in this report will be the focus of on-going work by the NIC.

A final – but from the NIC's point of view, crucial – note needs to be made with respect to considerations of timing. The efficient and effective establishment of the essential administrative machinery of the Government of Nunavut will depend at least as much on the timeliness of responses of the three parties to the **Nunavut Political Accord** to this report as to the substance of those responses. This is particularly true with respect to fundamental design questions. Accordingly, there is a self-evident need for all three parties to devote the political and bureaucratic energies to do two things:

- to generate an early analysis and set of reactions to policy choices flowing from the report; and,
- to make best efforts to resolve promptly any outstanding differences among themselves about those choices.

Recommendation #2-2

The NIC recommends that the Government of Canada, the GNWT and NTI make every effort to respond promptly to the recommendations set out in this report, notably in relation to the design of the Nunavut Government. Specifically, the NIC recommends that the three parties make every effort to realize a consensus of opinion on all fundamental design feature policy choices by December 31, 1996.

Recommendation #2-3

The NIC recommends that, in the event that a consensus among the three parties to the **Nunavut Political Accord** is not possible, despite their best efforts, by December 31, 1996, the Minister of DIAND, in fulfillment of the federal government's underlying responsibilities under the *Nunavut Act*, make decisions as to fundamental design features prior to January 31, 1997.

Recommendation #2-4

The NIC recommends that the decisions as to fundamental design features of the Nunavut Government referred to in Recommendations #2-2 and #2-3, whether made on a consensus basis involving all three parties to the **Nunavut Political Accord** or by the Minister of DIAND, be promptly made public.

2.6 Scope of This Report

As indicated above, this report attempts to deal comprehensively with both those issues raised first in "**Footprints**" and also with a number of issues overlooked in "**Footprints**".

The NIC's general mandate under the *Nunavut Act* is a very broad one, that is, "to advise the Government of Canada, the Government of the Northwest Territories and Tungavik [ed. note – now named Nunavut Tunngavik Incorporated] on the establishment of Nunavut." The contents of this report are within this mandate.

Without limiting the breadth of the NIC's mandate, or the NIC's belief as to the full contents of this report falling within it, the NIC is conscious of the hazards of trying to get too far down the road, too quickly. It is tempting for all those who await Nunavut with high hopes, especially those who have worked on Nunavut over the years, to imagine how the day-to-day life of the Nunavut Legislative Assembly and government might unfold in new and creative ways: new approaches to income support for hunters; making the Inuit language a more vigorous language of administration; etc. From the NIC's perspective, enthusiastic discussion of such possibilities is natural and welcome; at the same time, it is important not to be distracted from the single most challenging job at hand – namely, ensuring that the Government of Nunavut, on Day 1 of its life, is sufficiently seized of organizational clarity and operational resources to take up the task of governing with well-placed confidence as to its capacity, competence, and sense of purpose.

Some of the subject matters dealt with in this report have lent themselves to the NIC offering an exhaustive set of recommendations. Others have not done so. Apart from the compressed timetable during which this report was prepared, two other considerations have been at play. In some cases, one or more of the three parties have not responded clearly to key recommendations in "**Footprints**", and progress on the issues referred to in the recommendations await definitive response (e.g. the division of assets and liabilities). In other cases – such as the make-up of the Nunavut Legislative Assembly – the NIC would like to take some additional, but limited, time to consider its own recommendations further.

2.7 Consultation

The NIC has taken somewhat different approaches to public consultation throughout its existence.

In its early life, considerable attention was devoted to getting a reliable picture of what kind of territorial government – in very wide brushstrokes – the people of Nunavut wanted to see in Nunavut. The NIC was not, of course, flying blind; the work on Nunavut over many years, going back to the inaugural efforts of Inuit Tapirisat of Canada and of the Nunavut Constitutional Forum, and continuing right up to the negotiation of the **Nunavut Political Accord**, provided a solid set of ideas about the fundamental make-up of Nunavut – such things as a strong commitment to the political equality of all citizens. Building on such work, the NIC convened two large Nunavut-wide meetings as part of the process leading to the recommendations on government design set out in "**Footprints**".

The first meeting, in June, 1994, consolidated support for a set of broadly phrased principles to govern the design and operation of the Nunavut Government, principles such as the desirability of a high level of decentralization and the importance of training and hiring Inuit and other Nunavut residents for new public sector jobs.

A second Nunavut-wide meeting took place in February, 1995. While the June, 1994, meeting helped guide the NIC's overall approach to developing "**Footprints**", the February, 1995, meeting allowed the NIC both to pre-test some of its tentative conclusions about the bureaucratic structure of the Nunavut Government and to float some possibilities as to innovations in Nunavut's electoral regime and its key legislative and executive bodies, notably the possibility of a balanced representation of men and women in the Nunavut Legislative Assembly and the direct election of Premier.

These two large meetings were accompanied by a process of community tours in late 1994 and early 1995.

Given the generally positive response to the government design recommendations contained in "Footprints" – generally positive on the part of both the public and the three parties that the NIC advises – the NIC has taken a different approach to consultation in the preparation of this second comprehensive report. Rather than convening big public meetings to gain a sense of public opinion on some large design choices and issues, the NIC has used the period leading up to this report to fine tune the government design recommendations set out in "Footprints". In order to carry out this fine tuning, we have been conscious of the need to acquire as complete and as up to date an understanding as possible of the practical concerns and preoccupations – at both the leadership and officials' levels – of those governmental and quasi-governmental organizations that are part and parcel of the setting up of the Nunavut Government. In short, we have concentrated on getting clear responses from targeted audiences.

At the leaders' level, the NIC has been involved in a number of major, high profile meetings aimed at trying to build political consensus, meetings such as the Rankin Inlet leaders meeting in September, 1995, and the Arviat leaders meeting in May, 1996, and in various other more informal meetings involving federal, territorial and Inuit organization leaders.

At the staff level, the NIC has been involved in an uninterrupted flow of consultations with officials of the three parties to the **Nunavut Political Accord** in Nunavut, Yellowknife, and Ottawa, both on a bi-lateral and – increasingly – a multi-lateral basis. Such meetings have in no way been confined to discussions with those officials whose responsibilities are defined exclusively or primarily in relation to Nunavut; rather, they have involved a whole range of officials whose work will directly or indirectly be connected to the creation and existence of Nunavut, including the senior managers of virtually the entire GNWT, and of federal departments and agencies ranging from the Office of the Chief Herald to the Royal Canadian Mounted Police.

Besides on-going meetings with leaders and officials of the three parties to the **Nunavut Political Accord**, carrying out a diversity of general and specific responsibilities, the NIC has initiated many meetings, and responded to many requests for meetings, at the regional and community levels in Nunavut. The Chairperson and individual Commissioners, taking advantage of other travel commitments as well as making special purpose arrangements, have met on numerous occasions with mayors and councils and with other community-based organizations. At meetings of the full Commission held in Nunavut, we have taken advantage of the presence of Commissioners and staff being in a single location to meet with local organizations that sometimes do not get a chance to voice their concerns directly to outside bodies. We have also met with the elected leaders of organizations that have special function mandates extending across regions or across Nunavut as a whole – organizations such as boards of education and employees' associations. We have gotten out critical information concerning the NIC's work and schedule on the airwaves, in print, and on the World Wide

Web (at <http://www.nunanet.com/~nic>). In addition to our Nunavut consultations we have, to the extent possible (given logistical, budget and other practical considerations) worked to keep the rest of Canada and the world aware – and excited – about Nunavut. This has entailed such things as maintaining contact with the university community and providing information at public events such as the Canadian National Exhibition in Toronto.

A more detailed summary of the NIC's consultation and related efforts have been made available to the Minister of DIAND in association with the NIC's reporting obligations under the provisions of the *Nunavut Act* and as stipulated in its funding contribution agreements.

Chapter 3. Organization and Design of the Nunavut Government

3.1 Background

(a) Principles

In its March, 1996, **Footprints in New Snow** report, the Nunavut Implementation Commission recommended a design model for the Nunavut Government. The NIC's recommendations in this respect were based on principles that were developed in conjunction with a program of extensive consultation at the leadership and community levels. These principles were as follows:

- “ • the administrative structure of the Nunavut Government should be consistent with the responsibility and accountability of the Legislature and Executive Council (Cabinet);
 - the administrative structure of the Nunavut Government should be as simple as possible, in keeping with the relatively small population of Nunavut;
 - the scope and quality of territorial government programs and services should be maintained at least at pre-Nunavut levels;
 - territorial government programs and services should be delivered fairly and equitably throughout the various regions and communities of Nunavut and, more specifically, should be of similar standards in communities of similar size in Nunavut;
 - the interests of both Nunavut, and of Canadians as a whole, will best be served by a Nunavut Government that operates efficiently and effectively; efficiency and effectiveness can be pursued by designing the Nunavut Government so as:
 - to avoid duplication and overlap in the provision of government services;
 - to make best use of existing facilities, infrastructure and related services;
-

- to emphasize the recruitment into the Nunavut Government of persons currently resident in Nunavut and to avoid a sudden influx of persons from outside Nunavut;
 - to encourage growth of the private sector by contracting out, to the extent appropriate, the supply of government programs, services and facilities; and,
 - to adopt sensible plans for building up the administrative capacity of the Nunavut Government at a manageable rate;
- it would be advantageous to merge various departmental functions of the existing GNWT into a smaller number of departments in the Nunavut Government; it would be similarly advantageous to reduce the number of autonomous and semi-autonomous boards and agencies reporting to the Nunavut Government;
 - the unity of Nunavut should be promoted by organizing departments of the Nunavut Government along functional lines;
 - "central agency" type functions of the Nunavut Government should be concentrated in the capital of Nunavut;
 - the Nunavut Government should be a decentralized government as far as practicable, with conscious efforts made to distribute government functions and activities across the regions and communities of Nunavut and conscious efforts made to delegate as much authority as possible to Nunavut Government officials working at the regional and community levels;
 - the creation of Nunavut Government should not be accompanied by the creation of any new law-making bodies at the regional and local levels; the Nunavut Legislative Assembly, once elected, might want to revisit this issue at a later date;
 - the Nunavut Government should operate on the basis of the three administrative sub-units already familiar to the residents of Nunavut, namely, the Baffin, Keewatin and Kitikmeot regions; and,
 - to the extent practicable, the Nunavut Government should be organized so that the proportion of public sector employees working in each of the three regions is equal to the proportion of Nunavut residents living in each region."

("Footprints", pages 23-24)

(b) Key Design Elements

The above principles served as the fundamental building blocks to the design model in the “Footprints” model. From these principles, two key design features were established:

- there should be only two levels of government in Nunavut: territorial government and community government.
- the Nunavut Government should be decentralized, with programs and services delivered at the regional and community levels to the fullest extent possible while still ensuring effective and efficient government.

(c) Decentralization Elements

In developing the design model presented in “Footprints”, the NIC committed itself to pursuing a high level of decentralization, that is, to ensuring that the size of the headquarters staff in the capital would be kept to a minimum, and that employment opportunities would be distributed as widely as possible among communities. A number of decentralization measures were employed:

- “ • the location of some headquarters functions of the Government in communities throughout the regions;
 - the location of various semi-autonomous boards, agencies, commissions and corporations in communities throughout the regions;
 - the location of some territorial and regional facilities, both existing and as required in future years, in communities throughout the regions;
 - the establishment of both regional offices and auxiliary regional offices in each administrative region of Nunavut (Baffin, Keewatin and Kitikmeot);
 - the stipulation that the community that is selected to be the capital should not continue to be a regional centre as well; regional offices currently located in that community should move out to other communities in that region;
 - a commitment to confine the headquarters functions of the Government mainly to:
-

- **legislation, policy and program development;**
- **long range planning;**
- **overall budget development and management;**
- **policy and program evaluation;**
- **allocation of resources among programs, services, regions, and communities;**
- **monitoring of policy, program and service implementation in the regions;**
- **management support to ministers, Cabinet, and the various committees of Cabinet; and,**
- **professional and technical support for regional staff;**
- **the delegation of a high level of program, financial and personnel authority and accountability to managers and officers at the regional and community levels;**
- **the delegation of a high level of program, financial and personnel authority and accountability to ministers, deputy ministers, and other senior headquarters staff; and,**
- **the establishment of a Cabinet committee structure and a Legislative Assembly committee structure which are primarily focused on major legislative and policy and program matters, and not the day-to-day delivery of programs and services to communities and individual residents."**

(“Footprints”, pages 25-26)

(d) Recommended Administrative Structures in "Footprints"

Based on these organizational principles and decentralization elements, the NIC recommended the following administrative structures and features in "Footprints":

Ten Departments

- Executive and Intergovernmental Affairs
- Finance and Administration
- Human Resources
- Justice and Regulatory Affairs
- Community Government, Housing and Transportation
- Culture, Language, Elders and Youth
- Education
- Health and Social Services
- Sustainable Development
- Public Works and Government Services

Shared Structures

The Workers' Compensation Board and the Northwest Territories Power Corporation, for the indefinite future, should not be duplicated, but be operated as "shared" organizations under the joint political control of the Nunavut Government and the GNWT or its successor.

Headquarters

The headquarters of the Nunavut Government should have approximately 600 positions.

Regional Offices

Based on the approval of Iqaluit as the capital of Nunavut, the following regional offices and auxiliary regional offices were recommended:

Baffin Region

Regional Office	Igloolik
Auxiliary Regional Offices	Cape Dorset, Pangnirtung, Pond Inlet

Keewatin Region

Regional Office	Rankin Inlet
Auxiliary Regional Offices	Arviat, Baker Lake

Kitikmeot Region

Regional Office	Cambridge Bay
Auxiliary Regional Offices	Gjoa Haven, Kugluktuk

In "Footprints", the following recommendations were made in relation to the design model for the Nunavut Government:

"Recommendation #5-1

The NIC recommends that the Nunavut Government be designed and established in conformity with the key principles, key design elements and organizational structure outlined in this section and elaborated in ... appendices (to the report) ..."

Recommendation #5-2

The NIC recommends that political responsibilities within Nunavut be concentrated at the territorial and community levels, with no new law-making bodies introduced at the regional level.

Recommendation #5-3

The NIC recommends that all special purpose boards, agencies, councils and similar bodies that are now operating in Nunavut that are funded, directly or indirectly by the GNWT, should be reviewed as to whether or not they are a necessary part of a smoothly functioning public administration in Nunavut.

Only those bodies performing important tasks with acceptable levels of efficiency should be preserved.

Recommendation #5-4

The NIC recommends that, because of their size and significance, the future of regional education and health boards not await the general review of special purpose bodies referred to above. In relation to education, the NIC recommends that the three existing regional boards be merged and redefined as a single Board of Education. With respect to health, the NIC recommends the abolition of regional health boards and the provision of health care programs through a Nunavut Department of Health and Social Services.

Recommendation #5-5

The NIC recommends that, following on the efforts of Cape Dorset and other communities to secure greater control of programs and services at the local level, it is appropriate to support the continued devolution of additional responsibilities to community governments. Devolution to community governments should not be carried so far as to impair the coherence of the Nunavut Government or to introduce unacceptable diseconomies of scale."

"Footprints" was presented to the federal government, the GNWT and NTI at the end of March, 1995. The report was then distributed widely within government and, through a publicly released version, to Nunavut communities and organizations and to members of the public. The design model recommended in "Footprints" formed the basis of the federal Cabinet's review of Nunavut issues in April, 1996.

3.2 April, 1996, Federal Cabinet Decisions

In its April, 1996, review of Nunavut Government issues, the federal Cabinet made various financial and other commitments based on its high level of comfort with the design model put forward in "Footprints".

3.3 Response of GNWT and NTI to the "Footprints" Model

In their responses to "Footprints", both the GNWT and NTI gave broad support to the key organizational principles and decentralization elements of the NIC's recommended design model. Each of them made some specific observations as to how some aspects of the design model might be redone. GNWT support for the model was qualified by the need to obtain assurances from the federal government that adequate financial resources would be made available to permit a continuation of the scope and quality of programs and services now provided through the GNWT.

3.4 Review and Revision of the "Footprints" Model

Since the release of "Footprints", the NIC has reviewed the Nunavut Government design model proposed in that report against the backdrop of changing events. The following factors have been of particular significance:

- federal Cabinet decisions regarding both design and financial issues;
- other reactions and responses to the NIC's report;
- changes to the GNWT's organizational structure and staffing deployments in the 1995-96 and 1996-97 financial years, aimed largely at achieving a balanced budget;
- other strategies and priorities established by the NWT Legislative Assembly and GNWT for the period up to April 1, 1999;
- the implementation of the **Nunavut Agreement** with respect to resource management boards; and,
- various matters in relation to the desirability of sharing certain facilities, programs and services by the Nunavut Government and the government of the remaining NWT in the period after division.

The NIC has addressed these issues in considerable detail, especially in the period following DIAND Minister Irwin's announcements in April, 1996, that made known the results of the federal Cabinet review of Nunavut issues. The NIC's review has revealed the particular significance of two issues for the organizational design of the Nunavut Government:

- changes to the GNWT's organizational structure and staffing deployments in the 1995-96 and 1996-97 financial years, aimed largely at achieving a balanced budget; and,
- other strategies and priorities established by the NWT Legislative Assembly and GNWT for the period up to April 1, 1999.

The Nunavut Government design model in "Footprints" had, as its starting point, the organizational design of the GNWT at the territorial, regional and community levels in its 1994-95 financial year. Many changes to that organizational design have been instituted in the two years that have elapsed since. Also, following the territorial election in 1995, a new Legislative Assembly, Premier and Cabinet have established strategies and priorities for the years leading to division of the NWT that are different from those established by their predecessors.

(a) Financial Considerations

Two financial considerations have fundamentally contributed to the changes to organizational design instituted within the GNWT and the identification of strategies and priorities more generally:

- the reduction in funding from the federal government to the GNWT as provided through formula funding agreements and other federal transfers; and,
- the commitment of the GNWT to achieving a balanced budget in the 1997-98 financial year and in financial years thereafter (**1996-97 NWT Budget Address**, page 14).

Just over 80% of the GNWT's revenue comes from the federal government in the form of a formula funding grant and other federal transfers. (In 1996-97, the federal grant is forecast to provide 70% of GNWT revenues, and other federal transfers 10%). The federal government is committed to a fiscal plan that will reduce, and eventually eliminate, the large annual deficits inherited from more free-spending days. A major component of the federal fiscal plan involves major cuts to the levels of funding provided to the provinces and territories through various intergovernmental agreements.

As the GNWT is so dependent on federal financial transfers, the impacts on it of any reductions are very pronounced. Since the early 1990s, there have been changes to the way in which the annual formula funding grant is calculated, changes that have shrunk the GNWT's revenues. In the GNWT's 1995-96 financial year, the level of the grant was frozen. In the 1996-97 financial year, there has been a 5% reduction in the value of the gross expenditure base used to calculate the grant.

This has translated into a \$ 60 million cut in the GNWT revenues, and the effects of this reduction will be carried forward into future years. As the gross expenditure base under the GNWT formula funding agreement is sensitive to average expenditures on the part of provincial and community governments in Canada, budget cuts in other parts of Canada will also serve to reduce GNWT revenues.

While GNWT revenues have been under siege, expenditure demands continue to intensify for various factors, including population growth, the increased use of health services, difficult socio-economic conditions, and heightened public expectations. The following things about the NWT should be kept in mind:

- a birth rate which is approximately three times the national average;
- infant mortality rates higher than the Canadian average;
- health costs impacted by population growth, with tuberculosis and other communicable diseases rate far above national averages;
- the high cost of providing adequate medical treatment to small, isolated communities;
- a demand for education programs that is growing dramatically because of a high birth rate and more children staying in school longer;
- an average household size that is 3.5 persons as compared to the Canadian average of 2.7 persons per household;
- a severe shortage of adequate housing; and,
- unemployment rates – 30% among the aboriginal population – which are far above the Canadian average of around 10% and have predictable impacts on social assistance and other government program demands.

The combined effects of reduced levels of funding help from the federal government and a forced growth in expenditures to meet the increased demands for programs and services have resulted in major financial problems for the GNWT.

The trends of federal funding reductions and increased expenditure demands pose problems for all residents of the existing NWT. Such problems will be felt in the context of the Nunavut Government's finances. Many fear that reductions in the federal formula funding grant to the GNWT today will automatically be converted into a smaller funding base for the Nunavut Government in 1999. The impact of a reduced funding base could be even more significant than for the government of the remaining NWT, as the Nunavut Government is likely to be directly dependent on the federal government for more than 90% of its revenues.

Another changing aspect of the financial circumstances surrounding the birth of Nunavut is the commitment by the NWT Legislative Assembly and GNWT to confront the public debt trap. The *Deficit Elimination Act* enacted by the Legislative Assembly puts the GNWT under a statutory obligation to balance its books. This obligation has been reflected in the development of recent territorial budgets.

(b) GNWT Strategies and Priorities

The strategies and priorities adopted by the GNWT for the period leading up to division have been prompted largely, but not entirely, by financial factors. A number of major changes have been introduced in the design and operations of the GNWT, including the following:

- downsizing of the territorial government work force at all levels.
- elimination of levels of management;
- amalgamation of existing departments into larger departments;
- decentralization of more authority for programs and services to regional and community staff;
- privatization of functions in many departments;
- reduction in territorial government salaries and benefits; and,
- transfer of programs and services to community governments (community empowerment).

Two of these items require particular attention: privatization and community empowerment.

Privatization

The GNWT is in the process of privatizing program and service delivery at all levels. The goal is to privatize and commercialize those current government functions that can be delivered with greater efficiency by the private sector. Opportunities for privatization are being pursued in most GNWT departments. Some of the functions that are in the process of being contracted to the private sector include:

- community resupply;
- operation of NWT parks;
- property management;
- provision of petroleum products; and,
- operation and maintenance of computer systems and services.

In "**Footprints**", the NIC argued that the Nunavut economy could best be served by a territorial government that delivers government services efficiently and effectively, that draws its work force primarily from Nunavut, and that operates in harmony with a diverse and robust private sector. While the privatization strategy of the current GNWT is not inconsistent with those overall goals, some specific privatization initiatives of the GNWT remain at odds with the detailed recommendations of the NIC in "**Footprints**" and in this report.

Community Empowerment

The GNWT has established a major strategic priority of empowering communities in the NWT. This is an extension and expansion of the GNWT's long expressed desire to allow communities to set their own priorities and solve their own problems through community-based decisions, thereby ensuring maximum accountability to local residents.

The strategic priority of community empowerment is consistent with the NIC's recommendations in "**Footprints**" for only two levels of government in Nunavut: territorial and community. The NIC believes, however, that community empowerment should take place at a pace acceptable to the communities. Communities must be well prepared, have proper training, and have ready access to expertise in the Nunavut Government. It is also important that communities be assured of adequate funding on an on-going basis when they assume responsibility for a program or service from the territorial government.

The current status of community empowerment in the Nunavut area has been assessed by the NIC in preparing this report. While some communities in Nunavut have expressed an interest in actively pursuing options for the transfer of specific programs from the territorial government to their communities, it is the NIC's expectation that the extent of program and service transfers to the community level in Nunavut will not – for understandable and acceptable reasons rooted in community priorities and preferences – be substantial by April 1, 1999. No fundamental major organization changes to the Nunavut Government design are being recommended by the NIC at this time as a consequence of the on-going community empowerment efforts of the GNWT.

(c) Shared Departments and Agencies

In "Footprints", the NIC recommended that the NWT Workers' Compensation Board and the Northwest Territories Power Corporation should continue, for the indefinite future, to operate as shared organizations under the joint political control of the Nunavut Government and the GNWT or its successor. This approach has appeared broadly acceptable at the political level. The NIC has been investigating, with the assistance of the organizations in question, those actions that would be needed to implement fully this approach by 1999. This work will continue.

(d) Shared Facilities, Programs and Services

As a matter of general principle, all programs, services and facilities required for the effective operation of the Nunavut Government should be located in Nunavut in 1999. Significant and compelling reasons should be needed to justify sharing programs, services and facilities with an outside jurisdiction (such as the government of the remaining NWT or an adjacent province), or contracting the provision of such things from an outside jurisdiction. Sharing might be usefully considered to ensure:

- reasonable economies of scale;
- acceptable program and service delivery costs; or,
- efficient use of existing programs, services and facilities.

With these considerations in mind, the NIC's preliminary review suggests that there may be scope for sharing with respect to a number of functions carried out by the following GNWT departments:

- the Department of Health;
- the Department of Sustainable Development; and,
- the Department of Justice.

As part of its review, the NIC looked at existing intergovernmental agreements between the Government of Canada and the GNWT and between the GNWT and various provincial government and agencies. As many of these agreements impact directly on the Nunavut area, it will be essential to review all of these agreements in detail in the coming months.

The NIC has concluded that the prospects for inter-jurisdictional sharing are not such as to warrant any major changes to the Nunavut Government design model set out in "Footprints".

(e) The Role of Regional Boards

In "Footprints", the NIC observed that there has been a proliferation of special purpose regional boards (boards, agencies, and the like) in the NWT. This has created a number of problems:

- boards lack direct accountability in the same way as exists for elected officials;
- the effectiveness of duly elected officials in the Legislative Assembly and Cabinet, and at the community government level, is reduced;
- the development and effective delivery of programs and services becomes complicated and time consuming;
- boards detract from the priority of programs and services being delivered at the community level; and,
- boards compete for funding that could be devoted to the delivery of programs and services.

The NIC has referred in its work to a major study undertaken by the GNWT in 1991, **Strength at Two Levels**, which identified many of the same problems. Based on such concerns, the NIC, made the following recommendation in "Footprints":

"Recommendation #5-4

The NIC recommends that, because of their size and significance, the future of regional education and health boards not await the general review of special purpose bodies referred to above. In relation to education, the NIC recommends that the three existing regional boards be merged and redefined as a single Board of Education. With respect to health, the NIC recommends the abolition of regional health boards and the provision of health care programs through a Nunavut Department of Health and Social Services."

The NIC recently reviewed the current direction of the GNWT regarding regional boards and their relationship to its community empowerment priority. One option apparently being considered by the GNWT would involve fundamental change in the rationale and organizational structures of regional boards. With the

attainment of a high level of program authority at the community government level, regional structures would become entities that manage resources that cannot be afforded at the community level because of diseconomies of scale. These regional entities would be controlled by community governments. Their employees would not be staff of the territorial government or accountable to it. Ultimately, the organizational make-up of the territorial government would be restricted to headquarters operations only, and personnel deployed at both the community and regional levels would be employees of the community governments.

Adopting this approach would likely entail major modifications to the roles and structures of existing regional boards so as to define clearly the relationships between the GNWT and regional boards, and between regional boards and community governments. This could involve such things as:

- stating clearly the core functions of boards and the standards to which they must adhere;
- downsizing boards;
- establishing a role for community governments in nominating board members;
- establishing needs-based block funding or a formula approach to funding for boards; and,
- allocating resources to achieve economies of scale, co-ordinated activity, and enhanced local control.

The NIC believes that this approach might be usefully examined once community governments have assumed an appreciably higher level of program and service responsibility. It is likely to be a number of years, however, before community governments in Nunavut fully assume a broad range of programs and service responsibilities currently delivered by the GNWT. Premature introduction of a regional structure with either direct accountability or quasi- accountability to communities could work against community empowerment and result in authority being exercised by regional boards that are neither fully accountable to the territorial government nor to community governments. The NIC takes the view that the evolution of regional structures should not take priority of focus over the development of strong community governments.

It is worth noting that there is a continuing trend in provinces across Canada to consolidate existing regional boards and, in some cases, do away with them altogether. A recent example is the Government of Ontario's musings about the wholesale elimination of school boards or their radical restructuring so as to confine responsibility for curriculum development and collective bargaining to the relevant provincial ministry.

The NIC takes the position that the major initiative respecting boards advocated in “**Footprints**” – the creation of one Nunavut Education Board to replace three regional ones and the elimination of regional health boards – remains valid. The option of turning all boards into the agents of community governments should be reserved for examination in the period following division when community governments have acquired more experience in discharging enhanced responsibilities for program and service delivery.

The replacement of three regional education boards with one Nunavut wide education board might appear somewhat at odds with the NIC’s endorsement of a decentralized model of government. The NIC believes, however, that a small Nunavut Board of Education with a limited but focused range of policy and program tasks, accompanied by a high level of decentralization in responsibility for the delivery of education, can achieve benefits in the form of greater coherence and efficiency of operations while still ensuring a high degree of local initiative. Similar reasoning pertains to the elimination of the regional health boards, except the NIC takes the view that broad issues of health policy can be adequately charted through the activities of a department of the Nunavut Government responsible for health, headed by a Minister answering to the Legislative Assembly.

The NIC recognizes that, in the parts of the NWT outside Nunavut, different approaches may need to be taken with respect to the roles of regional boards as instruments of regional political control.

(f) Resource Management Bodies Set Up Under the Nunavut Agreement

In “**Footprints**”, the NIC looked at the resource management bodies envisaged by the **Nunavut Agreement**. These are:

- the Nunavut Wildlife Management Board;
- the Nunavut Impact Review Board;
- the Nunavut Planning Commission;
- the Nunavut Water Board; and,
- the Surface Right Tribunal.

These bodies, which serve Nunavut-wide and not regionally defined functions, are defined in the **Nunavut Agreement** as institutions of public government. All of them have special responsibilities in relation to resource management, and most of them are made up of members defined in terms of public government and Inuit organization nominees.

During the preparations of "Footprints", many of these bodies were at an early stage of development and, indeed, many of them are still partly on the legislative drawing boards. Notwithstanding, the NIC concluded in 1995 that it would be inadvisable to proceed with designing the Nunavut Government based on expectations that these bodies would result in a major revamping of territorial government departments.

Over the past two years some progress has been made on implementation of the commitment to create these resource management bodies. This is especially true with respect to the Nunavut Wildlife Management Board (NWMB). The NWMB has now been up and running for some time, and has extensive working level contacts with renewable resource managers in the relevant territorial and federal government ministries. Experience to date does not indicate the existence of major organizational overlaps between the NWMB and government ministries. Circumstances requiring the joint participation of both the NWMB and departmental officials are precisely those circumstances where the **Nunavut Agreement** foresaw a division of roles and balancing of responsibilities.

Accordingly, the NIC continues to believe that the existence of the resource management bodies created as a result of the **Nunavut Agreement** will not justify the establishment of a Nunavut Government with much-diminished internal expertise regarding resource expertise than the existing GNWT. As pointed out in "Footprints", this belief does not detract from the shared responsibility of resource management bodies and relevant government ministries to collaborate closely in the pursuit of shared interests such as wildlife research, and to realize the savings that can be generated by such collaboration.

(g) Departmental Design Considerations

Recommended departmental structures were developed after careful consideration of all of the general factors the NIC identified above. More specific reasons for recommending modifications to particular departments are as follows:

Department of Finance and Administration

The Department of Finance and Administration is a consolidation of the financial planning and management responsibilities of the existing GNWT Department of Finance and the Financial Management Board Secretariat.

The responsibilities and staff resources for this department have been modified from the "Footprints" design to reflect the reality of current territorial government finances, and the level of dependency of the Nunavut Government on federal

government funding. Acquiring adequate on-going federal funding for Nunavut will likely be a major challenge for the foreseeable future. It is important, therefore, that the Government of Nunavut have both the financial expertise and the staff resources necessary to facilitate productive negotiations with the federal government, and to develop and monitor sound financial policies and procedures within the Government of Nunavut.

Department of Personnel

A separate and distinct Department of Personnel is considered advantageous. A major requirement of the new Nunavut Government will be to recruit a relatively large number of employees in a short period of time. Recruitment policies and procedures will need to be clearly defined and effectively and uniformly implemented to ensure all applicants are treated fairly. Recruitment policies and procedures will also need to reflect the requirements of the **Nunavut Agreement** regarding the employment of Inuit.

The success of the Nunavut Government will be greatly influenced by the attitude and commitment of its employees. An important aspect of maintaining a competent and motivated civil service will be the supply of salaries and other benefits that are competitive with other governments and employers in Canada and Nunavut. Benefits packages should reflect the aspirations and life style of Nunavut residents.

While each Nunavut Government department will have major responsibilities related to staffing and day-to-day personnel issues, there will be an important need for an overall government policy framework and strategy. The NIC concludes that a separate Department of Personnel is required to develop personnel policies and strategies and to co-ordinate personnel management for the Nunavut Government.

Department of Justice

With division of the NWT there is an excellent opportunity for a unified court system to be established in Nunavut to undertake superior court and territorial court responsibilities in Nunavut. A unified court system could provide substantial efficiencies while at the same time providing citizens with a more streamlined system for the administration of justice. It would also equip Nunavut with a court system which could become a valuable model for other jurisdictions in Canada (for further discussion of the justice system in Nunavut, see Chapter 11, section 6 of this report).

Department of Public Works, Telecommunications and Technical Services

In "Footprints", a Department of Public Works and Government Services and a separate Nunavut Systems Corporation were recommended. This recommendation has been reviewed in the light of the privatization and community empowerment initiatives that have been undertaken recently at the territorial level. Several of the service delivery functions of the Department of Public Works and Government Services are in the process of being privatized. Through community empowerment, community governments are being encouraged to assume responsibility for the operation and maintenance of local facilities. Community governments are also being encouraged to assume ownership of community-based facilities, such as schools and health centres, and to assume responsibility for design and construction of new and replacement facilities.

The NIC is mindful that the new Nunavut Government will be a relatively small government meeting the needs of a modest number of citizens located in 26 widely dispersed communities in the Nunavut area. These realities argue for organizational simplicity to the extent possible.

In its various reports, the NIC has identified the importance of an up-to-date telecommunication system. Recent advances in relevant technologies provide the means for effective voice, video and computer networking within all government offices. Through technology, a decentralized government can operate effectively and efficiently while pursuing broader policy objectives such as decentralization of public sector employment opportunities, and community economic development (see Chapter 5 of this report).

The NIC has concluded that telecommunications services are critical to the effective operation of the Nunavut Government and that it would be appropriate for the Nunavut Government's telecommunications service functions and technical support functions to be located in the same branch of government.

On the basis of the above factors, the NIC is now recommending a Department of Public Works, Telecommunications and Technical Services. The Department has been developed on the concept of consolidating the professional and technical functions related to the design, project management, construction, and maintenance of government facilities in one department. In the proposed model, the technical functions in the current GNWT Department of Municipal and Community Affairs, the Department of Transportation, the NWT Housing Corporation, and the Department of Public Works and Government Services have been brought together into the new department along with the telecommunications functions. As communities gradually assume both greater program responsibility and responsibility for operating, maintaining and building community infrastructure, the Department of Public Work, Telecommunications and Technical Services can

ensure continuity and consistency in the technical support and advice through its mandate of serving both the territorial government program departments and community governments.

The proposed approach would provide a high level of professional and technical support and avoid unnecessary duplication in territorial program departments and community governments, while ensuring a major role for the northern private sector in the actual construction and maintenance of the infrastructure within the territorial government public sector.

The concept of a stand-alone Nunavut Systems Corporation has been dropped.

Department of Community Government, Housing and Transportation

In "**Footprints**", the NIC recommended that a Department of Community Government, Housing and Transportation be created for Nunavut. This new department would consolidate the major program functions of the existing GNWT departments and agencies responsible for relevant subject matters, including major programs related to community government, air transportation and social housing. All of these programs now are primarily delivered at the community level in Nunavut by community governments and housing associations.

The NIC believes the rationale for such a department has not diminished. If anything, the design logic has been reinforced by the GNWT's new emphasis on community empowerment. The GNWT's recent initiative to consolidate the Department of Public Works and Services, the Department of Transportation, and the NWT Housing Corporation is consistent with the NIC's approach.

(h) Regional Office Location - Baffin Region

The NIC established as an important organization design principle that the community selected to be the capital should not continue to be a regional centre as well, and that the regional offices currently located in that community should move out to other communities in that region. This principle has been widely accepted.

In "**Footprints**", the NIC identified Igloolik as the regional office community for Baffin in the event of Iqaluit being selected as capital, with auxiliary regional offices being recommended for Pond Inlet, Pangnirtung and Cape Dorset. Identification of Igloolik for location of the regional office was based on a number of considerations, including:

- its central location within the Baffin region;
- its size; and,
- its long history of continuous Inuit occupation.

For Iqaluit, the relocation of the Baffin regional office to Igloolik and the other three communities in the Baffin region will be more than offset with employment gains as a result of becoming capital. In addition, Iqaluit will continue to benefit from the major employment associated with the following facility-based programs that will continue to remain in Iqaluit:

- the Baffin Regional Hospital;
- the Baffin Correction Centre;
- the Isumaqsunngitukkuvik Young Offenders Facility; and,
- the Nunatta Campus of Nunavut Arctic College.

3.5 Effect of Privatization and Downsizing on the Model

The revised organizational structure remains consistent with the decentralized model originally proposed in "Footprints". It also ensures that the capital, Iqaluit, and the 10 communities which will be the site of decentralized headquarters offices, regional offices and auxiliary regional offices will end up with more government jobs than the number of GNWT jobs projected in the period immediately prior to division.

Since the development of the organizational design recommendations in "Footprints", however, the downsizing and privatization initiatives of the GNWT have substantially reduced the number of government positions at the headquarters and regional levels. For the existing regional offices located in the Baffin, Keewatin and Kitikmeot regions, the reduction in existing territorial government positions by 1998 will be significant. The Commission, in recommending a regional structure for the Nunavut Government, has been constrained by these reductions in GNWT positions. Several communities have been allocated somewhat fewer positions than was believed possible in "Footprints".

For Iqaluit, Rankin Inlet and Cambridge Bay the reductions have largely been related to privatizing GNWT functions, contracting those services from the northern private sector. The loss in government jobs, therefore, is expected to be offset to a certain degree by private sector job opportunities in these communities.

A stronger role for the private sector in Nunavut's economy is supported by the Commission. Companies involved should be committed to the recruitment of Nunavut residents and to achieving a representative work force in the communities impacted by privatization of government jobs.

Nunavut Tunngavik Inc. has recently announced plans to complete the relocation of their offices from Ottawa to Nunavut. They are building up their organization in the existing regional centres, and public institutions established under the **Nunavut Agreement** will also provide new jobs. These employment opportunities will somewhat offset the reduction in territorial government employment in Nunavut.

3.6 FTE Requirement Projections

The above recommendations on the design of the Nunavut Government incorporate the best assessments possible at the date of this report as to the location and number of FTEs needed to carry out the headquarters and regional offices responsibilities of the Nunavut Government. It should be noted that these assessments have been made at a time when major organizational changes are still underway within the GNWT. While the NIC has tried to factor these changes into its calculations, there will likely be some unforeseen developments affecting the design of the Nunavut Government that are not possible to predict or gauge accurately now. The NIC believes, therefore, that for implementation planning purposes, a variation of 10% should be considered for the staffing resources needed in the capital and the 10 communities receiving decentralized headquarters functions, regional offices and auxiliary regional offices.

3.7 Review and Approval

Once the recommendations of the NIC on the organizational design model of the Nunavut Government have been reviewed by the three parties to the **Nunavut Political Accord**, and final decisions have been made, priority must be placed on implementation. Implementation will be greatly facilitated if the individual initiatives of the federal government, the GNWT and NTI are entirely consistent within an approved organizational design model. Financial circumstances and other factors may require some deviation from an approved model. It is the NIC's firm belief, however, that major departures from a model approved in early response to this report would make it very difficult, if not impossible, to implement the approved structure by 1999.

Recommendation #3-1

The NIC recommends that the Nunavut Government be organized, structured and staffed according to the organizational design model set out in this report, and detailed in Appendices D and E.

Chapter 4. New Approaches to Work

4.1 Background

(a) Demographics

The Nunavut population is young. The GNWT Bureau of Statistics' 1994 NWT Labour Force Survey identified 14,404 residents of Nunavut as 15 years of age or older, 80% (11,712) of whom are Inuit. The 15 to 24 year age group represents 29% (4,256) of the 15 years of age and older group; the 25 to 44 age group, 49% (7,062); the 45 to 64 age group, 18% (2,638); and the 65 years of age and up, 3% (448).

The 15 to 44 age group represents 79% (11,318) of the Nunavut population over 15 years of age (of which 82% - 9,253 - are Inuit). The 15 to 44 age group is 79% (11,712) of the Inuit population that is 15 years and older. It is the 15 to 44 year old age group that will form the core labour pool for the Nunavut Government.

(b) Projected Nunavut Public Sector Employment

Nunavut is likely to result in the addition of 624 new Nunavut Government headquarters full-time positions (referred to in this report as "FTEs"). With these 624 FTEs, an additional 60 new federal government jobs are likely to be created, for a total of 279 federal FTEs. (There are currently 219 federal jobs in Nunavut - Nunavut Secretariat, DIAND: June 10, 1996.)

In 1994, Inuit held about 44% (953) of the 2,161 directly funded territorial government jobs in Nunavut ("Footprints", Appendix A-6, pages 6-10). With a total of 3,672 directly and indirectly territorially-funded positions currently projected for Nunavut for 1999, a 50% Nunavut Government headquarters Inuit hire (312 FTEs), combined with a 50% regional/community Inuit hire (1,524 FTEs) would result in 1,836 Inuit filled FTEs in 1999. If the 50% hire target were applied to 279 federal government FTEs, Inuit would occupy another 140 FTEs in 1999, an 8% increase. Combined territorial and federal Inuit participation would amount to 1,976 FTEs.

Applying these 1,976 FTEs against the number of Inuit 15 to 44 years of age in the 1994 population (9,253) would mean that only 21% of this age group would be

likely to find work in government. If the Inuit population of 15 to 44 age group were to grow by 10% between 1994 and April 1, 1999, another 925 Inuit would be in the job market resulting in only 19% of Inuit in this age category finding public sector work.

Based on a breakdown of the 600 new Nunavut Government FTEs recommended in "Footprints", the new headquarters would be staffed as follows:

Breakdown of New Nunavut Government Headquarters Positions

Administrative Support	143
Paraprofessional	86
Professional	231
Senior Management	54
Executive Management	16
<hr/>	
Total	600

(c) Private Sector Employment

In 1991, 50% of all employment in Nunavut was within the private sector (see Appendix G). An increase of 1,371 persons over natural growth is projected for Nunavut by March 31, 2000 – the time by which the Nunavut Government should be fully staffed. Based on the 654 new FTEs recommended in this report, it is estimated that approximately 260 new jobs will be created in the private sector.

(d) Decentralization of Nunavut Government Jobs

To make the most of finite government employment opportunities, the NIC has recommended that new Nunavut Government employment opportunities be spread as widely as possible across Nunavut through the establishment of a decentralized Nunavut Government. To extend the employment benefits of decentralization, the NIC has recommended that FTEs now based in the existing regional centres (Iqaluit, Rankin Inlet, Cambridge Bay) be relocated to other communities in their regions. This approach makes a great deal of sense given that employment levels in the regional centres are considerably greater than in the other communities. The net effect of FTE redistribution would see 458 FTEs distributed to 10 Nunavut communities (excluding the capital, Iqaluit).

Although decentralization would benefit the 10 communities outside of the capital, there remain 15 other Nunavut communities that will not likely receive

any direct employment benefits. These 15 communities make up 29% (7,938) of the total projected Nunavut population in 1999 – 27,219 (see Appendix B, page B.4).

(e) Inuit Participation

In "Footprints", the NIC recommended (#6-8) a minimum of 50% Inuit in Nunavut Government headquarters positions by 1999, and full representative Inuit participation (#6-9) by 2021. This recommendation reflected Article 23 of the **Nunavut Agreement** which committed the parties to that agreement to institute the necessary training and hiring practices to ensure Inuit participation in the Nunavut public sector at levels representative of the Inuit population in Nunavut (approximately 85%). With the advent of Nunavut, expectations amongst Inuit of employment with the Nunavut government are high. To some degree, the recent increase in Inuit high school enrollment may be attributable to hopes for employment within the Nunavut public service. A recent survey of current Inuit public sector employees, entitled "**In Their Own Words": Turnover and Retention amongst Inuit Employees in the GNWT** (prepared for the Department of Education, Culture and Employment by Nunavut 1999 Consulting in March 1996) recorded that 89% of those interviewed "wished" to work for the Nunavut Government (page 50). Matching employment realities with expectations may be difficult.

4.2 Work and Societal Well-Being

A recent (1995) **Atlantic Monthly** article, entitled "If the Economy is Up, Why is America Down?", questioned the value of the currently accepted economic barometer, the Gross Domestic Product (GDP), as a true measure of economic progress.

"The GDP is simply a gross measure of market activity, of money changing hands. It makes no distinction whatsoever between the desirable and the undesirable, or costs and gain. On top of that, it looks only at the portion of reality that economists choose to acknowledge – that part involved in monetary transactions. The crucial economic functions performed in the household and volunteer sectors go entirely unrecognized. As a result the GDP not only masks the breakdown of the social structure and the natural habitat upon which the economy – and life itself – ultimately depend: worse, it actually portrays such breakdown as economic gain."

(page 3)

An example of this might be as follows. A new chemical plant is constructed and, through its construction and operation, creates jobs, stimulates economic growth. Eventually, a spill occurs; polluting a river, contaminating drinking water for humans and livestock, and damaging crops. A clean-up operation is mounted requiring considerable resources. The employment and economic activity associated with the clean-up increases the GDP, and an environmental disaster goes on the books as a gain. The article suggests that a truer index of progress must be found – one that balances apparent economic gains against the degradation of the "quality of life."

A problem in finding an alternate way of measuring societal development is that the factors affecting the quality of life are difficult to measure. How can one gauge the value of volunteer work to the community, household work and leisure time within the family, or the consequences of environmental problems to society? Conventional economic thinking apparently is that if it is hard to count, then it doesn't count. The **Atlantic Monthly** article argues for the need to rethink economic and societal indices we have traditionally relied on to measure "progress" and asserts the need for fuller measures to test our progress in achieving a better "quality of life." The article suggests a more useful measure of progress might be a Genuine Progress Indicator (GPI). The GPI would be an index that values many factors that the GDP ignores. For example, volunteer work, which contributes to the well-being of the community, does not factor in the calculation of GDP, but would be given value under the GPI. Conversely, efforts to prevent crime add to the GDP because they employ law enforcement officers, criminal justice workers, etc., but ignore the costs experienced by both the victims of crimes and different levels of government. In all, the article identifies more than twenty GPI aspects of our economic lives that are overlooked in the GDP.

The practical workability of a GPI index is open for debate. At a minimum, however, the concept forces us to re-examine conventional thinking on the measurement of societal well-being and invites an exploration for alternatives.

4.3 The Future of Work: The Nunavut Context

In Nunavut, a search for solutions to the problem of limited employment must include examination of what constitutes "working time" in the eyes of government and the private sector and the need and importance of "personal time" for households and individuals. "Some people live to work, while others work to live" may be a trite expression, but it does capture the notion that for some, there is more to life than work in the conventional sense. Having time for family, friends, hunting, fishing, camping, and time to deal with the simple practical realities of living in the Arctic (snowmobile repairs, frozen water pipes, meeting airplanes, etc.) is important in Nunavut, and requires a flexible approach to life.

As well, the unpaid efforts of individuals on behalf of families and communities such as child and elder care, community spring clean-up, volunteer work, all of which contribute to the quality of family and community life, must be recognized. In more traditional times, distinctions between work and the contributions of individuals to society were not made. "Work," and carrying out responsibilities to the collective good, were considered to be one and the same thing. This approach was well captured in the recent report **Coral Harbour Community Story: Round One** (March 21, 1996), which relays the thoughts of residents of Coral Harbour about the relationship of work and personal time. Referring to the past, a resident recalled:

"Nobody expected to be paid for working, people worked because that's what you did. It was your purpose as a human being to work for the benefit of your family and community. This made people happy and it made other people proud to know such a person."

(page 25)

In envisioning a better future, another resident said:

"In the future, the entire concept of work and service will be blended together to make a *new economy of Nunavut*. That new economy will have work for all, and benefit for all that work. Today there may not be many jobs, but there is a lot of work to do in Coral Harbour to make the community a better place."

(page 25)

This desire for a better community life offers opportunities to explore alternative ways of working that are more in tune with the needs of individuals and communities. Time for children means better socialized and happier children. Time for elders means a sense of belonging and an opportunity to pay respect and to learn. Time offered to those who need help means less dependence on social services and reduction in government expenditures. Time to participate in community social activities, sport activities and self-help projects (e.g. spring clean-up) can improve the physical and psychological environments of a community. Positive social values and support systems can assist in the reduction of youth crime, drugs and alcohol abuse, family violence and suicides, and the emotional and financial costs that go with them. Time for hunting means a psychological break from the pressures of wage work and community life and a better diet and physical life style. Better food, exercise, and distance from some of the negative aspects of community life mean reduced costs associated with health care, policing and justice. Pursuing traditional activities means sustaining things that people know and enjoy, things that have both cultural relevance and economic importance. Country food is shared among

family and relatives, giving providers the satisfaction and prestige of contributing to the larger family good and strengthening family ties.

On the other side of the work and time dichotomy is the lack of employment. According to the **1994 NWT Labour Force Survey** (see Appendix H), 14,404 Nunavut residents were 15 years of age and older. The 15 to 64 age group made up 97% (13,956) of the population 15 years of age and older. Seventy nine percent (11,318) of the population were in the 15 to 44 age category. It is this age group which will largely make up the Nunavut Government labour pool in the early post-division years (its proportional significance will wane considerably as another 10,000 or so children now under the age of 15 years enter the labour market five to fifteen years down the road). It is estimated that the Nunavut population will increase from 21,244 people in 1991 to 29,218 in the year 2000; a population growth of 37.5% in nine years.

The creation of the Nunavut Government is likely to result in another 624 territorial government jobs in Nunavut for a total territorial and municipal government work force of 3,672 FTEs. In 1994, filling these jobs would have meant employment for about 26.3% of the 15 to 64 year age groups, not much different than without Nunavut, at 21.8%. With a rapidly growing population and few prospects in the communities for employment and economic growth outside the public sector, the employment picture looks difficult. This difficulty will be particularly telling for Inuit, who made up 81% (11,270) of the 15 to 64 age group in 1994 (13,956), but occupied only 44% of the territorial government positions.

Without minimizing the importance of meeting the 50% Inuit public sector participation target and a concerted effort of decentralization, other means of making the best of employment opportunities must be found. One way of doing so is to structure the Nunavut public service to accommodate flexible working arrangements, such as part-time work, job sharing, seasonal work, etc. These arrangements hold out the advantage of enhanced compatibility with cultural and individual preferences, as well as expanding the pool of available public sector jobs.

Alternatives to the traditional "9 to 5" work schedule are not unfamiliar to residents of Nunavut. Rotational work arrangements in the mining and petroleum industry have been the industrial norm for some time. Employees transported to work sites remain there for periods of weeks before being transported back to their home communities for time off. The Department of National Defence work rotation schedule in Nunavut often involves months spent in a remote location before employees are returned home for periods of extended leave. In some high cost industrial environments, rotational work schedules are combined with lengthy work shifts to compress work time at the job site into shorter on site periods. Although grueling, this approach can provide workers with both good wages and lots of time off for camping and hunting. Seasonal work is common during the summer construction season. Even the school year in some communities is defined to accommodate the fishing season.

The 1994 NWT Labour Force Survey found that many Nunavut residents would prefer or accept flexible working arrangements. Regarding "Length of Job Wanted" (Table 39), 52% of those surveyed who "wanted a job," said they wanted employment "year round," 19% said they wanted "seasonal employment," and 20% said they would take "either." Although these figures likely reflected a lack of employment opportunities in Nunavut and the central desire for any kind of work at all, combining the "seasonal" and "either" categories would indicate that 49% of those interviewed would have preferred or accepted seasonal employment.

Regarding the "Type of Job Wanted" (Table 40), 61% of those surveyed wanted "full-time" employment, 16% wanted "part-time" employment and 15% said they would take "either." While these results, too, may have reflected the desperate employment situation, combining the "part-time" and "either" categories would indicate that 31% of those interviewed would have preferred or accepted "part-time" work. Fifty-eight percent of those who "wanted a job" said they would accept "rotational work" (Table 38).

The opportunity to balance work with adequate time to pursue personal priorities and responsibilities is important at both the societal and household levels. In Nunavut, there are too few traditional wage type jobs and not enough money spread around to allow people to take full advantage of free time. A better balance between work time and personal time could bring about tangible improvements in the quality of life.

4.4 Structuring Working Time in the Nunavut Government

There are different ways of structuring working time. The Human Resources Branch of Human Resources Development Canada (HRDC), in an October, 1995, publication entitled **A Flexible Workplace: A Guide to Flexible Work Arrangements and Leave Options** ("HRDC guide"), outlined several alternate working arrangements that are now Treasury Board policy.

The HRDC guide examines different ways of sharing work and restructuring working time to reflect the human and fiscal resource realities of public sector employment in the 1990s. The guide reviews the upsides and downsides, and do's and don'ts, of various alternate work arrangements. It also discusses employer obligations. As an employer, government has certain obligations to its employees, legal and moral; and these must be borne in mind when establishing non-traditional working arrangements. Government must also be concerned with the costs and savings associated with new arrangements for service and program delivery. Juggling a variety of flexible working arrangements involves more complex forms of management, requiring considerable employer/employee and employee/employee co-operation.

Current federal policy leaves it up to individuals to decide if flexible approaches are desirable and appropriate, and to come forward with proposals. It also challenges managers to demonstrate leadership and creativity by supporting flexible working arrangements. The individual initiative approach characteristic of the federal policy may make sense in some circumstances – for example, where a large work organization is already fully staffed up – but a more proactive policy approach by the Nunavut Government in instituting flexible working arrangements in Nunavut could be more helpful. Doing so would require creativity and courage on the part of Nunavut policy makers.

If flexible working arrangements are to become a policy cornerstone of Nunavut public sector employment, they should be established at the outset. If thoroughly thought through, and properly instituted from the start, many of the difficulties associated with readjustment from a more traditional "9 to 5" approach would be eliminated. It is easier to institutionalize new working arrangements at the outset than to change them later on.

Flexible work arrangements can take several forms: compressing working time into shorter more intensive periods of work; working less than full-time; or, working hours outside the normal "9 to 5" tradition. A review of Nunavut Government jobs suitable for flexible work arrangements would reveal which jobs would most readily fall into a category of positions that could be shared or occupied on a part-time basis. Although the institution of other working arrangements – such as compressed working time – might not result in the creation of a bigger job base, such arrangements might, nonetheless, prove suitable for persons wishing more personal time. Other initiatives, such as designation of some jobs as "home-based," might not only result in the employment of more people, but reduced overhead costs to government.

A bold policy approach might require that a certain percentage of FTEs be staffed through flexible work arrangements. Doing so would entail providing adequate support systems in the form of such things as organized child and elder care. Costs associated with dealing with greater managerial complexity and provision of complementary support systems would need to be balanced against better geographic employment distribution, enhanced productivity and other benefits.

Private sector actors might usefully look more closely at the benefits of instituting flexible work arrangements. Private sector actors might find that instituting alternate work arrangements results in a happier work force with lower rates of absenteeism, burnout and turnover, and correspondingly higher productivity, while also contributing to broader societal objectives. For example, Inuit organizations might be able to stretch the employment opportunities to be found within the implementation and administration of the land claim.

4.5 Types of Flexible Working Arrangements

The following are examples of alternate work arrangement that might be actively promoted in Nunavut:

(a) Part-Time Employment

A part-time employee is defined in the HRDC guide as someone who works less than the standard number of full-time hours, but more than one-third of that number (a standard work week is usually 36.25, 37.5 or 40 hours). Sixteen percent of those interviewed by the **1994 NWT Labour Force Survey** who wanted a job, expressed a desire for part-time employment. If 16% of the directly and indirectly funded Nunavut Government work force (3,672) were to work part-time, an additional 587.5 jobs openings could arise.

From an employee perspective, part-time employment may be an ideal solution to balancing work and family responsibilities such as looking after children or elders in need of care. (If residents were more easily able to devote more time to children and elders, the demand for care services and facilities could be lessened.) Part-time work may also be ideal for people who want more free time to go hunting or for other economic, cultural, or personal reasons.

From a management perspective, part-time employment has the advantages of attracting and retaining qualified staff who might not otherwise be available. If part-time work is not available, employers may lose long term and knowledgeable employees who would rather quit than cope with the stress of having full-time jobs. Part-time work can also provide employees with time to upgrade education and employment skills which may ultimately be of direct benefit to employers.

Instituting part-time working arrangements requires finding other employees to fill in employment gaps and considerable managerial agility. The needs of both employers and employees must be accommodated. Managing part-time working arrangements requires finding alternate resourcing strategies and ensuring that productivity and communication do not suffer.

(b) Job Sharing

Job sharing is another form of part-time work. It involves two part-time employees sharing the duties of one position. In order to retain "employee" status, at least one party must work more than one-third of a standard work week.

From a management perspective, the benefits and complexities of job sharing arrangements are similar to those described for part-time work.

For employees, job sharing has benefits similar to those described for part-time work. It allows someone to work part-time in a situation where full-time staffing of a position is needed. Job sharing requires employees willing to share work space, files, and other tools of the trade, and to share responsibilities and evaluations. Willingness to be flexible and to work co-operatively are the keys to success. Clear understandings with partners and supervisors must be articulated at the outset to avoid foul ups and acrimony later down the road.

The administrative and managerial complexities associated with job sharing arrangements might be lessened if Nunavut government employment policies encouraged members of a household to share certain jobs. This arrangement could reduce scheduling difficulties as well as giving household members more time at home to look after children and elders, while retaining the benefits of a full-time salary for the household.

Most Nunavut Government headquarters administrative support positions (143 FTEs) and paraprofessional positions (86 FTEs) could probably be shared. If shared, the number of persons that could find employment could expand from 229 to as many as 458. Sharing some senior management jobs might require special considerations but few obstacles are insurmountable; the Government of British Columbia has just recently made job sharing possible at the deputy ministers' level, a first in Canada. With respect to modestly paid positions, two members of a single household involved in job sharing would earn enough income between themselves to get by, particularly if some free time were devoted to hunting and fishing and artisan work.

(c) Compressed Work Time

Compressed working time allows employees to complete their requisite number of working hours in a period of time shorter than normal.

A compressed work week would allow employees to complete their weekly work hours in a period less than the usual five days. Working a compressed work week benefits employees who, for a variety of personal reasons, may prefer more days off per week. In Nunavut, a hunter having a good salary with three days off each week to hunt (including weekends) would be in a highly favourable position. The financial wherewithal to hunt, coupled with the time to do it, could supplement cash income with a valuable supply of country food.

A compressed work month, whereby an employee could collapse four weeks worth of work into three, would allow for nine consecutive full days off at the end

of each month (one five-day work week bracketed by two weekends). At certain times of the year, time off work could be co-ordinated to coincide with the seasonal availability of wildlife; in this way, extended periods of time could be devoted to laying in substantial quantities of country food. Compressed work months would be similar to rotational work arrangements employed by the mining and petroleum sectors and, accordingly, might be especially attractive to persons having that work background.

Annualized compressed work time would allow an employee to compress 12 months of work into nine or ten months and, as with a compressed work month, would be beneficial for those wishing for extended period time off to hunt and fish in the spring and summer.

(d) Seasonal Work

Seasonal work is commonly understood by residents of Nunavut to be work that is both seasonal and temporary in nature. Some seasonal work arrangements provide indeterminate employees with an opportunity to work for a period of less than 12 months, but with assurances of work over successive years.

From a management perspective, seasonal work arrangements can be useful in instances where a larger work force is required for peak periods of activity, and a smaller work force for slow periods. For indeterminate employees with a preference for significant blocks of time off, this can be ideal; they get the time off they want, with assurance of annual employment.

(e) Flexible Hours of Work

Flexible hours of work entail variable times for starting and finishing work and for break periods. For ease of administration and management, hours selected should usually remain constant.

Flexible hours of work can enable employees to adjust hours to suit their particular needs or preferences. This can result in increased productivity. For example, "morning people" can benefit from an earlier start. Flexible hours can also allow employees with outside commitments – such as parents who are required to be at their place of work before their children are off to school – to juggle their work to meet household needs.

(f) Shift Work

Shift work is a useful means of maximizing the use of office space and equipment. Government buildings occupied for only one-third of each 24 hour period still require heating and maintenance for the other two-thirds of each day. More frequent use of office space would be a more efficient use of resources and less overall government office space would be required. Some routine administrative jobs, such as accounting and filing, might lend themselves to shift work arrangements. Although shift work is not always seen in a favourable light, the option might appeal to some individuals, particularly during seasons when extended hours of daylight or darkness make little difference to when a person is up and about.

(g) Telework

Telework – also known as distance working and telecommuting – is becoming more and more common. With telework, employees work away from their official place of work for all or part of the time. In the United States, it is estimated that some 43.2 million people telecommute to some degree, and that some 8.8 million full-time telecommuters never set foot in an office.

For employers, this approach to work can be beneficial, particularly through reduced office space and other overhead requirements. For employees, teleworking can avoid the time and expense of commuting and costs associated with office dress and activities. It can also free up more time for home life and, depending upon the job, provide more flexibility in hours worked.

Teleworking in Nunavut may prove a good means of distributing work more equitably within Nunavut. Although the Nunavut Government has been conceived as a decentralized government, direct employment benefits are likely to be confined to those communities that house decentralized government functions. If communities were outfitted with a broadband telecommunications infrastructure, residents outside the decentralized government headquarters communities could also work for the Nunavut Government. This would broaden the labour pool from which to draw prospective employees, as well as spreading the jobs around. Considerable cost savings could be achieved since prospective employees would not have to be relocated, and new office space and housing could be kept to a minimum. With a portion of employees working from their homes, demands for child care and elder care facilities and service could be lessened.

(h) Leave Options

The HRDC guide identifies a number of leave options that require some administrative and managerial adjustments, but are now included in many collective bargaining agreements. Paid maternity, paternity and adoption leave are common in such agreements. Such leave arrangements can involve as much as 26 weeks of time off and may require the hiring of temporary help. The absence of an employee creates a temporary job opening for people who otherwise might remain unemployed.

Leave with income averaging is another option that may stretch the employment base. Leave with income averaging involves reducing the number of hours worked by an employee in a year by setting aside blocks of leave at a stretch. The employee's reduced income is then averaged over 12 months. This option might be ideal for someone who does not need a full salary, but wants the security of a permanent job. Blocked off time can be filled on an intermittent work basis by someone else.

Time off without pay is a fairly standard arrangement contained in collective bargaining agreements today. Time off can be sought in a variety of situations, such as the care of pre-school children, relocation of a spouse, pursuit of higher education, and career development. Although finding employees to fill positions temporarily creates additional administrative work, doing so has the benefit of providing extra employment.

4.6 Implementation Considerations

Developing flexible working arrangement policies requires considerable foresight, creativity and co-operation. To be successful, such policies involve a judicious balancing of societal, organizational and individual interests. Program and service standards and delivery cannot be allowed to suffer and cost considerations, both discretionary and non-discretionary, are central. Instituting and implementing flexible public sector working arrangements may require negotiating or renegotiating provisions of complex collective bargaining agreements. They may also involve the introduction or expansion of complementary systems of support, such as child care and elder care facilities and services. The conceptual and logistical challenges associated with flexible work arrangements should not be understated, but the potential pay-offs from intelligent and imaginative innovations are significant and enticing.

4.7 Future of Work in Nunavut Conference

The road to Nunavut is along the information highway. Since the publication of "**Footprints**", the NIC has received a great deal of positive feedback on those parts of its report that encouraged the mobilization of new telecommunications technologies and aptitudes in the design of the Nunavut Government, particularly the use of new tools to assist in the fulfillment of wider policy objectives such as the decentralization of government activities and the promotion of flexible work arrangements. This feedback – from both organizations and individuals – has prompted the NIC to sponsor the convening of a special conference in Nunavut, in Iqaluit in February of 1997, with the organizing title of **The Future of Work in Nunavut Conference**. The objectives of the conference, as set out in a funding proposal that has been developed by the NIC, are as follows:

- to create a forum for open dialogue among the people of Nunavut and their leaders about their visions for the future of work and to lay the groundwork for further discussions concerning their visions of how opportunities presented by new forms of work could be used to help create a healthy and prosperous society in Nunavut;
- to explore options and opportunities for promoting an equitable distribution of work, job creation, culturally responsive human resource practices, relevant education and training, recognition and support for traditional activities which contribute to the quality of family and community life and sustainable economic development;
- to increase the familiarity of communities with the usefulness of communications technologies to facilitate distance participation and other potential applications;
- to demonstrate the application of universal design principles by delivering the conference in such a way as to enable as many residents of Nunavut as possible to participate in on-going dialogue on this issue; and,
- to assist the NIC in gathering information for the development of a work plan to address the future-of-work issues as they relate to the design of policies, programs, services infrastructure and institutions in Nunavut.

The NIC believes that **The Future of Work in Nunavut Conference** could make measurable progress towards assuring the people of Nunavut that the forces of the information revolution can be actively harnessed to work for the self-reliance and self-confidence of Nunavut, rather than passively observed from a position of dependence and self-doubt.

Recommendation #4-1

Confirming and amplifying its advice in Recommendation #5-17 of "Footprints", the NIC recommends that the Nunavut Government, particularly its relevant staffing and personnel policies, be designed so as to permit and encourage flexible work arrangements in the form of such things as part-time employment, job sharing, compressed work time, seasonal work, flexible hours of work, shift work, telework, and leave options.

Recommendation #4-2

Appropriately designed, flexible work arrangements can make a positive contribution towards the economic and social development of Nunavut and to the operations of an effective and efficient public sector. Therefore, the NIC recommends that, while flexible work arrangements are best implemented through voluntary co-operation between management and employees at both the collective and individual levels, it is desirable that the Nunavut Government – and those involved in its creation – take a proactive approach to the implementation of flexible work arrangements.

Recommendation #4-3

Following from Recommendation #4-2, the NIC recommends that the Office of the Interim Commissioner actively pursue the design and implementation of flexible work arrangements in the initial staffing up and operations of the Nunavut Government's work force. Efforts should be made to classify as many positions as possible as open to flexible work arrangements. Particular attention should be given to how job sharing and other flexible work arrangements might be made available to members of a single household, without compromising established organizational conventions applicable to government offices (i.e. familial loyalties must not colour, or be seen to colour, decision making and accountability).

Recommendation #4-4

The NIC recommends that the Government of Canada, Inuit organizations, unions, private businesses, and other organizations actively pursue flexible work arrangements with respect to their work forces in Nunavut.

Recommendation #4-5

The NIC recommends that promotion of flexible work arrangements be a primary consideration in the choice of appropriate telecommunications policies and technologies in the public and private sectors in Nunavut.

Recommendation #4-6

The NIC recommends that the three parties to the **Nunavut Political Accord** support the convening of a conference, entitled **The Future of Work in Nunavut Conference**, as described in Chapter 4, section 7.

Chapter 5. Telecommunications in Nunavut

5.1 Background

In *Footprints in New Snow*, the Nunavut Implementation Commission laid out the conditions and implications of establishing a "state of the art" telecommunications systems for Nunavut. The case for such a system is simple. A decentralized headquarters government spread throughout 11 communities in one of the highest transportation cost regions in the world requires an effective telecommunications systems if it is to function effectively and efficiently.

The NIC recognized that a modern day telecommunications system could bring enormous benefits to the resident population. In a region where the problems of distance and remoteness are impediments to economic growth and job creation, reliance on old resource-based economic strategies are no longer appropriate. Today, a knowledge-based global society is transforming the ways in which economies are developed and jobs are created. Information available on the Internet is available to anyone with access to a computer and modem. In Nunavut, poor telecommunications infrastructure and services, a lack of technological skills, a lack of income, and difficulties associated with unilingualism, prevent residents from participating in the knowledge-based economy. A new telecommunications system can help address some of these problems.

The establishment of community-based telecommunications service centres (Community TeleService Centres – CTSCs) would be a rational and cost effective means of meeting both public sector and private sector telecommunications needs and of serving larger public policy objectives in areas such as education and economic development. CTSCs would give community members ready access to computers (and related office equipment such as fax machines and photocopiers) for the purpose of research, information gathering and distance work. They could assist educators and employers in providing information technology (IT) training. Appropriately programmed computers could also perform other useful functions, such as electronic polling stations and one-stop shopping government kiosks for both the federal and territorial government. Cost savings and recovery from CTSCs would be enhanced if they were equipped with videoconferencing facilities and located in new office space secured for the operations of an extensively decentralized Nunavut Government.

In "Footprints", the NIC recommended (#7-7) that:

"... officials of the federal government, the GNWT, community governments, NTI, regional Inuit associations, the Inuit Broadcasting Corporation, and selected private organizations participate with the NIC in a working group which will:

- 1. review the current state of public and private sector communications systems capabilities, including technologies, facilities and human resources;**
- 2. identify public and private sector communications needs, and potential users and investors;**
- 3. determine public and private sector communication infrastructure needs and training requirements;**
- 4. develop a corporate model and a financing plan for a Nunavut-wide communications network to serve the public sector, the private sector, and individuals; and,**
- 5. prepare a comprehensive telecommunications strategy for Nunavut which will define what should be considered "basic services," assess options for delivering such services and other services, and consider who might be the partners that can provide the infrastructure."**

In "Footprints", the NIC further recommended (#7-8) that:

"... once appointed, the Interim Commissioner should devote attention to the communication needs of Nunavut, particularly issues associated with the financing of infrastructure, installation, operation and training."

In "Footprints", the NIC estimated the costs of establishing a Nunavut Systems Corporation to meet the internal IT needs of a decentralized Nunavut Government to be approximately \$ 15 million ("Footprints", Appendix A-16, page A-16.10). This amount covered the costs of acquisition, development or customization of software, and of servers and network infrastructure. The costs of microcomputers for each workstation were not included in the \$ 15 million, but were included in other areas of the costing scenario. Since these recommendations were made, the NIC has produced two supplementary reports on telecommunications that further developed and refined the thinking behind the recommendations contained in "Footprints".

In its supplementary report on telecommunications entitled **Nunavut Telecommunications Needs: Community TeleService Centres** (August 18, 1995), the NIC examined the concept, feasibility and utility of establishing CTSCs in all Nunavut communities. The report, employing cost information contained in a Television Northern Canada (TVNC) report, entitled **TVNC Subsidiary Business Plan: Draft Final Report** (Nordicity Group Ltd., June 6th, 1995), estimated that CTSC infrastructure costs for all 26 Nunavut communities operating on a 384 kbps bandwidth would amount to \$ 17.469 million, with annual recurring costs of \$ 2.43 million (based on a 28% Nunavut share of total infrastructure costs for 96 TVNC communities).

In its first supplementary report on CTSCs, the NIC recommended that the working group already proposed in "Footprints" be mandated to undertake the following work:

"The NIC recommends that the working group begin an inventory of existing facilities, equipment, antennas, satellite space segment needs and availability, etc. Care should be taken to identify any duplication of infrastructure, and recommendations should ensure compatibility of equipment and the standardization of protocols. Earth station power supply requirements should also be addressed."

"The NIC recommends the working group develop plans for a single Nunavut wide network supported by standardized protocols."

"The NIC recommends that the working group provide advice on training needs and the design of an appropriate training program. The NIC further recommends that the GNWT provide and implement the training program in time to have a body of trained community-based technicians in place for all communities with decentralized headquarters functions by April 1, 1999."

(pages 43-44)

The report contained other recommendations:

"The NIC recommends that private sector telecommunications services and facilities be used."

"The NIC recommends that a pilot project involving the three regional centres of Cambridge Bay, Iqaluit and Rankin Inlet be undertaken to demonstrate and test an appropriate telecommunications infrastructure and level of services with a view to linking the other eight communities with decentralized Nunavut Government headquarters functions to the Nunavut capital and regional centres by April 1, 1999, with the remaining communities to follow

within two years. Guidance regarding community needs should be sought from the "Connecting the North Symposium" report."

"The NIC recommends that the GNWT and federal government, with Nunavut community participation, develop a regional economic development strategy to support the establishment of CTSCs for use by individuals, businesses and organizations, based on the issues and needs identified in the "Connecting the North Symposium" report."

"The NIC recommends that the federal government and the GNWT collaborate on the design, use and costs of incorporating one stop shopping government service kiosks into CTSCs."

"The NIC recommends that the GNWT and federal government informatics strategies be designed to be compatible with private sector telecommunications capabilities, and if possible, with each other."

(pages 44-45)

The NIC report concluded:

"Given the small population base and the vastness of the Nunavut Territory, a meeting of private and public sector needs through a blended and shared use of telecommunications infrastructure, facilities and services is the only telecommunications strategy that makes sense. A network of CTSCs should be considered as a means of meeting the telecommunications needs of individuals, businesses, and organizations in the private and public sectors."

(page 45)

A second NIC supplementary report on CTSCs, entitled **Social and Economic Benefits and Design Considerations and Costs on Community TeleService Centres in Nunavut** (June 1, 1996) consisted of two papers prepared for a working group on information technology and governance in Nunavut (composed of representatives of the three parties to the Nunavut Political Accord), **Identification of Social and Economic Benefits Of Community TeleService Centres in Nunavut** (January 29, 1996); and, **Design Options For Community TeleService Centres in Nunavut** (April 12, 1996).

The socio-economic paper concluded with the following observations:

"The advantages of establishing a telecommunications network that can provide bi-directional, interactive and universal exchange of information in text, audio, graphic and video form, should be self-evident. It should also be

clear that the ability to derive benefits will be dependent upon the level of services and facilities provided at CTSCs.

Reduction in government administrative costs and improvements to the delivery of programs and services would benefit both public and private sectors. The use of modern day technologies would enable private business, organizations, and individual people to access information and participate in the global economy – increasing the potential for self-sufficiency.

Establishing a network of CTSCs in Nunavut should be seen as an intermediate step towards eventually providing a full range of multimedia services in peoples' homes. CTSCs provide an immediate solution to overcoming infrastructure, service, skill and financial related barriers, as well as barriers associated with distance and remoteness. Through the development of technology awareness and with the provision of training, a significant portion of the population could become computer literate, capable of pursuing and benefiting from life long learning."

(pages 20-21)

The paper dealing with CTSC design considerations examined detailed design options, services and costs, and training and technical support needs. The paper suggested that certain public and private sector service functions be rolled into each CTSC facility: IT equipment and training programs for both public and private sectors; videoconference facilities for use by both sectors; and, computer work stations and equipment for use by private individuals, organizations and businesses. The paper identified training and salary costs for technical support and concluded they would be lower if the duties of technicians, technologists, and engineers involved servicing CTSCs and other Nunavut Government IT needs, as well as those of the private sector. The paper examined the costs of constructing and operating CTSC facilities, and concluded they could be reduced if space were included in new Nunavut Government buildings in the 11 communities that are likely to be needed for decentralized headquarters functions. As another means of reducing costs, the paper also recommended renovating existing buildings, rather than constructing new ones, in those 15 Nunavut communities that are not likely to receive decentralized government headquarters functions.

The paper on design options assumed that a telecommunications infrastructure (384 kbps bandwidth) would be provided by the private sector and that services and satellite space segment time would be shared by governments and other parties. The total start-up costs, including training for a fully serviced and full-time operation of a system of 26 CTSCs in all Nunavut communities could be as much as \$ 24 million, with total annual costs, including technical support salaries for 70 FTEs, reaching as high as \$ 7.37 million. These cost estimates were maximum outside costs, and could be reduced considerably depending upon decisions regarding facility location and size, numbers of staff and numbers of hours of CTSC

operation, equipment purchased and levels of services provided, and the extent of public/private sector sharing of facilities, services, equipment, space segment time, and technical support.

Immediately prior to the release of the NIC's second supplementary report on CTSCs, the GNWT issued a **Request For Proposals For A Digital Communications Network** (May 6, 1996). If acted upon, the Request For Proposals (RFP) would result in the installation of a 384 kbps bandwidth digital communications infrastructure established in all 58 NWT communities by 1999. The bandwidth employed would be adequate to meet all GNWT, Nunavut Government and private sector telecommunication needs for the foreseeable future. The RFP was preceded by an earlier (November 17, 1995) business case study undertaken for the GNWT by the Nordicity Group Ltd. dealing with the installation of a digital communications system (384 kbps bandwidth) for all 58 NWT communities. The business case study cost estimates focused on information services, and represented system costs for a network to provide advanced information services, as well as local GNWT Local Area Network (LAN) and terminal equipment in each community. Capital costs for the network were calculated to be \$ 11 million. Operation, maintenance and financing the network were estimated to cost \$ 3.4 million the first year and \$ 5.4 million the second year, with net cost savings of \$ 6.9 million accruing in the third year, and increasing to \$ 7.9 million within 10 years (pages ii-iii). The business case study concluded that with "significant net savings beginning in the third year, the capital costs for the overall system could be fully repaid by the end of five years" (p. iv).

5.2 What's Needed and What's Involved

All the studies mentioned above have identified costs. Making use of cost information is made more difficult because each study was designed with a different target audience in mind.

The Nordicity Group Ltd. business case study for the GNWT costed the establishment of a 384 kbps bandwidth infrastructure for 58 communities, and included the costs of computer and videoconference equipment for public use in each community. In its business case study for TVNC, the Nordicity Group Ltd. costed the delivery of three different levels of service (bandwidths) to 96 communities stretching from Labrador to Yukon, including a range of services delivered directly to peoples' homes, as well as to public locations. Costs identified in the NIC's first supplementary report on CTSCs focused solely on the costs of setting up 26 CTSCs in Nunavut. The NIC's second supplementary report on CTSCs relied partially on cost estimates contained in the NIC's first report, and partially on information derived from other sources.

The cost estimates provided in both Nordicity Group Ltd. studies were not presented in a format and level of detail that lend themselves easily to comparative cost analysis. Estimates regarding the costs of a Nunavut Systems Corporation in "Footprints" were identified as a lump sum, with no further breakdown of costs. Thus, any comparative cost analysis of the studies would be difficult.

Attempts to analyze and reconcile overall cost differences from relevant reports may not prove to be a particularly useful exercise, but discrete elements of various cost scenarios may be cobbled together to give a reasonable picture of costs. Doing so requires identifying all the elements of the physical infrastructure required to support a desired level of government operation and delivery of services. It also involves identifying the numbers of computers and other IT equipment required to support their work of Nunavut public servants, assessing the annual recurring costs of operating and maintaining the government network, and determining relevant training and technical support costs.

Overall costs would depend on the extent CTSC facilities and services would be made available to the general public. Kinds of facilities and levels of services should turn on what the general public needs and wants. Although the needs of the general public may vary from individual to individual and organization to organization, a high speed digital communications 384 kbps bandwidth infrastructure, aimed primarily at supporting the needs of the Nunavut Government, would be likely to meet all the telecommunications needs of the private sector for the foreseeable future.

(a) Government Needs

Both the Nunavut Government and the federal government could benefit from a wide bandwidth capacity and complementary IT equipment that would allow for the two way interactive transmission of data, graphic, video and audio information. Benefits would be enjoyed in such areas as the work of the Legislative Assembly, education, health, justice, and the day-to-day internal operations of government.

A capability to conduct videoconferences would have advantages for virtually every area of government. The main advantage of a videoconference capability is a reduction in travel. In 1992-93, the GNWT spent \$ 70 million in travel costs, of which \$ 35 million was attributable to Nunavut. Multi-point videoconference capability is particularly cost effective in delivering interactive distance education. From a single location, a multiplicity of specialized education and training programs could be delivered to all communities. In the area of health care, a videoconference capability combined with an ability to transmit medical information in data, graphic and audio form – telemedicine – can reduce much of the costs generated by medical related travel. In 1992-93 the GNWT spent \$ 19 million on health care associated

travel costs of which \$ 17 million was for airfare. More recently, medical travel associated costs have increased to \$ 24 million; \$ 9 million is spent on emergency evacuation and \$ 15 million on associated routine medical care travel. Of the \$ 10.8 million in expenditures on the Legislative Assembly for 1992-93, \$ 7.293 million was spent on operations and maintenance and the balance on salaries. A considerable portion of the operations and maintenance expenditures devoted to travel between constituencies and headquarters could be avoided through the use of videoconferences combined with the capability to transfer information in text, audio and graphic form. Members of the Legislative Assembly (MLAs) could be present for meetings in their constituencies without having to leave the capital, and could participate in caucus meetings in the capital without having to leave their home communities. Similar benefits could exist in the administration of justice, where witnesses could be interviewed at a distance and perhaps even testify at a distance in court proceedings. The cost of moving 20 or so witnesses involved in a 1995 sexual abuse trial from all over the NWT to Iqaluit involved an enormous expenditure of money; yet, the defendant confessed after only a few of the witnesses had testified.

Less technologically demanding and complex, but equally important, would be the ability of government to transfer files, data, graphic information via fax or e-mail. Transferring audio information is important, but technologically less complex. Taken together, videoconferencing and the electronic transfer of graphic, data and audio information make up the collective internal communications requirements of government.

Setting up a bi-directional, interactive multi-media telecommunications infrastructure that could accommodate all Nunavut Government needs would require the following: installing physical infrastructure that includes a "mesh" network of earth stations of appropriate size in each Nunavut community; linking the earth station in each community to community government buildings, schools and health care facilities, etc.; providing computers and ensuring access to other IT equipment to each government employee in each government building; and, setting up a Local Area Network (LAN) for each government operation. Depending on the type of network established, it might also involve linking each LAN into a larger Municipal Area Network (MAN) to ensure IT communications among various governmental institutions in each community, and linking LANs and MANs into a larger Nunavut Wide Area Network (WAN).

(b) Private Sector Needs

Not-for-profit organizations, businesses, and individuals have similar telecommunications needs, all of which could be piggy-backed on a basic telecommunications infrastructure. Service and infrastructure telecommunications barriers currently preventing communities from participating in the knowledge-based global economy could be overcome using a single community-based earth

station employing an appropriate bandwidth. Everyone could benefit through the use of videoconferences to reduce travel costs. Hunters and trappers organizations and hotels could promote tourism and hunting and fishing opportunities through the simple use of the Internet and a home page. Local businesses, organizations and individuals could conduct financial transactions over the Internet. Individuals could do distance work for the Nunavut or federal governments, or for private employers located in other parts of the country. Information, libraries and data bases located in Nunavut and throughout the rest of the world could be easily accessed. Goods and services, news, and travel information that is currently inaccessible, could be placed at one's finger tip. The basic infrastructure required for such information-based activities is the same as what would be required for the Nunavut Government.

5.3 Where Are We Now?

Where are we now in relation to the NIC's recommendations in its earlier work on telecommunications?

Although a recommended working group on information technology and governance in Nunavut never really got off the ground, getting one going now to begin planning for the division of operating systems, data bases, hardware, etc., is all the more important. A review of public and private sector needs and a determination as to "basic services" required are no longer needed, as the needs have been clearly articulated in the GNWT RFP and the Inuit Broadcasting Corporation (IBC) **Connecting the Symposium** report (the overlapping infrastructure needs of both could bear examination). An inventory and rationalization of existing telecommunications equipment and standardization of protocols remains relevant if waste is to be avoided in establishing a 384 kbps bandwidth infrastructure. A corporate model and financial plan will not be necessary if infrastructure is provided by the private sector, and government and other users share the costs of services and renting of space segment time. Setting up CTSCs as part of the telecommunications infrastructure of government and as tools of regional economic development and job creation requires further government consideration and commitments. Pilot projects to test public awareness and interest about information technologies and to gauge the benefits and problems of their application remain up in the air. Compatible intergovernmental informatics strategies and a search for users to share in the costs of telecommunications infrastructure continue to be relevant.

5.4 Infrastructure

Certain features of technology, infrastructure and services are common to both public and private sector needs. Meeting the needs of both could be blended and shared through a single system. What are the costs of doing so? Addressing this question requires examining infrastructure design, service level requirements, technical support and the training needs, and recurring annual costs of operation and maintenance.

(a) GNWT Request For Proposals For A Digital Communications Network

On May 6, 1996, the GNWT tendered a RFP for a 384 kbps bandwidth digital communications network.

The purpose of the network contemplated in the RFP would be to carry two-way high speed video and data signals to 58 communities. The RFP envisioned (page 3) a network that would provide: access to the Internet, including the World Wide Web; access to a wide range of government computing applications, including government data bases, directories and electronic information services; delivery of remote medical diagnosis; delivery of distance education via videoconference; support to field staff; and, support for interactive electronic mail applications and fax. Bandwidth would be shared among communities and each community would have a MAN that links together three key institutions: schools; health care centres; and, government offices. The local MAN would be based on one or more distribution technologies, including microwave, fibre optic or coaxial cable. The network is to be capable of being channelized to separate government applications from other applications. The network must be capable of interconnecting all communities. The RFP did not request the costs of computers and videoconference equipment.

The network would be owned and operated by a service provider with the GNWT as an "anchor tenant." The network would be open, modular and expandable to allow other tenants to interconnect over time. The network would be required to support multi-point and point-to-point high bandwidth isochronous sessions and the bandwidth must be reassignable on demand. The network would allow for the seamless interfacing among computers and other terminals. It would be capable of interfacing with other broadband networks in Canada and the rest of the world, and it must be capable of being upgraded to T1 (1.54 Mbps). It would also be able to accommodate shared access between the Nunavut and the NWT Governments after division. This last point is important; whatever system that might be adopted for the GNWT would be the system that the Nunavut Government would inherit after division.

The GNWT's preference would be for full network implementation by March, 1998, and, in any event, full "roll out" by March, 1999. Community level training in the use and operation of the network would take place in conjunction with the infrastructure "roll out."

(b) Other Factors

The infrastructure required for the system described in the RFP can be broken into several discrete but interconnected components:

- bandwidth and satellite and earth station technologies and infrastructure;
- on-the-ground media required to connect earth stations to government buildings, school, health centres, etc., in each community;
- LANs to link together computers in each government institution;
- MANs to link each government institution to every other government institution in every community;
- a Nunavut WAN to link Nunavut Government headquarters offices with all of its other offices throughout Nunavut;
- microcomputers and IT equipment for employee workstations;
- training for public sector employees in the use of IT;
- technical support service training; and,
- annual recurring costs, including the costs of technical service support, maintenance and space segment time.

Each part requires examination to determine associated costs. The costing exercise that follows attempts to tally the costs of establishing and operating a 384 kbps bandwidth infrastructure for the Nunavut portion of the NWT. Cost projections are made regarding the number of computer workstations and other types of IT equipment required for the government headquarters operations and other offices scattered throughout Nunavut. Costs are also provided for servicing, maintaining and operating the network and system on an annual basis and for establishing a network of CTSCs. The costing information is derived from a number of sources.

(c) Satellite and Earth Station Service Options

The main telecommunications infrastructure costs are associated with earth station purchase and installation, and satellite time and maintenance. These costs, plus the need for a network control centre to be staffed 24 hours a day, seven days a week with uninterrupted power supply and other technical requirements, might make leasing services an attractive option. For the Nunavut Government, it might be simpler and less expensive to buy "pre-packaged" services from a carrier.

There are two types of carriers. A Type I carrier owns the basic facilities for the provision of services. A Type II carrier leases the basic transmission capability from a Type I carrier and sells a service to the end user.

As a general rule, satellite networks in Canada must operate with a Canadian satellite. For domestic applications, users are permitted to own and operate earth stations for any type of communications application.

A user has four earth station ownership options for a fixed satellite network (**Satellite Communications in Canada**, Telesat Canada: 1993, page 151):

- (a) lease a complete service from a satellite provider, including all the earth stations, the satellite capacity required for the network, installation, maintenance, licensing, and the like;
- (b) purchase all earth stations, lease the space capacity and operate its own network – this would require the user to find an organization to install, licence and maintain the earth stations;
- (c) combine options (a) and (b); purchase the earth stations and lease the master earth station and services from a service provider; or,
- (d) form a group to operate a complete satellite network.

The current trend among users is towards options (a) and (c). Most users prefer a total solution and use a carrier for all or any of the following:

- sale/lease of dedicated earth stations;
 - shared use of a large, expensive earth station;
 - shared use of space segment;
 - installation and testing;
 - network management;
-

- maintenance; and,
- licensing.

In its RFP for a digital communications network, the GNWT appears to have chosen to secure services identified under option (a). It sees itself as a catalyst and an anchor tenant with the expectation that other parties will climb on board and share bandwidth and the costs of space segment time. It expects that the digital communications will initially provide access to the Information Highway to a minimum number of key institutions including medical centres, schools and government offices for all communities in the NWT. The network described in the RFP would be capable of expansion and upgrading and must support multi-point and point-to-point two-way high bandwidth transmission between communities. The RFP costing requirements are for MAN costs only and would not include the costs of computer equipment and videoconference equipment. Assuming the RFP were acted upon before division, the Nunavut Government would inherit its portion of this system.

(d) Earth Stations

No electronic transmission of information into or out of Nunavut via satellite can occur without earth stations (antennae). The GNWT RFP requirement for a network to support multi-point and point-to-point transmission would be best met by a "mesh" network. This type of network allows each earth station to communicate directly with another earth station without having to go through a master earth station. This is more cost and service effective than a "star" network which requires an earth station connecting to another earth station to communicate through a master earth station, requiring a "double hop." A double hop uses greater satellite transmission time and can be more costly. The double hop can also result in audio echoes and video motion lag; events that detract from the quality of videoconferences.

(e) Bandwidth

Bandwidth is a measure of the carrying capacity of a channel. Wide bandwidths are required for two-way high-speed signals necessary for multi-media services. A broadband network is capable of transporting voice, interactive full-motion video and data services. It requires a network capable of transporting 1.5 million or more pieces of information per second (1.54 Mbps or T1). A narrowband network carries significantly less information than a broadband network. Narrowband applications include traditional telephone services, electronic mail, paging services and faxes and require a network capable of transporting up 64 thousand pieces of information per

second (64 kbps). A wideband network can carry less information than a broadband network, but more than a narrowband network. Services over a wideband network include videoconferencing, file transfer, video telephony; such services require a network capable of transporting between 64 and 1.5 million bits of information per second (64 kbps - 1.54 Mbps). Bandwidths can be upgraded to higher (wider) bandwidths or to digital carrying capacity by replacing hardware and software components in the network.

(f) Digital Video Compression

Digital transmission provides sharper, clearer and faster transmission. Digitization – or the transformation from analog and bandwidth enhancement – requires changing equipment and software to create channels in the physical media (e.g. fibre optic cable, coaxial cable, copper wire, radio spectrum). Using digital encoding and sampling and compression technology, multiple applications can travel the same medium and channel simultaneously, and bandwidth requirements are reduced. Digital Video Compression (DVC) compresses television signals so that they occupy a fraction of the power and bandwidth of the original analog signal; this allows for more signals to be carried on one channel. The reduction of bandwidth through the use of DVC, Demand Assignment Multiple Access (DAMA), or similar technologies, to "pool" satellite circuits for voice, data and video, can reduce space segment costs and result in considerable savings in transmission costs. Space segment costs (satellite transmission time) are the greatest portion of telecommunications costs.

(g) Media

The physical medium used to transmit information between earth stations and computer terminals affects the amount, type, and range of electronic information that can be communicated and the speed of its transmission. The ability to simultaneously transmit multiple pieces of information bi-directionally is also affected by the type of medium employed.

Wireless networks transmit information in the radio/TV spectrum through the air or, in outer space, through a vacuum. Of the three "wire" media, fibre optic cable can carry the greatest amount of information and is capable of bi-directional broadband transmission. Coaxial cable can carry less information than fibre optic cable, but more information than copper wire. Copper wire is the least expensive and the most widely installed medium. Its replacement with either fibre optic or coaxial cable can be very expensive. Fibre optic cable is the most expensive medium. Coaxial cable, while less expensive than fibre optic, is not necessarily less expensive to install, because the bulk of installation costs are in trenching, installing poles and

building towers. The purchase cost of a medium is a relatively small percentage of the overall cost. Wireless networks are the easiest to install because they do not require trenching or laying cable. Costs may vary according to the type of signal generated and the rights of way required for transmission towers. Microwave networks are generally less expensive than fibre optic networks and can carry high bandwidth signals.

Only limited amounts of information can be transmitted over copper wire at any given time. Recent developments in standards and technology that permit high speed digital signals to be sent through copper wire can significantly enhance the range of services. By using Asynchronous Transfer Mode (ATM), data can be broken up and transmitted more efficiently allowing data and images to be transmitted on one line. An Asymmetrical Digital Subscriber Loop (ADSL) increases the capacity of a single copper wire more than one hundred fold, allowing for the transmission of many video channels; the number of simultaneous transmissions possible in this way is quite limited, and high bandwidth transmission is only possible in one direction.

Coaxial cable transmits information through electrical impulses (as do telephones) and is capable of carrying broadband communications. With changes to hardware and software it can provide two-way high bandwidth transmission. Cable carries the highest bandwidth to homes today.

Fibre optic is a modern transmission technology that uses lasers to produce a beam of light that can be modulated to carry large amounts of information through fine glass or acrylic fiber. No practical upper limit of the information carrying capacity of fibre optic has yet been determined. Short of a "wireless" system, fibre optic wire would be the medium of choice.

(h) Network

The basic purpose of a network is to provide access paths between users and among users at different geographic locations. Networks require physical media to carry such services as voice, TV signals, digital transmissions and fax. Interconnection of networks at a service level requires physical and functional connection at the lower levels.

A network makes it possible for end users to be connected and to communicate in spite of errors, differences in speeds of operation, protocols and format. Access to content (e.g. programming and messages) and services (e.g. Internet) can be provided without being tied to a particular medium or channel. This involves standardizing protocols and changing hardware and software so that transmission of signals and services can occur over a variety of media.

5.5 Infrastructure Costs

Eleven Nunavut communities are likely to receive decentralized headquarters functions and will need to be linked with a high speed digital telecommunications network by April 1, 1999. The remaining 15 communities in Nunavut will need to be linked with the capital and the decentralized headquarters communities if the government is to function efficiently and effectively.

The Nordicity Group Ltd., in its business case study for the GNWT entitled **Development of a Business Case for a Digital Communications System** (November 17, 1995), estimated the costs of installing and operating a 384 kbps two-way digital communications system for 58 NWT communities. The costs included installation of a digital network to support advanced information services for high speed data (e.g. Internet, World Wide Web), videoconferences and interactive multimedia; high resolution graphics and medical imaging, remote medical diagnosis, distance education, and training, and collaborative learning. The total costs also included a LAN shared by GNWT departments in each community, multi-media computer terminal equipment in each community, and a videoconference terminal in each community to be shared by GNWT departments and other users.

(a) Earth Station Costs

The NIC's August, 1995, CTSC report, employing information contained in Nordicity Group Ltd. for TVNC, estimated total earth station costs for Nunavut. The report assumed one master earth station to cost \$ 250,000, and 25 community earth stations to cost \$ 2.375 million, or \$ 95,000 each.

Earth Station Costs for 11 Decentralized Headquarters Communities

One Master Earth Station	\$ 250,000
10 Community Earth Stations	950,000
<hr/>	
Total	\$ 1,200,000

Earth Station Cost for 15 Non-Decentralized Headquarters Communities

15 Community Earth Stations	\$ 1,425,000
-----------------------------	--------------

Earth Station Costs for all 26 Nunavut Communities

Total \$ 2,625,000

These costs could be reduced considerably if existing earth stations were used. There is tremendous duplication of earth station equipment in many communities and, through an inventory of equipment (as recommended by the NIC in its August, 1995, CTSC report), savings could be found. If the GNWT follows through on its RFP for a digital communications system, this infrastructure would be provided by the private sector and these capital costs would not be a responsibility of government.

(b) Network Costs: LANs and MANs

A series of LANs, linked together through a wider Nunavut Government internetwork is required for effective internal government communication.

LANs

A LAN is necessary to connect all computers within a particular government office or department located in the same building. The size of the various headquarters offices that are to be located in the capital could range from a few as six FTEs in the Department of Culture, Language, Elders and Youth, to as many as 53.5 FTEs in the Department of Justice (see Appendix D).

Decentralized headquarters offices located outside the capital, could range in size from one FTE in the Department of Public Works, Telecommunications and Technical Services or two FTEs at the Nunavut Liquor Licencing Board, to as many as 36 FTEs in the Nunavut Board of Education. Altogether, some 48 LANs (12 in the capital, and 36 in 10 communities), decentralized headquarters functions (26), and boards and agencies (8) may have to be established.

Setting up a LAN requires a server and router for each LAN, a network operating system, cable, LAN network user cards and licences, and software for each computer. It is estimated that a total of 48 LANs would be required to connect anywhere from two to 53.5 workstations associated with headquarters, boards and agencies, regional office and auxiliary regional office functions.

For Iqaluit headquarters functions, one LAN would be required to connect 10 or less workstations, three would be required to connect 10 to 25 workstations, and another eight to connect 25 to 53.5 workstations.

For headquarters operations outside Iqaluit, 30 LANs would be required to connect 10 or less workstations, and six LANs would be required to connect 10 to 25 work stations.

The costs of LAN software user licences decrease with the number purchased. Ten LAN software user licences can be purchased for \$ 2,500, 25 for \$ 3,700 and 50 for about \$ 5,000. Network cards can be purchased for about \$ 50 a piece. The size and cost of servers and routers required would vary with the number of workstations involved with each LAN. A router is required for each LAN to direct communications traffic and maximize the use of bandwidth. Routers would be required to handle traffic from LANs linking together as few as two computers to as many as 53.5, and would cost anywhere from \$ 2,000 to \$ 5,000 each. Assuming a ballpark average cost of \$ 3,000, 48 routers would cost \$ 144,000. A Pentium microcomputer for \$ 5,000 could serve as a LAN ethernet server, and backup tapes, at about \$ 300 each would be required for each server. Forty-eight Pentium microcomputers, at a cost of \$ 240,000, and 48 backup tapes at a cost of \$ 14,400, would be required.

LAN Costs for Nunavut Government Headquarters

48 Servers x \$ 5,000	\$ 240,000
48 Backup Tapes x \$ 300	14,400
48 Routers x \$ 3,000	144,000
624 Network Cards x \$ 50	31,200
31 LAN User Licences x \$ 2,500	77,500
9 LAN User Licences x \$ 3,700	33,300
8 LAN User Licences x \$ 5,000	40,000
<hr/>	
Total	\$ 580,400

It is assumed that LANs in existing GNWT and municipal offices, schools, health care facilities, housing corporations, airports, etc., would have already been established and the costs of establishing them need not be addressed.

MANs

If the network recommended later in this chapter is established, the GNWT requirement in its RFP for a MAN in each community to link all community LANs would not be required. If necessary, 11 community MANs would initially be required for communities with decentralized headquarters functions, with an additional 15 MANs at some later time for the non-decentralized headquarters communities. Twenty-six MANs could be required in all. Each MAN would require additional software and hardware to link each LAN into the community MAN.

Since the community earth station would be the choke point for all information flowing into and out of each community, it seems sensible that earth stations would become the connection point for each local MAN. Since each government office would already be connected to the community earth station no additional cabling costs would be expected. Nunavut Government decentralized headquarters operations would require 11 MANs to connect a total of 48 LANs.

(c) Nunavut Government Headquarters Wire Costs

The NIC's June, 1996, CTSC report, estimated the costs of coaxial cable wiring at \$ 300 per connection point. These included the costs of cable and conduit. Assuming 624 new computer workstations are required for 624 Nunavut Government FTEs, and that each workstation would require a minimum of one connection point, the total wiring coaxial costs for the Nunavut Government buildings would amount to \$ 187,200.

Cost of Coaxial Wiring in Nunavut Government Headquarters Buildings

624 Connection Points x \$ 300	\$ 187,200
--------------------------------	------------

The Nunavut Government will have considerably more than 624 employees. The NIC currently estimates the total non-federal public sector work force at 3,672 FTEs. This figure includes all employees who are directly (Nunavut Government) or indirectly (community governments, housing corporations, and so on) paid by the Nunavut Government. Some of these employees would have jobs that are unlikely to require computers and access to other information technologies (e.g. truck drivers, heavy equipment operators, janitors, maintenance staff). If such employees represent approximately 25% of the total Nunavut public sector work force, a total of 2,286 additional coaxial cable connection points would be required for a cost of \$ 702,300.

Costs of Additional Nunavut Public Sector Coaxial Wiring Requirements

2,286 FTEs x \$ 300	\$ 685,800
---------------------	------------

Combined Nunavut Public Sector Coaxial Wiring Costs

Total	\$ 873,000
-------	------------

(d) Dedicated Videoconference Equipment Costs

The Nordicity Group Ltd. business case study for the GNWT included cost calculations for providing dedicated videoconference terminals in each community. The Nordicity Group Ltd. estimated an average cost of \$ 25,000 per videoconference site. The study envisaged videoconferences facilities serving the general public. If shared by both the public and private sector, greater benefits could be derived.

Dedicated Videoconference Equipment Costs for 11 Decentralized Headquarters Communities

11 Communities x \$ 25,000	\$ 275,000
----------------------------	------------

Dedicated Videoconference Equipment Costs for 15 Non-Decentralized Headquarters Communities

15 Communities x \$ 25,000	\$ 375,000
----------------------------	------------

Dedicated Videoconference Equipment Costs for all 26 Nunavut Communities

Total	\$ 650,000
-------	------------

The business case studies by the Nordicity Group Ltd. for both TVNC and the GNWT allocated one-eighth service support FTE per dedicated video conference site. Applied to Nunavut, this approach would mean that 1.375 FTEs would be required to support dedicated videoconference facilities in the 11 communities receiving decentralized government headquarters, or 3.25 FTEs to support all 26 communities. The costs for such support for all 26 Nunavut communities would range (depending upon the business case study applied) from \$ 154,779 (GNWT) to \$ 168,336 (TVNC), and from \$ 68,990 (GNWT) to \$ 71,206 (TVNC) for 11 communities.

(e) Computer Workstations and Information Technologies Costs

Interactive multi-media communication capacity requires employees to have access to computer workstations equipped with high-speed microcomputers with large storage capacities (important for multiple users), communications software, high speed modems, CD-ROM, audio cards, LAN cards and large screen colour

monitors. Personal access codes and encryption devices would be needed to protect information of a sensitive nature. The use of removable or external hard drives overcome security problems, and at the same time, reduce computer memory storage requirements.

Computer workstations must be equipped with a desk and chair and a range of peripheral IT equipment. Single sheet scanners would allow the incorporation of information into computer memory. Computer mounted videocameras would allow one-on-one videoconferences to occur and electronic writing tablets would allow for joint writing of documents during videoconferences. Telephones are obviously required.

In its June, 1996, CTSC report, the NIC estimated a high end computer workstation to cost in the vicinity of \$ 10,000. Not all employees would require such high end equipment. (The GNWT spends about \$ 3,000 on basic computer equipment for each employee.) A less expensive, but fully functional computer work station with all the necessary computer and IT equipment and furniture could be had for about \$ 5,000.

The 600 new Nunavut Government headquarters FTEs identified in "Footprints" were classified as follows:

New Nunavut Government Headquarters FTEs

Administrative Support	143
Paraprofessional	86
Professional	231
Senior Management	54
Executive Management	16
<hr/>	
Total	600

Of the 600 FTEs, 229 FTEs are either administrative support or paraprofessional. Persons filling these positions could be equipped with computer workstations in the \$ 5,000 range while the other 371 FTEs might require computer workstations in the \$ 10,000 range. Putting aside that some computer workstations and IT equipment are likely to be inherited from Yellowknife, new computer workstation costs for 624 FTEs would be \$ 4.275 million. If new computer workstations were required for 50% of new FTEs, the cost would drop to \$ 2.137 million.

Total Computer and IT Workstation Costs

143 FTE Administrative Support x \$ 5,000	\$ 715,000
86 FTE Paraprofessionals x \$ 5,000	430,000
231 FTE Professional x \$ 10,000	2,310,000
54 FTE Senior management x \$ 10,000	540,000
16 FTE Executive Management x \$ 10,000	160,000
+ 24 Additional FTEs x \$ 5,000 (see note below)	120,000
Total	\$ 4,275,000

(These costs do not include shipping and installation.)

Note: The inclusion of 24 additional FTEs is required to make up the difference between the number of FTEs in the first "Footprints" report and the adjusted model set out in this report.

During the infrastructure building program, provision should be made for as many electrical outlets and telephone jacks as possible so as to make reconfiguring office space as easy as possible.

Each government department and office LAN would need to be supported by at least one high speed colour printer, a high speed multi-page scanner and fax machine. It is possible to combine faxing, photocopying and scanning functions in the purchase of a single piece of equipment, but a single multi-purpose piece of equipment may not be able to accommodate the demands of many users needing to use the same piece of equipment at the same time. Equipment failure of one function may mean equipment shut down of all functions. Forty-eight LANs would be required to support the 624 new headquarters FTEs. While some LANs could be required to support as few as two computers, and other LANs to support as many as 53.5, most LANs would be supporting two to ten computers. Larger LANs might require more than one piece of each type of equipment, and smaller LANs users could likely get away purchasing less expensive equipment. If a high quality, photocopier, scanner and fax equipment package were to be provided for every 15 employees at an average of \$ 10,000 per package, some 42 packages would be required to support 624 users costing a total of \$ 420,000.

Total Photocopier, Scanner and Fax Costs

42 packages x \$ 10,000	\$ 420,000
-------------------------	------------

(These costs do not include shipping and installation.)

5.6 Network Considerations

Although it would be preferable for the Nunavut Government to begin its existence with a completely new package of state of the art computer and other IT equipment, all pieces completely compatible, the reality is that the Nunavut Government will inherit some of its computer and IT equipment from the GNWT. Computer equipment is being continually upgraded as changes in technologies render hardware and software obsolete, and the Nunavut Government may receive a range of computer equipment made by a variety of manufacturers. While the IBM PC and its clones have an 80% share of the personal computer market world-wide, the use of Macintosh computers may predominate in the Nunavut Government because of their "user-friendliness" and their Syllabics capability. Advances in recent years have narrowed the differences between the two computer lines, but there remain problems of system compatibility, particularly with older machines. If the Nunavut Government is to be able to communicate internally amongst departments and incorporate LANs (and perhaps MANs) in outlying communities, as well as to be able to telecommunicate externally with suppliers, private companies and members of the public, its communications system must be able to accommodate a range of operating systems, computers and other IT equipment of diverse capabilities and users with varying levels of computer and IT skills.

Internally, the Nunavut Government will need to telecommunicate amongst its headquarters departments and offices, regional offices and auxiliary regional offices, community governments, schools, medical centres, airports, and so forth. Externally, the Nunavut Government will need to telecommunicate with outside suppliers and provide the public with access to government programs and services. These telecommunications needs must be met while protecting internal government information of a sensitive nature. Restricting access to sensitive information, while at the same time facilitating public access to certain programs and services and the exchange of information between government, suppliers, and other external users, requires paying considerable attention to network and systems development. The use of personal access codes, encryption devices, removable hard drives and "firewalls" are all means of protection.

Just as a MAN could link all LANs in a community, a Wide Area Network could link all MANs and LANs across Nunavut. Creating a WAN to link all government offices would be necessary for the efficient internal operation of government. As with a LAN, a WAN requires cable, routers, servers, and appropriate software to connect with LANs and MANs across Nunavut. Since cable would already be in place, the costs of a WAN would be in the routers, servers and network software.

5.7 Nunavut Government Internetwork or Intranet

Establishing and operating a closed network for internal government purposes is one matter; establishing and operating a network that allows access by users outside the network is something else. Creating a network that easily accommodates a range of computers and skill levels and provides access to external users would be possible through a government "internetwork" or "Intranet" that uses open standards employed by the Internet. Constructing 10 departmental home pages connected to an umbrella Nunavut Government web page, public and private sector organizations and members of the public could telecommunicate with government personnel and tap into a full range of government programs and services. Establishing such a network would also do away with the need to establish a MAN in each community, since each government LAN could interact with every other LAN and every department that had a home page. The approach would be more cost efficient and would provide government with a communications system that would be infinitely flexible.

Exchanging information electronically with outside users requires government to be able to accommodate all external users at any stage of a government/external organization relationship. At the start of a government/ external organization relationship, an external organization might require limited access to certain files and information, but as its relationship with government becomes more intimate, greater access might be required. A communications system should be able to smoothly accommodate evolving relationships – including those being phased out. This requires being able to keep track of organizations to determine degrees of intimacy and permissible levels of information exchange, and to adjust access and security arrangements accordingly. A communications system should be able to accommodate a variety of organizations and individuals with a range of IT sophistication. This means being able to handle beginners and experts, 286s and Pentiums, IBMs and Macintoshes, and to exchange information over a variety of media. A communications system should be able to accommodate all required functions, be they voice, data, graphics or video.

Networks must be easy to join and to leave. A network that is difficult to join or leave will discourage use. Networks have to be secure, or potential users will be hesitant to expose their internal networks to other computer networks.

Exchanging information with outsiders entails a government communications system that could:

- accommodate a range of network users whose IT sophistication varies enormously, from a single user who wishes access to his/her social insurance benefits, to a small contractor with a single computer, to a large supplier with an array of workstations and mainframes;

- maintain a level of security adequate to protect sensitive government information, while at the same time coping with a constantly changing pool of external users and suppliers whose relationships to government information may vary tremendously in scope and detail; and,
- provide employees and external users with a great deal of practical functionality, such as the ability to transfer files between computers and to access common data bases, and the capability to access and utilize all the programs located at any particular site.

No current means of Electronic Data Interchange (EDI), or the use of shared groupware or a WAN, can achieve this level of electronic communication sophistication, independently or together. Through the use of open standards based on protocols established for the Internet, and through the use of an "information broker," the full range of telecommunications needs could be met.

(a) Internet Standards

Protocols are agreements between computers as to how data should be formatted and transmitted. The Transmission Control Protocol (hardware) and Internet Protocols (software), referred to as TCP-IP, are used by the Internet to standardize how dissimilar computers and networks pass data amongst themselves. These increasingly dominant standards are useful, not least of all because they are both public and non-proprietary. Open standards used for the World Wide Web make it relatively easy for computer users to share and exchange information in spite of differences in individual IT systems. Open standards allow users to share one another's computing power, and permit users of an internetwork to choose the communications channel that is best suited to their needs, be they normal phone lines or high speed connection.

Establishing a government internetwork that allows all authorized government employees and external users, suppliers, etc., to see and use programs resident on a computer, whether the users are inside or outside government, or are on site or at distance, is the highest level of functionality that can be achieved. This capability is known as "telepresence" and is a key attribute of the Internet. The Internet allows users to hop around the world from machine to machine making use of the information and applications on each.

(b) Electronic Data Interchange

Electronic Data Interchange (EDI) refers to the electronic transfer of commercial and administrative data between trading partners and public administrators via

electronic means of communication. It is the oldest form of electronic collaboration. EDI standards specify how information should be structured so that any party using those formats can accept transmission. Although conventional forms of EDI use common standards, they are inflexible and proprietary; consequently, it is time consuming and expensive to add new members or to expand the types of information that are exchangeable. EDI standards can only really be used to connect small numbers of users in a relatively stable community. EDI standards do not permit tapping into another computer's software or computing power from a remote location.

(c) Groupware

Groupware overcomes some of the drawbacks of the EDI system. It provides for a collaborative work environment by making available a common body of information. It allows remote workers to collaborate by keeping track of work flow and provides a platform for communication and interactive discussion. Users can access and share a common body of information and can collaborate on the development of common documents and projects. A major advantage of groupware is that users can join and leave the system at will without links having to be pre-established. Groupware requires a significant amount of administration and it is expensive. It is not capable of accessing remote computers that are not groupware servers. Although groupware is relatively easy to learn to use, it lacks an important aspect of telepresence, that of mutual use of applications among partners.

(d) Wide Area Networks

A WAN uses dedicated high speed links to connect LANs. Unlike groupware, a WAN is permanent and it can link up several remote networks. It can provide most of the attributes of telepresence by providing users with universal access to all data and applications resident on LANs. WAN users require a fair degree of IT sophistication, and administration of a dispersed network is complicated. As a consequence, membership on a WAN is exclusive, with most companies limiting access to their WANs to users within the companies themselves. Adding new members quickly is difficult, a major disadvantage in a time constrained work environment.

The Nordicity Group Ltd. has estimated the costs of establishing a WAN in its business cases studies for both TVNC and the GNWT. Whether the scenarios involved 96 (TVNC) or 58 (GNWT) communities, the capital costs were estimated to be the same, \$ 1.07 million.

(e) Information Brokered-Internetwork

No amount of pulling together of groupware and WANs can provide a telepresence capability that can meet all internal and external telecommunication needs of government, but an "information-brokered" internetwork can. The convergence of several trends can make this possible, namely, the emergence of widely accepted open standards, cheap computing power, abundant bandwidth, virtually unbreakable computer security, and accumulated IT experience.

Setting up a telepresence capable network is complex. Designing and administering the system, updating technologies, maintaining security and exploiting new opportunities, is a huge job. Unless an organization is in the IT business, it may be wiser to hire an information broker. The job of the information broker is to keep track of network members and the number and levels of relationships that each has with others in the network. The information broker must oversee security by ensuring that each user has the proper security clearance and access codes. An information broker keeps things running smoothly by doing such things as maintaining a data base of all users, developing software packages and training manuals, and building "firewalls" to maintain network security. The information broker could function as well as a converter, employing powerful conversion software to permit external users who use different formats or proprietary software to exchange information.

Information broker services might be provided by an internal arm of the Nunavut Government or by a private sector company specializing in communications information management.

(f) Intranet Costs

A Nunavut Government Intranet, with its own web page connected to departmental home pages using Internet open standards and managed by an information broker, could maintain a flexible, infinitely expandable, and universally accessible interactive system of communications.

Basic home pages can be produced inexpensively, some for as little as a few dollars and a few hours of a staff member's time. Elaborately constructed home and web pages, with content prepared by a professional firm containing hypertext, graphics, audio and three dimensional features, might cost up to \$ 20,000. A Nunavut Government requiring 10 departmental home pages and one umbrella web page might be required to spend up to \$ 220,000 for all 11.

Routers, servers, cable and software would be required for an internetwork.

Cable would be a minor component of the overall expense of a Nunavut Government Intranet because all government computers would have been

previously wired into earth stations and linked by LANs. Internet software packages are available for about \$ 100. A UNIX 2000 platform for \$ 60,000, with the capability to accept an additional Central Processing Unit (CPU), could function as the Intranet server. The cost of a router to act as a "firewall" to control access to government information would depend upon the volume of traffic. Given the size of the Nunavut Government and the amount of outside traffic it might receive, a router in the \$ 15,000 range might suffice. Very high volumes of traffic would require a router that might cost in the vicinity of \$ 60,000.

Cost of a Nunavut Government Internetwork

1 Web Page x \$ 20,000	\$ 20,000
10 Home Pages x \$ 20,000	200,000
1 UNIX Server + additional CPU	100,000
1 Router	15,000
624 Internet Software x \$ 100	62,400
Cable	nil
<hr/>	
Total	\$ 397,400

(These costs do not include shipping and installation.)

Providing access to internetwork for an estimated 2,286 additional public sector employees could be accomplished simply by installing an equal number of Internet software packages for a cost of about \$ 228,600.

5.8 Annual Recurring Costs

Annual recurring costs would include the cost of satellite operations and maintenance, local administration and maintenance, and space segment or satellite transmission time. Both business case studies conducted by the Nordicity Group Ltd. estimated annual recurring costs.

(a) Satellite Operations and Maintenance and Local Administration and Maintenance

The Nordicity Group Ltd. estimates of annual satellite operations and maintenance costs were based on an undisclosed percentage of overall costs and local administration and maintenance costs based on three-eighths FTE support per community. In the case of Nunavut, three-eighths FTE support per community

would amount to 4.125 FTEs for 11 communities and 9.75 FTEs of service and technical support for 26 communities.

The business case study undertaken for TVNC estimated satellite operations and maintenance costs for a 384 kbps bandwidth serving 96 communities would be approximately \$ 800,000 annually. Annual local administration and maintenance costs were estimated at \$ 1.8 million. Local administration and maintenance costs included the costs assigned for one-quarter FTE to support the "additional" (undefined) services provided to each community, and one-eighth FTE to support the dedicated videoconference services in each community.

Applying the TVNC business case study to 26 communities in Nunavut would result in cost estimates of \$ 224,000 annually for satellite operations and maintenance and \$ 504,000 for local administration and maintenance.

Satellite operations and maintenance costs for only the 11 decentralized headquarters communities (42.3% of the 26 Nunavut communities) would be \$ 94,752 annually. A similar proportion of local administration and maintenance costs for the 11 communities would be \$ 213,192 annually.

Local administration and maintenance costs could be reduced without the use of dedicated videoconference facilities. Three-eighths FTE were calculated to support local services and dedicated videoconference services, with one-eighth FTE devoted to videoconference support. Removal of the videoconference function would reduce local administration and management costs by one-third. This would bring down the overall community costs for 26 communities to \$ 335,664, and \$ 141,986 for 11 communities.

The business study conducted for the GNWT also estimated satellite operations and maintenance cost for a 384 kbps bandwidth for 58 NWT communities. Satellite operations and maintenance costs were estimated at \$ 480,000 annually, and local administration and maintenance costs at \$ 1.09 million. A proportional (44.8%) share for Nunavut's 26 communities would result in estimated annual costs of \$ 215,040 for satellite operations and maintenance, and \$ 488,320 for local administration and maintenance.

Satellite operations and maintenance costs for only the 11 decentralized headquarters communities (42.3% of the 26 Nunavut communities) would be \$ 90,962 annually. A similar proportion of local administration and maintenance costs for the 11 communities would be \$ 206,559 annually.

The same support personnel formula used in the TVNC business case study was used for the GNWT business case study. If one-third of local administration and maintenance costs for dedicated videoconference services were removed, the annual cost for the 11 decentralized headquarters communities would be \$ 137,569 and, for 26 communities, \$ 325,221.

Satellite Operations and Maintenance Costs for 11 Decentralized Government Headquarters Communities

TVNC Study: \$ 94,752

GNWT Study: \$ 90,962

Satellite Operations and Maintenance Costs for all 26 Nunavut Communities

TVNC Study: \$ 224,000

GNWT Study: \$ 215,040

Local Administration and Management Costs for 11 Decentralized Government Headquarters Communities

TVNC Study: \$ 213,192

GNWT Study: \$ 206,599

Local Administration and Management Costs for all 26 Nunavut Communities

TVNC Study: \$ 504,000

GNWT Study: \$ 488,320

(b) Space Segment Time

Space segment (satellite transmission) time is the greatest portion of telecommunications costs. According to Nordicity Group Ltd. studies, annual space segment costs for a full transponder or channel (2 Mbps) are about \$ 2 million. (Recent tests by Telesat Canada have demonstrated a full transponder on a C-band satellite can handle 8 Mbps, and a Ku-band satellite, 45 Mbps.) Space segment costs estimated for TVNC were based on the need for 1.75 transponders for 96 communities and came to \$ 3.5 million annually. Nunavut's proportional share would amount to \$ 980,000 annually. Space segment costs estimated for the GNWT were based on the use of one full transponder at \$ 2 million annually. Nunavut's share of GNWT annual transponder costs (44.8%) would be \$ 896,000. Space segment costs could be shared by other users; until the amount of satellite transmission time required by other users is known, it is not possible to calculate the Nunavut Government's share of costs.

5.9 Telecommunications Training and Technical Support

The NIC's "Footprints" proposed that 26 FTEs be allocated to set up and manage the Nunavut Government's telecommunications needs. Sixteen FTEs were proposed for the capital, with the remaining 10 FTEs being distributed to the other 10 communities receiving decentralized headquarters functions. In the NIC's June, 1996, CTSC report, training and technical support needs were explored more thoroughly. Although training and technical support issues were considered mainly in the context of CTSC operation, the report identified overlapping Nunavut Government telecommunications needs. The report recognized that the overlapping needs of government departments, CTSCs, and the private sector could be better met if technical support provided for CTSCs were also used to support other government needs and those of the general public in communities outside the capital. In laying out a fully operational system of CTSCs, the report estimated that as many as 70 full-time technical service support people might be required. These 70 FTEs were allocated on a basis of a tiered system of support.

Fifty-eight of these CTSC positions were identified as Community Technician positions which required training at only the most basic level. The training would allow Community Technicians to conduct basic systems scheduling and maintenance and to engage in "plug and play" service and repair. If delivered through a four week program at Nunavut Arctic College, training was estimated to cost about \$ 5,000 per person. Twenty-six of the 58 positions would also require some managerial expertise in order to properly manage the community CTSCs.

Nine Regional Technologist positions (three for each region) were identified as being needed. Regional Technologist would require considerably greater technical training and experience than Community Technicians. Their training would allow them to undertake regional systems and network diagnostic tests, repair CTSC components, expedite CTSC equipment for repair, restock new and repaired electronic components, provide regularly scheduled preventative maintenance for CTSCs, provide logistical support services, and offer scheduled on-line assistance for problems beyond the capability of Community Technicians. Training for these positions could be delivered through Nunavut Arctic College and a southern-based institution using distance education; costs were estimated to be about \$ 12,000 per person.

Three Nunavut Systems Engineer positions (one for each region) were identified to provide technical support at the highest level. Systems Engineers would be responsible for planning and overseeing the operation of the entire Nunavut network of CTSCs. Such responsibilities would require university degree level training in electronic and communications theory application. Training costs were estimated at \$ 60,000 per person.

Training Costs For 70 FTEs

58 Community Technicians x \$ 5,000	\$ 289,000
9 Regional Technologists x \$ 12,000	108,000
3 Nunavut Systems Engineers x \$ 60,000	180,000
<hr/>	
Total	\$ 678,000

It is unlikely that three candidate Nunavut Systems Engineers and nine Regional Technologists from the Nunavut area could be found and trained prior to 1999. While this would mean hiring qualified persons from outside Nunavut, it would also mean that money would not have to be spent on such training before division. It may be possible to find and train 11 candidate Community Technicians from the Nunavut area in the period leading up to 1999 for a total cost of \$ 55,000.

Each of the Nordicity Group Ltd. business case studies done for TVNC and the GNWT saw the need for only three-eighths FTE per community to provide support at the community level. Such support would be limited to dedicated videoconference services and "additional" community services associated with the operation of a 384 kbps bandwidth infrastructure. The total costs for such support for Nunavut would range from \$ 488,320 (GNWT) to \$ 504,000 (TVNC).

The Systems and Communications branch of the GNWT Department of Public Works and Services required 33.2 FTEs in 1992-93. The branch had a Capital Costs budget of \$ 190,000 and an Operations and Maintenance budget of \$ 4.188 million, of which \$ 2.21 million were devoted to salaries (averaging \$ 68,633 per FTE). Salary estimates in the NIC CTSC design report for 70 FTEs were \$ 4.03 million (an average of \$ 57,571 per FTE).

5.10 Telecommunications Technical Services Directorate

The NIC has revisited its "Footprints" proposal for the creation of a Nunavut Systems Corporation as part of the design of the Nunavut Government. Telecommunications services will be integral to the smooth functioning of virtually all components of the Nunavut Government and, as such, a fundamental part of the infrastructure background. Given the strong connections between telecommunications infrastructure and other infrastructure elements, the NIC has concluded that telecommunications services and related technical support activities should be part of a Department of Public Works, Telecommunications and Technical Services. This Department would combine a range of technical responsibilities necessary to be performed in a variety of program delivery and internal operations contexts; grouping these responsibilities in a single government organization would permit a number of efficiencies to be realized.

Because of the strong links between telecommunications services and the transmission of culture, the NIC has also identified the need for a small number of telecommunications-oriented jobs to be situated in a Department of Culture, Language, Elders and Youth.

Arguably, telecommunications functions might better be performed by a private sector firm that specialized in internetwork information management. Such a company could be responsible for the establishment and operation of the entire Nunavut Government Intranet. Adopting the Intranet system proposed by the NIC would mean planning, installing, testing, and making fully operational the Nunavut Government Intranet by April 1, 1999. Doing so would also mean setting up and connecting all 48 headquarters LANs in 11 communities by April 1, 2000, and further connecting them to local community earth stations. Servicing and maintenance would have to be part of the contract. Making the Nunavut Government telecommunications Intranet fully functional and comprehensive would mean configuring (and perhaps installing) LANs in the remaining 15 Nunavut communities to be Intranet accessible. Allowing the residents of the Nunavut Territory to participate fully in the knowledge-based global economy would mean establishing and running a network of 26 CTSCs.

(An aside on CTSCs: Taqramiut Nipingat Inc. (TNI) in Northern Québec has, since August of 1996, established three CTSCs and has plans for 11 more within the next year. As of June, 1996, community co-ordinators have been trained as community-based technicians with skills allowing them to install computer hardware, software, set up LANs, and construct web pages. Grassroots working groups have identified and prioritized community telecommunications needs. Schools, community governments, police and health facilities have been linked, and there are plans being developed to connect provincial government services and to provide access to financial services. A counseling "chat room" has been established and there are plans for an "artists corner" web page. Community response has more than met TNI's expectations. People line up to use the computers. When the weather is down, sometimes as many as 20 to 40 people line up to use the facilities. (Many of these people would have been out hunting if the weather were good.) TNI has managed to secure corporate donations for fibre optic cable and computer hardware and software. All-in costs for the three CTSCs are approximately \$ 800,000. The GNWT, the federal government and NTI would be well advised to apprise themselves of the TNI CTSC operations.)

Whether or not CTSCs may be perceived as costs in addition to those of internal government communications needs, the Nunavut public sector will need dedicated videoconference sites and computer training centres in at least 11 decentralized headquarters communities to begin with, and 15 more over time. Government program and service delivery costs could be reduced if such locations functioned as all purpose delivery points; providing public access to such services and facilities would fill two needs for little more than the costs of one.

If all Nunavut Government telecommunications needs were to be handled in-house, a Telecommunications Technical Services Directorate might include the following elements.

Three Nunavut Systems Engineers would be responsible for setting up the Nunavut Government Intranet, including 48 government LANs. Service and maintenance of the system would be performed by Nunavut Systems Engineers, and service and maintenance of the LANs would be the responsibility of the Nunavut Telecommunications Technologists.

Since the capital of Nunavut will be in the Baffin region and much of the decentralized headquarters functions outside the capital located elsewhere in the Baffin region, a sensible distribution of the nine Nunavut Telecommunications Technologist positions would involve the location of two Technologists in the Keewatin region, two in the Kitikmeot region, and the remainder in the Baffin region. Two to three Baffin-based Nunavut Telecommunications Technologist FTEs could be assigned more or less permanently to service the 374 FTEs headquarters in Iqaluit, with the remaining two to three FTEs devoted to servicing the other Baffin region decentralized government headquarters communities.

Basic technical support service and maintenance needs of the 10 decentralized headquarters government communities could be met by Community Technicians. The Community Technicians could act as backup service personnel to the Nunavut Telecommunications Technologists responsible for decentralized government headquarters functions located outside the capital. They could also act as trainers and technical service support for CTSCs located in new Nunavut Government headquarters buildings.

With such a system, a total of 23 technical positions would be required to service the Nunavut Government headquarters needs. These positions, combined with that of a director and a two FTE office support staff, would result in a 26 FTE Nunavut Telecommunications Technical Support Directorate. With its telepresence Intranet communications capability, the Nunavut Government could make its IT capability a tool of regional economic development. Regional economic development could benefit considerably from the formation of a CTSC network in the 15 non-decentralized headquarters communities supported by the addition of 15 more Community Technicians with office management skills. Computer training, videoconferences, business and telework opportunities would thereby be provided to local residents. Provision of child care services, and computer equipment and CTSC facilities based on principles of universal design, would ensure access to the greatest number of people.

The following staff salary estimates are derived in part from the NIC's June, 1996, CTSC report:

Salary Costs for 11 Communities

1 Director x \$ 90,000	\$ 90,000
3 Nunavut Systems Engineers x \$ 80,000	240,000
9 Nunavut Technologists x \$ 70,000	630,000
11 Community Technicians x \$ 60,000	660,000
2 Support Staff x \$ 40,000	80,000
<hr/>	
Total	\$ 1,700,000

An information broker could be hired to maintain the Intranet, with earth stations and space segment time leased from the private sector and the bandwidth shared with other users.

5.11 Total Telecommunications Infrastructure and Intranet Costs

Costs would be largely dependent upon the level of telecommunications sophistication the Nunavut Government would wish to achieve, the degree of access to its network permitted external users, and the extent its services would be provided to members of the general public.

Costs would also be dependent upon whether government builds and maintains the necessary infrastructure or whether it leases use of infrastructure from a service provider. Another variable would be bandwidth and space segment time and to the extent they would be shared with other users. Whether a WAN or an Intranet were set up would affect costs, as would decisions as to whether to maintain and service the network internally or through a contract with a private firm. Finally, costs would be affected by decisions regarding whether or not to establish CTSCs to meet both government and private sector needs and, if so, the numbers of communities chosen to receive CTSCs, the location of CTSCs in each community, the levels and comprehensiveness of service, and the numbers of staff employed.

The following cost estimates are calculated in relation to a telecommunications network required for 624 Nunavut Government headquarters FTEs distributed over 11 communities. Calculations are also made regarding a more comprehensive 26 community telecommunications network. The estimates take into account what is known and not known regarding the state of telecommunications needs in the 15 additional communities.

The estimates are premised on the assumption that the capital costs of earth stations and satellites would be borne by the private sector, and that space segment time and bandwidth would be leased from a service provider and shared with the

GNWT. It is also assumed that an Intranet rather than a WAN would be established to provide greater interactive communications capabilities with government suppliers, external users and the general public, and that community MANs would not be required. It is assumed that an information broker would be required from outside government to handle the Nunavut Government's network information management needs. It is assumed that 624 new fully equipped computer workstations, linked by 48 LANs, supported by 42 IT LAN packages, would be required. It is estimated that an additional 2,286 Internet software packages would be needed to connect non-headquarters public servants to the Intranet. It is assumed that 11 dedicated videoconference sites would be required with the possibility of an additional 15. Servicing and maintenance of the network are assumed to be provided by three Nunavut Systems Engineers and nine Nunavut Telecommunications Technologists hired from outside. A team of community-based Community Technicians, all hired and trained in Nunavut, are assumed to provide local government service and public support. Finally, it is assumed that CTSCs would be required as sites for public and private sector computer training, dedicated videoconference facilities, and related functions, and that these centres would be serviced and staffed initially by one person in each community.

PRIVATE SECTOR COSTS: 11 HEADQUARTERS COMMUNITIES

384 kbps Bandwidth Infrastructure

1 Master Earth Station	\$ 250,000
10 Community Earth Stations	950,000
<hr/>	
Total	\$ 1,200,000

PRIVATE SECTOR COSTS: 15 NON-HEADQUARTERS COMMUNITIES

384 kbps Bandwidth Infrastructure

Master Earth Station	nil
15 Community Earth Stations	\$ 1,425,000
<hr/>	
Total	\$ 1,425,000

TOTAL GOVERNMENT START-UP COSTS: 11 HEADQUARTERS COMMUNITIES

IT Infrastructure

Intranet	\$ 397,400
48 LANs	580,400
42 LAN IT Packages	420,000
624 New Workstations	4,275,000
624 Wire Connections	187,200
11 Videoconferences	275,000
<hr/>	
Total	\$ 6,135,900

Training

11 Community Technicians	\$ 55,000
--------------------------	-----------

TOTAL GOVERNMENT START-UP COSTS: 15 NON-HEADQUARTERS COMMUNITIES

IT Infrastructure

15 Videoconferences	\$ 375,000
<hr/>	
Total	\$ 375,000

Training

15 Community Technicians	\$ 75,000
--------------------------	-----------

TOTAL GOVERNMENT ANNUAL RECURRING COSTS: 26 COMMUNITIES

General

Satellite O&M	\$ 215,040
Space Segment	896,000
Local Maintenance Administration	488,320
Information Broker	unknown
<hr/>	
Total	\$ 1,599,360

Telecommunications Technical Services Directorate (Salaries)

1 Director	\$ 90,000
2 Support Staff	80,000
3 Nunavut Systems Engineers	240,000
9 Nunavut Telecommunications Technologists	630,000
11 Community Technicians	660,000
<hr/>	
Total	\$ 1,700,000

ADDITIONAL EQUIPMENT AND SERVICE COSTS FOR 2,286 NON-HEADQUARTERS STAFF IN 26 COMMUNITIES

General

Internet	unknown
No. of Additional LANs	unknown
No. of Additional LAN IT Packages	unknown
No. of New Workstations	unknown
No. of Additional Wire Connections	unknown
15 Community Technician Salaries	\$ 900,000
<hr/>	
Total	\$ 900,000

In the event a wireless system of communications were to be installed, these costs would have to be revisited.

5.12 Creating a Usable Information Base for Nunavut

Much of this chapter has focused on the IT needs and costs of preparing for Nunavut. Technological considerations are clearly important in putting an updated telecommunications infrastructure in place. But focusing too closely on technology requirements runs the risk of the "tail wagging the dog." The architecture of the new Nunavut IT system must be driven by the business needs of the new

government – if it is not, Nunavut will simply end up duplicating what is already in place, and may be constrained by existing systems and operations. Some of what exists in the GNWT today may already be out-dated or, depending on the philosophical direction of the Nunavut Government and the nature of its policies and procedures, may not be required or otherwise be appropriate.

A recent document, entitled **Blueprint for Renewing Government Services Using Information Technology** (Office of Information, Systems and Technology, Treasury Board of Canada: no date, pages 7 - 9) places information and technology issues in the context of why and how government conducts its business.

Governments exist to serve the public. They do so by providing a range of programs and services in such areas as social assistance, health and safety, natural resources, justice, education and training, and so forth. There is an interdependency of programs within and between governments. For example, the delivery of government programs involves four types of basic services: human; financial; physical; and, information. Individually and collectively, these services are common to all departments and agencies. Administrative services across government offices are closely related and need to be considered together. Electronic information services have stretched information as a resource beyond its traditional role, and a common need for such services necessitates creating an IT infrastructure backbone across government.

A key to providing renewed services is determining and taking advantage of the commonalties and interdependencies of programs and administrative services. Management and delivery structure can then be rationalized within and across government.

The "**Blueprint**" document outlines several guiding principles that can be used to shape the delivery of government services:

- citizens' needs should drive the design and delivery of government services;
 - the involvement and commitment of employees are critical to successful business renewal;
 - strategic alliances need to be pursued with other governments and the private sector;
 - accountability performance standards and evaluation capabilities should be incorporated into the design and delivery of government services; and,
 - information technology should be used to full advantage in redesigning the delivery of government services.
-

The Nunavut Government will have to function effectively from the outset. In order to do so, it will need GNWT data bases regarding such relevant Nunavut matters as finances, personnel, demographics, contract administration, and other records and information of both historical and on-going importance. From a technological/operating systems perspective, the following matters will require review and examination:

- the IT needs of Nunavut and the remaining NWT, and how they can best be met;
- the many applications and operating systems currently used by departments;
- the costs and benefits of keeping with existing applications and operating systems, and the costs and benefits of replacing them;
- the identification of applications and systems that might be shared, divided, upgraded, or replaced;
- the planning required for dividing systems, hardware and software, and associated costs; and,
- the identification of data of historical and on-going relevance, for division and transfer;
- the manner in which data is entered and recorded for each system and how these activities might impact on the splitting of records;
- the identification of data entry codes for Nunavut, and applicability to/with the remaining NWT;
- the full range of staff matters required to support: data entry; daily requirements of systems management; systems programming and updating requirements; systems inquiries and reporting procedures; training of new staff in the use of applications and systems; and, support staff required to support IT capacities.

Sorting out what is necessary and relevant to Nunavut in the absence of direction under a larger IT plan would be a piecemeal approach. A better approach would be based on an umbrella IT plan that reflects the comprehensive policies, procedures, and program and service needs of the Nunavut Government. In the absence of a functioning government prior to April 1, 1999, the Office of the Interim Commissioner will have to set the course. Doing so will involve settling on an IT package that meets the immediate needs of the Nunavut Government, yet is flexible enough to accommodate changes in the future. Going with the GNWT IT status quo might be buying into a system that may not be appropriate for Nunavut, and would not do away with the myriad of decisions regarding data bases and coding problems

relevant to Nunavut needs. The Office of the Interim Commissioner would, therefore, likely have to choose from among the following: an IT package that is "custom designed" (difficult in the absence of an operational government); an "off the shelf" package that is projected to meet the needs of the new government (this means being constrained by the package design); or, a "best business practices" approach of using the "tried and true" systems employed in other government departments with similar needs. The option chosen would determine types of data collected, and the form in which it would be obtained from the GNWT.

The importance and scope of the work associated with equipping the Nunavut Government with a functional IT system and a complementary and useable data base cannot be overstated. The NIC believes that the Office of the Interim Commissioner should be designed with this reality in mind. Specifically, the NIC believes that the Office of the Interim Commissioner should dedicate a staff position to the IT requirements of the Nunavut Government. IT policy and planning should be undertaken in concert with continuing work on the implementation of the Nunavut Government and the design of its policies, procedures and program and service delivery. The staff person should work in close co-operation with the GNWT (and other interested parties) to ensure the information and data base of the Nunavut Government is commensurate with its start-up and longer term needs. Care should be taken to ensure the data and information needs of the remaining government of the NWT are not compromised or negatively affected.

Based on the above discussions and analysis, the NIC makes the following recommendations:

Recommendation #5-1

The NIC recommends that the GNWT act upon its Request For Proposal for a 384 kbps digital communications system and that the system be installed and fully operational prior to April 1, 1999.

Recommendation #5-2

The NIC recommends that the requirement for a Wide Area Network requirement under the GNWT Request For Proposals be changed to that of a requirement for an Intranet, and that the Intranet be established using Internet open standards.

Recommendation #5-3

The NIC recommends that the Interim Commissioner identify and engage an information broker to plan and manage the information needs of the Nunavut Government.

Recommendation #5-4

The NIC recommends that the Interim Commissioner establish an equitable bandwidth and space segment sharing arrangement between the GNWT and the Nunavut Government.

Recommendation #5-5

The NIC recommends that the parties to the **Nunavut Political Accord** and the Interim Commissioner collaborate on the identification and engagement of non-governmental users to share in the use of bandwidth and the costs of space segment time with the GNWT and the Nunavut Government.

Recommendation #5-6

The NIC recommends that the Interim Commissioner hire three Nunavut Systems Engineers and nine Nunavut Telecommunications Technologists to oversee the installation and maintenance of the Nunavut Government Intranet before April 1, 1999, and that such hiring be linked to the timetable for construction of office space for the Nunavut Government.

Recommendation #5-7

The NIC recommends that the Interim Commissioner ensure that a minimum of 11 Community Technicians be trained and hired before April 1, 1999, and that arrangements be made for the training and hiring of 15 more in the Nunavut public sector within one year of Nunavut start-up.

Recommendation #5-8

The NIC recommends that the federal government allocate Community TeleService Centre (CTSC) space and information technology (IT) equipment in new Nunavut Government office space in the 11 decentralized headquarters communities for use by both the Nunavut public and private sectors, and that the GNWT renovate existing buildings in the 15 non-decentralized headquarters communities for CTSC use and supply them with IT equipment.

Recommendation #5-9

The NIC recommends that a minimum of 11 CTSCs be established in decentralized headquarters communities for April 1, 1999, and that 15 additional CTSCs be established within one year of Nunavut start-up.

Recommendation #5-10

The NIC recommends that a Telecommunications Technical Services Directorate be established within the Nunavut Government to install, maintain and service the telecommunications needs of the Nunavut Government, and that its role in telecommunications include the promotion of telecommunications as a tool of community, regional and Nunavut-wide economic development.

Recommendation #5-11

The NIC recommends that the Office of the Interim Commissioner dedicate a staff position to the information and information technology requirements and options of the Nunavut Government. The NIC further recommends that the incumbent of such a staff position work closely with appropriate personnel of the GNWT and other organizations to ensure a systematic approach to the following matters:

1. development of policy options in relation to the information base and IT needs of the Nunavut Government;
2. examination of the existing information base of the GNWT;
3. examination of the IT currently deployed by the GNWT;
4. examination of planned business practices and procedures of the Nunavut Government;
5. identification of the information base and IT needs of the Nunavut Government;
6. advice on relevant personnel recruitment and training issues; and,
7. development of a plan for the orderly transfer of information and IT from the GNWT to the Nunavut Government.

Chapter 6. Recruitment and Employment of the Nunavut Government Work Force

Note: In this chapter, the term “Nunavut Government work force” is intended to apply to all those parts of the public sector that will fall within the direct or indirect jurisdiction of the Nunavut Government – that is, school board employees and municipal government workers, as well as employees of territorial government departments.

6.1 Overall Objectives

The work force of the Nunavut Government in 1999 will be made up primarily of two groups: a large group of workers occupying positions currently in existence in Nunavut at the regional and community levels of government administration; and, a much smaller group of workers occupying newly created headquarters positions. This reality is worth underscoring; while the focus of discussion has tended to be on the new positions that will come into existence as a result of Nunavut, the largest proportion of the Nunavut Government staff requirements will be in relation to territorial government jobs that are already in existence. Accordingly, in defining and pursuing overall objectives for the recruitment and employment of the Nunavut Government work force, care must be taken to ensure that the staffing of new positions does not overshadow the need for the Nunavut Government to attract and sustain the commitment and energy of those already working within the territorial government sector in Nunavut.

The recruitment and employment of the Nunavut Government work force would be best approached with the following overall objectives uppermost in mind:

- employment of a Nunavut Government work force that is commensurate in size, skill mix, and cost with the program and service needs of the Nunavut Government;
 - full respect for the letter and spirit of Article 23 of the **Nunavut Agreement** in relation to representative levels of Inuit employment, with an all-out effort to meet and exceed the minimum Inuit employment targets identified by the NIC in Recommendations #6-8 and 6-9 of **Footprints in New Snow** (50% Inuit representation in the public sector at start-up; representative levels by 2021);
-

- commitment to an ambitious, long-term training and education program, both as a means of imparting needed skills to Inuit and other Nunavut residents recruited into the public sector, and as a way of raising the skill levels of the population of Nunavut generally;
- positive efforts to retain as members of the Nunavut Government work force, those individuals employed in the Nunavut area prior to Nunavut Government start-up at the regional and community levels of territorial government administration, and fair treatment of all such individuals;
- recognition that the creation of Nunavut will contribute towards the downsizing of GNWT headquarters in Yellowknife, and fair treatment of individuals so affected;
- recognition of the relevance to personnel matters of other major economic and social policy objectives and measures, especially the desirability of achieving a high level of decentralization in the distribution of government jobs among regions and communities;
- introduction of a maximum degree of flexibility in the work arrangements of the Nunavut Government work force by the adoption of accommodating policies in relation to such things as part-time employment, job sharing and compressed work schedules; and,
- introduction of policies and programs that facilitate equal participation by men and women in the Nunavut Government work force.

While the mandate and focus of the Nunavut Implementation Commission is fixed on the requirements of the Nunavut Government, these objectives lend themselves for adoption by the Government of Canada in pursuing its own employment plans relevant to Nunavut.

Recommendation #6-1

The NIC recommends that the recruitment and employment of the Nunavut Government be pursued with the following objectives in mind:

- employment of a Nunavut Government work force that is commensurate in size, skill mix, and cost with the program and service needs of the Nunavut Government;

- full respect for the letter and spirit of Article 23 of the **Nunavut Agreement** in relation to representative levels of Inuit employment, with an all-out effort to meet and exceed the minimum Inuit employment targets identified by the the NIC in Recommendations #6-8 and 6-9 of "**Footprints**" (50% Inuit representation in the public sector at start-up; representative levels by 2021);
- commitment to an ambitious, long-term training and education program, both as a means of imparting needed skills to Inuit and other Nunavut residents recruited into the public sector, and as a way of raising the skill levels of the population of Nunavut generally;
- positive efforts to retain as members of the Nunavut Government work force, those individuals employed in the Nunavut area prior to Nunavut Government start-up at the regional and community levels of territorial government administration, and fair treatment of all such individuals;
- recognition that the creation of Nunavut will contribute towards the downsizing of GNWT headquarters jobs in Yellowknife, and fair treatment of individuals so affected;
- recognition of the relevance to personnel matters of other major economic and social policy objectives and measures, especially the desirability of achieving a high level of decentralization in the distribution of government jobs among regions and communities;
- introduction of a maximum degree of flexibility in the work arrangements of the Nunavut Government work force by the adoption of accommodating policies in relation to such things as part-time employment, job sharing and compressed work schedules; and,
- introduction of policies and programs that facilitate equal participation by men and women in the Nunavut Government work force.

Recommendation #6-2

The NIC recommends that the Government of Canada be guided by the objectives set out in Recommendation #6-1 in pursuing its own employment plans relevant to Nunavut.

6.2 Training and Education

The importance of training and education issues in relation to planning Nunavut's future has long been perceived. There is much evidence in support of this point – the TFN insistence on the inclusion of Article 23 in the **Nunavut Agreement**; the emphasis on training and education in the **Nunavut Political Accord**; the priority attached to the topic in "Footprints" and in the reactions of the three parties to it.

This widespread understanding of the pivotal importance of training and education to the success of the Nunavut project is, of course, hardly surprising. The appeal of Nunavut is in the opportunities that it holds out for the people of Nunavut to do more things for themselves and to do them in ways that best suit Nunavut perceptions, preoccupations and priorities. The substantive value of these opportunities will be directly related to the ability of the people of Nunavut to carry out the diverse tasks of government administration effectively and efficiently. All of these tasks involve the understanding and application of particular aptitudes and knowledge, some of a very highly specialized nature. The success of Nunavut will not require that every conceivable job category within the Nunavut government work force be perfectly matched with a pool of qualified residents on stand-by for government positions; it will, however, require public confidence that tangible and steady progress is being made in ensuring that government jobs in Nunavut are being filled increasingly by Inuit and other permanent residents. In achieving such success, a co-ordinated and expanded program of training and education efforts – above and beyond the efforts that make up on-going federal and territorial government programs – is required.

Since the release of "Footprints", considerable progress has been made. Two things, in particular, have been key.

Building on informal multi-party co-operative efforts that have existed since the inception of the NIC, a co-operative multi-party structure has been put in place to develop a strategic plan for training and education initiatives connected to the creation of the Nunavut Government. This has taken the form of a Working Group on Human Resources and Training (WGHRT), functioning under the auspices of the umbrella Co-ordinating Committee of Officials on Nunavut (CCON). The WGHRT is made up of representatives of the federal and territorial governments, NTI, the Nunavut Implementation Training Committee (a special purpose body set up under the **Nunavut Agreement** to equip Inuit with skills associated with the implementation of that agreement), and the NIC.

The structuring of a reliable process for multi-party co-operation has been accompanied by clarification on the part of the federal Cabinet of additional moneys that will be available for training and education initiatives linked to Nunavut in

the period 1996-2000. This figure, broken into various sub-categories (preparation of Inuit for management positions, stay-in-school initiatives, specific academic upgrading, etc.), amounts to \$ 39.8 million.

Having in-depth familiarity with the characteristics of existing training and education programs, and a clear understanding of the scale and conditions associated with new moneys flowing from the federal Cabinet decision of April, 1996, the WGHRT has been able, within tight time constraints, to produce a comprehensive training and education strategy associated with the successful start-up and subsequent operation of the Nunavut Government. This strategy, entitled **Nunavut: Unified Human Resource Development Strategy**, was presented to the three parties and the NIC through the CCON in July, 1996 (a slightly revised version of strategy was completed in September, 1996). The strategy is attached to this report as Appendix I.

The context and import of the strategy are summarized in its executive summary:

"The new territory of Nunavut will become a reality in 1999. Part of the vision for Nunavut includes a work force that is representative of the population of Nunavut. In broad terms, this means that the work force must include Inuit at percentages that equal their representation in the population. This is the goal of the partners sponsoring this strategy. The immediate target is a minimum of 50%, including 50% Inuit employment in management occupations in the Government of Nunavut by the year 1999.

... The partner organizations have developed a strategy to augment the existing programs with new initiatives geared specifically towards filling gaps not addressed by the existing human resource planning and training programs. These new initiatives are presented in this document and are scheduled and costed over the next four years. Many of the new initiatives are designed to have longer term results which will see Inuit stay in school, develop language skills, adopt successful approaches to learning, define career goals and develop positive relations. Other initiatives are specifically targeted to preparing individuals to access jobs in Nunavut. The initiatives are comprehensive and wide-ranging and will require the co-operation and collaboration of all of the partner organizations.

This document also defines the relationship of the partner organizations and the process of implementation, monitoring and evaluation on an annual cycle.

The Government of Canada has allocated funding which will expand upon existing programming and provide the necessary human resource planning and development initiatives which are required to prepare for the creation of Nunavut.

The vision of creating the Nunavut Territory, with a representative Inuit work force is within reach. The goals are established, the funding is secured, the people and the partner organizations are committed and the plan is in place. The implementation has already begun and the next four years will see all of the initiatives, presented in this document, developed and delivered. Inuit will be prepared to assume the majority of the jobs associated with operating the Government of Nunavut and they will also be ready to access many private sector jobs."

(pages 1-3)

With the timely development of the comprehensive **Unified Human Resources Development Strategy**, the NIC takes the view that the top priority now at hand lies in the implementation of the strategy. Early implementation does not, of course, preclude adjustments in the strategy as circumstances suggest; the well-established working relations that have already been developed in the WGHRT should be maintained in order to pursue smooth application of the strategy and to examine any need for its revision from time to time.

Recommendation #6-3

The NIC recommends that the three parties to the **Nunavut Political Accord** endorse the strategy entitled **Nunavut: Unified Human Resource Development Strategy** (Appendix I), as developed by the multi-party Working Group on Human Resources and Training (WGHRT), subject to any periodic changes that circumstances may require, and deploy their financial and other resources accordingly.

Recommendation #6-4

The NIC recommends that the multi-party Working Group on Human Resources and Training (WGHRT), under the auspices of the Co-ordinating Committee of Officials on Nunavut (CCON), remain active for the purposes of pursuing the application of a common human resource development strategy and in examining the need for any periodic adjustments to it.

6.3 Existing GNWT Employees

In "Footprints", the NIC made the following observations with respect to the importance of looking to existing employees of the GNWT to fill a large proportion of the personnel needs of the Nunavut Government:

" ... there is every incentive to make use of the work experience that is already assembled at the regional and community levels in staffing the Nunavut Government. The opening up of new headquarters positions should allow a significant number of existing regional and community public sector employees to "move up the ladder," applying expertise garnered at the regional and community levels to policy issues common to all of Nunavut. The approach of drawing on the existing pool of public sector workers could be taken too far; the creation of Nunavut should not be seen as the occasion for current employees, however well performing, to secure effortless promotions. With due regard to the merit principle, however, it will still be possible to give the senior ranks of the Nunavut Government headquarters "a familiar face" to the people of Nunavut.

... it will be highly desirable to retain within Nunavut those employees who are experienced in their work and comfortable with their circumstances, but may be tempted to leave. This is most obviously relevant with respect to those individuals who have moved to Nunavut from other parts of Canada and who might return there. But this point will also have increasing relevance with respect to those young, educated residents of Nunavut who, notwithstanding strong family and cultural roots in Nunavut, have job skills and personal attributes that provide considerable mobility.

A corollary to the desirability of retaining existing public sector employees in Nunavut with demonstrated competence is the desirability of motivating existing public sector workers in the Nunavut area to contribute enthusiastically and imaginatively to the building up of the Nunavut Government in the period leading to April, 1999. The successful start-up of the Nunavut Government will turn as much, if not more, on the willingness of regional and community level workers now in place to help bring about change smoothly as it will on the organizational charts and logistical calculations that form the "Big Picture."

How can the prospect of Nunavut become a source of excitement and optimism for the individuals who are now the day-in, day-out providers of essential public services in Nunavut? How can fears of displacement be addressed?

In an attempt to deal with some of these questions, the NIC made three specific recommendations (Recommendations #6-1, 6-2 and 6-3). In them, the NIC recommended that:

" ... previous work experience in Nunavut be given significant weighting in the recruitment of individuals to all new public sector positions associated with the Nunavut Government";

" ... a minimum of 50% of the initially recruited senior managers within the Nunavut Government have previous work experience in Nunavut"; and,

" ... the Government of Canada, the GNWT and NTI indicate, as soon as possible, support for the general proposition that every individual employed in a public sector position dealing with the Nunavut area prior to the coming into existence of the Nunavut Government, who has a satisfactory performance evaluation, be offered an opportunity to retain that position or to secure a comparable one in the Nunavut public sector."

(page 44)

These recommendations in the NIC's earlier report have to be understood in the context of other recommendations made in that report, such as the identification of individuals in "Nunavut-oriented" positions within a re-organized GNWT and the securing of a minimum of 50% Inuit employees at start-up. These various recommendations, while overlapping, complemented rather than conflicted with each other.

Response to the NIC's reasoning and recommendations differed notably between NTI and the GNWT.

In its report entitled **Response to the Recommendations of the Nunavut Implementation Commission on the Establishment of the Nunavut Government**, NTI noted that "having a stable experienced work force in place at the regional and community level will facilitate a successful and smooth transition to Nunavut." According to the NTI report, this factor should not be carried so far as to offer open-ended job security:

"NTI does not, however, support the wholesale transfer of existing employees to the Nunavut Government, without some ability of the Nunavut Government to review their skills and abilities in relation to the requirements of the new administration. One way of accommodating this is for the Interim Commissioner to accept the transfer of employees *subject to the right of the Nunavut Government to hold job competitions for each of these positions within a period of time, e.g. by 2002.* [ed. note - emphasis added]

In order to calm fears of displacement and to create an atmosphere in which experienced individuals committed to working for the Nunavut Government are encouraged to remain in Nunavut, the parties should commit to the conclusion of a joint agreement on this issue as soon as possible. Such an agreement could then be included in written instructions to the Interim Commissioner from the Minister of Indian Affairs and Northern Development."

(pages 22-23)

In its **Working Toward 1999** report, the GNWT emphasized some different concerns. The GNWT pointed to strong practical and moral reasons to pay careful attention to the reasonable expectations and needs of existing GNWT employees; the GNWT also noted the past practice of guaranteeing continuity of employment, and terms and conditions of employment, in the devolution of responsibility over certain jurisdictions and programs from the federal government to the territorial government level:

" ... Uncertainty as to future job security could lead to the loss of capable staff. This would be deleterious to both future territorial governments and might lead to expensive recruitment costs being incurred for replacements. It is important to note that the 1992 boundary plebiscite assured voters that division would occur in such a way as to "respect the employment status and job preferences of GNWT employees." This understanding underlay the ratification of the division boundary, a critical step in the process toward the creation of two territories.

The personnel transfers that will take place in 1999 from the GNWT to the Nunavut government may logically be governed by the same principles as those applying to federal-territorial devolution agreements. In particular, the federal government's Guidelines for Federal Program Transfers to the Territorial Government state in part:

"The federal government shall, as a first priority in every instance, seek guarantees from territorial governments that all public servants ... affected by transfer actions will be offered positions with similar levels of compensation by the territorial governments ..."

In federal-territorial devolution agreements, all staff are transferred with the program. The same principle must be applied to the staffing of the Nunavut and western NWT governments."

(page 22)

Consistent with the orientation of the preceding excerpt from its report, the GNWT stated the following positions:

- “ • That all regional staff in Nunavut be transferred to the Nunavut government on April 1, 1999.
- That arrangements be made for the equitable allocation of the GNWT headquarters staff between the two post-division territorial governments.
- That staffing transfer arrangements ensure the “grandfathering” of existing benefits, leave credits, etc. of individuals from the present GNWT to the Nunavut government and the western NWT government.
- That the federal government ensure that sufficient incremental funding is made available to cover the cost of staffing actions associated with division, including relocation expenses, severance costs, hiring expenses and copying and duplication of systems and records.”

(page 23)

In addition to the different policy outlooks and priorities expressed by NTI and the GNWT in the period following “Footprints”, a number of other developments must be kept in mind.

Noteworthy in this regard have been the personnel implications of the GNWT's strenuous efforts to overcome reliance on deficit financing and to balance its books for the 1997-98 financial year. This determination has prompted the inauguration – and continued pursuit – of far-reaching changes to the organizational structure and staffing of the GNWT. While much of this impact has been experienced in Yellowknife, the effects are also being felt in Nunavut. Fewer departments employing fewer people, with adjustments of a wrenching nature being made according to tight time-frames – these things are now shaping public perceptions as to the how much or how little job security GNWT employees can expect in the immediate future, leaving aside the impact of division. According to some press reports, a high level of uncertainty as to where governmental re-organizations and job cuts are leading is resulting in a serious and deepening problem of staff morale.

The rapid government design and personnel changes now occurring within the GNWT can be seen in a number of ways. One way would be to conclude that the disappearance of a high degree of job security within the pre-division GNWT means that expectations as to job security in the post-division period become largely moot; accordingly, the question of whether three years of post-division job security is adequately fair, as posited by NTI, becomes second-order at best and irrelevant at worst. Another way of looking at the changes draws quite a different set of

conclusions. According to this view, the problems of morale created by current changes will make it that much more important that division is seen in a positive way – that is, as the occasion for things getting better, not worse. Both views would emphasize that the occurrence of significant organizational remodeling within the existing GNWT must, at least in the case of Nunavut, be brought to something approaching conclusion within a reasonable period of time; it is only through achieving something approximating organizational stability at the regional and community levels of government in Nunavut for most of the period prior to April 1, 1999, that sensible and workable plans for creating the headquarters capacity of the Nunavut Government can be finalized and implemented. In short, the Nunavut Government's headquarters cannot easily be placed on top of a regional and community base of operations that is in a constant state of flux.

Finally, it should be noted that there is a shared obligation among all those organizations who have a role to play in the creation of Nunavut to ensure that, as far as humanly possible, current employees within the territorial government public sector are treated with every consideration and courtesy. The day when a government job meant a job for life are probably gone for good in Canada for all sorts of reasons – demographics, technological innovation, public attitudes – but this reality only serves to amplify the importance of dealing with government workers in a way that affords a maximum amount of open, honest and timely communication.

The NIC makes a number of recommendations based on the above considerations.

Recommendation #6-5

The NIC restates the substance of the recommendations in "Footprints" (#6-1, 6-2 and 6-3) that:

1. previous work experience in Nunavut be given significant weighting in the recruitment of individuals to all new public sector positions associated with the Nunavut Government;
2. a minimum of 50% of the initially recruited senior managers within the Nunavut Government have previous work experience in Nunavut; and,
3. the Government of Canada, the GNWT and NTI indicate, as soon as possible, support for the general proposition that every individual employed in a public sector position dealing with the Nunavut area prior to the coming into existence of the Nunavut Government, who has a satisfactory performance evaluation, be offered an opportunity to retain that position or to secure a comparable one in the Nunavut public sector.

Recommendation #6-6

The NIC recommends that reference to “satisfactory performance evaluation” in Recommendation #6-5 be construed not as support for the initiation of a comprehensive re-evaluation of current public sector employees in light of division, but rather that assurances of job security should not be invoked to sustain the employment of employees whose performances are inadequate independently of considerations of division.

Recommendation #6-7

Noting trends in public sector work force management in jurisdictions throughout Canada, including the NWT, the NIC recommends that no employment obligations be entered into on behalf of the Nunavut Government prior to April 1, 1999 – either within or outside collective agreements – that would prevent the Nunavut Government from changing the size and make-up of its work force on reasonable notice and subject to the payment of reasonable compensation.

Recommendation #6-8

The NIC recommends that employment obligations entered into on behalf of the Nunavut Government prior to April 1, 1999, not provide for a mandatory process of re-evaluation and re-staffing of all positions at a fixed point in the future.

Recommendation #6-9

The NIC restates the substance of its recommendations in “**Footprints**” (#5-12, 5-13) that, as part of its reorganization towards division, the GNWT:

1. calculate the degree to which headquarters positions within the GNWT can be dedicated, entirely or preponderantly, to activities within the Nunavut area (e.g. wildlife management in Nunavut, human resources development in Nunavut) and, consistent with those calculations, identify a set of “Nunavut-oriented” positions; and,
2. take steps to fill “Nunavut-oriented” positions with individuals interested in securing employment in the Nunavut Government and qualified and suitable to do so.

Recommendation #6-10

The NIC recommends that the Minister of DIAND, in consultation with the GNWT and NTI, supply the Interim Commissioner with written directions directing the Interim Commissioner to make every reasonable effort to enter into, on terms and conditions that the Interim Commissioner deems appropriate, a comprehensive personnel agreement with the GNWT that would:

1. result in all GNWT staff at the regional and community levels in Nunavut being offered appointment to comparable positions within the Nunavut Government;
2. result in GNWT headquarters staff occupying "Nunavut-oriented" positions being offered appointment to comparable positions within the Nunavut Government; and,
3. create appropriate mechanisms for the "grandfathering" through to the Nunavut Government of employee benefits, leave credits, and the like, owed by the GNWT to its existing staff.

Recommendation #6-11

The NIC recommends that the Government of Canada provide early assurance to the GNWT and NTI that:

1. financial support for the operating costs of the Nunavut Government will be sufficient to permit the Nunavut Government to honour any commitments made in its name with respect to the existing GNWT employees; and,
2. the reasonable costs of staffing actions associated with division, including relocation expenses, severance costs, hiring expenses and copying and duplication of systems and records, are acknowledged to be incremental costs of division that will be borne by the Government of Canada.

Recommendation #6-12

The NIC recommends that the GNWT make every effort to complete its current reorganization work, as prompted by its deficit cutting objectives and in preparation for division, as soon as possible and, in any event, by March 1, 1997. The NIC further recommends that once current reorganizational work has been completed – at least in design terms, if not all aspects of implementation – that every effort be made to avoid significant changes to the resulting organizational structure of Nunavut-based and "Nunavut-oriented" GNWT staff until April 1, 1999. The NIC further recommends that the resulting organizational structure be relied upon in all subsequent planning and preparatory work for Nunavut, including infrastructure and human resources activities and in the calculation of appropriate levels of funding support to cover the operating costs of the Nunavut Government.

Recommendation #6-13

The NIC recommends that the parties to the **Nunavut Political Accord** and the Interim Commissioner of Nunavut make every effort to communicate, in a timely and complete way, an agreed upon approach to staffing issues associated with the creation of the Nunavut Government, particularly the employment future in Nunavut of existing GNWT staff. Such an effort should feature direct, candid, and on-going discussions with relevant employees' associations. It should also feature the supply of relevant information both to individual staff members and, through use of the media, the public at large.

6.4 Terms and Conditions of Employment and Labour Relations in the Nunavut Government Work Force

As noted in the previous section, the GNWT has stated its position that existing GNWT employees who become employees of the Nunavut Government should retain the substance of existing employee benefits, leave credits, and the like, that have been built up during their employ with the GNWT. The NIC shares this perspective. The fact of division should not, in and of itself, be seen as a "roll back" in the terms and conditions of employment of individuals who perform one set of tasks on behalf of the public on March 31, 1999, and the same set of tasks the day after. The GNWT's and the NIC's views in this regard are consistent with paragraph 72(1)(b) of the *Nunavut Act*, which permits the Interim Commissioner of Nunavut to recruit employees to the Nunavut Government and to prescribe conditions of

their employment consistent with "the conditions of employment established by the Government of the Northwest Territories for its employees."

The conditions of employment of territorial government workers are governed by the NWT *Public Service Act*. This Act governs those conditions in two ways. Some conditions of employment are set out directly in the Act, such as statutory holidays and limitations on political activity. The Act allows other conditions of employment to be determined by collective agreements entered into by the GNWT and employees' associations. Employees' associations are defined by the *Public Service Act* as those associations incorporated by an Act of the NWT Legislature empowering them to bargain collectively; in this respect, the NWT Legislature acts as a union certification body for territorial government labour relations, unlike the situation in other parts of the country where separate tribunals have been instituted for this purpose. At the current time, there are two employees' associations that have been mandated through the NWT Legislature to represent the majority of territorial public service employees: the Union of Northern Workers and the Northwest Territories Teachers Association. Although the *Public Service Act* empowers, rather than compels, the GNWT to enter into collective agreements with these employees' association, the GNWT has, in practice, made use of collective bargaining to negotiate a wide range of employment conditions, including such things as pay levels and job security. As is the case with other governments, conditions of employment of the most senior GNWT managers have been set outside the collective bargaining process.

Section 29 of the *Nunavut Act* "grandfathers" NWT laws into Nunavut until such time as they are modified by the Nunavut Legislature; hence, the *Union of Northern Workers Act* and the *Northwest Territories Teachers Association Act* will be part of the law of Nunavut on April 1, 1999 (as will any Act enacted by the NWT Legislature prior to April 1, 1999, creating additional employees' associations – given recent efforts on the part of some government workers to create Nunavut-defined employees' associations in advance of division, this possibility remains open). Questions can immediately be posed, of course, as to what projection of these statutes into Nunavut entails: the joint jurisdictional vesting of powers in unchanged associations, or the creation of similarly empowered associations in each post-division territory. Putting aside such questions (Chapter 11 deals with such matters), the "grandfathering" of the two association statutes will not bind the Nunavut Government to the terms and conditions of any collective agreements entered into by the GNWT with these two associations prior to April 1, 1999, regardless of whether or not these agreements dealt with workers resident in Nunavut communities.

A number of fundamental policy questions will face the Interim Commissioner of Nunavut in relation to the employment of individuals by the Nunavut Government in jobs that are currently governed by the provisions of collective agreements.

A first question is whether the Interim Commissioner should enter into collective agreements with employees' associations to govern conditions of employment of those public service jobs in Nunavut now subject to collective agreements entered into by the GNWT.

In Canada, we are witnessing a declining percentage of the labour force represented by unions, a lot of full-time employment giving way to part-time and contract specific work, and a growing skepticism about the value of such things as rigid job descriptions and classifications. In this environment, it could be argued that there is no compelling reason why the Nunavut Government work force should be dealt with according to established patterns of management/union interest definition and negotiating roles. Some might contend that the interests of Nunavut would be better served by avoiding the institutionalized role of public sector unions.

Whatever the appeal of such a contention, a conscious decision by the Interim Commissioner not to settle terms and conditions of government employment contracts on the basis of collective bargaining would be perceived – and fairly so – as "union busting." The status quo at the moment in Nunavut underscores the central position of the employees' associations for the purpose of representing government workers; the onus of justifying a major shift from that situation would be squarely on the shoulders of anyone advocating a new public sector labour regime. Justifying such a shift would need to be rooted in two things: evidence of tangible advantages to the Nunavut Government in the form of such things as lower costs, higher productivity, and improved labour relations; and, an acceptable level of public support and approval. The NIC is not aware that these things pertain at the moment or for the foreseeable future. The NIC takes the view that the Interim Commissioner of Nunavut should, at least on a short-term basis, commit the Nunavut Government to continuation of public sector collective bargaining. Any longer term decisions should be left to the electors of Nunavut and their representatives in the post-division period.

A second question involves the detailed contents of collective agreements entered into between the Interim Commissioner and employees' associations. From the perspective of the NIC, there is little incentive to try to counsel, in advance, what kinds of conditions of employment should be set out in such collective agreements. One consideration is that the *Nunavut Act* already supplies some reasonable parameters of the Interim Commissioner's discretion in this area: the conditions must be consistent with those established by the GNWT. Even more importantly, the collective bargaining process must be allowed to work itself through, with representatives of employer and employees having an opportunity to define, compare and bargain over relative priorities; imposing a strait-jacket from on high, for example, in the form of a detailed set of directions from the Minister of DIAND to the Interim Commissioner, would largely defeat this process.

A final question relates to the large mass of personnel policies and procedures, largely outside the scope of collective agreements, that are vital to running an organization with thousands of employees. These cover a wide range of things, from sexual harassment, to smoking in the work place, to travel claim allowances, to the maintenance of information and payroll systems. The GNWT has accumulated a wealth of relevant administrative experience and insights in relation to such matters, including detailed materials such as the following:

- a human resources manual;
- a staffing appeals manual;
- employee handbooks;
- a superannuation handbook;
- insurance coverage handbook; and,
- a dental benefits handbook.

The run-up to 1999 will be a period of intense administrative activity. These administrative challenges will be difficult enough without re-inventing policies and supporting materials that have been proven to be workable in the GNWT context. Adoption of such policies and materials on behalf of Nunavut in a transitional period could also create some advantages in the form of intergovernmental co-operation in the delivery of some personnel related programs and services. Accordingly, the NIC favours reliance on already developed GNWT policies and procedures with respect to personnel administration in the gearing up of the Nunavut Government. Adoption of such GNWT policies and procedures should be subject to a review by the Office of the Interim Commissioner to determine the need for any adjustments in the post-1999 Nunavut context.

Recommendation #6-14

The NIC recommends that, on behalf of the Nunavut Government, the Interim Commissioner seek to enter into collective agreements with those employees' associations who represent public sector workers in the Nunavut area to govern the terms and conditions of employment in the Nunavut Government (Chapter 11 identifies potential problems in continuity resulting from the impact of division on statutorily created corporate bodies having membership across the NWT). This recommendation is not based on any opinion on the desirability or undesirability of such workers seeking or securing changes in how they are currently represented for collective bargaining purposes.

Recommendation #6-15

The NIC recommends that any collective bargaining agreement signed by the Interim Commissioner of Nunavut on behalf of the Nunavut Government expire no later than April 1, 2001.

Recommendation #6-16

The NIC recommends that the Interim Commissioner apply – subject to any adjustments appropriate to the post-1999 Nunavut context – already developed GNWT policies and procedures with respect to personnel administration in the gearing up and initial operations of the Nunavut Government, including such things as:

- a human resources manual;
- a staffing appeals manual;
- employee handbooks;
- a superannuation handbook;
- insurance coverage handbook; and,
- a dental benefits handbook.

6.5 Process for Making Staffing Decisions

There are three aspects of the process for making staffing decisions in relation to the Nunavut Government – particularly the recruitment of personnel to fill new headquarters positions – that require special attention.

A first aspect to be considered is: who will make the hiring decisions? While the *Nunavut Act* makes it clear that the Interim Commissioner has responsibility for the recruitment of employees to the Nunavut Government, this discretion can be modified by the supply of written directions to the Interim Commissioner in relation to recruitment matters. Such directions could be very general in nature or, in theory, extend to detailed guidance governing the filling of individual positions. Another way in which the role of the Interim Commissioner could be modified

would be through the establishment of a consultative role for the three parties to the **Nunavut Political Accord** in the institutionalized making of staffing decisions.

From the NIC's perspective, the Interim Commissioner should be left considerable latitude in getting on with the critical, but time consuming and somewhat sensitive work of recruiting new employees for the Nunavut Government. Personnel decisions should be made, and be seen to be made, on the basis of objective criteria; the process for making such decisions should not be politically charged. This is particularly true with respect to the filling of specific jobs through the evaluation of specific candidates. Insofar, as the three parties to the **Nunavut Political Accord** play a part in assisting the Office of the Interim Commissioner, such assistance should be confined to the development of general policy directions to be supplied to the Interim Commissioner through the Minister of DIAND – for example, in relation to broad issues such as the use of collective bargaining – and in informal multi-organizational consultations as to the successful carrying out of necessary staffing activities.

A second important aspect of the process for making staffing decisions is the relationship between the hiring of key personnel to work within the Office of the Interim Commissioner and the hiring of senior staff for the Nunavut Government. In both cases, recruitment will be the responsibility of the Interim Commissioner.

The NIC takes the view that the senior staff positions within the Office of the Interim Commissioner should be filled in the expectation that the incumbents of those positions will take on senior appointments with equivalent duties in the Nunavut Government. This approach is the one that will best serve the interests of administrative continuity and predictability. Given the central importance of good inter-personal relations – team work – among senior officials in any governmental organization, it is logical that a senior official in the Office of the Interim Commissioner with responsibilities for a certain policy area – say health and social policy – will have key influence on the recruitment of individuals to senior health and social policy positions in the Nunavut Government.

In taking this view, the NIC makes note of a couple of items. Employment status within the Office of the Interim Commissioner and within the Nunavut Government must be kept distinct; in practical terms, this may entail offering the same individual two separate contracts: a contract for employment with stipulated duties inside the Office of the Interim Commissioner prior to April 1, 1999; and a contract for employment with related duties inside the Nunavut Government afterwards. A further matter to consider is the necessity for the post-division Nunavut Government to have the same kind of flexibility in the deployment of its most senior officials as is common in other jurisdictions in Canada, where the most senior positions (e.g. deputy ministers) are held "at pleasure." Accordingly, while the Interim Commissioner would have authority under the *Nunavut Act* (subsection 72(2)) to make appointments to senior offices of open-ended duration, it would be appropriate to make such appointments time-limited. Such appointments

could, of course, always be renewed. Making such appointments entirely "at pleasure" might be disadvantageous in the context of attracting good candidates to work for an unproved government.

A third aspect of staffing the Nunavut Government to be kept in mind is efforts on the part of the GNWT, as part of its internal reorganization preparatory to division, to identify "Nunavut-oriented" positions at the senior levels. The GNWT might – well in advance of division – have senior officials in headquarters positions in Yellowknife or elsewhere made responsible for the administration of a certain class of government programs or services within the Nunavut area (for example, an assistant deputy minister responsible for wildlife management in Nunavut or human resources development in Nunavut). The GNWT and Office of the Interim Commissioner should collaborate closely to ensure, as far as practicable, that reorganizational efforts inside the GNWT are in harmony with recruitment processes and timelines followed by the Interim Commissioner's office.

Recommendation #6-17

The NIC recommends that the Interim Commissioner be given wide latitude in carrying out, on a timely and objective basis, the recruitment of new personnel for the Nunavut Government. The three parties to the **Nunavut Agreement** should confine themselves to the development of any written directions of a broad policy nature that may be usefully supplied to the Interim Commissioner – for example, policy directions relating to the role and broad contents of collective agreements but not individual staffing decisions – and participation in informal multi-organizational consultation.

Recommendation #6-18

The NIC recommends that the Interim Commissioner approach the recruitment of senior staff to the Office of the Interim Commissioner with a view to these individuals also being offered senior staff appointments within the Nunavut Government. The most senior appointments within the Nunavut Government (e.g. Deputy Ministers) should not guarantee employment for terms beyond March 31, 2001.

Chapter 7. Infrastructure

7.1 Background

One of the tasks in the mandate of the Nunavut Implementation Commission is to provide advice on "the new public works necessitated by the establishment of Nunavut and the scheduling of the construction of the works." In the NIC's first report, **Footprints in New Snow**, a decentralized organizational design model was developed and recommended for the Nunavut Government.

The model included the location of the major headquarters responsibilities in the capital and extensive headquarters and regional responsibilities distributed between 10 other large (i.e. with populations greater than 1,000) communities.

As a first step in fulfilling its mandate with respect to infrastructure, "**Footprints**" contained a preliminary identification of the requirements and associated costs of the infrastructure needed in support of the recommended organizational design model. The costing for this initial exercise was based on broad unit costs for each category of projects, and not on the specific projects identified for each community.

In April, 1995, the NIC initiated a detailed and comprehensive study of the infrastructure needed to establish the Nunavut Government. The NIC determined that the following specific infrastructure requirements and costs needed to be identified:

- the new infrastructure required for the establishment of Nunavut;
 - the capital cost of the infrastructure and the annual expenses required to operate and maintain this infrastructure;
 - the existing infrastructure which, to meet the impact of the establishment of the Nunavut Government, needs to be replaced or expanded earlier than would have been the case had the Nunavut Government not been established;
 - the incremental cost associated with the early expansion or replacement of existing infrastructure, and the annual operation and maintenance costs associated with that expansion or replacement; and,
-

- the annual cost of the leasing, operation and maintenance of new staff housing and office space required to establish the Nunavut Government.

The NIC requested technical support in undertaking this study from an existing Joint Technical Infrastructure Working Group co-chaired by staff of Public Works and Government Services Canada and the Government of the Northwest Territories' Department of Public Works and Government Services. In developing this chapter, the NIC has relied heavily on analysis provided by the GNWT.

In September, 1995, the NIC provided the three parties which it is mandated to advise with detailed analysis and infrastructure recommendations in a report, entitled **Infrastructure Requirements of the Nunavut Government**.

The report concluded that the incremental costs – from 1996-97 to 2015-16 for the required infrastructure based on the NIC's decentralized organizational design model – were approximately \$ 326 million.

7.2 April, 1996, Federal Cabinet Decisions re: Nunavut

In April, 1996, the Minister of DIAND announced a number of decisions that the federal Cabinet had made with regard to the creation of Nunavut, including the allocation of transitional funding for infrastructure required by both the Nunavut Government and departments of the Government of Canada. This infrastructure included:

- leased Legislative Assembly space;
- leased office space;
- leased staff housing; and,
- community infrastructure.

The infrastructure funding allocated by the federal Cabinet included:

- \$ 17,991,000 for lease costs and O&M costs related to the leased Legislative Assembly, office space and staff housing;
 - \$ 2,000,000 in O&M funding for system development;
 - \$ 7,775,000 in minor capital funding for office workstations;
 - \$ 30,745,000 in capital funding for community infrastructure; and,
-

- \$ 6,022,000 in capital funding for land purchase and development for the leased staff housing and office space.

The federal Cabinet also allocated \$ 13,260,000 in capital expenditures and \$ 18,214,700 in O&M expenditures for the transitional expenses of federal government departments.

All of the above funding was allocated for the four-year period 1996-97 to 1999-2000.

In addition, the federal Cabinet:

- mandated Public Works and Government Services Canada with responsibility for the planning, design and construction of the Nunavut Government infrastructure required by 1999; and,
- authorized DIAND to negotiate lease arrangements with NTI and its affiliated 'birthright corporations' for provision of the office space and staff housing required by the Nunavut Government in the capital, Iqaluit, and the 10 other communities where the Nunavut Government's decentralized headquarters and regional staff will be located.

7.3 Revision of the Organizational Design Model for the Nunavut Government

Following the April, 1996, announcement of federal Cabinet decisions, the NIC undertook to revise the organizational design model for the Nunavut Government to take into account the following factors:

- federal Cabinet decisions related both to the recommended structure and to allocated financial resources, both incremental and on-going;
 - responses to the organizational design model for the Nunavut Government (as recommended by the NIC in "Footprints") by the GNWT, NTI and the federal government;
 - changes to the GNWT organizational structure and staff positions over the previous and the current financial years, 1995-96 and 1996-97, intended to result in a balanced budget by 1999;
 - the projected impacts on Nunavut of strategy and priorities of the GNWT and the 13th Legislative Assembly which are planned to be implemented during the financial years 1996-97, 1997-98 and 1998-99;
-

- the organization and staffing of public boards and agencies established through the **Nunavut Agreement**; and,
- the desirability of sharing some facilities, programs and services between the Government of Nunavut and the government of the residual NWT, to the mutual benefit of both governments.

This review and revision of the model took place within the framework of the organizational design model which the NIC had proposed and which the federal government, the GNWT and NTI had supported.

Revision of the model had an impact on the amount of additional employment which will be located in the capital, Iqaluit, and the 10 other communities which will be the site of decentralized headquarters and regional offices. Revision of the organizational design model, therefore, required revisions to the infrastructure requirements and associated funding to reflect both the new net increase in government employment and the resulting projected population growth in these communities.

7.4 Telecommunications Requirements

The organizational design model for the Nunavut Government is a decentralized one, with headquarters and regional office responsibilities being carried out in the capital, Iqaluit, and 10 other communities which will be the site of decentralized headquarters and regional offices. Headquarters and regional staff will need to be able to communicate effectively with Nunavut Government staff located in each of the territory's 26 communities.

A modern digital telecommunications system will therefore be essential to the efficient and cost-effective operation of a decentralized Nunavut Government.

Over the past year, the NIC has explored various options for telecommunications systems in Nunavut and had prepared several supplementary reports on this subject. Chapter 5 of this report presents a detailed outline of the options for telecommunications development and the NIC's recommended approaches.

These approaches have important infrastructure implications. As outlined in Chapter 5, telecommunications needs could be addressed through ownership of the facilities and equipment by the Nunavut Government, through lease or service purchase arrangements with private sector companies which specialize in telecommunications, or through a combination of Nunavut Government and private sector initiatives.

Regardless of the final decision on how the Nunavut Government's telecommunications requirements will be met, appropriate capital and O&M funding will need to be provided. These costs have not yet been fully identified and, as a result, are not specifically addressed in the funding approved to date by the federal Cabinet.

7.5 Infrastructure Planned by the GNWT

As outlined in Chapter 3, there have been major organizational changes within the GNWT since the NIC issued its first report in March, 1995. These changes have occurred as part of the GNWT's response to significant reductions in the funding provided by the federal government. This has resulted in the GNWT attempting to reduce its expenditures – both capital and O&M – in order to operate within its reduced budget.

The reduction in capital spending has had a significant impact on the GNWT's 5-Year Capital Plan and 20-Year Capital Needs Assessment. These changes are important, as the NIC understands that the infrastructure component of the federal Cabinet reference which was the basis of the federal Cabinet's April, 1996, decisions regarding Nunavut was referenced to the 5-Year Capital Plan for the five years prior to the creation of Nunavut. Several projects originally planned to occur prior to 1999 have since been delayed, and possibly abandoned altogether.

7.6 Staff Housing Requirements

The federal Cabinet's April, 1996, decisions included funding for Nunavut Government staff housing for the 50% of employees who were assumed to be hired from outside Nunavut. It was assumed that employees hired locally and hired from other Nunavut communities were already housed and, therefore, new staff housing would only be required for new staff recruited from outside Nunavut.

Unfortunately the NWT – and especially the regions which will make up Nunavut – has a severe shortage of housing, for several reasons:

- the inventory of existing social housing is far smaller than the number of households in need of subsidized accommodation. Nunavut currently has a backlog of over 1,500 single and family social housing units;

- the demographics of Nunavut result in a much higher growth rate in the number of young households in need of subsidized accommodation than is the case in the rest of Canada;
- many families live in overcrowded conditions because of this backlog, as more than one family unit often occupies an available house or apartment;
- the federal government no longer provides financial support for the construction of new social housing in Nunavut (or anywhere else in the Canada, other than Indian reserves); and,
- many GNWT staff in Nunavut are in social housing because there is no other housing available in their communities. The provision of staff housing to employees – both those hired locally and those hired from outside the community – would free up badly needed social housing for people who are unemployed and in need of subsidized accommodation.

7.7 Incremental Infrastructure Requirements

The April, 1996, federal Cabinet decisions allocated funding intended to allow the Nunavut Government to come into existence on schedule, on April 1, 1999. These decisions did not deal explicitly with all of the recommendations made by the NIC in its September, 1995, supplementary report **Infrastructure Requirements of the Nunavut Government**, particularly those dealing with such program facilities as schools, health centres, cultural facilities, arenas and gymnasiums, facilities for elderly and handicapped persons, residential care facilities, alcohol and drug treatment facilities, correctional facilities, court facilities, and air and marine transportation facilities. Nor did these decisions explicitly address special purpose facilities associated with territorial governments, for example, a Legislative Assembly building, a territorial museum, a territorial library, etc.

7.8 Action Required

As described above, the Nunavut Government will require incremental infrastructure necessary to function effectively and provide the same level of services as are currently provided by the GNWT. The NIC believes that the infrastructure requirements of the Nunavut Government should be reviewed with two things in mind:

- The infrastructure requirements and funding identified in the April, 1996, federal Cabinet decisions need to be reviewed to reflect revisions to the organizational design model and the net change in Nunavut Government employment in the capital, Iqaluit, the 10 other communities where the Nunavut Government's decentralized headquarters and regional staff will be located, and any of Nunavut's 15 smaller communities. This work can be undertaken as soon as the parties to whom the NIC makes recommendations respond to this report and achieve consensus on the organizational design structure of the Nunavut Government.
- It is necessary to look closely at those Nunavut Government incremental infrastructure needs which were not explicitly addressed by the April, 1996, federal Cabinet decisions.

Review of infrastructure requirements should be carried out in a time-frame that allows results to be incorporated into the second federal Cabinet reference on Nunavut (anticipated to occur in 1998) and, to the extent possible, all Government of Canada/GNWT discussions and negotiations that take place with respect to on-going territorial-level activities and funding for the period prior to division.

This review of incremental infrastructure requirements should also take into consideration factors identified previously in this chapter through:

- an analysis of staff housing needs which acknowledges the reality of a serious shortage of social housing in Nunavut and the GNWT's current policy of selling off all of its existing staff housing;
- consensus on the digital telecommunications infrastructure required to allow the efficient and cost-effective operation of a decentralized Nunavut Government; and,
- revision of the GNWT's 5-Year Capital Plan and 20-Year Capital Needs Assessment.

7.9 Definition of Incremental Infrastructure and Planning Parameters

Prior to undertaking such a revised infrastructure needs assessment, it is essential that there be consensus on a clear definition of the Nunavut Government's incremental infrastructure requirements and the planning parameters that will be used in the study. The NIC believes that the following elements should be included in such a definition:

Concept

The establishment of the Nunavut Government on April 1, 1999 will result in a range of significant impacts on the territorial and community government infrastructure in the capital, Iqaluit, and the 10 other communities which will be the site of decentralized headquarters and regional offices. There may also be some lesser impacts on Nunavut's 15 smaller communities.

Principles

In the **Nunavut Political Accord** the Government of Canada, the GNWT and the Tungavik Federation of Nunavut agreed on three key principles with respect to the infrastructure requirements of the Nunavut Government:

- "8.4 In establishing the financial arrangements referred to in 8.1, and following consultation with the other parties hereto, Canada shall determine and fund reasonable incremental costs arising from the creation and operation of the Government of Nunavut.**
- 8.5 The financial arrangements referred to in 8.1 and 8.2 shall support the need for financial stability for the territories and provide both territorial governments the opportunity to continue to provide public services for residents, recognizing the existing scope and quality of such services.**
- 8.6 The GNWT will continue to provide an equitable allocation of its capital, maintenance, and operating expenditures in the Nunavut area and the western part of the Northwest Territories until the coming into force and affect of the provisions of the *Nunavut Act* creating the Nunavut Territory."**

Definition

Direct Incremental Costs

Capital and the associated O&M costs which are primarily or exclusively attributable to the infrastructure to be constructed or provided to directly support the operation of the functions of the Nunavut Government and the community governments in the capital, Iqaluit, the 10 other communities which will be the site of decentralized headquarters and regional offices, and Nunavut's 15 smaller communities.

Indirect Incremental Costs

Capital and the related operation and maintenance costs associated with incremental growth beyond current levels or above currently projected rates of growth which have the effect of reducing the available capacity of the existing public infrastructure (territorial or community) and requiring early expansion or early replacement of existing facilities.

Planning Assumptions

Household Size

- household size for households currently within Nunavut
- household size for households outside Nunavut

Recruitment Location

- percentage recruited from within the community
- percentage recruited from communities within Nunavut
- percentage recruited from outside of Nunavut

Job Multipliers

- private sector
- federal government

Spouse Factor

- average number of Nunavut Government employees per family

Staff Housing Mix

- percentage single family housing
 - percentage multifamily – row housing
 - percentage multifamily – apartment (low rise)
-

Planning Horizon

The GNWT's current 5-Year Capital Plan and 20-Year Capital Needs Assessment should be used to identify the incremental infrastructure requirements.

Capital Standards and Criteria

Identification of the incremental infrastructure and its associated costs should be based on the GNWT's current Capital Standards and Criteria.

Criteria for Calculating Incremental Capital Costs and the Associated O&M Costs.

The GNWT's historical costs for building, maintaining and operating infrastructure in Nunavut should be employed.

The commitment to recognize "the existing scope and quality of [territorial government] services" serves as a benchmark for assessing the level of program delivery and services provided to the residents of Nunavut. Failure to maintain "the existing scope and quality" would result in a lower level of program delivery and services than Nunavut residents currently enjoy, and would be inconsistent with the letter and the spirit of the **Nunavut Agreement** and the **Nunavut Political Accord** – and the obligations and commitments made by the Government of Canada and the GNWT therein – as well as the aspirations and expectations of the residents of Nunavut.

The Nunavut Government will undoubtedly establish its own priorities and approaches to the delivery of programs and services, and these will have implications for the infrastructure requirements of the new government. It is essential, however, that funding levels be appropriate to maintain the current level of capital standards and criteria both before and after April 1, 1999.

Recommendation #7-1

The NIC recommends that the Nunavut Government infrastructure requirements and funding identified in the April, 1996, federal Cabinet decisions should be thoroughly reviewed in light of the recommendations contained in this report. Such a review should be based upon a detailed needs assessment which takes into consideration the following:

- revisions to the organizational design model and the net change in Nunavut Government employment in the capital, Iqaluit, and the 10 other communities where the Nunavut Government's decentralized headquarters and regional staff will be located. There may also be lesser impacts on Nunavut's 15 smaller communities. This analysis can be undertaken as soon as the parties to whom the NIC makes recommendations review this report and achieve consensus on the organizational design structure of the Nunavut Government;
- review of those Nunavut Government incremental infrastructure needs which were not explicitly addressed by the April, 1996, federal Cabinet decisions;
- analysis of staff housing needs which acknowledges the reality of a serious shortage of social housing in Nunavut and the GNWT's current policy of selling off all of its existing staff housing;
- consensus on the digital telecommunications infrastructure required to allow the efficient and cost-effective operation of a decentralized Nunavut Government;
- revision of the GNWT's 5-Year Capital Plan and 20-Year Capital Needs Assessment; and,
- clear definition of the Nunavut Government's incremental infrastructure requirements and the planning parameters that will be used in the study.

The Nunavut Government's incremental infrastructure requirements should be addressed within a timeframe that would allow the results to be incorporated into the second federal Cabinet reference on Nunavut (anticipated to occur in 1998) and, to the extent possible, all Government of Canada/GNWT discussions and negotiations that take place with respect to on-going territorial-level activities and funding for the period prior to division. The NIC recommends that the most appropriate way to organize the infrastructure review should be determined by the the CCON.



Chapter 8. Scheduling the Setting Up of the Nunavut Government

8.1 Background

In *Footprints in New Snow*, the Nunavut Implementation Commission addressed phasing and scheduling for the establishment of the Nunavut Government. The NIC concluded that planning for the start-up administrative capacity of the Nunavut Government should proceed on the basis of the Nunavut Government being equipped with fully functional headquarters operations for virtually all its departments and agencies. The reasons for this conclusion were as follows:

- for both political and economic reasons, it is desirable for the Nunavut Government to achieve as much administrative self-sufficiency as soon as is practicable and possible;
- the scaled-down size of the Nunavut Government will facilitate a relatively short transition period;
- acceptable levels of Inuit and Nunavut hire in the Government can be achieved in this time-frame;
- the lack of certainty as to the constitutional future of the Mackenzie Valley makes it problematic to pre-suppose a willingness on the part of the Government of the Northwest Territories or its successor to enter into any set of extensive intergovernmental agreements with the Nunavut Government regarding the support of administrative services; and,
- there is no clear evidence to suggest a lengthy schedule over a long transfer period would realize significant cost efficiencies due to a loss of economy of scale and complex intergovernmental agreements.

In a supplementary report in September, 1995, entitled **Implementation Schedule and Decentralization Costs and Savings**, the NIC provided a more detailed analysis of a recommended implementation schedule. The report identified some key factors that would facilitate the transfer process:

- Initially, policies, procedures, programs and services of the existing GNWT that serve Nunavut will apply almost unchanged to the Nunavut Government. This would minimize start-up burdens.
-

- The existing staff of the GNWT in the regional offices, auxiliary regional offices and community offices in Nunavut will likely make up a large percentage of the work force of the new government. Transfer of the employees of the Nunavut Government should not be a dramatic change for most of these employees.
- Since the movement of the GNWT to Yellowknife, there have been several transfers of program and service responsibility from the federal government. The initial transfer of authority for provincial-type programs and services took place in 1969. The most recent devolution was the transfer of responsibility for all Class "A" airports from Transport Canada to the GNWT. Many GNWT employees at both headquarters and at the regional levels have been heavily involved in planning and implementing jurisdictional transfers in various parts of the NWT. This knowledge and experience will greatly assist the process of implementing the Nunavut Government.
- The GNWT has been heavily involved over many years in various initiatives to decentralize programs and services. The GNWT has directly related experience in the following areas: establishment of new regional offices and auxiliary regional offices; transfer of headquarters functions to regional offices; transfer of semi-autonomous boards and agencies to communities outside the capital; and, transfer of program and service delivery responsibility to regional offices.

The NIC concluded that, with an adequate amount of planning and co-operation, organizational structures of the Nunavut Government at headquarters and regional levels could be largely in place by April 1, 2000. A detailed schedule for implementing each element of the organizational structure over the 1999-2000 financial year was recommended in the supplementary report.

8.2 New Factors

Following the federal Cabinet's review of the NIC's design model in April, 1996, the NIC reviewed its recommended implementation schedule, taking into account both the broader design implications of the federal Cabinet's decisions and some specific scheduling assumptions made by the federal Cabinet. The NIC paid particular attention to:

- revisions to the organization design model as a result of the Commission's internal review;
-

- the mandate of the Interim Commissioner and date of his or her appointment; and
- assumptions made by the federal Cabinet about the phasing in of 150 Nunavut Government headquarters positions in the capital, Iqaluit, over the 1998-99 financial year.

In Chapter 3 of his report, the organization and design of the Nunavut Government are addressed in detail. The recommended structures and staff to be located in the capital, Iqaluit, and in 10 other regional offices and auxiliary regional offices have not changed significantly from the "Footprints" model. The NIC has concluded that these revisions to the earlier model – which foresaw the implementation completed by April 1, 2000 – will neither impact on the original transfer schedule nor delay the transfer schedule.

The Interim Commissioner is expected to take office early in 1997. Within its first year of operation, it is expected that the Office of the Interim Commissioner will be made up of a team of senior managers engaged in preparing for the Nunavut Government. These managers will, in all likelihood, be senior staff in the Nunavut Government after April 1, 1999.

The federal Cabinet decisions in April, 1996, assumed that 150 Nunavut Government headquarters staff will be "on the job" in the capital on the first day of operation – April 1, 1999. This would account for 150 of the 374 headquarters positions to be located in Iqaluit. This approach will, in effect, create a two year formal implementation schedule – April 1, 1998, to April 1, 2000.

A revised implementation schedule will need to cover the following:

- establishment of the headquarters of the Nunavut Government in the capital, Iqaluit;
 - relocation of the existing Baffin regional office to four other communities in the region;
 - location of some headquarters functions in regional offices and auxiliary regional offices throughout Nunavut; and,
 - location of semi-autonomous boards, agencies, commissions and corporations in regional offices and auxiliary regional offices throughout Nunavut.
-

8.3 Transfer Schedule Planning Assumptions

The following planning assumptions have been used for gauging the numbers of staff that will need to be hired and relocated:

- for new headquarters staff, it is estimated that 25% will be recruited locally, 25% from other Nunavut communities, and 50% from outside Nunavut; and,
- for existing regional office staff who are to be relocated to new regional offices or auxiliary regional offices, it is estimated that 50% will be willing and able to relocate – although this assumption may prove to be optimistic – and that the remaining 50% of positions will be filled through recruitment on the same basis as the new headquarters and regional staff.

8.4 Recommended Schedule

The revised schedule recommended by the NIC for the establishment and staffing the headquarters, regional offices, and auxiliary regional offices and other implementation activities ("timelines") is set out in Appendix J. The schedule has been developed on the basis of the following considerations.

To the fullest extent possible, the scheduling of staff recruitment and relocation has been developed to avoid staff overlap during the transition phase. The establishment of auxiliary regional offices for Cape Dorset, Pangnirtung and Pond Inlet, has been scheduled for the first quarter of the financial year 1999-2000 to avoid short-term duplication of office space and staff housing requirements in Iqaluit due to the build-up of headquarters staff there.

The regional departments relocated from Iqaluit to the new Baffin regional office in Igloolik would include the following corporate departments:

- Executive and Intergovernmental Affairs;
- Finance and Administration; and,
- Personnel.

As regional departments have an important part to play in planning and co-ordinating the relocation and hiring of staff for the auxiliary regional offices in Cape Dorset, and Pangnirtung, and Pond Inlet, their relocation to Igloolik is

scheduled for the second quarter of the financial year 1999-2000 to assist in this process.

The build-up of headquarters organization and staff in Iqaluit would occur over two financial years, 1998-99 and 1999-2000. Of the total 374 FTEs in the capital, 150 would be filled in the first year, and the remaining 224 in the second year.

Theoretically, the hiring of 150 headquarters staff in 1998-99 might create a problem of over-building staff housing and office space in Iqaluit, if the existing regional offices in Iqaluit were not to be moved to the new communities until the first quarter of the financial year 1999-2000. The NIC does not believe this to be a significant problem, since downsizing that is occurring in the GNWT is creating a surplus of government owned and private sector office space in Iqaluit. For example, the GNWT is projecting that it will have one-and-a-half floors of vacant space in the Brown Building. GNWT downsizing has also created a surplus of leased private sector accommodation in Iqaluit, consisting of single houses, apartments, row and town houses.

An added factor to consider is the extent to which local hire will fill the headquarters positions in Iqaluit. A 25% rate of local hire has been assumed for all communities, including Iqaluit. For Iqaluit, however, there is a distinct possibility that a greater percentage of local residents would be available for recruitment. Iqaluit is much larger than any of the other centres and has a larger pool of prospective employees from which to draw. With major downsizing taking place in the GNWT, there may well be an additional pool of skilled and qualified people available.

Some of the headquarters functions identified for location at regional offices or auxiliary regional offices are shown in the schedule as already having been established or in the process of being established. This has occurred as a result of actions taken by the GNWT to prepare for division and to ensure consistency with the organizational design model proposed for the Nunavut Government. The GNWT is currently in the process of making other organizational changes that are broadly consistent with the recommended organizational structure for Nunavut. Some examples are as follows:

- the consolidation of health and social service functions and staff at the regional level;
 - the approved consolidation of the departments of Economic Development and Tourism; Energy, Mines and Petroleum Resources; and Renewable Resources into one department; and,
 - the proposed consolidation of housing, transportation, and public works and government services functions.
-

Since division of the NWT is now only two-and-a-half years away, it is hoped that any additional organizational changes to the GNWT in the Nunavut area will be consistent with the organizational design and scheduling considerations outlined in this report.

The transfer schedule has been developed on the basis that substantial training of prospective employees will occur prior to April 1, 1999, and will continue during the first year of the new government. The **Unified Human Resources Development Strategy** has been developed to meet this important requirement (see Chapter 6 of this report). Once the design model and implementation schedule have been approved, energetic pursuit of training programs, particularly in the year preceding the start-up of the Nunavut Government, will facilitate the recruitment and promotion of the employees necessary for new headquarters and regional positions. It is assumed that employees hired for the Nunavut Government will have received appropriate pre-employment training and that the transfer schedule does not need to be extended to allow for training to occur during the actual recruitment and placement process.

The relocation of headquarters functions to communities outside the capital has largely been scheduled to occur during the third quarter of the 1999-2000 financial year. There are two exceptions to the general scheduling approach being adopted for these functions.

The Telecommunications and Technical Services Directorate within the Department of Public Works, Telecommunications and Technical Services should be in place early in the life of the new government. Telecommunications facilities and services are essential for effective operation of the decentralized government structure and should be in working order for the earliest days of the new government.

The Technical Services Directorate is scheduled for set-up beginning April 1, 1998, and to have 11 Community Technicians trained and hired by January 1, 1999. Fifteen additional Community Technicians, to service Nunavut Government telecommunications requirements in the 15 communities that will not receive decentralized headquarters functions, are scheduled to be trained and hired by April 1, 2000.

The functions of the Department of Culture, Language, Elders and Youth to be located in Igloolik have been scheduled to coincide closely with the establishment of its' headquarters in Iqaluit.

The location of some boards, agencies, commissions and corporations is an important component of the decentralized model. The Nunavut Board of Education is scheduled to be established and in place early in the 1999-2000 financial year.

Other bodies have been identified for location after progress has been made on setting up the Nunavut Government's key headquarters and regional offices. Until new organizations can be established in Nunavut further down the road, these functions can continue to be provided through existing bodies that are now serving the undivided NWT.

Recommendation #8-1

The NIC recommends that the implementation schedule for the establishment and staffing of headquarters, regional offices and auxiliary regional offices of the Nunavut Government and other related implementation activities ("timelines"), set out in Appendix J, be adopted and followed.

Chapter 9. Financial Matters

9.1 Financial Context

It is not possible to live anywhere in Canada today and be unaware or unaffected by the strains in public finances at every level of government – federal, territorial and community. These strains have not, of course, been confined to the dry vocabulary and endless numbers of financial statements. Rather, the efforts to come to grips with problems that accumulated from earlier times as a result of chronic imbalances between government revenues and expenditures have resulted in some real tough decision-making affecting some real live folks: dramatically tightened health care budgets; larger class sizes in schools; disappearing public housing programs; involuntary lay-offs of government workers – all these things have become commonplace throughout Canada. The stress on individuals and families resulting from shrunken budgets and darkened job prospects has not, of course, been confined to the public sector. Many businesses and employees in the private sector have experienced similar discomfort since the recession that closed off the 1980s and, even now, has only been partly shaken off. In many cases, private sector adjustments have been considerably longer in duration, and deeper in depth, than what has more recently been experienced in relation to government programs and workers. Regardless of where Canadians plug into the economy, the economic difficulties of recent years have been profound and unsettling.

At the national level, stringent and on-going measures have been adopted during the lifetime of the current Parliament to stabilize and reduce the annual deficit. This has involved the adoption of some harsh measures: the elimination of 45,000 government jobs; the reduction of payments to the unemployed; the cutting back on federal contributions to shared cost social programs administered by provincial and territorial governments; to name just a few. As of yet, the battle to put the federal financial house in order has only confronted the initial challenge of shrinking the rate of accumulating new debt; the challenge of actually paying down debt is still to be worked through.

In the NWT, the gap between what the territorial government can expect to take in and what it is asked to pay out appeared somewhat later than in most parts of Canada but, when the gap appeared, it did so with a vengeance. In July, 1995, the Government of the Northwest Territories concluded that its financial outlook was worrisome enough to necessitate spelling out the situation in great detail to citizens of the NWT through a report entitled **Eliminating the Deficit – Establishing the**

Sound Financial Framework for the Northwest Territories. The financial outlook was stated bluntly:

" ... Given the cuts in the federal Grant to the GNWT, expenditures cannot continue to grow at their current rate. If they do, the deficit in 1996-97 could be as high as \$ 100 million and could reach \$ 120 million in 1998-99. This does not include any new costs associated with division of the Northwest Territories, with aboriginal self-government or with the transfer of programs to communities."

(page 3)

In the report, a number of factors were identified as contributing to the GNWT's bleak financial outlook, including some factors that – for a variety of geographic, demographic and intergovernmental reasons – are felt far more acutely in the NWT than in other parts of Canada:

"It is very expensive to deliver public services in the NWT. Vast distances, a small and widely-spread out population, a harsh climate and limited transportation alternatives all contribute to the cost. In addition, huge demands have been made on the GNWT to provide services and infrastructure. In many communities, the government is the only source of economic activity.

Some of the increase in GNWT spending is due to the transfer of programs, such as health and forestry, from the federal government. The funding provided by the federal government was sufficient to pay for these programs initially, but has not kept pace with growing demands made on the programs. Spending has also grown to meet demands on existing GNWT programs. Spending is being driven by a number of factors including:

- **population growth;**
- **the consumption of health services;**
- **socio-economic conditions; and,**
- **increasing expectations.**

These factors result in increased use of the health and education systems, increased use of social assistance, increased need for social housing and increased demands on the courts and corrections programs. There is no indication that these pressures will be less by 1999. In fact, there is every sign that they will increase.

... Social, economic and health conditions in the NWT are not going to change overnight. The NWT will continue to have to deal with these serious and persistent problems. A large number of young people will be looking for education, jobs and housing over the next 10 years. The growth in demand for health care, education, housing, and social issues is not going to diminish in the near future. New, more efficient and less expensive ways of providing services must be found.

The GNWT is trying to find new and more efficient ways to deliver income support programs. Education and training will become important parts of income support, and delivery systems will change. Alternative ways of delivering health care are being looked at, but real improvement in the health of NWT residents depends on better social conditions. All these factors will continue to put immense strain on the financial resources of the GNWT."

(pages 11 and 15)

Since making public its report on addressing the deficit problem, the NWT Legislature and GNWT have taken concrete steps to bring the situation under control, including the enactment of legislation that circumscribes excess spending and compels a balancing of the books in the near future, a streamlining of government departments, and the shedding of positions in the government work force. These steps have not, for obvious reasons, been uncontroversial. If they are followed through, the GNWT will have ordered its financial affairs so as to have its books balanced in the run up to April 1, 1999. It may not, however, have been able to avoid the overhang of debts accumulated in years involving substantial borrowing. In its 1996-97 Budget Address, the GNWT projected an accumulated deficit at the end of the 1996-97 financial year of \$ 85,212,000, a sharp deterioration from an accumulated surplus of \$ 56,145,000 at the end of the 1992-93 financial year.

In capsule, the financial context in which the work towards Nunavut is proceeding entails the following:

- on-going budgetary financial constraint at the federal level, the established, if indirect, source of the predominant share of public sector spending in the north;
 - on-going budgetary financial constraint within the GNWT, aimed at balancing of current revenues and expenditures, but leaving the possibility of an unmet liability for accumulated deficits from the earlier part of the 1990s; and,
 - an uncertain outlook for Canada's general economic health, complicated by the fact that the current economic recovery is getting somewhat long in the tooth, and there is the unresolved issue of Québec separatism.
-

As the ancient Chinese curse would have it, people planning for Nunavut are faced with living in "interesting times."

9.2 Implications of Federal Cabinet Decisions

In April of this year, the federal Cabinet considered recommendations brought forward by the Minister of DIAND concerning the establishment of the Nunavut Government and, in particular, recommendations concerning the authorization of expenditure of moneys for infrastructure, training, and other key transitional requirements. Following from federal Cabinet deliberations, the Minister of DIAND issued a statement to the press concerning the federal Cabinet's willingness to take concrete steps to ensure the successful start-up of the Nunavut Government on April 1, 1999. The Minister of DIAND also made available, in closed meetings with Nunavut leaders and at the public portions of meetings held in Arviat on May 10-11, 1996, details of the financial calculations central to the federal Cabinet's decisions. Relevant financial calculations, including amounts of money available for Nunavut transition and a break-down into various categories of costs, are set out above in Chapter 2, section 3.

The federal announcement of April 30, 1996, as elaborated through associated briefings and meetings, prompted a number of reactions by northern leaders, specifically in relation to the adequacy of new moneys made available to move towards the creation of Nunavut in conformity with the undertakings set out in the **Nunavut Political Accord**. In a press statement shortly after the federal announcement, NTI made the following observations:

" ... While the federal contribution falls well short of what Nunavut leaders believe it will cost to create the new territory, NTI President Jose Kusugak was satisfied that the federal Cabinet was able to make a decision and kick start the creation of the new government.

... Although the costs and resources to put Nunavut on the map is hampered by fiscal constraint, Kusugak said Nunavut leaders and its people will find innovative ways to make up for that shortfall.

'We are committed to this enterprise. This is the path that Inuit and non-Inuit will chart towards 1999. Let's get on with the work.'

(untitled NTI press release, May 1, 1996)

The Co-Chairs of the Nunavut Caucus (the members of the Legislative Assembly of the NWT who come from the Nunavut area) made the following

comments as part of their opening statements at the meeting of Nunavut leaders in Arviat that took place shortly after the federal announcement:

" ... The dream of Nunavut is swiftly becoming a reality. After many years of negotiations, three plebiscites, and seemingly unlimited patience on the part of people of Nunavut, we are now within three years of the creation of a new territory. The map of Canada will be changed for the first time in 50 years. Many difficult decisions have been made and many more tough ones lie ahead.

... We also have comparatively little in the way of resources to do all this work. The funding available to us is limited. The debt load of the federal and territorial governments, and the limited ability of Nunavut to raise its own revenues place tight restrictions on the money we can use to establish the new government. The available resources will be much less than what we had hoped when the Final Agreement was signed and the *Nunavut Act* became law."

The comments of these leaders express a duality of reactions felt by many people in Nunavut in reaction to the federal announcement at the end of April, 1996: excitement in the knowledge that key, tangible commitments were being made at the highest level to convert Nunavut into reality, combined with a certain degree of apprehension that the costs of creating Nunavut might be hard to fit within the financial arrangements contemplated.

From the NIC's perspective, the most important overall consequence of the April, 30, 1996, federal announcement was to remove any doubts as to the outcome of the Nunavut project: the Nunavut Government will open for business, as scheduled, on April 1, 1999. With respect to the financing of the creation and operation of the Nunavut Government, the NIC detected two, equally important, aspects of the federal announcement:

- an amount of money allocated towards making the Nunavut Government operational has been approved; and,
- questions surrounding the on-going financing of the Nunavut Government will be addressed through a process leading to a federal Cabinet decision in 1998.

Consistent with its status as an advisory body established under an Act of Parliament, the NIC has put forward its discussions and recommendations in this report, notably but not solely with respect to the design of the Nunavut Government, in full appreciation of the central importance of recent federal Cabinet financial assumptions and the jurisdictional responsibilities of the Government of Canada in relation to them.

9.3 Division of Assets and Liabilities

In "**Footprints**", the NIC devoted considerable attention to the issue of dividing up assets and liabilities between the Nunavut Government and the GNWT. In that report, the NIC noted that it would not be difficult for reasonable people to agree that assets and liabilities should be divided fairly and equitably; far more difficult would be determining what, in any given circumstances, might be considered "fair and equitable."

In order to push the process forward, the NIC suggested that four things be kept in mind in the structuring and conduct of negotiations over the division of assets and liabilities.

First of all, there is a need for an arms length, independent relationship between parties concluding an agreement in this regard. In practical terms, and as contemplated by the *Nunavut Act*, this translates into allowing the Interim Commissioner to act for the Nunavut Government in negotiations towards a comprehensive agreement over the division of assets and liabilities with representatives of the GNWT.

Secondly, there is a need to keep the negotiations as focused and as uncomplicated as possible.

" ... there can only be illusory incentive, at best, in developing overly complex approaches to the division of assets and liabilities (for example, an effort to capture the "historic" levels of expenditures on asset-creating activities in different parts of the NWT). Such approaches could easily stymie negotiations and could obscure necessary distinctions between issues of current assets and liabilities and issues of future income needs and flows. The most rational approach to the division of assets and liabilities will be one which allows for the classification of assets and liabilities according to the simplest tests available (for example, geographic locations) and which allows the people of Nunavut and of the Mackenzie Valley to concentrate on the kinds of federal financial assistance needed in the years ahead to support acceptable levels of public sector programs and services"

(page 83)

Thirdly, "**Footprints**" suggested that negotiations leading to an agreement between the Interim Commissioner and representatives of the GNWT should be conducted according to some reasonable general principles. The following principles were suggested:

- division of assets and liabilities should be tied to geography as much as possible;
- the benefits and burdens associated with legal instruments (e.g. leases) and liabilities connected to physical assets should usually follow the ownership of the asset;
- physical assets held in a single location to facilitate their circulation and consumption in a variety of regions and communities in the NWT (e.g. goods warehoused in Yellowknife) should be fairly and equitably divided (in this and similar contexts where geographic location of an asset is essentially irrelevant to its purpose and use, fair and equitable division should take into account the relative population size of Nunavut and the remaining NWT and the costs of delivering relevant programs and services);
- where physical assets are divided, every effort should be made to avoid the unnecessary movement of goods (adjustment should be made through monetary means);
- the GNWT should avoid entering into contractual commitments prior to April 1, 1999, that would complicate the fair and equitable division of assets or would result in the incursion of unnecessary liabilities;
- financial assets and liabilities of the current GNWT that are not tied to specific physical assets should be divided fairly and equitably;
- intellectual property and physical assets outside the NWT should be divided equally; and,
- an arbitration process and procedures should be adopted to sort out problems during negotiations, and sufficient time should be allowed for the working through of any recourse to arbitration in the period leading up to April 1, 1999.

Finally, the NIC noted the importance of minimizing any possibility of territorial government expenditure patterns between Nunavut and the remaining part of the NWT in the pre-division period being perceived as an exercise in geographic favoritism. The NIC emphasized the need for the GNWT to adhere closely, and to be seen to be adhering closely, to a relevant principle set forth in the **Nunavut Political Accord**, namely:

"8.6 The GNWT will continue to provide an equitable allocation of its capital, maintenance, and operating expenditures in the Nunavut area and the western part of the Northwest Territories until the coming into force and effect of the provisions of the *Nunavut Act* creating the Nunavut Territory."

Based on these four things, the NIC put forward some specific recommendations concerning the division of assets and liabilities in "Footprints".

In its response to the NIC's "Footprints" report, entitled **Response to the Recommendations of the Nunavut Implementation Commission on the Establishment of the Nunavut Government**, NTI supported many of the recommendations made by the NIC. In its report entitled **Working Toward 1999**, the GNWT offered general support, but with some further thoughts. Some of these thoughts related to timing:

"The actual value of the assets and liabilities as of March 31, 1999 will not be available until the financial statements are prepared and audited. Physical assets (should) be inventoried, legally described and prepared for transfer prior to 1999. All lead up work, methodologies and principles for calculating the distribution of each type of asset and liability can be in place by 1999 so that a formal agreement can be signed when the two newly elected governments assume office. A paper outlining the GNWT's recommended methodologies on how to proceed with the division of assets and liabilities will be circulated to the parties for discussion later in 1996."

(page 30)

Additional thoughts involved some potential financial implications following from a division of assets and liabilities:

- **The distribution of assets and liabilities, to the extent possible, must be done in a manner which will ensure and maintain the financial and program stability of each new government.**
- **The federal government must provide for identified shortfalls in assets."**

(page 30)

Based on the above discussion, the NIC restates and amplifies its advice in "Footprints" by making the recommendations concerning the division of assets and liabilities that are found at the conclusion of this section.

There are two other aspects of dividing up assets and liabilities that warrant further comment.

"Footprints" did not deal specifically with the implications of division of the NWT for the ownership and use of cultural artifacts, such as those housed in the Prince of Wales Heritage Centre in Yellowknife. Logically, the ownership of cultural artifacts, including archaeological, ethnographic and archival materials, which are

more closely connected to Nunavut than to the remaining part of the NWT, should be transferred, subject to the terms of the **Nunavut Agreement**, to the Nunavut Government or its designated agency. Ownership of such materials should be followed, as appropriate facilities are identified or created in Nunavut, by the physical transfer of such materials to Nunavut.

A second matter, addressed in "**Footprints**" but not in the context of assets and liabilities, involves the sale of territorial government assets. The earlier report contained a recommendation against the sale of public housing units in Nunavut based on the following reasoning:

"The existing stock of GNWT staff housing is particularly noteworthy in this regard. It may well be that the future legislators of Nunavut may at some date embrace a set of comprehensive housing policies that will result in the orderly and fair transfer of staff housing units to the private sector. At the moment and for the foreseeable future, however, it is unlikely that the piecemeal sale of the existing GNWT staff housing stock in Nunavut can do anything except complicate the eventual emergence of a healthy private sector to the housing market, and reinforce public perceptions of social cleavages and inequities. The creation of the Nunavut Government will, no doubt, generate its own substantial pressures on the housing market in Nunavut, especially in relation to the community chosen as capital. It would be inadvisable to continue to sell GNWT staff housing units in the Nunavut area until a comprehensive housing policy for Nunavut has been developed which takes fully into account the housing implications of the creation of the Nunavut Government."

(page 50)

The NIC's recommendation in "**Footprints**" against the sale of public housing in Nunavut has not been acted on and sales have continued. From the NIC's perspective, this has been unfortunate. Since the NIC's analysis was offered up in "**Footprints**", the federal Cabinet has made certain funding available for transition purposes. This funding level, with its assumptions as to the supply of additional infrastructure investments by the private sector, is not sufficiently large to dispel the worry that Nunavut will experience a very tight housing market in the run up to and early days of the Nunavut Government. The argument against the premature sale of public housing units in Nunavut has, if anything, become stronger. Accordingly, the NIC stands by its earlier advice on this matter. In addition, the NIC takes the view that, in light of the importance of equipping the Nunavut Government with an adequate base of capital assets, the sale of any GNWT owned property in Nunavut in the period prior to April 1, 1999, should only take place with the concurrence of the Interim Commissioner.

Recommendation #9-1

The NIC recommends that the division of assets and liabilities between the Nunavut Government and the GNWT be resolved through the conclusion of a comprehensive intergovernmental agreement, prior to April 1, 1999, sorting out the ownership of all classes of assets and liabilities owned or controlled by the GNWT at the date of the agreement and all liabilities, established or contingent, incumbent on the GNWT at the date of the agreement. Specific exceptions to the complete division of assets and liabilities might be made in relation to those assets and liabilities that are tied to institutions that continue, after April 1, 1999, to carry out functions on behalf of the residents of both Nunavut and the Mackenzie Valley (for example, a workers' compensation board).

Recommendation #9-2

The NIC recommends that, consistent with the scheme set out in the *Nunavut Act*, the Interim Commissioner act for the Government of Nunavut in the negotiation and execution of a comprehensive intergovernmental agreement on the division of assets and liabilities. The NIC recommends that, in addition to the role reserved by the *Nunavut Act* for the Governor in Council in approving such an agreement, the Interim Commissioner consult closely in this matter with NTI.

Recommendation #9-3

The NIC recommends that a comprehensive intergovernmental agreement on the division of assets and liabilities be entered into as soon as practicable and that, insofar as the actual value of certain assets and liabilities may not be precisely calculable in advance of the GNWT financial statements for the period ending March 31, 1999, the agreement contain adequate provision for any adjustments that may be desirable in light of the more precise information revealed in those financial statements.

Recommendation #9-4

The NIC recommends that negotiations towards a comprehensive intergovernmental agreement on the division of assets and liabilities commence sufficiently soon after the appointment of an Interim Commissioner to allow recourse, if necessary, to a binding arbitration process to clear up, prior to April 1, 1999, any outstanding disagreements about appropriate results.

Recommendation #9-5

The NIC recommends that the GNWT continues its work of assembling information about various classes of GNWT assets and liabilities and encourages the GNWT to share the fruits of its work in this regard on an early and on-going basis.

Recommendation #9-6

The NIC recommends that the principles set out in this chapter be employed to guide the negotiation of a comprehensive intergovernmental agreement on the fair and equitable division of assets and liabilities between the Nunavut Government and the GNWT. The NIC further recommends that, insofar as a consensus emerges among the three parties, on a timely basis, as to the appropriateness of these or a revised set of principles, this consensus be captured and conveyed to the Interim Commissioner in the form of written directions supplied by the Minister of DIAND.

Recommendation #9-7

The NIC recommends that the ownership of cultural artifacts, including archaeological, ethnographic, and archival materials, should be determined, subject to the terms of the **Nunavut Agreement**, on the basis of whether materials are mostly closely associated with Nunavut or the remaining NWT. Confirmation of ownership of Nunavut materials should be followed, as appropriate facilities are identified or created in Nunavut, by physical transfer of such materials to Nunavut.

Recommendation #9-8

The NIC recommends that:

1. generally, the GNWT refrain from the sale of any of its assets in Nunavut except with the concurrence of the Interim Commissioner; and,
2. specifically, the GNWT discontinue the sale of GNWT staff housing in the Nunavut area until a comprehensive housing policy has been developed which takes fully into account the housing implications of the creation of the Nunavut Government.

Recommendation #9-9

The NIC recommends that the provisions of a comprehensive intergovernmental agreement on the division of assets and liabilities, and information concerning deficiencies in assets revealed in the negotiation of such an agreement, be taken into account in the establishment of appropriate funding levels for the post-division Nunavut Government and GNWT.

9.4 On-Going Costs of Nunavut Government and Funding of Nunavut Government Operations

(a) Introduction

One of the most important and contentious issues confronting all those involved in – and affected by – the creation of Nunavut, is the long-term financing of the Nunavut Government. Any number of important questions are bound up in this issue, for example:

- What will it cost to run the new Nunavut Government?
- How much money will the federal government contribute to the Nunavut Government's budget?

- Will the main federal contribution to the Nunavut Government's budget be based on a multi-year formula very similar to what now exists with respect to the GNWT? Some other arrangement?
- Who will negotiate financing issues on behalf of the Nunavut Government in the period prior to April 1, 1999? When should negotiations begin?
- Are some kind of special "bridging" financing arrangements a good idea?
- How will Nunavut affect the finances of the remaining part of the NWT? Will there be a fight over dividing a given sized – perhaps shrinking – federal pot?

There is a Dutch proverb that holds that any fool can ask more questions than 10 wise people can answer. In looking at how the operations of the Nunavut Government will be financed, there will be no shortage of good questions – we can only hope that there will be a 10-fold amount of wisdom.

A good place to begin is by breaking down the issue into more manageable parts. They can be identified as follows:

- the status quo in relation to the financing of the GNWT;
- commitments that have already been made with respect to the financing of Nunavut;
- realistic objectives in the period leading up to April 1, 1999;
- structuring negotiations – who should be involved and how should they be involved;
- timing of negotiations; and,
- principles governing negotiations and the outcome of negotiations.

We will look at these parts of the issue in turn. Before doing so, it is worth pointing out that none of these parts deals squarely with the question – a straightforward and fair one – "What will it cost to run the Nunavut Government?"

One answer that it is tempting to offer in response to this question is: "nobody knows." In a way, this response is perfectly true; understanding of all those dynamic elements that go into the determination of government expenditure demands – demographics, inflation, consumer preferences, technological change, and so on – is seldom so thorough as to permit any great exactness of quantitative prediction or measurement. Such a response, however true, nonetheless tends to obscure the

more important point. The problematic aspect of answering the question "What will it cost to run the Nunavut Government?" is that "everybody knows" – or at least claims to have a pretty good idea. Sufficient, if necessarily incomplete, research and analysis has been done to equip many of those most directly responsible for the financing of public sector programs and services with "preferred views" with respect to the costs of running Nunavut.

For example, it is not difficult for those who are most worried about the underfunding of Nunavut to use studies done over the years, such as the study carried out by the consulting firm of Coopers & Lybrand for the GNWT in 1991, to sketch out one set of costing scenarios. Nor is it difficult for those who are most worried about the state of the federal treasury to trot out the old adage that "two can live as cheaply as one" and fasten on the existing GNWT budget as the essential reference point for the determination of cost items faced by two post-division territorial governments.

From the perspective of the NIC, the answer to the question "What will it cost to run the Nunavut Government?" can never be usefully addressed as a matter of abstract bean-counting. Rather, the issue of determining the financing of the Nunavut Government necessarily pulls in a variety of elements which are no less vital because they resist being easily reduced to cold, hard numbers. These elements include such things as the legal and moral obligations bound up in the Nunavut project, the shared expectations of all Canadians as to acceptable standards of public goods and services, and the degree of optimism with which the citizens of Nunavut and the rest of the country evaluate their individual and collective futures. In the NIC's estimation, the financing of the Nunavut Government is an inherently policy-loaded question; accordingly, it is likely to be far more productive to concentrate on an orderly method for creating a high level of intergovernmental, inter-organizational, and public confidence about the adequacy of funding for the Nunavut Government, than to seek artificial consensus on what the Nunavut Government "needs."

(b) The Status Quo in Relation to the Financing of the GNWT

Formula financing agreements between the federal government and the GNWT is the mechanism through which the federal government supplies the bulk of its funding support to the GNWT. Given the high level of GNWT dependence on federal funding transfers to finance its existing operations – in the 1991-95 funding agreement period, the agreement supplied the GNWT with about 75% of its revenues – it is not an exaggeration to say that formula funding agreements are the single-most important factor contributing to or detracting from the fiscal well-being of the territorial government.

Formula funding agreements have not always been part of the northern intergovernmental landscape. In its May, 1995, report entitled **Working Toward 1999**, the GNWT described the situation as follows:

"Formula funding for the territorial governments was introduced in 1985, to replace the object-by-object negotiating process that prevailed up to that time. Under formula financing, a block grant is provided by the federal government, which the territorial government is then free to spend as appropriate. Five principles guided the original formula and still remain valid. They are:

- ***adequacy* of the grant to allow the provision of services comparable to those provided in other jurisdictions**
- ***responsibility and accountability* of territorial governments to their constituents for budgetary decisions**
- ***certainty* to allow short and long term fiscal planning**
- ***stability* in face of annual fluctuations in territorial revenues**
- ***neutrality* in the sense that the agreements, once in effect, should not be subject to discretionary actions by either government.**

Formula financing has been an important component of territorial political evolution ..."

(page 34)

In assessing the current status quo, it is significant to note that the introduction of formula funding agreements has not removed a large element of unpredictability from the state of the NWT public finances. A number of factors have contributed to this unpredictability. An obvious factor, for example, has been the federal government's unilateral decision to freeze the formula funding grant to the GNWT in the 1995-96 financial year and to reduce it in 1996-97. Even in the absence of unilateral changes, however, formula funding arrangements incorporate dynamic factors such as rates of population growth and changing levels of public sector expenditures across Canada (major cutbacks in provincial government spending that have recently occurred in many parts of Canada have had an unexpected impact on the size of the federal government grant to the GNWT). The uncertainties attached to precise revenue flows calculated through formula funding arrangements are not, of course, the only uncertainties that figure in the GNWT's year to year budget picture. For example, on the expenditure side, outlays are directly affected by the changing costs of necessary service delivery inputs, such as transportation charges and heating oil, and by the supply of many government programs on the basis of statutory entitlement.

One ingredient of current formula funding arrangements that has created considerable dissatisfaction in the NWT is the Tax Effort Adjustment Factor. Based on the larger principle that "reasonably comparable levels of public service at reasonably comparable levels of taxation" should be available to all citizens of Canada, this factor penalizes the GNWT for failing to impose taxation levels comparable to those imposed by most Canadian provinces and municipalities. A consequence of the way this factor is structured is that additional tax effort by the GNWT can lead to a drop in total revenues as the moneys raised by the additional tax effort are more than matched by the decrease in federal support through the formula funding grant. From the GNWT's perspective, this "perversity factor" in the formula funding arrangements flows from a fundamental misconception that equivalence in tax treatment between the NWT and the rest of the country should mean equal marginal income tax rates and other types of tax efforts. The GNWT takes the view the high costs of living in the north have a distorting effect on north-south comparisons, and that the concept of comparable levels of taxation should be applied so as to take into account the real after-tax purchasing power of citizens.

(c) Existing Commitments

In looking at what commitments have already been made in relation to the financing of Nunavut, it is necessary to first turn to the **Nunavut Political Accord**. While not styled as a legally binding document, the Accord was negotiated and signed by the Government of Canada, the GNWT and NTI (then named TFN) in the run-up to the Inuit ratification vote on the **Nunavut Agreement** in November, 1992. The Accord is referenced in the commitment made to the creation of Nunavut set out in Article 4 of the **Nunavut Agreement**. Given the context in which it was conceived, negotiated and concluded, the Accord must be afforded a political and moral standing of the highest order.

The portions of the **Nunavut Political Accord** most relevant to the financing of Nunavut, and the financial situation of the remaining NWT, are contained in Part 8 of that Accord. They are as follows:

- "8.1 Prior to the coming into force of the provisions of the *Nunavut Act* creating the Nunavut Territory, Canada, following consultations with the other parties hereto, shall establish the financial arrangements for the Government of Nunavut. Recognizing the desirability of formula-based financing, such financial arrangements may be analogous to those which currently exist for the GNWT with such modifications as may be necessary.**

 - 8.2 Prior to the coming into force and effect of the provisions of the *Nunavut Act* creating the Nunavut Territory, Canada, following consultation with**
-

the GNWT, shall establish formula-based financial arrangements for the GNWT for the period following such coming into force and effect of the provisions of the *Nunavut Act*. Such financial arrangements shall be analogous to those which currently exist with the GNWT with such modifications as may be necessary.

- 8.3 Prior to the coming into force and effect of the provisions of the *Nunavut Act* creating the Nunavut Territory, a process shall be established by the parties to consult on the matters referred to in 8.1 and 8.2 herein and to clarify, as necessary, the financial arrangements referred to in 8.1 and 8.2.
- 8.4 In establishing the financial arrangements referred to in 8.1, and following consultation with the other parties hereto, Canada shall determine and fund reasonable incremental costs arising from the creation and operation of the Government of Nunavut.
- 8.5 The financial arrangements referred to in 8.1 and 8.2 shall support the need for financial stability for the territories and provide both territorial governments the opportunity to continue to provide public services for residents, recognizing the existing scope and quality of such services.
- 8.6 The GNWT will continue to provide an equitable allocation of its capital, maintenance, and operating expenditures in the Nunavut area and the western part of the Northwest Territories until the coming into force and effect of the provisions of the *Nunavut Act* creating the Nunavut Territory."

Given the pivotal role played by the **Nunavut Political Accord** in defining a common outlook for the Nunavut project among the key political actors at a crucial point in the process of ratification of the **Nunavut Agreement** and the subsequent adoption of the *Nunavut Act* by Parliament, the NIC operates on the assumption that full respect for the commitments made in the Accord must be a necessary feature of the process by which further agreements in relation to Nunavut's on-going finances are pursued and expressed.

The **Nunavut Political Accord** makes a number of precise commitments with respect to Nunavut finances. Also important are the commitments that – while not set out within the four corners of signed agreements – are nevertheless central to discussions surrounding Nunavut's finances. These commitments are the ones that were made in association with the federal Cabinet's decisions in relation to Nunavut in April, 1996. The text of the federal press release, and various expenditure allocations revealed in Arviat in early May, 1996, are set out in Chapter 2, section 3. They need not be repeated here. Suffice it to say, there were two key commitments set out in those materials directly relevant to the issue of Nunavut's on-going finances:

- the allocation of certain moneys to assist in the transition to Nunavut in the period 1996-2000; and,
- the reservation of broader issues of Nunavut's financing needs to a second federal Cabinet reference closer to the date of start-up (probably the first half of 1998).

There is a third aspect of the federal government's explanations of the April, 1996, Cabinet reference that, while not figuring explicitly in the text of the relevant press release or other briefing materials, should be kept in mind: the moneys allocated immediately to assist in the transition to Nunavut were premised on the assumption, and in the expectation, that the Nunavut Government would be designed and implemented in a way broadly consistent with the design model suggested by the NIC in "**Footprints**".

(d) Realistic Objectives

In tackling the thorny issue of Nunavut's post-division finances, it is necessary to define realistic objectives as to what can reasonably be achieved in the period prior to April 1, 1999, and, what, for reasons of practicality or political acceptability, is best left to be tackled by the elected leaders and senior administrators of Nunavut in the period following April 1, 1999.

Definition of realistic objectives is necessarily somewhat arbitrary. A plausible list might, however, look like the following:

- full respect for the commitments made in the **Nunavut Political Accord** and elsewhere;
 - the uninterrupted supply of government programs and services of established standards of quality to the people of Nunavut in the run-up to division and in its wake;
 - the focusing and, where needed, the re-ordering of existing federal and territorial administrative and expenditure activities in anticipation of the creation of Nunavut (e.g. renewals of leases for the supply of office space to government in the NWT should be adjusted to take into account the Nunavut Government's office space requirements);
 - the most effective use of those transitional infrastructure, training and other special purpose moneys made available through the federal Cabinet decisions of April, 1996;
-

- full and timely inter-organizational discussions, commenced as soon as possible and well in advance of a second federal Cabinet reference, as to the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- timely submission and consideration of a second federal Cabinet reference on the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- clear and early directions supplied to the Interim Commissioner as to financial parameters relevant to the carrying out of preparatory work, such as recruitment of personnel to the Nunavut Government and the entering into of intergovernmental agreements for the purchase of goods and services;
- clear and early communication to existing GNWT employees as to employment prospects and security;
- clear and early communication to the public of Nunavut as to foreseeable implications for specific communities and economic sectors;
- the existence, on April 1, 1999, of a competent finance component of the Nunavut Government bureaucracy capable of dealing with such aspects of financial administration as banking, payroll, revenue collection, contract administration, information systems, etc.; and,
- preservation of flexibility in bridging arrangements dealing with the Nunavut Government's finances so as to permit post-division Nunavut elected leaders and senior administrators to adopt new policy approaches.

Some of these objectives can be readily interpreted as competing. For example, securing the uninterrupted supply of government programs and services is likely to impair, at least in some ways, the ability of the Nunavut Government to "unscramble the omelet" in the immediate post-division period. Such problems notwithstanding, a list of this kind serves as a useful departure point for further discussion.

(e) Structuring Negotiations

The NIC takes the view that it is highly preferable that arrangements concluded prior to April 1, 1999, concerning the financing of the early operations of the Nunavut Government be negotiated rather than decreed.

This is not to constitute a denial that the Government of Canada has the legal authority under existing legislation – and, arguably, in circumstances of deadlock, would also have the political and moral obligation – to fix the amount and packaging of federal funding support to the new Nunavut Government (given the centrality of federal funding support to the budget of the new Nunavut Government, the extent of federal funding support will be the key determinant of overall budgetary planning, at least on the revenue side). This legal authority is reflected in the requirement under the *Nunavut Act* that any funding agreement signed by the Interim Commissioner be approved by the Governor in Council. It is similarly reflected in the wording of relevant sections in Part 8 of the **Nunavut Political Accord** (" ... Canada, following consultations with the other parties, shall establish the financial arrangements for the Government of Nunavut"). Legal authority notwithstanding, every effort should be made, as envisioned in the **Nunavut Political Accord**, and as evidenced in such multi-lateral undertakings as the creation of the CCON, to develop financial arrangements that have broad political support.

Assuming the desirability of negotiated solutions, the questions logically arise: who should be involved in such negotiations and how should they be involved?

The *Nunavut Act* permits the possibility of a number of different intergovernmental agreements with respect to financial matters. With respect to funding arrangements necessary to support the early operations of the Nunavut Government, there is only one kind of intergovernmental agreement that would, for any number of practical reasons, deal adequately with the matter: an intergovernmental funding agreement between the Government of Canada and the Government of Nunavut. A bi-lateral federal/Nunavut agreement dealing with funding support for the early operations of the Nunavut Government will, of course, be only the first of many such bi-lateral agreements in the future.

On the federal side of such negotiations, the Minister of DIAND has indicated that the federal Cabinet has determined that such negotiations will be led by the Minister of Finance, rather than the Minister of DIAND. It has been suggested that this shift in focus from DIAND to the Department of Finance is in response to a request along those lines from a previous territorial minister of finance, and is in keeping with the evolution of territorial governments as governments capable of conducting intergovernmental relations on a footing similar to that of provincial jurisdictions.

From the NIC's perspective, there are major disadvantages attached to taking DIAND out of the picture. The Minister of DIAND continues to have fundamental statutory responsibilities for the administration of the federal government's special interests in the north and in relation to aboriginal peoples throughout Canada, for example, in the conclusion and implementation of land claims agreements. Moreover, the current Minister of DIAND has acquired an in-depth understanding of the "Nunavut file" through his numerous discussions with Nunavut leaders and his visits to the north. This familiarity at the political level is buttressed by DIAND personnel who are immersed in Nunavut issues and can draw on extensive relevant bureaucratic and personal experience. Accordingly, the NIC takes the view that the Minister of DIAND, and DIAND officials, should be actively involved in the negotiation of financial arrangements for the post-division operations of the Nunavut Government.

On the other side of the equation, the *Nunavut Act* makes it clear that a federal-territorial agreement on the provision of funding support in relation to the operating expenditures for the Nunavut Government could only bind the Nunavut Government if signed on its behalf by the Interim Commissioner of Nunavut. Consistent with the responsibility to execute such an agreement on the basis of informed consent, the Office of the Interim Commissioner will need to play a full and active role in all negotiations.

From the NIC's perspective, responsibility for conducting the "Nunavut side" of such negotiations should not be confined to the Office of the Interim Commissioner. There are a number of compelling reasons why the GNWT, as represented by its Minister of Finance and officials of that department, should be fully involved in the negotiations:

- the NWT Legislature and GNWT now have broad, democratically-derived responsibilities to citizens of the Nunavut area, and specific political and administrative responsibilities in relation to current delivery of those very territorial programs and services that will become the central preoccupation of Nunavut law makers and officials;
- the commitment to consult with the GNWT is expressly stated in the **Nunavut Political Accord**, and is reflected in the multi-party co-ordination and co-operation mechanisms that have been set up to facilitate Nunavut work; and,
- at a very practical level, the GNWT houses a wealth of relevant expertise concerning what should fit into a formula funding agreement and how one should be negotiated, particularly from the northern end of the telescope.

The NIC also believes that NTI is entitled to play an active part in the Nunavut side of negotiations on intergovernmental funding arrangements for the start-up operations of the Nunavut Government. Such involvement follows from two

considerations: like the GNWT, NTI is a party to the **Nunavut Political Accord** and a beneficiary of the consultation obligations and processes that are set out in it; and, NTI has special Nunavut-focused responsibilities in relation to implementation and safeguarding of the provisions of the **Nunavut Agreement**, including Article 4 and provisions dealing with the creation of important components of Nunavut's public administration, namely, joint Inuit/government resource management boards.

Multi-party involvement will add some complexity to the process for determining appropriate financial arrangements. From the NIC's perspective, such complexity need not be cumbersome or excessive, and the benefits of proceeding on a broad basis of support and expertise are compelling.

(f) Timing of Negotiations

In "**Footprints**", the NIC suggested that it is possible to take quite different, but equally logical, approaches to the timing of negotiations.

On the one hand, it is possible to envisage the conclusion of necessary intergovernmental funding agreements early on in the work of the Interim Commissioner. In this scenario, a funding agreement relevant to preparatory and transitional costs (primarily in relation to infrastructure and human resource development) would be concluded in the first half of the 1997; this same agreement could contain at least the broad features of a formula financing agreement that would sustain the operations of the Nunavut Government in the first year of its existence. This scenario could have major advantages with respect to planning predictability and major defects in the form of premature assumptions and inflexibility of results.

On the other hand, an approach which placed little emphasis on certainty and a high emphasis on adaptability to changing circumstances would aim at the conclusion, shortly before start-up on April 1, 1999, of an agreement to cover the immediate financial needs of Nunavut. Under this approach, the logic of concluding some kind of initial formula funding agreement for Nunavut might give way to some kind of one-of-a-kind, one-time-only grant to the Nunavut Government to cover its bills until a Nunavut Government, represented by an elected minister of finance, could bind the Nunavut Government to a longer term formula funding agreement.

Conscious of choices in approach that, at least in theory, are available, the NIC did not define a detailed position in "**Footprints**" on the timing of negotiations with respect to funding issues. Instead, the NIC made two recommendations dealing generally with the questions of timing:

- the NIC recommended the early conclusion of a **"Preparations for Nunavut Agreement"** between the Government of Canada and the GNWT to govern transitional costs; this agreement would be converted into a tri-partite agreement involving the Interim Commissioner upon the appointment of the Interim Commissioner (Recommendation #11-3); and,
- the NIC recommended that an agreement governing funding to cover the initial operations of the Nunavut Government be concluded at least six months in advance of April 1, 1999 (Recommendation #11-4).

In its May, 1996, report entitled **Working Toward 1999**, the GNWT expressed the following positions with respect to the conclusion of agreements relating to transitional costs and funding for Nunavut Government operations:

- " • **That, by December 1996, Canada and GNWT sign a Memorandum of Understanding to cover GNWT transitional costs of division for the period ending on March 31, 1999."**

(page 33)

- " • **That formula funding arrangements be established for the governments of Nunavut and the western territory and that such arrangements or ancillary agreements provide fully for the incremental costs associated with the establishment and operation of two territorial government.**
- **That discussions of the financial requirements of the two territories commence by September 1996 and be concluded no later than March 31, 1997."**

(pages 34-35)

The positions of the GNWT clearly favoured an emphasis on achieving as much clarity on financial issues as early as possible.

Since the NIC made its recommendations in **"Footprints"**, a number of developments have occurred that invite revisiting of the considerations that factored in those recommendations. The first such consideration is the absence of an intergovernmental agreement on transitional costs in advance of the federal Cabinet decisions in April, 1996. As the NIC urged the conclusion of such an agreement prior to the determination of expenditure levels for work in preparation for Nunavut, the logic of a **"Preparations for Nunavut Agreement"** must be rethought. The second such consideration relates to the federal Cabinet's likely consideration, in 1998, of the on-going operating costs of running Nunavut and the corresponding extent of federal financial support. The significance of that return

reference to the federal Cabinet must be factored into any realistic calculations of timing. Accordingly, calculations of timing must look at the following:

- how funding issues need to be addressed as soon as possible following the submission of this report to the three parties to the **Nunavut Political Accord**;
- how funding issues need to be addressed after the appointment of an Interim Commissioner;
- how funding issues need to be addressed prior to a federal Cabinet reference in 1998;
- how funding issues need to be addressed in the federal Cabinet reference; and,
- how funding issues need to be addressed in the period after April 1, 1999.

The recommendations that follow at the end of this chapter of the report take these timing considerations into account.

(g) Principles Governing Negotiations and the Outcome of Negotiations

Drawing on "**Footprints**", the stated views of the three parties to the **Nunavut Political Accord**, and this section to the report, the NIC believes that negotiation of an appropriate formula funding arrangements to provide for the supply of federal government support towards the operating costs of the Nunavut Government – and any agreements flowing from such negotiations – should conform to the following principles:

1. Full respect should be afforded for relevant provisions of the **Nunavut Political Accord**, notably, the Government of Canada commitment that it will:
 - fund reasonable incremental costs arising from the creation and operation of the Nunavut Government;
 - establish financial arrangements that will support the financial stability of Nunavut and the remaining NWT; and,
 - establish financial arrangements that will provide the government of Nunavut and the remaining NWT with the opportunity to continue to provide public services for residents, recognizing the scope and quality
-

of such services at the date of the **Nunavut Political Accord** (October, 1992);

and the GNWT commitment to provide an equitable allocation of its capital, maintenance, and operating expenditures in Nunavut and the remaining NWT prior to April 1, 1999.

2. Formula funding arrangements should be aimed at equipping the residents of Nunavut with levels of government programs and services at least comparable, at equivalent levels of tax effort, to:
 - the residents of all Canadian provinces and territories; and,
 - the residents of northern territories.
 3. In the determination of tax effort in relation to Nunavut, formula funding arrangements should take full account of the real purchasing power of after-tax incomes.
 4. In gauging levels of government programs and services, formula funding arrangements should take full account of any existing deficiencies in the supply of such programs and services and the predictable levels of future demand for such programs and services based on factors outside the control of the Nunavut Government. More specifically formula funding arrangements should take full account of:
 - rates of unemployment and underemployment;
 - literacy and other educational and skills achievements levels;
 - population dynamics, including growth rates and age profiles;
 - socio-economic factors in addition to demographics that may generate high demands for government programs and services;
 - costs of living, and their impact on the design and delivery of government programs and services;
 - costs associated with the delivery of government programs and services in the Inuit language, as well as Canada's official languages; and,
 - the existing state of public sector infrastructure.
-

5. Formula funding arrangements should be guided by five principles that have been consistently relevant in the negotiation of such arrangements for the NWT, namely:
 - **adequacy** of the formula funding grants to allow the provision of government programs and services at least comparable to those in the provinces and territories generally, recognizing the October, 1992, scope and quality of such services;
 - **responsibility and accountability** of territorial governments to their constituents for budgetary decisions;
 - **certainty** to allow short term and long term fiscal planning;
 - **stability** in face of annual fluctuations in territorial revenues; and,
 - **neutrality** in the sense that arrangements, once in effect, should not be subject to discretionary actions by either government.
 6. Formula funding arrangements should be structured so as to avoid any "perversity factor," that is, structured to avoid any result whereby additional tax effort by the Nunavut Government would result in a net loss of Nunavut Government revenues.
 7. Formula funding arrangements should be structured so as to give the Nunavut Government immediate and significant fiscal benefit from the development of natural resources in Nunavut.
 8. As time and other practical considerations permit, formula funding negotiations should examine the extent to which a formula funding agreement can usefully serve as an umbrella agreement governing Nunavut Government access to federal moneys that are otherwise available through other federal government programs and services, as such programs and services are currently defined or might usefully be redefined in relation to Nunavut.
 9. Formula funding arrangements should take full account of any shortfalls in preparatory, transitional funding provided through the April, 1996, federal Cabinet decisions that became apparent in the period prior to the conclusion of the formula funding arrangements.
 10. Formula funding arrangements for Nunavut should not be artificially constrained by reference to the gross expenditure base in previous periods; the funding needs of Nunavut must be evaluated fairly and completely – they should not be a sub-calculation against the pre-division determination of appropriate levels of funding for an undivided NWT.
-

11. Formula funding arrangements should be evolutionary and adaptive and, as far as possible, be structured so as to avoid reference back to revenue and expenditure patterns experienced in much earlier financial years.
12. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to retire any net debt accruing to it as a consequence of an agreement dividing up assets and liabilities between the GNWT and the Nunavut Government, or for other reasons.
13. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to avoid any budgetary deficit.
14. Formula funding arrangements concluded prior to April 1, 1999, should contain language acknowledging that they have been made in the absence of a Nunavut Legislature and Executive Council and a demonstrated history of the real operating costs of a Nunavut Government, and further acknowledging that the absence of these things may warrant significant revisiting of substantive provisions.

Based on the above discussion and analysis, the NIC makes the following recommendations:

Recommendation #9-10

The NIC recommends that the three parties to the **Nunavut Political Accord** commit themselves to the pursuit and achievement of the following objectives in relation to Nunavut Government finances:

- full respect for the commitments made in the **Nunavut Political Accord** and otherwise;
- the uninterrupted supply of government programs and services of established standards of quality to the people of Nunavut in the run-up to division and in its wake;
- sensible transitional arrangements that balance the need for administrative predictability and continuity with the need to give Nunavut's first elected government adequate room to manoeuvre;
- the most effective use of transitional infrastructure, training and other special purposes moneys made available through the federal Cabinet decisions of April, 1996;

- full and timely inter-organizational discussions, commenced as soon as possible and well in advance of a second federal Cabinet reference, as to the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- timely submission and consideration of a second federal Cabinet reference on the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- clear and early directions supplied to the Interim Commissioner as to financial parameters relevant to the carrying out of preparatory work, such as recruitment of personnel to the Nunavut Government and the entering into of intergovernmental agreements for the purchase of goods and services;
- clear and early communication to existing GNWT employees as to employment prospects and security;
- clear and early communication to the public of Nunavut as to implications of Nunavut for the economic circumstances of various communities and economic sectors;
- the existence, on April 1, 1999, of a competent finance component of the Nunavut Government bureaucracy, capable of dealing with such matters of financial administration as banking, payroll, revenue collection, contract administration, information systems, etc.; and,
- preservation of flexibility in bridging arrangements dealing with the Nunavut Government's finances so as to permit post-division Nunavut elected leaders and senior administrators to adopt new policy approaches.

Recommendation #9-11

The NIC recommends that an appropriate formula funding agreement be concluded by the Interim Commissioner of Nunavut, on behalf of the Nunavut Government, and by the federal Minister of Finance, on behalf of the Government of Canada, to provide federal government funding support to the Nunavut Government in relation to its initial operations.

Recommendation #9-12

The NIC recommends that, on the federal government side of negotiations towards a formula funding agreement for Nunavut, the Department of Finance and DIAND work jointly, and that every effort be made to ensure that the agreement have the active support of both the Minister of Finance and the Minister of DIAND.

Recommendation #9-13

The NIC recommends that, on the Nunavut side of negotiations towards a formula funding agreement for Nunavut, the Office of the Interim Commissioner work jointly with the GNWT and NTI, and that every effort be made to ensure that the agreement have the active support of the NWT Minister of Finance and the President of NTI.

Recommendation #9-14

The NIC recommends that, consistent with its obligation to supply advice to all three parties to the **Nunavut Political Accord**, the NIC not participate in the negotiation of a formula funding agreement, except insofar as it may be called upon to furnish information.

Recommendation #9-15

The NIC recommends that the negotiation and conclusion of an initial formula funding agreement for Nunavut be approached according to the following considerations of timing:

1. Informal multi-party discussions concerning an agreement should be commenced as soon as possible after the receipt of this report. These discussions might begin under the auspices of the CCON. They should extend to those matters of direct or indirect financial impact that should figure in a letter of direction that can be supplied to the Interim Commissioner of Nunavut in consultation with the other parties (for example, any directions relating to the size of the Nunavut Government headquarters staff, terms and conditions of employment, etc.).

2. At the time of the appointment of the Interim Commission, or immediately thereafter, the letter of direction contemplated above should be supplied to the Interim Commissioner.
3. As soon as practicable after the appointment of the Interim Commissioner, intensive negotiations should commence on the form and substance of an initial formula funding agreement between the Government of Canada and the Government of Nunavut. The term of such an agreement should not extend beyond March 31, 2001.
4. A draft initial formula funding agreement for Nunavut should be completed by December 31, 1997.
5. The draft initial formula funding agreement for Nunavut should be included in the federal Cabinet's review of Nunavut issues in the first half of 1998.
6. The initial formula funding agreement for Nunavut should be signed by the federal Minister of Finance, on behalf of the Government of Canada, and the Interim Commissioner of Nunavut, on behalf of the Nunavut Government, by September 1, 1998.

Recommendation #9-16

The NIC recommends that the negotiation and conclusion of an initial formula funding agreement for Nunavut be carried out in accordance with the following principles:

1. Full respect should be afforded for relevant provisions of the **Nunavut Political Accord**, notably the Government of Canada commitment that it will:
 - fund reasonable incremental costs arising from the creation and operation of the Nunavut Government;
 - establish financial arrangements that will support the financial stability of Nunavut and the remaining NWT; and,
 - establish financial arrangements that will provide the government of Nunavut and the remaining NWT with the opportunity to continue to provide public services for residents, recognizing the scope and quality of such services at the date of the **Nunavut Political Accord** (October, 1992);

and the GNWT commitment to provide an equitable allocation of its capital, maintenance, and operating expenditures in Nunavut and the remaining NWT prior to April 1, 1999.

2. Formula funding arrangements should be aimed at equipping the residents of Nunavut with levels of government programs and services at least comparable, at equivalent levels of tax effort, to:
 - the residents of all Canadian provinces and territories; and,
 - the residents of northern territories.
3. In determination of tax effort in relation to Nunavut, formula funding arrangements should take full account of the real purchasing power of after-tax incomes.
4. In gauging levels of government programs and services, formula funding arrangements should take full account of any existing deficiencies in the supply of such programs and services and the predictable levels of future demand for such programs and services based on factors outside the control of the Nunavut government. More specifically formula funding arrangements should take full account of:
 - rates of unemployment and underemployment;
 - literacy and other educational and skills achievements levels;
 - population dynamics, including growth rates and age profiles;
 - socio-economic factors in addition to demographics that may generate high demands for government programs and services;
 - costs of living, and their impact on the design and delivery of government programs and services;
 - costs associated with the delivery of government programs and services in the Inuit language, as well as Canada's official languages; and,
 - the existing state of public sector infrastructure.

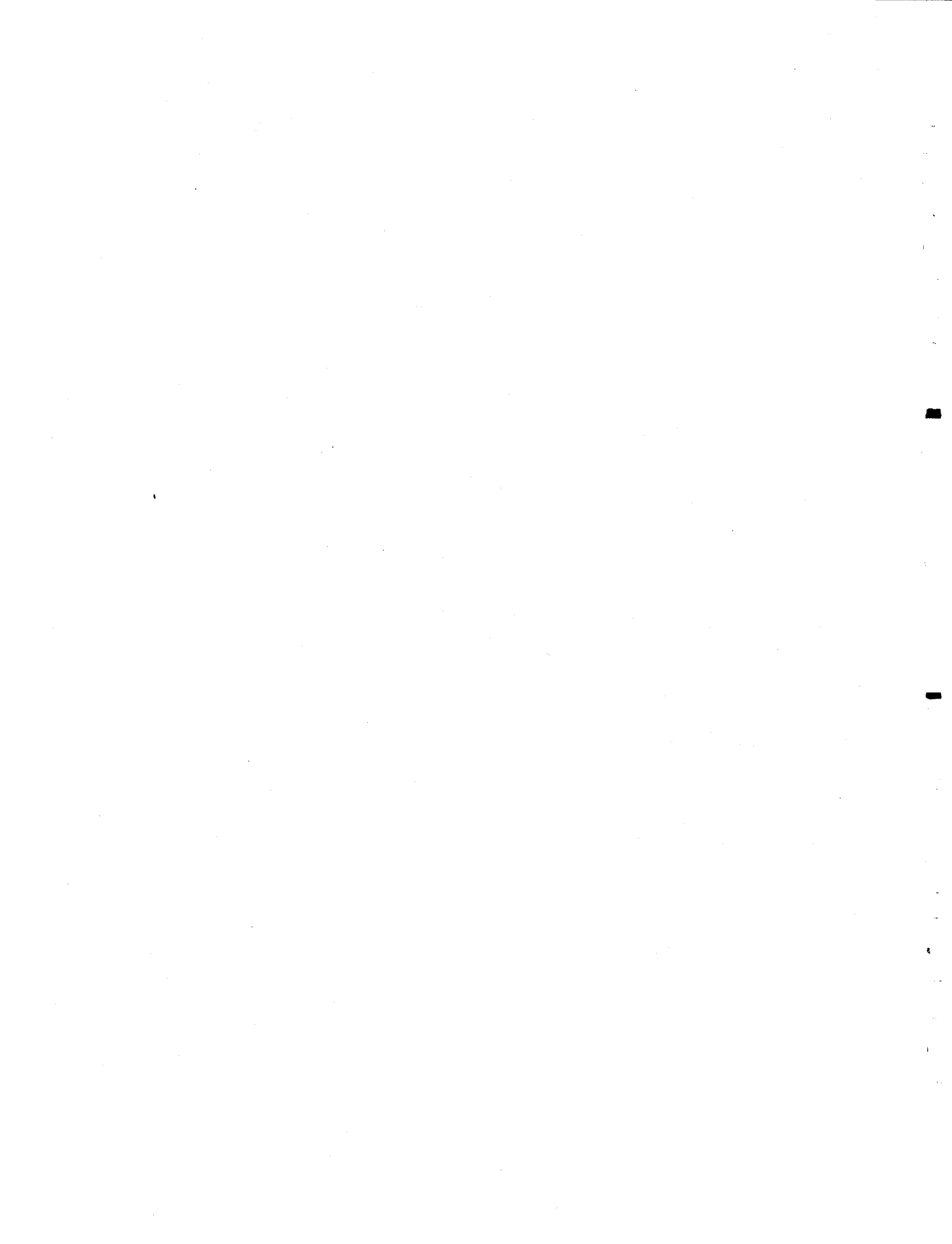
5. Formula funding arrangements should be guided by five principles that have been consistently relevant in the negotiation of such arrangements for the NWT, namely:
 - **adequacy** of the formula funding grants to allow the provision of government programs and services at least comparable to those in the provinces and territories generally and in other territories, recognizing the October, 1992, scope and quality of such services;
 - **responsibility and accountability** of territorial governments to their constituents for budgetary decisions;
 - **certainty** to allow short term and long term fiscal planning;
 - **stability** in face of annual fluctuations in territorial revenues; and,
 - **neutrality** in the sense that arrangements, once in effect, should not be subject to discretionary actions by either government.
6. Formula funding arrangements should be structured so as to avoid any "perversity factor," that is, structured to avoid any result whereby additional tax effort by the Nunavut Government would result in a net loss of Nunavut Government revenues.
7. Formula funding arrangements should be structured so as to give the Nunavut Government immediate and significant fiscal benefit from the development of natural resources in Nunavut.
8. As time and other practical considerations permit, formula funding negotiations should examine the extent to which a formula funding agreement can usefully serve as an umbrella agreement governing Nunavut Government access to federal moneys that are otherwise available through other federal government programs and services, as such programs and services are currently defined or as they might be usefully redefined in relation to Nunavut.
9. Formula funding arrangements should take full account of any shortfalls in preparatory, transitional funding provided through the April, 1996, federal Cabinet decisions that are apparent in the period prior to the conclusion of funding arrangements.

10. Formula funding arrangements for Nunavut should not be artificially constrained by reference to the gross expenditure base in previous periods; the funding needs of Nunavut must be evaluated fairly and completely – they are not a sub-calculation against the pre-division determination of appropriate levels of funding for an undivided NWT.
11. Formula funding arrangements should be evolutionary and adaptive and, as far as possible, be structured so as to avoid reference back to revenue and expenditure patterns experienced in much earlier financial years.
12. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to retire any net debt accruing to it as a consequence of an agreement dividing up assets and liabilities between the GNWT and the Nunavut Government or for other reasons.
13. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to avoid any budgetary deficit.
14. Formula funding arrangements concluded prior to April 1, 1999, should contain language acknowledging that they have been made in the absence of a Nunavut Legislature and Executive Council and a demonstrated history of the real operating costs of a Nunavut Government, and further acknowledging that the absence of these things may warrant significant revisiting of substantive provisions.

Recommendation #9-17

The NIC recommends that, in consultation with the NTI, the Government of Canada and the GNWT make every effort to conclude, by December 31, 1996, a Memorandum of Understanding to cover the GNWT's transitional costs of division in the period ending on March 31, 1999. Among other things, such a Memorandum of Understanding could deal with:

1. the supply of community and other infrastructure by the GNWT;
2. education and training undertakings performed by the GNWT, both internally and through other means; and,
3. the work of an Office of the Statute Review Commissioner.



Chapter 10. Language

Note: In this chapter, reference is made to the “Inuit language.” As in the Nunavut Implementation Commission’s earlier **Footprints in New Snow** report, the term “Inuit language” is employed to describe the spoken and written forms of the language of the Inuit of Nunavut – including Inuktitut and Inuinnaqtun.

10.1 Introduction

“The nature of modern societies, let alone the exigencies of an independent world – make it impossible to put all languages on a completely equal footing from the stand point of public policy ... The task that faces modern states, therefore, is to provide as much scope as possible for linguistic pluralism without either fostering unhealthy divisions or imposing crippling administrative burdens.”

Max Yalden, former Canadian Commissioner of Official Languages, in an address entitled “Multilingualism in an Interdependent World: European and North America Perspectives,” presented at The Ontario Goethe-Institute and The Ontario Institute for Studies in Education, Toronto, September 9 - 11, 1993.

Language is a defining aspect of human existence. The variety and richness of the world’s languages is the shared inheritance of all humanity. At the same time, language is a significant determinant of specific cultural identity and a significant measure of cultural difference, both at the societal and individual levels. Language can be the basis of literary themes of universal application; language can also be the touchstone of the most particularistic politics. Therefore, like so much that is central to human existence, language is a topic that can both bind and divide.

Canadians are not unfamiliar with the central importance of language in the definition and inter-play of human societies. The founding document giving birth to the Dominion of Canada – the *Constitution Act, 1867* revealed the reality of Confederation as a political arrangement grouping together two major language groups, English and French. Thus, section 133 of that Act guaranteed the use of English or French in the debates and records of Parliament and of the Québec Legislature and in most federal and Québec courts. Institutional recognition of the

primacy of the English and French languages in Canada has, with various twists and turns, been enlarged since 1867. The 1969 federal *Official Languages Act* – modified in 1988 – provided greater clarity as to the status of English and French as official languages in relation to the Parliament of Canada, with respect to programs and services provided by the Government of Canada, and within the operations of the Government of Canada. In 1982, through adoption of the *Canadian Charter of Rights and Freedoms* as part of the patriation of the Canadian Constitution, English and French were entrenched as Canada's official languages, and various practical benefits flowing from such status were spelled out. At the same time, minority language educational rights were guaranteed to anglophone and francophone minorities where there numbers are sufficient to warrant the allocation of public funds.

Official bilingualism in Canada has not come without a price. For example, in the 1992-93 fiscal year, the cost of providing federal government programs and services in both official languages was estimated by the Commissioner of Official Languages to be \$ 319.4 million, or 0.2% of total federal expenditures (**1993 Annual Report**). Taking a wider view of relevant costs, another estimate for the same period amounted to \$ 650 million (**Language and Society**, Number 45, Winter 1993).

Knowledge and use of languages in Canada is not, of course, confined to English and French. In addition to those two languages, there are numerous languages spoken by the aboriginal peoples of Canada; two in particular – Cree/Ojibway and the Inuit language – are spoken by relatively large numbers of people. Some aboriginal languages are unique to Canada. Apart from aboriginal languages, many other languages are spoken in Canada among the immigrant communities that have settled in Canada over the years. The preservation of aboriginal and other languages, while not rooted in anything as strong as a set of legislative, administrative and financial commitments as are English and French, has been encouraged in Canada through various grants and subsidies from the Government of Canada.

In the NWT, the official position of various languages is more complicated than in most parts of Canada. In the late 1970s and early 1980s, questions arose as to the extent to which the English and French languages were entrenched in the Yukon and the NWT (similar questions arose as to the status of the two languages in those provinces that had once been carved out of the NWT). Some of these questions surfaced in the courts. In order to avoid the resolution of complicated policy decision through the judicial process, the Government of Canada and GNWT agreed to a common approach. Under that approach, the NWT Legislature adopted a territorial *Official Languages Act*.

Like the federal official languages statute, the territorial legislation provided for the primacy and equality of status of the English and French languages. Unlike the federal statute, the territorial law also provided for official status for aboriginal languages in the NWT. There are now eight aboriginal official languages in the

NWT; of these, only one, Inuktitut (which includes Inuinnaqtun and Inuvialuktun for the purposes of territorial law) is widely spoken in Nunavut.

Notwithstanding the existence of many "official" languages in the NWT, it must always be remembered that "official" status at the territorial level translates into different practical consequences for different languages.

With respect to English and French, both languages occupy a central and necessary role in the making and enforcement of laws. For example, draft laws must be introduced into the Assembly in both English and French versions; upon adoption, they must be printed and published in both languages. Each language version is equally authoritative. Similarly, with respect to the operation of the courts, individuals have the right to make use of English or French, including the right to file proceedings. At the day-to-day level of program and service delivery, however, and in the internal operations of the territorial government, English and French are in very different positions. While anglophones and francophones have a right to communicate formally (i.e. in writing) with GNWT departments in either language, the working language of the GNWT is English. Storefront services need be offered in French only in circumstances where there is significant demand.

The position of aboriginal official languages is, viewed from a formal angle, weaker than that of French. While use of any of the aboriginal languages is guaranteed in limited circumstances (for example, in Legislative Assembly debates), in most situations the use of aboriginal official languages is permitted rather than made mandatory. This is the case with respect to such things as the publication of aboriginal language versions of territorial statutes and regulations (such versions are not "authoritative" in the event of dispute as to their meaning), the publication of court decisions, and the provision of information as to government programs and services. Viewed from another, less legalistic angle, the position of at least some aboriginal official languages – the Inuit language in particular – can be seen as considerably stronger than that of French. This is the case for two reasons: a sufficiently high proportion of residents in many communities speak the Inuit language to result in government offices operating bilingually – the Inuit language and English – even in the absence of much regulatory intervention; and, the use of the Inuit language as an active language of instruction over a range of grade levels in the schools underscores its profile and relevance.

The multiplicity of official languages in the NWT reflects itself in the allocation of bureaucratic and financial resources within the GNWT.

A territorial Languages Commissioner has a mandate to ensure recognition of the status, rights and privileges that attach to the various official languages. Among other things, the Languages Commissioner monitors government departments and agencies to oversee compliance with the *Official Languages Act* and investigates complaints. The Languages Commissioner also provides information to the public on official languages. Reporting annually to the Legislative Assembly, the

Languages Commissioner may make recommendations on amendments to the *Official Languages Act*.

The GNWT devotes significant numbers of personnel to language issues. At the time of the publication of "**Footprints**", French language services included such things as the maintenance of interpretation/translation capacity, a centralized information service, support for the purchase of library materials, assistance for production of radio/television programs, and the promotion of literacy. Aboriginal official languages services included similar things, and also included the recording of place names, the development of teaching materials, and support for teacher training.

The GNWT has been helped in meeting the implementation costs of its official languages policy by the terms of the **Canada-NWT Co-operation Agreement for French and Aboriginal Languages in the NWT**. This funding assistance goes back to an initial out-of-court understanding between the federal government and the GNWT concerning the application of constitutional language provisions to the northern territories. For many years, funding levels have been significant; for example, in 1992-93, the agreement provided the GNWT with \$ 1.043 million for French language services and \$ 4.596 million for aboriginal official languages services

10.2 The State of Language Groups in Nunavut: Relevant Demographics and Other Practical Considerations

(a) The Inuit Language

The Inuit language, as it has evolved over generations, is the first language of Nunavut – first in time and first in numbers of residents identifying it as their mother tongue.

The population of Nunavut is approximately 85% Inuit. A high proportion of Inuit speak the Inuit language, and most of those who have no or little capacity to speak the language retain a lively interest in its future. The GNWT Bureau of Statistics' **1994 NWT Labour Force Survey** revealed that, of 11,599 aboriginal residents surveyed in Nunavut, some 86% (9,995) claimed conversational ability in Inuktitut and another 5% claimed conversational ability in Inuinnaqtun. Use of the Inuit language is usually accompanied by familiarity with English: 78% of the survey respondents claimed conversational ability in English, with 72% claiming conversational ability in both the Inuit language and English. Some 19% of the survey respondents claimed conversational ability in an aboriginal language only, some 6% claimed conversational ability in English only, and none of the

respondents claimed conversational ability in French. The survey results suggest three conclusions: the Inuit language is widely spoken among Inuit in Nunavut; there is a very large group of bilingual (Inuit language/English) individuals among the Inuit majority in Nunavut; and, French has made no mark on the language abilities of current generations of Inuit.

There are various dialects of the Inuit language used in Nunavut. In the Baffin and Keewatin regions, five dialects are used: North Baffin; South Baffin; Aivilik; Kivalliq; and, Arctic Québec. In the Kitikmeot region, there are two dialects in use, Natsilingmiut and Inuinnaqtun Inuktun. Within these seven dialects, there are 17 subdialects.

Although dialectical differences pose some difficulties in verbal communication, these difficulties have not proven insurmountable. A wider understanding of various dialects across eastern portions of Nunavut has evolved since the inception of radio and television. On-air personalities have made use of their own dialects and, by doing so, made them more familiar to listeners in a variety of communities. The situation is different in western parts of Nunavut. The communities of Kugluktuk and Cambridge Bay receive a CBC regional feed from Inuvik, much of the programming being in English. Mutual intelligibility of dialects between eastern and western portions of Nunavut depends, in part, on re-ordering radio-television coverage patterns so as to reflect the jurisdictional unity of Nunavut.

A more complex problem than the existence of dialects is the use of two distinct writing systems for the Inuit language in Nunavut. A Syllabics orthography is used in the Baffin, Keewatin and eastern Kitikmeot regions. Roman orthography is used in the western Kitikmeot region. In terms of population figures, about 94% of Inuit language users in Nunavut are familiar with the Syllabics orthography, and only 6% with Roman orthography. This reflects the larger picture in Canada, where some 64% of a total Inuit population of approximately 41,000 use Syllabics, but is at odds with the situation that pertains among the entire population of Inuit living in Siberia, Alaska and Greenland, as well as other parts of Canada; of some 125,000 Inuit living in the international circumpolar area, only 21% make use of Syllabics.

Several attempts have been made to overcome the communications impediments created by two different writing systems among Inuit communities in Canada. One of the earliest organized attempts to wrestle with the problem in Nunavut took the form of a special conference in Rankin Inlet in 1972. This set the stage for the work of an Inuit Language Commission formed by Inuit Tapirisat of Canada. Apart from other activities, that commission was able to develop a standardization for Syllabics orthography compatible with the Roman system. Several other initiatives took place in the 1970s and 1980s, including work at one of the Inuit Circumpolar Conference's triennial meetings in Sisimiut, Greenland, in 1989. This meeting produced a resolution in support of the development of an international writing system.

Notwithstanding the difficulties of two writing systems, the vitality of the Inuit language in Nunavut is assisted by a number of factors. Chief among these is, of course, the reality that the Inuit language is spoken by significant numbers of people across an unbroken succession of generations, both within and outside Nunavut. Other factors are also important, including the extensive and growing use of the Inuit language in schools, churches, courts, and government institutions and offices, the availability of Inuit language broadcasting and of newspapers and other printed materials, and recognition of the Inuit language as an "official" language of communication. Not least of all, the prospect of a new Nunavut Government in 1999, answering to an Inuit majority electorate, has boosted the confidence and heightened the expectations of Inuit language speakers committed to the survival and flourishing of the Inuit language in a shrinking and increasingly complex world.

(b) English

English is widely spoken in Nunavut. Of the minority of non-Inuit living in Nunavut, it is the first language spoken by most and is understood by virtually all. With respect to Inuit, it is understood by a solid majority (more than three-quarters). It is one of two official languages recognized with respect to federal government programs and services (income tax forms, job applications, and the like) and, at a practical level, is far more widely used in offices and in communications than the other federal official language, French. At the territorial level, it has the status of an official language and is the predominant language of the internal administration of the GNWT, particularly in all communications involving Cabinet or central agency decisions. It is the most widely used language of instruction in the schools, particularly at the senior grades and in Arctic College, and is the main language of business.

English is the most widely spoken language in Canada, in North America, and – for purposes as varied as air traffic control, the Internet, and the publication of scientific papers – in the world. The high profile of English in the international sphere is a two-edged sword in relation to efforts to preserve and promote the use of the Inuit language in Nunavut. On the one hand, it heightens the appeal of English to young people coping with cross-cultural pushes and pulls and makes it more difficult to propel the use of the Inuit language into the future; on the other hand, Inuit language speakers who acquire a working knowledge of English can rely on their bilingualism to communicate readily with the rest of the world. This situation can be contrasted with that pertaining in places such as Greenland, where knowledge of a second language spoken only by a relatively small outside population – Danish – does not equip young Greenlanders with the ability to deal globally.

(c) French

For official purposes, the status of French is very similar to that of English in Nunavut at both the federal and territorial levels. In a practical sense, things are very different. English is a primary language of communication in government work places, French a very exceptional one. The same is true outside government offices. It is possible – if sometimes difficult – for people in many parts of Nunavut to “get by” as monolingual English or Inuit language speakers; it would be very difficult to “get by” in French. French does not carry very far in the routine activities of life – talking to the neighbours, buying a loaf of bread, chatting in the taxi. A visible francophone community is apparent only in Iqaluit; the relatively large number of francophones in that community (about 400) has resulted in a network of organizational and individual supports. Proximity (by air travel time) of Iqaluit to Montréal and other francophone centres in the south contributes to the vitality of the French language presence in Iqaluit.

10.3 Official Language Status in Post-Division Nunavut

(a) Canada’s Official Languages

The creation of Nunavut will have no effect on the status of English and French as Canada’s official languages and the various constitutional and statutory rights and privileges that pertain to them. Accordingly, relevant sections of the *Constitution Acts, 1867-1982* and of the federal *Official Languages Act* will continue to govern such things as authoritative language versions of the laws of Canada, the ability to communicate with government departments and agencies, the use of language in federal government workplaces, and the ability of English and French parents to seek school instruction for their children in English or French. This also means, of course, that any Inuit language version of the federal statute that is the primary statement of Nunavut’s “constitution” – the *Nunavut Act* – serves only for information purposes, not as a source of the law. This situation was faced in the past by TFN negotiations during the completion of the **Nunavut Agreement** – in order to pursue a consistent legal argument as to the statutory force of the agreement (a status bringing with it various legal advantages), TFN negotiators acknowledged that the authoritative versions of the agreement would be English and French (the agreement does contain within it various provisions guaranteeing the use of the Inuit language in proceedings of joint Inuit/government management boards created under the terms of the agreement).

(b) At the Territorial Level

At the territorial level, the *Nunavut Act* contains a number of provisions relevant to the status of languages in Nunavut in the period following April 1, 1999.

The starting point is section 29 of the Act. This section "grandfathers" the laws of the NWT into Nunavut until such time as they are "repealed, amended or rendered inoperable in respect of Nunavut." Application of this section with respect to the status of languages in Nunavut at the territorial level will result in the NWT *Official Languages Act* becoming Nunavut's official languages legislation. Accordingly, there will be no break with respect to the status of languages in Nunavut in the period following division; English, French and the various aboriginal official languages will all initially inherit the same status in the Nunavut area after April 1, 1999, that they enjoy in the Nunavut area on March 31, 1999. It should be emphasized that the "grandfathering" of laws under section 29 of the *Nunavut Act* extends not only to statutes, but also to all regulations enacted pursuant to statutes.

While the effect of section 29 of the *Nunavut Act* is to "grandfather" NWT laws into Nunavut until such time as they may be "repealed, amended or rendered inoperable" by the Nunavut Legislature, section 38 of the Act limits the discretion of the Nunavut Legislature with respect to the status of English and French:

- "38. (1) Except in respect of any provision that the Commissioner in Council of the Northwest Territories was empowered, by section 43.2 of the *Northwest Territories Act*, to enact without the concurrence of Parliament, the ordinance of the Northwest Territories entitled the *Official Languages Act* and continued in force in Nunavut by section 29 may not be amended, repealed or otherwise rendered inoperable by the Legislature without the concurrence of Parliament by way of resolution.**
- (2) Nothing in subsection (1) shall be construed as preventing the Commissioner or the Legislature from granting rights in respect of, or providing services in, English and French or any of the languages of the aboriginal peoples of Canada, in addition to the rights and services provided for in the ordinance referred to in that subsection, whether by amending that ordinance, without the concurrence of Parliament, or by any other means."**

This section of the *Nunavut Act* effectively "entrenches" in Nunavut the official status accorded French and English in the NWT prior to division. Following division, the Nunavut Legislature will have the authority to take measures which would enhance the status of English, French and aboriginal languages through the

addition of guarantees with respect to such things as the provision of government services in English and French; the Nunavut Legislature's ability to reduce the status of English and French from the status they enjoy under the current NWT *Official Languages Act*, however, will be subject to the consent of Parliament.

Paragraph 23(1)(n) of the *Nunavut Act* gives the Nunavut Legislature a positive head of jurisdiction to make laws in relation to the Inuit language (usage of the term "Inuktitut language" in the Act can be equated with the term "Inuit language" employed in this report):

"23. (1) Subject to any other Act of Parliament, the Legislature may make laws in relation to the following classes of subjects:

... (n) the preservation, use and promotion of the Inuktitut language, to the extent that the laws do not diminish the legal status of, or any of the rights in respect of, the English and French languages ..."

Section 38 and paragraph 23(1)(n) of the *Nunavut Act* are closely connected; while the Legislature has ample jurisdiction to take positive steps to enhance the position of the Inuit language in Nunavut, it must obtain Parliament's approval before embarking on any legislative course that would diminish the status of English or French.

10.4 A Language Policy for Nunavut

(a) When to Begin

The innate sensitivities that surround all language issues notwithstanding, it is possible to obtain a fairly clear picture of relevant demographic, legal and other factors defining the state and status of languages in Nunavut today and at the birth of the Nunavut Territory. A clear picture, however, is only a starting point. The big question remains: what kind of language policies should the Nunavut Government pursue?

Given the delicacy of language topics, and the lack of any obvious pattern of public preferences as to what Nunavut's language policies should look like, it might be tempting to put off all serious investigation of Nunavut's language policies until after the Nunavut Government is up and running in 1999. Against the competing pressure of so many other tasks associated with a successful launch of the Nunavut Government, this temptation has particular appeal. Despite such appeal, the NIC

believes it would be a mistake for those involved in preparing for Nunavut to put language issues on a shelf. There are two reasons behind this conclusion.

The first reason is that a wide range of decisions that will be taken in the run-up to Nunavut – decisions ranging from the design of government structures, to the distribution of government positions, to the recruitment and training of new staff – should, as far as possible, be informed by any additional clarity that can be obtained as to the likely direction of Nunavut's language policies. Any such clarity should, of course, be itself communicated to a Nunavut public which needs to feel the highest possible level of comfort as to where the Nunavut project is going.

The second reason is that a workable set of language policies in any jurisdiction requires a great amount of public discussion, and such a process of discussion takes a considerable amount of time. In the NIC's view, postponing the commencement of a concerted process of public discussion on language issues until 1999 would condemn the Nunavut Government to beginning its life – amidst myriad other pressures and distractions – with no hints as to the shape of a workable set of language policies.

Based on such reasoning, the next two-and-a-half years provide a significant opportunity to forge a broad consensus on the major features of a viable set of language policies for Nunavut, particularly as they affect the legislative, administrative and financial priorities of the new Nunavut Government.

(b) Some Substantive Considerations

There is little incentive in investing much effort, at least for the foreseeable future, in reviewing the appropriateness of some major aspects of Nunavut's languages policies. The status of English and French in Nunavut will be beyond the reach of the Nunavut Legislature to reconsider on its own as a consequence of black-letter constitutional and statutory law. This process of "grandfathering" through the status of English and French will also pertain to the status of the Inuit language under the current NWT *Official Languages Act*; thus, there will be basic legal protection for Inuit language rights and services right from the start. The real issue for Nunavut will not be whether and how to consider such things as redefining the status of English and French, but what practical steps to take to "preserve and promote" the Inuit language as a working language above and beyond what "grandfathering" the NWT situation delivers.

Even if the official status of languages were left entirely up to the Nunavut Legislature in 1999, a satisfactory and secure role for the Inuit language could not likely be achieved solely through the enactment of ideal official languages legislation. Historical and contemporary experience reveal that a language can be "official" – as Latin has been for two millennia in the Western Church – and not be

spoken regularly at anybody's breakfast table. Rather, a satisfactory and secure place for the Inuit language in Nunavut depends on weaving together a thoughtful, do-able and affordable combination of government, private sector and personal decisions and initiatives that address the use of the Inuit language in a wide range of relevant societal circumstances – circumstances such as:

- in the work of the Legislative Assembly;
- in the statute books;
- in the courts;
- in municipal council and other public meetings;
- in government offices, both at the service counters and around the coffee pot;
- on radio and TV, and in high-tech communications;
- in stores and other places of business;
- in the classroom;
- in churches and other non-governmental organizations;
- in the home; and,
- in exchanges with the rest of Canada and the world.

The use of language in various societal circumstances cannot, of course, be divorced from the need to balance a commitment to the preservation and promotion of the Inuit language with other political and social values. Many of these are of transparent relevance – tolerance of cultural diversity, liberty of the subject, freedom of expression, procedural fairness, etc.

The development of an appropriate set of language policies for Nunavut will necessitate confronting some hard choices among issues which, for understandable reasons, are not easy ones to deal with dispassionately and definitively. These issues entail grappling with questions such as the following:

- Is it essential to select a single preferred writing system for the Inuit language to ensure the future of the Inuit language as a viable medium of communication?
-

- Is it similarly essential to encourage the development of a standard spoken form of the Inuit language (for example, as taught in schools or used in the bureaucracy)?
- What about the relationship between knowledge of the Inuit language and public sector employment? Should knowledge of the Inuit language be a pre-condition to employment? To getting certain kinds of jobs? Target percentages of various job categories? By certain dates? What about guarantees to existing workers for continued employment or access to language training?
- What will be the objectives of the school system with respect to learning languages? That every high school graduate have a minimum facility in at least one official language? More than one language? Be comfortably bilingual? What about multilingualism?
- What about the Inuit language and the air waves? Should all residents of Nunavut have access to minimum levels of Inuit language broadcasting?
- What about language policy and the private sector? For example, the Republic of Ireland has policies promoting the Irish language as an official language but has avoided government intrusion into the language of business; in contrast, the Government of Québec has introduced a succession of measures aimed at presenting a “French face” to commercial activities in Québec. Whither Nunavut?
- What is the relative priority of language issues in the competition for tight public sector dollars? How much is the public willing to spend?

There are many things that need to be accomplished in order to assist in the development of a coherent set of language policies for Nunavut. From the perspective of the NIC, however, one thing stands out above all the others: there is a central, irreducible need to obtain a clear picture, having broad public understanding and support, about where language figures in the kind of Nunavut society that Nunavut’s citizens want to build.

(c) Taking the Next Logical Step

Difficult problems of public policy are often sidestepped by assigning them to open-ended processes of blarney and blather with no meaningful prospect of anybody taking any real action. Unnecessary and too frequent appeals for special conferences, workshops and thinktanks can, and do, breed public cynicism. Mindful of this problem, the NIC has consciously attempted to make its own reports and

recommendations as clear and as concrete as possible, with a minimum of missionizing as to the need for follow-up talkshops prior to the making of decisions by the three parties that the NIC advises.

In "**Footprints**", the NIC suggested the desirability of convening stand-alone conferences in only two areas: building up the Nunavut economy; and developing the social and cultural well-being of Nunavut, with a focus on language issues. Neither of these conferences has been energetically pursued by the three parties in the period that has lapsed between "**Footprints**" and this report. Notwithstanding this fact, the NIC maintains that there is a need for the convening of two special conferences in the run-up to April 1, 1999, conferences that fall within the generality of the NIC's earlier recommendations, but that represent a narrowing down of previously suggested conference topics. As described in Chapter 4, section 7 of this report, one suggested conference would be **The Future of Work in Nunavut Conference**, and would take place in the winter of 1997; the NIC is actively involved in efforts to organize this conference. The other conference that the NIC supports, in keeping with the contents of this chapter, would be on the topic of developing a language policy for Nunavut.

The topic of language is too important in Nunavut to be rushed to hasty conclusions – it is by no means inconsequential, for example, that many older people associate Syllabics orthography with the "Word of God" that they first learned as part of divine service. Any efforts aimed at short-circuiting the need for broad public consensus on key language issues is more likely to be harmful and hurtful than of any help. In the NIC's view, the convening of a special **Developing a Language Policy for Nunavut Conference** is a necessary step in pulling together an adequate societal consensus on the place of language in the future of Nunavut, with particular attention to the preservation and promotion of the Inuit language. Such a conference should be organized with no shying away from difficult issues – there is no point having a conference that engenders resolutions that are little more than empty platitudes or that are rooted in the specious assumption that governments can afford to do all things for all people. The conference should be planned with a view to maximizing public participation, drawing on the variety of Nunavut organizations that focus exclusively or heavily on social and cultural issues, as well as having the active sponsorship of the three parties to the **Nunavut Political Accord**. The conference should make use of the wealth of things attempted, and experience derived, in relation to the development of language policy in other parts of Canada and of the world.

Recommendation #10-1

The NIC recommends that the three parties to the **Nunavut Political Accord**, with the assistance of the NIC, jointly convene, in the second half of 1997, a special **Developing a Language Policy for Nunavut Conference**, as a necessary step in pulling together an adequate societal consensus on the place of language in the future of Nunavut, with particular attention to the preservation and promotion of the Inuit language. Such a conference should be organized so as to identify and evaluate critical choices in defining an appropriate set of language policies for Nunavut, mindful of practical limiting factors such as tight public sector finances. The conference should be planned with a view to maximizing public participation, actively engaging the variety of Nunavut organizations that have a focus on social and cultural issues. The conference should be made aware of efforts mounted, and experience gained, in relation to the development of language policy in other parts of Canada and of the world.

Chapter 11. Other Issues

11.1 Interim Commissioner

There has been an evolution in thinking about the importance of the Office of the Interim Commissioner. At the time of the enactment of the *Nunavut Act*, there was a widespread assumption that the Office of the Interim Commissioner would be filled in the immediate run-up to April 1, 1999, and that the Interim Commissioner would confine his or her activities to a fairly narrow range of technical and administrative tasks. With the passage of time, there has been a growing awareness that the Office of the Interim Commissioner will be a very important one in the successful creation of the Nunavut Government. This importance stems from a simple fact: in the period prior to April 1, 1999, the Interim Commissioner will be the only person holding a public office who will be able to speak with authority – that is, to enter into binding legal arrangements – in the name of Nunavut. This is, of course, no minor, mechanical duty. Rather, it is a statutorily sanctioned role that carries with it a very high level of public expectation and trust.

In the development of *Footprints in New Snow*, the Nunavut Implementation Commission obtained a clearer appreciation for the pivotal place occupied by the Office of the Interim Commissioner in preparations for Nunavut. It was through this appreciation that the NIC made a number of carefully conceived recommendations in relation to how Interim Commissioner should be recruited and, once recruited, approach his or her work. These recommendations covered the following:

- that an Interim Commissioner be appointed by the Governor in Council under Part IV of the *Nunavut Act* (while there appears to be almost universal support at the present for the appointment of an Interim Commissioner, the Act makes an appointment discretionary rather than mandatory) (Recommendation #12-1);
 - that the selection of an Interim Commissioner be made in consultation with the GNWT, NTI and the NIC (Recommendation #12-2);
 - that an Interim Commissioner take office on or about April 1, 1997 (Recommendation #12-3);
-

- that written directions that the Act allows the Minister of DIAND to give to the Interim Commissioner be developed in consultation with the GNWT, NTI and the NIC (Recommendation #12-4);
- that the Interim Commissioner carry out his or her work in consultation with a member of the NWT Legislative Assembly representing the "Nunavut Caucus," the President of NTI, and the Chairperson of the NIC (Recommendation #12-5); and,
- that the Office of the Interim Commissioner be based in Nunavut, have an adequate staff with a staff presence in Yellowknife and Ottawa, have a multi-year budget of almost \$ 10 million (\$ 9,654,000), and that a satisfactory relationship be worked out with the NIC (Recommendation #12-6 and Appendix A-16).

These recommendations made by the NIC received a largely favourable response from the three parties to the **Nunavut Political Accord**. There appeared to be a general consensus around the propositions that the recruitment of an Interim Commissioner, and the supply of any directions to the Interim Commissioner, should not be carried out by the federal government without adequate involvement of the GNWT and NTI. There were, however, some important differences in detail between the recommendations put forward by the NIC and the outlooks of the three parties. In its January, 1996, formal response to "**Footprints**", NTI recommended that the Interim Commissioner be appointed as soon as possible and that the appointment of an Interim Commissioner be made from a list of nominations approved by the Government of Canada, the GNWT and NTI. In its May, 1996, statement of position, **Working Toward 1999**, the GNWT also took the view that the Interim Commissioner be appointed at an early date – the fall of 1996 – and that the identification of an appropriate candidate be done on a three party basis. The GNWT also suggested that

"... the terms of reference and draft instructions for the Interim Commissioner be consistent with the recognition of the GNWT as the democratically elected and responsible government for the whole of the NWT until April 1, 1999 and that political decisions continue to be made by elected representatives."

(page 20)

The GNWT report was released following the agreement made in March, 1996, to set up a multi-party Co-ordinating Committee of Officials on Nunavut (CCON); thus, the GNWT report was able to build on CCON as an appropriate reference point for focusing multi-party collaboration on matters concerning the Interim Commissioner.

Given the importance of the role to be played by the Interim Commissioner, particularly with respect to giving practical and timely effect to an overall government design model, the federal Cabinet decisions of April, 1996, prompted intensive discussions, at both the political and staff levels, as to the functions, activities and recruitment of an Interim Commissioner. These discussions have been something of a learning process for all concerned; there are no easy-to-follow guidelines on how a variety of organizations with well rooted but overlapping mandates can work together so as to discharge effectively their individual responsibilities while contributing equally effectively to their common ones. At the same time these discussions have been productive; by the early part of the summer of 1996, consensus had emerged on the following points regarding the appointment and role of an Interim Commissioner of Nunavut:

Appointment

The Interim Commissioner should be appointed as soon as practicable and, in any event, by the end of 1996.

Focus on Practical, Administrative Tasks

The Interim Commissioner will occupy an important position that carries with it a significant amount of autonomy and discretion. In exercising such autonomy and discretion, the Interim Commissioner should focus on the practical, administrative tasks necessary to ensure that the creation of the Nunavut Government is brought about as smoothly as possible. The Office of the Interim Commissioner is not political in nature.

Directions

The *Nunavut Act* permits the Minister of DIAND to issue written directions to the Interim Commissioner and the Interim Commissioner must act in accordance with any such directions. There is a need for an initial set of directions to be issued to the Interim Commissioner that contain a number of agreed-upon principles.

Subsequent Directions

The desirability and timing of subsequent directions to the Interim Commissioner should be left open.

Qualifications

In the recruitment of an Interim Commissioner, the following qualifications will be important:

- proven management skills and experience;
- proven negotiating skills;
- proven diplomatic abilities;
- proven communications skills;
- bilingualism (Inuktitut/English) preferred;
- knowledge of government design and operations;
- understanding of national, northern and Nunavut issues;
- familiarity with Inuit culture and values;
- experience with – and demonstrated sensitivity to – working in a multi-cultural environment.

Multi-Organization Involvement in Development of Draft Directions

The GNWT and NTI, with the assistance of the NIC, will assist the Government of Canada in the development of draft directions for the Interim Commissioner. The CCON will provide a forum with respect to the drafting of initial and subsequent directions.

Multi-Organization Involvement in Recruitment Process

The Government of Canada, GNWT and NTI will take part in discussions as to what individuals should be considered on any "short list" for selection as Interim Commissioner and who should ultimately be offered the position. The CCON will undertake to define a recruitment process and timeline.

Location of Office of the Interim Commissioner

The principal place of business of the Office of the Interim Commissioner should be located in Iqaluit as future capital of Nunavut. The office may maintain a staff presence in other places, such as Yellowknife or Ottawa, as may be needed.

Job Description

The CCON will take the lead in developing a job description for the Interim Commissioner.

Staff Requirements

The Office of the Interim Commissioner should be equipped with an adequate staff and budget. An overall multi-year budget of approximately \$ 10 million will be provided to the office.

Costs Incremental to Division

The costs of the Office of the Interim Commissioner are incremental costs flowing from division and will be borne by the Government of Canada.

Participation in Work of the CCON

The Office of the Interim Commissioner will participate in the work of the CCON on the same basis as the NIC (i.e. decision making reserved to the three parties to the **Nunavut Political Accord**; full participation in all other respects).

On the basis of these points of consensus, work has proceeded towards developing and applying guidelines for the recruitment of the Interim Commissioner. The guidelines have clarified such things as the use of a consulting contractor with expertise in senior level recruitment, posting of the position, the identification of the most promising candidates, the ability of the three parties to the **Nunavut Political Accord** to nominate candidates, the importance of consensus surrounding the selection of the most suitable candidate, and the involvement of the CCON. The NIC has played a full role in the design of the recruitment process but has not participated in the identification or evaluation of specific individuals.

In thinking through the kind of work that will need to be done by the Office of the Interim Commissioner in the period leading up to April 1, 1999, it will be important to strike appropriate balances among competing factors. The following competing factors come readily to mind:

- the independence of the Office of the Interim Commissioner

in competition with

- adequate accountability to elected representatives;

- the advantages of a high level of multi-organizational collegiality

in competition with

- variations in mandate and efficiencies associated with a rational division of labour;

- the specific, time-limited mandate of the Office of the Interim Commissioner

in competition with

- the need for a smooth gearing-up of the administrative apparatus of the Nunavut Government in the pre-April, 1999, and post-April, 1999 periods;

and,

- the desirability of providing the first elected legislators and ministers of the Nunavut Legislative Assembly and government with a "free hand" in the make-up of the senior ranks of the Nunavut public service

in competition with

- demands for a reasonable level of job security on the part of well-qualified individuals contemplating working for the Nunavut Government.

Each of these sets of competing factors warrants some elaboration.

Independence in competition with Accountability

The Office of the Interim Commissioner is a position that has been created by Parliament through the provisions of the *Nunavut Act*. Parliament has equipped the office with a power not vested in any other public official: namely, the power to enter into binding agreements, and make other important commitments, in the name of and on behalf of the Nunavut Government. The power to enter into binding agreements extends to such key matters as the contracting of personnel, the conclusion of intergovernmental service delivery and funding agreements, and the division of assets and liabilities between Nunavut and the GNWT. Given the importance of the role to be played by the Interim Commissioner, it is essential that the Interim Commissioner be a highly qualified individual who can be relied upon to act with credibility, vigour and creativity. The critical nature of the work of the Interim Commissioner, and the need to obtain a high level of confidence in the integrity, credibility, and independence of the office, has been underscored by the efforts of the three parties to the **Nunavut Political Accord** to secure consensus on the process for selecting an Interim Commissioner and in the choice of the most suitable candidate.

It must also be remembered, that the Office of the Interim Commissioner has not been designed to operate at cross purposes with the will of elected representatives working at the federal, territorial and Inuit organization levels. General democratic principles subordinating the power of appointed officials to elected representatives are manifest in that feature of the *Nunavut Act* (subsection 71(2)) that permits the Minister of DIAND to give directions to the Interim Commissioner. Similarly, the *Nunavut Act* (section 73) places specific limitations on the power of the Interim Commissioner to enter into certain classes of agreements without the consent of the Governor in Council or to bind the Government of Nunavut with respect to certain matters beyond prescribed time periods. The job description of the Interim Commissioner, as developed by the CCON, is also indicative of a shared preference to have the Office of the Interim Commissioner focus on practical, administrative issues and, insofar as possible, to avoid sensitive topics of a partisan nature.

Multi-Organizational Collegiality in competition with Mandates and Efficiencies

In "**Footprints**", the NIC gave considerable weight, both in the narrative of its discussion and in resulting recommendations, to the need for a high level of inter-organizational co-operation involving the Government of Canada, the GNWT, NTI and itself. The NIC also foresaw the need for the Office of the Interim Commissioner to be directly plugged into mechanisms for multi-organizational co-operation. In their various responses and activities in the period following "**Footprints**", the three parties to the **Nunavut Political Accord** have revealed their

collective desire for a high level of multi-party co-operation. This has been apparent in the periodic meetings of leaders at the political level and in the creation of a standing committee at the officials' level.

Balanced against the high premium placed on multi-organizational efforts are several factors that argue against a surfeit of collegiality. The first factor is obvious but no less important for being so: the various organizational actors – the Government of Canada, GNWT, NTI, the NIC and the Office of the Interim Commissioner – all have different responsibilities. While many of these responsibilities may overlap, the public is not well served when they become confused. Secondly, the amount of work that needs to be accomplished between now and April 1, 1999, will not allow for an excess of Four Musketeerism. Judicious use of multi-organizational co-ordination mechanisms at the political and officials levels must take place against a backdrop of a sensible distribution of specific tasks and undertakings among organizations. The successful start-up of the Nunavut Government will not be secured through unnecessary duplication of efforts.

Time-Limited Mandate *in competition with* Smooth Gearing-Up

As set out in the *Nunavut Act*, the mandate of the Office of the Interim Commissioner is specific and time-limited. The office disappears with the appointment of Nunavut's first Commissioner on or around April 1, 1999. The job of the office is to facilitate, in various practical ways, the creation of the Nunavut, by sorting out, on behalf of its nascent government, a number of key administrative, personnel, financial and legal issues of a transitional nature. The *Nunavut Act* makes it clear that the Interim Commissioner's ability to bind the Nunavut Government in the post-April, 1999 world to various intergovernmental agreements will be restricted.

Given the transitional nature of the Office of the Interim Commissioner itself, there is a logical tendency to see the work performed by the office in the same light; that is, as focused as possible on immediate and short term tasks. While this logic may play out to good practical effect in relation to many issues, there is a balancing argument in an opposite direction. According to this argument, it is imperative that the Office of the Interim Commissioner approach the carrying out of its work with a conscious effort to safeguard and promote the long-term interests of Nunavut. At least two reasons can be recited in support of this argument. The first is that in protecting the interests of an organism of indeterminate life such as the Nunavut Government, intelligent decision making in the short term requires an appreciation of longer term circumstances and challenges (this reason may be self-evident to all those who are mindful of the crisis in longer term public finances in Canada triggered by short term decisions made in the 1970s and 1980s). The second reason is that the creation of a new Nunavut Government on April 1, 1999, will bring with it, by its very nature and with the best of planning and preparations, a significant

amount of disruption and scrambling. Who will the senior hamlet administrator telephone if the cheque underwriting municipal services doesn't arrive from the "head office"? Who will a provincial premier's office contact in order to talk about an upcoming premiers' conference? The questions can be endless. With a predictable level of disruption and scrambling – peaking and, one hopes, rapidly subsiding after start-up date – it may be advantageous for the Office of the Interim Commissioner to have struck arrangements in relation to many topics that do not need to be revisited in the immediate post-division life of the new government.

A "Free Hand" in Relation to Senior Public Service Appointment *in competition with Reasonable Job Security*

In advance of the creation of the Nunavut Government, it is possible to know some things about its fundamental character: its constitutional underpinnings, its legislative and executive powers, its demographic and socio-economic character. In other respects, it is almost impossible to speak with any kind of confidence. What will be issues that dominate the first election to the Nunavut Legislative Assembly? What kind of people will get elected? Will the organizational culture of the Nunavut Government soon reveal itself as being very different from that of the existing GNWT? These uncertainties, combined with a long-standing convention in Canada that the intimacy of contact between ministers and the most senior bureaucrats requires that such bureaucrats serve "at pleasure," suggest that the Interim Commissioner should be careful to avoid pre-committing the Government of Nunavut to the long-term make up or assignments of its most senior public servants.

It is possible to look at the issue of senior staff in a different light. The Interim Commissioner will naturally want to get the best possible people to come to work for his or her office. Will it be difficult to recruit the best possible people to work for the office if there are no assurances as to work offers or opportunities in the period after April 1, 1999? It can be argued that the Office of the Interim Commissioner will be most effective if it is conceived and organized so as to place senior staff members in charge of work portfolios that conform to the allocation of responsibilities among incumbent deputy minister working for the GNWT. There would be obvious advantages in terms of familiarity with the files, and continuity of effort, if the Office of the Interim Commissioner were to be set up in this way.

From the NIC's perspective, the problem of allocating appropriate weight to competing factors is best dealt with by keeping the following considerations in mind:

- The process for recruitment of Interim Commissioner is being conducted, and the Office of the Interim Commissioner is being resourced, in such a way as to provide parties to the **Nunavut Political Accord** and the Nunavut
-

public with a high level of confidence as to the effectiveness of the Interim Commissioner and his or her office. Accordingly, the office should be given adequate scope to carry out necessary work within the generality of broad, but clear directions. Parties to the **Nunavut Political Accord** should resist any temptation to “micro-manage” the work of the Office of the Interim Commissioner.

- Without detracting from the previous point, there is a legitimate – and needed – role for the three parties to develop, on a consensus basis, broad, but clear policy directions with respect to fundamental planning objectives and parameters.
- The need for such policy directions is most apparent in relation to the overall policy environment, the design of the Nunavut Government, personnel issues relating to the staffing up of the Nunavut Government, division of assets and liabilities between Nunavut and the NWT, and on-going funding of the Nunavut Government.
- Insofar as it does not prove possible to develop broad, but clear policy directions for the Interim Commissioner on a consensual basis among the three parties, then the Minister of DIAND – in keeping with overall constitutional responsibilities and in exercise of powers under the *Nunavut Act* – should nevertheless supply such directions in relation to relevant topics on a timely basis.
- Insofar as policy directions are supplied to the Interim Commissioner by the Minister of DIAND on behalf of the Government of Canada on any particular topic without the support of the GNWT and NTI, then such policy directions should be confined to very broadly stated points. The Interim Commissioner should be left with wide latitude in the practical interpretation and application of such broadly stated points.
- The most appropriate time for the supply of policy directions to the Interim Commissioner by the three parties is in the early life of the Office of the Interim Commissioner. Accordingly, the three parties should make every effort to develop and deliver appropriate directions before the end of 1996, and allow the Interim Commissioner to rely confidently on those directions, in unamended form, for the balance of his or her mandate.
- Notwithstanding the last point, the three parties should make every effort to respond promptly and precisely to any request for further policy directions initiated by the Interim Commissioner at any time in his or her mandate.

In addition to formulating the above considerations about the appropriate relationship between the Office of the Interim Commissioner and the other bodies seized with shared responsibilities for the successful creation of Nunavut, the NIC

has considered the kind of relationship that should exist between the NIC and the Office of the Interim Commissioner.

The mandates of the two bodies are connected but distinct. While each has a statutory mandate to help prepare for the start-up of the Nunavut Government, the NIC's job is an advisory one: to provide advice to the three parties to the **Nunavut Political Accord** on the establishment of the Nunavut Government, including such things as the administrative design of the Nunavut Government, the first Nunavut Legislative Assembly elections, training and infrastructure needs, program and service delivery arrangements. The job of the Interim Commissioner is executive and managerial: to hire personnel for the Nunavut Government, to conclude agreements on dividing up assets and liabilities, on intergovernmental financial transfers, and the like.

While the mandates of the NIC and the Office of the Interim Commissioner are conceptually distinct, there is every incentive – given limited resources of money and personnel and limited time in which to apply them to good effect – to ensure a high degree of co-ordination in their efforts. It is particularly important that the kind of research and policy analysis work that needs to be conducted across a variety of topics is distributed so as to avoid doubling up. To some extent, the form and substance of co-operation will turn on who is chosen as Interim Commissioner and how the Office of the Interim Commissioner is organized and staffed; it would be unhelpful to pre-suppose in any detail the kind of co-operative arrangements that might be satisfactory to the Office of the Interim Commissioner prior to that office finding its own voice. Notwithstanding the need to avoid being prematurely prescriptive in setting out inter-organizational arrangements, the need for a rational allocation of work between the office and the NIC is self-evident.

Perhaps somewhat less self-evident is the likelihood that the breadth and depth of further research and policy analysis work between now and April 1, 1999, will turn very much on two factors:

- the extent to which an early and sustained consensus among the three parties to the **Nunavut Political Accord**, expressed through timely and succinct policy directions to the Interim Commissar, allows the Office of the Interim Commissioner to move forward purposefully in the conversion of well-defined objectives into concrete administrative and financial commitments – job offers made, debts and assets assigned and secured, access to out-of-Nunavut hospitals and other institutions in the post-division period confirmed, federal financial transfers worked through, etc.; and,
 - above and beyond the timeliness and succinctness of its policy directions, the extent to which the Office of the Interim Commissioner is able to tackle simultaneously the myriad – and, in many respects, still unknown and unquantifiable – bits of administrative and financial minutiae that will need
-

to be sorted out in short order so as to give the Nunavut Government as firm a bureaucratic footing as possible in its first days of life.

If these factors play out in such a way as to make the work of the Office of the Interim Commissioner significantly more predictable and manageable than would be feared in a worst case scenario, then the work of the NIC might usefully focus on some of the "fine tuning" of administrative design and other matters that fall within its general mandate (e.g. the design of Cabinet level and inter-departmental committees and other mechanisms to assist in the smooth operations of Nunavut Government machinery). In this kind of atmosphere, the work of the NIC might even extend to areas where the Nunavut Government would be ideally equipped with some broad "think pieces" as to the further evolution of government program and service design and delivery in the early post-division period (e.g. a set of implementation options for the encouragement of expanded use of the Inuit language in government offices over time).

It is also, of course, conceivable that the struggle to complete all the tasks necessary for the successful launch of the Nunavut Government will prove, for any number of foreseeable and unforeseeable reasons, to be far more daunting and exhausting than hoped. In a worst case scenario, the Office of the Interim Commissioner would be particularly vulnerable to being overwhelmed by a list of tasks all shouting for immediate attention and action. In this kind of situation, the desirability of completing many of the research and policy analysis topics taken up by the NIC in a more optimistic outlook might have to be seen in a harsher light. In "all hands on deck" circumstances, the best overall results might be promoted by putting the NIC's resources more directly behind the completion of essential tasks being juggled by the Office of the Interim Commissioner. This could take a number of forms, including the seconding of staff and even, assuming a high degree of mutual understanding, the transferring or otherwise re-profiling of financial support from the NIC to the Office of the Interim Commissioner.

Based on the above discussion, the NIC makes the following recommendations with respect to the Interim Commissioner and Office of the Interim Commissioner.

Recommendation #11-1

The NIC recommends that work towards the establishment of the Office of the Interim Commissioner, and the process for recruitment of the Interim Commissioner, proceed on the basis of the multi-organizational consensus that has emerged to date.

Recommendation #11-2

The NIC recommends that, the Interim Commissioner be supplied, as soon as practicable upon appointment by the Governor in Council and, in any event prior to January 31, 1997, with a letter of direction from the Minister of DIAND, pursuant to subsection 71(2) of the **Nunavut Act**, directing that the Interim Commissioner act in accordance with broad policy directions that have been developed on a multi-organizational consensus basis.

Recommendation #11-3

The NIC recommends that the policy directions referred to in Recommendation #11-2 deal, at a minimum, with the following matters:

- overall design of the Nunavut Government;
- personnel issues relating to the staffing up of the Nunavut Government;
- division of assets and liabilities between Nunavut and the NWT; and,
- on-going funding of the Nunavut Government.

Recommendation #11-4

The NIC recommends that the policy directions supplied to the Interim Commissioner with respect to the matters identified in Recommendation #11-3 be based on the substantive recommendations set out in relevant parts of this report, as may be modified by a consensus among the three parties to the **Nunavut Political Accord**.

Recommendation #11-5

The NIC recommends that, following the supply to the Interim Commissioner of policy directions described in Recommendation #11-2, further policy directions be supplied to the Interim Commissioner in the period leading up to April 1, 1999, only in the event of:

- the occurrence of important unforeseen developments; or,
- a request for policy directions from the Interim Commissioner.

Recommendation #11-6

The NIC recommends that, insofar as it does not prove possible to develop broad, but clear policy directions to the Interim Commissioner on a consensus basis among the three parties to the **Nunavut Political Accord**, the Minister of DIAND – in keeping with the Government of Canada's overall constitutional responsibilities and in exercise of powers under the **Nunavut Act** – supply such directions in relation to relevant topics on a timely basis.

Recommendation #11-7

The NIC recommends that, insofar as policy directions are supplied to the Interim Commissioner by the Minister of DIAND on behalf of the Government of Canada on any particular topic without the support of the GNWT and NTI, then such policy directions should be confined to very broadly stated points; the Interim Commissioner should be left with wide latitude in the practical interpretation and application of such broadly stated points.

Recommendation #11-8

The NIC recommends that, as soon as practicable upon his or her appointment, the Interim Commissioner enter into discussions with the NIC with a view to reaching agreement on inter-organizational collaboration in general and a logical distribution of research and policy analysis work in particular. The NIC further recommends that discussions of this kind be renewed from time to time, as circumstances suggest, over the period up to April 1, 1999.

Recommendation #11-9

The NIC recommends that discussions referred to in Recommendation #11-8 adopt an open-minded and flexible approach to questions surrounding the best use of human and financial resources and, if appropriate, extend to possibilities of seconding staff and transferring or otherwise re-profiling of financial support from the NIC to the Office of the Interim Commissioner.

Recommendation #11-10

The NIC recommends that, in the event that the NIC and the Office of the Interim Commissioner reach an agreement on best use of combined human and financial resources, that the Government of Canada take any reasonable measures needed – such as the amendment of contribution agreements or the securing of Treasury Board consent – to accommodate such an agreement.

11.2 Nunavut Legislative Assembly

The NIC has, throughout its organizational life to date, devoted considerable attention to issues associated with the design of the Nunavut Legislative Assembly.

Some aspects of these issues have been inescapable components of the nuts and bolts of government operations – the need to work out the design details, personnel implications, and financial repercussions of a particular size of Assembly. Should "X" number of MLAs be elected, requiring "Y" amount of staff support, generating "Z" amount of costs?

In addition to mechanical matters, the NIC has probed into more fundamental questions of how a Nunavut Legislative Assembly should be organized to be both fully attuned to a distinct and rapidly evolving society – that is, as "representative" as possible – and suitable to performing necessary legislative and executive tasks with a well developed capacity for focus and efficiency – that is, as "efficient" as possible. Two issues in particular have struck a chord both inside the NIC and with the Nunavut public – and, indeed, have obtained some attention in other parts of Canada. These two issues are the possibility of designing constituencies and defining electoral rules so as to guarantee the election of equal numbers of men and women, and the possibility of instituting changes to the conventional model of Westminster style democracy in Canada so as to provide for the direct election of the Premier (Government Leader).

In launching a public discussion of some possibilities of fundamental reform to Nunavut's electoral system, the NIC has been conscious of a couple of important factors. A first, and highly compelling factor, has been the need to ensure that any recommendations as to fundamental reform must discharge the burden of having a high level of public support; healthy respect for the integrity and dependability of democratic institutions and process surely demands nothing less. A second factor has been the recognition that any measures of fundamental reform to Nunavut's electoral system would, in the run-up to Nunavut's first Legislative Assembly election, require Parliament to sanction such changes through appropriate amendments to the *Nunavut Act*.

The process for enactment of legislation by Parliament is seldom a quick or uncomplicated one, even assuming a majority of Members of the House of Commons and Senate are favourably disposed to the substance of any legislative proposal. Nor are realistic assessments as to the time required by Parliament's legislative process the only relevant considerations as to time. Depending on the substance and fate of the body of the NIC's recommendations as to Nunavut's Legislative Assembly (including, for example, the number of members), it may prove necessary to allocate substantial time for the work of an independent electoral boundaries commission in the period leading to April 1, 1999.

Discussions with a number of well-placed and well-informed officials, notably the Clerk of the NWT Legislative Assembly and senior territorial government elections officials, suggest that it would be highly preferable that central questions concerning the size and make-up of the Nunavut Legislative Assembly, and related electoral issues, be answered in the early part of 1997.

The NIC has been balancing the urgency of going forward with the development and tendering of the advice contained in this report with respect to the overall design of the Nunavut Government and other important topics with the need to advance specific recommendations concerning what kind of innovations, if any, should be instituted with respect to how MLAs and the Premier of Nunavut are selected. The solution adopted by the NIC has been to put forward this report as soon as possible, and to follow its release with stand-alone advice on the selection of MLAs and of the Premier, and on related issues, as soon as practicable thereafter. It is the NIC's plan to tender such advice before the end of 1996.

11.3 Legislative Revisions

In "*Footprints*", the NIC noted that section 29 of the *Nunavut Act*, by "grandfathering" forward the laws of the NWT into Nunavut, largely overcomes any problems of a "legal vacuum" that otherwise might exist in Nunavut. Relying

on the basic comfort supplied by the "grandfathering" of laws feature of the *Nunavut Act*, "Footprints" went on to say:

"Notwithstanding this overall solution to issues of legal continuity and clarity, a number of secondary issues have been identified in relation to ensuring that the statute books of Nunavut are as complete, comprehensible and workable as possible in the opening days of the Nunavut territory's existence."

(page 89)

"Footprints" noted three such secondary issues:

- the need to anticipate the division of the NWT by developing two sets of statutory materials suitable for adoption and use in Nunavut and in the NWT (or whatever new name may come to be applied to the western part of the existing NWT); the statutory materials for Nunavut would be purged of otiose references to matters specific to the western part, and the statutory materials prepared for the western part would be purged of otiose references to matters specific to Nunavut;
- the need to ensure that, to the maximum extent practicable, the statutory materials applying to Nunavut are available in an Inuit language version on April 1, 1999; and,
- the need to ensure that statutory materials relevant to Nunavut are in full compatibility with the provisions of the **Nunavut Agreement**.

As a primary, but not exclusive, mechanism for meeting these needs, the NIC recommended that the NWT Legislative Assembly enact legislation establishing an Office of the Statute Review Commissioner and that the federal government finance the reasonable costs of such an office as a transitional cost of creating Nunavut.

The NIC is pleased that, in the period between the release of "Footprints" and the completion of this report, measurable progress has been made in addressing matters of legislative revision. Such progress has taken the form of the enactment of a *Statute Revision Act* by the NWT Legislature in June of 1996. The enactment of the statute, combined with the supply of funding for the Office of the Statute Review Commissioner through a funding agreement with DIAND, will permit the commencement of necessary statutory revision work.

While the enactment of the *Statute Revision Act* is a welcome initiative, the statute does not provide a clear solution to all the issues of statute revision. From the perspective of the NIC, there are a number of further issues that should be dealt with.

The first issue involves work priorities. The *Statute Revision Act* is open to different interpretations as to whether work on statutory materials for Nunavut and the western part of the NWT will be given equal priority of attention (some might argue that, since the impetus for currently contemplated statute revision work is the creation of Nunavut, then the preparation of Nunavut statutory materials should be given clear priority of attention; the NIC takes the view that the development of orderly law books for both Nunavut and the post-division NWT have equally good rationale). NTI identified this problem of unclear interpretation in a May 27, 1996, letter to the NWT Minister of Justice, when the Act was still in draft form:

"It is not clear from a reading of the Bill that the work of the Statute Review Commission with respect to preparing a Statute Roll under Part I and a Statute Roll under Part II will proceed concurrently. In fact, the wording of section 29 suggests that the legislative base for the development of the Statutes of Nunavut will be the Revised Statutes of the Northwest Territories, 1998, rather than the *Revised Statutes of the Northwest Territories, 1988*. Similarly, references in Part II to the Commissioner of Nunavut (s. 30) give the impression that the process of consolidation and revision of the Statutes of the Northwest Territories to adapt them for use in Nunavut is not expected to be completed prior to April 1, 1999. Because the Act appears to contemplate a two-stage process, the western portion of the NWT remaining after April 1, 1999 will have a revised and consolidated set of Statutes that come into effect on April 1, 1999 but the legislative base for territorial law in Nunavut would continue to be the (unrevised) *Revised Statutes of the Northwest Territories, 1988* until such time as the process of adapting NWT laws for Nunavut has been completed."

In order to overcome this problem of interpretation, NTI proposed that the draft legislation be amended to include the following language:

"PART I: Appointment and Role of Statute Review Commissioner

- 1. The Minister of Justice shall appoint a Statute Review Commissioner for the purpose of *concurrently* preparing separate bodies of revised and consolidated statute law for use by the legislators and people of Nunavut and of the remaining western portions of the existing Northwest Territories in the period following the division of the Northwest Territories on or before April 1, 1999."**

[ed. note - emphasis added]

The NIC believes that, while it is unfortunate that this suggested amendment was not incorporated into the *Statute Revision Act* at a draft stage, that the GNWT

should introduce into the NWT Legislative Assembly legislative changes to the Act that would embody the substance of the suggested amendment relating to concurrent priorities.

NTI made a number of other suggested changes to the *Statute Revision Act* when it was in bill form.

NTI proposed that the Act include a provision directing the NWT Minister of Justice to consult with NTI, and with appropriate representatives of Dene, Metis and Inuvialuit organizations, prior to appointing a Statute Review Commissioner. The NIC concurs with the desirability of such consultation.

The *Statute Revision Act* allows for the preparation of an Inuit language version of the statutory materials to be used in Nunavut. The practical limitation on the extent to which an Inuit language version of Nunavut's statutory materials is developed in advance of April 1, 1999, will be determined primarily on the kind of human and financial resources invested in the effort. A contribution agreement concluded between the Government of Canada and the GNWT to underwrite the cost of the Office of the Statute Review Commissioner must devote priority to preparation of Inuit language materials. It may not be possible, given limitations of time and qualified personnel, to contemplate a complete set of statutes to be available in an Inuit language version form by April 1, 1999; it is important, however, that

- all key statutes and regulations are made available in an Inuit language version; and,
- work towards the preparation of Inuit language statutory materials be organized so that on-going translation work can be accomplished according to acceptable standards and timetables and, through effective use of modern communications tools, can be readily accessible to the legislators, government workers and members of the public in Nunavut.

NTI proposed that the Act include an obligation for the Statute Review Commissioner to "consult from time to time with the parties to the **Nunavut Political Accord** on progress made" in relation to such work. The NIC concurs with the intent of this proposal.

In "**Footprints**", the NIC identified another problem of statutory updating in connection with Nunavut:

"A third issue associated with the topic of legislative revision is the need to ensure that the statutes and regulations pertaining to Nunavut are in full compatibility with the provisions of the Nunavut Agreement. For example, Article 5 of the Nunavut Agreement establishes an entire new regime of

wildlife rights and wildlife management in the Nunavut area. For the sake of legislative clarity, existing federal and territorial laws relevant to the Nunavut area should be thoroughly reviewed and, to the extent necessary, amendments developed to bring such laws into line with the Nunavut Agreement. NTI should, of course, be involved in such work. Ideally, the completion of this set of tasks should take place as soon as possible, and the GNWT Department of Renewable Resources has begun work in this regard, but in any event this work should not be a task that the Nunavut Legislative Assembly has to deal with at length."

It is now more than three years since the **Nunavut Agreement** came into force. Even though the federal Cabinet, in approving the **Nunavut Agreement**, apparently made moneys available to government departments, including GNWT departments, for the updating of the statute books to reflect the agreement, little if any progress appears to have been made. This lack of progress has contributed in no small way to widespread confusion in the minds of members of the Nunavut public as to the state of law, particularly in relation to wildlife. The confusion appeared to have been evident in the well publicized charges laid in January, 1995, (and recently dropped) against a number of Igloodik hunters, for killing an ailing bowhead whale and distributing the resulting country food among members of the community.

Keeping the law books tidy may strike some observers as more a lawyer's obsession than an average person's concern. It is necessary, however, to see the issue in context. The project of creating Nunavut has been all about making politics and government closer to home. In a contemporary societal context, making politics and government closer to home entails making fundamental laws more intelligible.

This does not, of course, require everyone to have an in-depth understanding of complete shelves of statute books and law texts – very few people need to have a finger tip familiarity with elevator safety regulations. On the other hand, it is surely not expecting too much that in a place like Nunavut – where hunting and trapping are an integral part of cultural identity – there is a fairly good understanding in the population as to the broad features of wildlife laws and a fairly ready access to relevant statutory materials.

Unfortunately, unless considerable greater bureaucratic energy is invested in the updating of federal and territorial laws to accommodate the **Nunavut Agreement**, the ability of even professional wildlife managers – let alone members of the public – to understand the wildlife management regime in post-division Nunavut will be almost impossible. To do so, it will be necessary to go through a series of interpretive challenges that many lawyers would find difficult – first look at the *Nunavut Act*, then import the wildlife laws of the pre-division NWT as "grandfathered through," then read Article 5 of the **Nunavut Agreement** and, as stipulated by the federal *Nunavut Land Claims Agreement Act*, read down (or out!) all those NWT wildlife laws that conflict or are inconsistent, and then, if any doubt

remains, speculate as to the interpretive implications of the protections provided land claims rights under section 35 of the *Constitution Act, 1982*. In liberal democracies, the citizenry has a right to expect that the laws that impact directly on daily life will be available in a reasonably coherent and intelligible form, allowing individuals to order their activities accordingly; every effort needs to be made to ensure that the **Nunavut Agreement** has been given full legislative expression in updated statute books.

A final matter needs to be raised in relation to legislative revision.

Section 29 of the *Nunavut Act* stipulates that "laws in force in the Northwest Territories" at the time of the coming into existence of Nunavut shall "continue to be in force in Nunavut, in so far as they are not thereafter repealed, amended or rendered inoperable in respect of Nunavut." This section eliminates the possibility of a "legal vacuum" existing in Nunavut; it may not, however, be adequate, in and of itself, to resolve satisfactorily and on a timely basis all questions that arise with respect to the legal impact of creating a new jurisdiction out of a predecessor one.

Apart from section 29 (and, in a minor way, section 30), the *Nunavut Act* does not offer additional provisions regarding matters of legal continuity. For example, the Act does not provide explicit direction that all permits, licenses, and similar kinds of legal authorizations – e.g. authorizations in relation to sports lodges – that were granted under NWT laws prior to April 1, 1999, and applicable to Nunavut, would subsist in undiminished force with respect to the newly established jurisdiction of Nunavut. This absence of explicit direction contrasts with the kind of statutory language often encountered when a later statute redefines the legislative regime organized under a pre-existing statute; by way of illustration, the following provision appears in the *Northwest Territories Water Act*:

"46. (1) Licences relating to the Northwest Territories that were in force under the Northern Inland Waters Act immediately before the coming into force of this Act continue in force thereafter as if they has been issued in accordance with this Act."

In the absence of comparable language to this in the *Nunavut Act*, general principles associated with the rule of law, and various rules set out in the federal *Interpretation Act* and NWT *Interpretation Act*, could be used to preserve the validity in Nunavut of various permits, licenses and similar kinds of authorizations that were issued under NWT legislation in the pre-April 1, 1999, period. Appealing to such general principles might be less helpful in relation to some aspects of continuity, such as the organization of occupations, particularly those involving an element of self-regulation.

An example can be used to illustrate this last point. How will the professional qualifications and accreditation of lawyers be determined, and the practice of law be governed, in the wake of division. At the moment there is a statutorily created Law Society of the Northwest Territories. Under section 29 of the *Nunavut Act*, would this body corporate continue to have undiminished authority with respect to governing the legal profession in both Nunavut and the NWT in the period immediately following April 1, 1999? Would all members of the Law Society of the Northwest Territories be automatically qualified to practice law in both Nunavut and the truncated NWT, at least until some post-division legislative initiative came into force in Nunavut or the NWT? Practical questions concerning the implications of division for the organization of the legal profession in the existing NWT have already resulted (November, 1995) in the development of a joint report of the Nunavut Bar Association and the Law Society of the Northwest Territories recommending steps whereby a joint law society for Nunavut and the remaining NWT could be set up, at least on an interim basis, for the period following April 1, 1999.

It must be remembered that matters of continuity concerning occupational qualifications, accreditation and regulation are linked, but distinguishable, from issues bound up with the terms and conditions of employment for existing GNWT employees working in the Nunavut area and for future Nunavut Government workers.

Connected to the issue of "rolling over" various authorizations supplied to individuals within the framework of territorial laws are questions surrounding the effect of division on various contractual commitments made by the territorial government to companies and individuals in Nunavut. Some of these contracts – fuel supply contracts, property rentals, etc. – began some time ago and have terms that extend well beyond March 31, 1999. Very few of such contracts are likely to have terms referring specifically to what happens in the event of division and the emergence of a new government in the Nunavut area. Even if such contracts could all be easily terminated by March 31, 1999, and new contracts concluded by the Interim Commissioner in time to come into effect on April 1, 1999, there are a number of practical reasons why trying to do so would not necessarily be a good idea: the volume of administrative work involved; an erosion of business confidence if division is seen as severing all established commercial relations; and, the early termination of contractual commitments that, in many instances, might be quite advantageous to government (e.g. low prices for the provision of various goods and services). Accordingly, there might be considerable advantage in developing some way of allowing the Interim Commissioner to assume, on a general or case-by-case approach, the obligations and benefits of the GNWT under various contracts entered into by the GNWT in relation to the Nunavut area. In this regard, there is an obvious link to negotiations concerning the appropriate division of assets and liabilities between the two post-division territories.

It would be possible to view collective agreements with public sector employees as merely one form of a wider set of contractual commitments that might be entered into by the GNWT in the period prior to April 1, 1999, and then "assumed" by the Interim Commissioner on behalf of Nunavut as part of a larger effort aimed at pursuing the interests of legal continuity and of administrative practicality. From the NIC's perspective, collective agreements governing public sector employees should be treated as a discrete matter and the terms of such agreements should be actively negotiated by the Interim Commissioner to meet the specific needs and context of post-division Nunavut, not inherited chapter and verse from the labour relations circumstances of an undivided NWT (see Chapter 6, section 4 of this report). There are a number of reasons for concluding this. The fundamental reason is the central importance of the terms and conditions of employment of government workers to the finances and operations of the Nunavut Government. Other reasons also can be found, including the difficulty, perhaps impossibility, of extracting severable portions of a collective agreement relevant to Nunavut from a pan-NWT collective agreement.

From the NIC's perspective, it would be advantageous to minimize any uncertainties flowing from division about such things as the status of authorizations granted under legislation, or who should be entitled to engage in or regulate a particular occupation, or the fate of a multi-year lease of office space for territorial government use in Nunavut. A number of techniques would appear, at least at first blush, to be available for doing so.

One technique would involve the use of the Office of the Statute Review Commissioner to develop legislative proposals that would allow the Legislature of Nunavut – and possibly of the post-division NWT – to adopt, at the earliest possible opportunity, legislative measures that would provide explicitly for the sustained validity of privileges granted under territorial legislation in the period prior to April 1, 1999, and for continuity in relation to matters of occupational qualification and regulation. A number of problems exist with this approach. There would be a gap of at least some duration between the coming into existence of Nunavut and the coming into force of any such legislative measures. The Statute Review Commissioner might argue, on logical and convincing grounds, that topics such as the future organization of occupations in Nunavut and the NWT involve substantive policy choices that go beyond the role normally reserved to a statute review exercise. Perhaps most importantly, there would be no great level of comfort offered prior to division, for example, to those people who are worried that the occasion of division may have negative implications for how they make their livings.

Another technique would involve legislative changes being adopted by the NWT Legislature prior to April 1, 1999, aimed at easing any transitional problems associated with the pursuit of occupations. This might be possible in relation to some problems; for example, the NWT Legislature could redefine the current regime for the practice of law in the NWT by providing for a law society made up of

two largely or completely autonomous wings in the Nunavut and western parts of the NWT. Such an approach might be of limited assistance, however. First of all, while the NWT Legislature might have the capacity to minimize such transitional problems by introducing a geographic split in the organization and regulation of occupations, the first preferences of many people who are currently working within occupations in the NWT – witness the recent report done for the lawyers' governing society – would appear to be in the direction of avoiding or postponing splits, rather than precipitating them, e.g. ensuring that people who are qualified to teach anywhere in the existing NWT will not have to "requalify" to teach in Nunavut. Secondly, it would not be appropriate – and, in all probability, legally valid – for the existing Legislative Assembly to attempt to adopt legislative measures aimed primarily at dealing, directly or indirectly, with affairs in post-1999 Nunavut.

A final technique for dealing with these issues would be to amend the *Nunavut Act* to include provisions that would do a number of things:

- underscore the validity and clarify the status, in relation to Nunavut, of permits, licenses and similar kinds of authorization that were granted under territorial legislation prior to April 1, 1999, and provide that occupational qualifications and accreditation in relation to individuals holding such qualifications or accreditation in the NWT immediately prior to April 1, 1999, would be "rolled over," at least on an interim basis, into Nunavut;
- provide that the governing body of any NWT-wide profession or trade – e.g. the Law Society of the Northwest Territories – in existence immediately prior to April 1, 1999, would, at least on an interim basis, remain the governing body of that occupation in Nunavut;
- make special purpose provisions for the post-division operations of those other corporate bodies created under territorial statute, most notably the Workers' Compensation Board and the Northwest Territories Power Corporation; and,
- ensure adequate flexibility exists with respect to the orderly "turning over" of rights and obligations from the GNWT to the **Nunavut Agreement** with respect to a variety of multi-year contracts involving the supply of goods and services in the Nunavut area.

Preserving the status quo with respect to occupations for an interim period would not, of course, compel Nunavut legislators to change substantive matters in relation to occupational qualifications, accreditation and regulation. It would, however, oblige Nunavut legislators to at least consider such issues within a stipulated time-frame. From the NIC's perspective, two years would be a reasonable "interim period," representing a balancing of the need to provide individuals involved in occupations with a certain amount of predictability in planning their

work and personal lives while recognizing the role of the Nunavut Legislature in contemplating changes advantageous for Nunavut.

Section 29 is not the only provision of the *Nunavut Act* that might be usefully re-examined to determine whether the Act provides a requisite combination of flexibility and clarity in relation to the establishment of Nunavut. There are other areas where some legislative revisions might be entertained. One example is in relation to the mechanics of organizing the first election of the Nunavut Legislative Assembly; it would be most unfortunate if the existing inter-play of the provisions of the *Nunavut Act* and of the NWT's elections laws were effectively to prohibit the enumeration of Nunavut voters until after April 1, 1999, thereby imposing a considerable delay in the holding of the first Nunavut elections. Similarly, the wording of paragraph 73(1)(a) of the *Nunavut Act* might prove unduly narrow in relation to the power of the Interim Commissioner to enter into creative intergovernmental agreements with the GNWT about transitional arrangements for the performance of certain functions of government (for example, various regulatory functions).

Amending federal legislation can never be contemplated lightly. There are opportunities, however, to make technical amendments to federal legislation through the relatively straightforward technique of incorporating appropriate amendments within periodic miscellaneous legislative amendments bills. The possibility of taking advantage of this method warrants closer examination. Use of such a method does not, of course, preclude the possibility of amendments being made to the *Nunavut Act* to accommodate substantive policy matters – e.g. to accommodate reforms to Nunavut's electoral system; it would, however, be advantageous to keep the rationales and processes for securing amendments on technical matters distinct from those on substantive policy matters.

Based on the above discussion, the NIC recommends as follows:

Recommendation #11-11

The NIC recommends that the NWT Minister of Justice introduce into the NWT Legislative Assembly amendments to the *Statute Revision Act* which would:

1. clarify that the preparation of separate bodies of revised and consolidated statute law for Nunavut and the remaining western portions of the existing NWT proceed concurrently; and,
2. provide that the Statute Review Commissioner consult from time to time with NTI as to the progress on work towards the preparation of a separate body of revised and consolidated statute law for Nunavut.

Recommendation #11-12

The NIC recommends that representatives of NTI and of Dene, Metis and Inuvialuit organizations be consulted as to the selection of a Statute Review Commissioner.

Recommendation #11-13

The NIC recommends that the work of the Office of the Statute Review Commissioner, as reflected in such things as contribution agreements entered into by the Government of Canada and the GNWT to underwrite the cost of the office, be organized to ensure that:

1. all key statutes and regulations are available in Inuit language versions on April 1, 1999; and,
2. the preparation of Inuit language statutory material is done in such a way that on-going translation work can be accomplished according to acceptable standards and timetables and, through effective use of modern communications tools, can be made readily accessible to legislators, government workers and members of the public in Nunavut.

Recommendation #11-14

The NIC recommends that NTI participate in the negotiation of funding arrangements surrounding the Office of the Statute Review Commissioner.

Recommendation #11-15

The NIC recommends that the GNWT and Government of Canada make every effort, including the allocation of appropriate human and financial resources, to ensure that federal and territorial laws are revised on a priority basis to conform to the provisions of the **Nunavut Agreement**. This effort is particularly overdue in relation to wildlife management.

Recommendation #11-16

The NIC recommends that, under the sponsorship of the CCON, and with appropriate consultation with the representatives of occupations in the NWT, a special working group be constituted to examine the substance and form of any legislative and related measures that could be adopted so as to:

1. underscore the validity and clarify the status, in relation to Nunavut, of permits, licenses and similar kinds of authorization that were granted under territorial legislation prior to April 1, 1999, and provide that occupational qualifications and accreditation in relation to individuals holding such qualifications and accreditation in the NWT immediately prior to April 1, 1999, would be "rolled over," at least on an interim basis, into Nunavut;
2. provide that the governing body of any NWT-wide profession or trade – e.g. the Law Society of the Northwest Territories – in existence immediately prior to April 1, 1999, would, at least on an interim basis, remain the governing body of that group in Nunavut;
3. make special purpose provisions for the post-division operations of those other corporate bodies created under territorial statute, most notably the Workers' Compensation Board and Northwest Territories Power Corporation;
4. allow the Interim Commissioner, on behalf of the Nunavut Government, to assume the obligations and benefits of the GNWT in contracts (supply contracts, property leases, etc.) – other than public sector collective agreements (see Chapter 6, section 4) – entered into by the GNWT in relation to the Nunavut area, and overcome any other deficiencies that might exist in relation to the power of the Interim Commissioner to enter into reasonable transitional arrangements; and,
5. ensure a smooth and timely process for the conducting of first elections to the Nunavut Legislative Assembly.

This working group should, specifically, examine the need for relevant amendments to the ***Nunavut Act***.

Recommendation #11-17

The NIC recommends that the working group referred to in Recommendation #11-16 carry out its work with dispatch, with a view to facilitating the conclusion and publicizing of a consensus position among the three parties to the **Nunavut Political Accord** by April 1, 1997.

11.4 Symbols for Nunavut

In "Footprints", the NIC made two recommendations in relation to symbols for Nunavut:

"Recommendation #12-10

The NIC recommends that the appropriate symbols, notably a coat of arms and flag, be developed for Nunavut consistent with the following points:

1. symbols should meet the standards administered by the Office of the Chief Herald of Canada, thereby allowing them to be registered and protected as "official" symbols, taking their proper place in international heraldry;
2. symbols should reflect the uniqueness of Nunavut;
3. symbols, particularly a flag, should be easy to recognize and reproduce, thereby supplying the Government and people of Nunavut with a ready means to identify and market Nunavut to the rest of Canada and to the world; and,
4. the process for developing symbols should draw upon the artistic talents of the people of Nunavut and be informed as to their aesthetic preferences; ideas and opinions from the people of Nunavut should be actively solicited.

Recommendation #12-11

The NIC and the Office of the Chief Herald should continue to co-operate in the development of symbols for Nunavut. DIAND, the GNWT, and NTI should be advised as to progress in this regard, and no application for official

status for such symbols should be initiated without further consultation with them."

The NIC and the Office of the Chief Herald have commenced discussions concerning the adoption of symbols for Nunavut and the parties to the **Nunavut Political Accord** have not indicated any dissatisfaction with the process suggested in these recommendations. The NIC proposes to proceed along the lines suggested in its earlier report.

Recommendation #11-18

The NIC recommends that the NIC and the Office of the Chief Herald continue to co-operate in the development of official symbols for Nunavut along the lines set out the NIC's earlier "**Footprints**" report.

11.5 Changes to the Canadian Constitution

In "**Footprints**", the NIC identified a number of changes that should be made to the Constitution of Canada to accommodate the creation of Nunavut, specifically adding reference to Nunavut in the *Canadian Charter of Rights and Freedoms* and ensuring separate Senate representation for both Nunavut and the NWT after April 1, 1999. In its report, **Working Toward 1999**, the GNWT supported these changes, and suggested a further amendment to the *Constitution Act, 1867* so as to provide explicitly for separate representation from Nunavut and the NWT in the House of Commons.

These constitutional changes flow from the logic associated with the creation of Nunavut as a new territory and the underlying premise of minimum representation in the two houses of Parliament for each province and territory; accordingly, they should be understood to be essentially "good housekeeping" amendments, not demands for substantive adjustments to the way in which Canadian federalism operates. It is to be hoped that even those changes requiring a requisite level of provincial support as set out in the amending formula to the Constitution – such as changes to the *Charter* – can be approved well before April 1, 1999.

The NIC restates and amplifies the recommendations in relation to constitutional change originally put forward in its earlier report:

Recommendation #11-19

The NIC recommends that the *Constitution Acts, 1867-1982*, be amended to make appropriate reference to Nunavut, specifically, to provide explicitly for the appointment of one Senator and election of one member of the House of Commons from each of Nunavut and the NWT, and for the application of the *Canadian Charter of Rights and Freedoms* to the Legislature and Government of Nunavut.

Recommendation #11-20

The NIC recommends that the Government of Canada, in concert with the GNWT, communicate at the earliest opportunity with the provincial and Yukon governments:

1. to determine the willingness of provincial governments to support those constitutional amendments necessary to accommodate Nunavut that would require adequate provincial consent (seven provinces representing at least 50% of the population); and,
2. to advise them as to the Government of Canada's intentions to proceed with other constitutional amendments necessary to accommodate Nunavut that are within authority of Parliament (e.g. representation for Nunavut and the NWT in Parliament).

11.6 Justice Issues

Apart from reference to certain headquarters personnel needs in relation to the design of the Nunavut Government, "Footprints" did not deal substantively with justice issues. This lack of attention did not reflect a lack of interest in justice issues, but rather a need to focus on a limited number of topics in order to supply the three parties to the **Nunavut Political Accord**, on a timely basis, with a viable model for the organization and implementation of the Nunavut Government. In the preparation of this report, there has been a somewhat greater, if still quite limited, opportunity to deal with justice issues, particularly those relating to the institutional framework for the delivery of justice programs and services. It should be emphasized that the NIC is aware that the thoughtful design of an institutional framework for the delivery of justice programs can only be, at best, a partial and incomplete "solution" to justice problems; the real determinants of criminal and other forms of destructive behaviour are the enjoyment – or lack of enjoyment – of

social, economic and cultural well-being on the part of constituent elements and individuals within Nunavut society.

In its work on justice issues to date, the NIC has been fortunate to have attracted the active interest and co-operation of a variety of federal and territorial government departments and agencies and non-governmental organizations, and the people who work within them. Relevant information and insights have been supplied to the NIC, specifically in such areas as the courts, policing, corrections, and the criminal bar. These things have not only been promptly supplied; they have been most often happily volunteered.

The NIC detects a widespread belief on the part of those who work in the justice system on a day-to-day basis – particularly, the criminal justice component – that the current system is not working well and that problems are growing at an alarming rate. Even a quick look at justice statistics in Nunavut give ample cause for such a belief; the Correctional Service of Canada, for example, advises that the rate for violent crime in the NWT is already 5.7 times the national average, and that in the 18 months prior to August, 1996, the number of Inuit offenders in custody or on conditional release grew by 15%, well above anything attributable to population increase.

While the existence of problems in the administration of justice is clear, solutions to those problems are less obvious. They will, no doubt, remain less than obvious. Improving the justice system is not likely to come about through blinding flashes of revelation or the sudden application of all-purpose cures; the difficulties associated with building safe and secure communities and a well-adjusted and law-abiding citizenry defy simplistic analyses and solutions. Improvements are more likely to be brought about through sustained co-operative efforts on the part of those who work within the various components of the justice system to find practical measures of reform. The NIC notes, with interest and support, recent discussions within the Nunavut Bar Association concerning the convening of a special Nunavut justice conference (see Appendix K).

It is with such considerations in mind that the NIC has focused on two things: the need to institutionalize, even in informal and modest form, a cross-organizational effort to think through how best to reform to the administration of justice in Nunavut, especially its criminal justice component; and, the need to identify those measures that can, even in advance of such cross-organizational efforts, be built into setting up the justice system for Nunavut. The recommendation that follows immediately below this introductory text deals with the first need; the sections that follow, with the second.

Recommendation #11-21

The NIC recommends that the Office of the Interim Commissioner, as soon as practicable upon the recruitment of senior staff, convene an informal meeting of those organizations active in the administration of justice in Nunavut (e.g., the federal and territorial departments responsible for justice issues and correctional services, the RCMP, the NWT Law Society, the Nunavut Bar Association, Pauktuutit), with a view to instituting an appropriate cross-organizational mechanism for the design of reforms to the administration of justice in Nunavut, particularly its criminal justice component. The NIC recognizes and welcomes the interest of the Nunavut Bar Association in the convening of a special Nunavut justice conference, and recommends that the organization of such a conference figure prominently on the agenda of the meeting.

(a) The Courts

In its report, *Working Toward 1999*, the GNWT stated the following position:

"At the present time there are no resident judges of the Supreme Court of the Northwest Territories in the Nunavut region and there is only one resident judge of the Territorial Court. The GNWT takes the position that it will be essential to have all issues associated with the resident courts for Nunavut (...) addressed well in advance of April 1, 1999 either by relocating sufficient level of judicial and other related resources to the Nunavut region or by otherwise making provision for such resources. Furthermore, the GNWT takes the position that the incremental resources necessary to accomplish this objective must be made available."

(page 15)

The NIC is in substantive agreement with this position of the GNWT.

It has been suggested by a number of experienced individuals involved in the administration of justice in the north that the efficiency of court administration and, more importantly, the coherence of the judicial system as viewed from the community level, would be enhanced by as complete a "unification" of the court system as is practicable. It is argued that the merger of the Supreme Court of Nunavut and Nunavut's territorial court would make for a better functioning court system, allowing a single court to deal with almost all serious criminal and civil matters and, at the same time, opening up the possibility of the community-based Justice of the Peace network taking on an enhanced role.

The courts in Canada operate according to a complex set of constitutional and statutory rules that define such things as the jurisdictional boundaries of various courts, the levels of government that make judicial appointments, and responsibility for paying judicial salaries. Unification of the courts in Nunavut could not be accomplished without the enactment of a package of detailed legislative changes and the sorting out of related intergovernmental financial and other matters. Federal and GNWT justice officials are aware of the complexities involved and are undertaking relevant research. It should be noted that interest in the unification of the Nunavut court system, though focused on the justice needs of the Nunavut population, is also stimulated by the precedent potential such a reform could have for the rest of Canada.

Calls for a unified court system have been accompanied by proposals that the courts be reorganized to give better focus to particular types of justice problems in society. For example, in a June, 1996, discussion paper entitled **The Administration of Justice**, Pauktuutit stated the following:

"With respect to other design matters, there is very little work done in relation to the court system as it applies to matters outside of criminal law such as family and civil law. In other parts of Canada, there are new innovations worthy of consideration such as the use of specialized courts to deal with family violence (i.e. Winnipeg, now expanded to Brandon Manitoba). This court began in 1990 and is mandated to handle first appearances, remands, guilty pleas and trials for partner abuse, child abuse and elder abuse. The rationale for the separate court was to provide a specialized response to victims while dispensing with the cases in a timely fashion and being sensitive to the unique circumstances of each offence.

The courts have been in operation for a sufficient period of time to allow for the completion of very useful evaluations. Further review of these systems and their evaluations is necessary. These approaches are attempting to be more integrative and far reaching and require further exploration and consideration in the context of Nunavut.

Other alternatives such as victim/offender reconciliation, sentencing circles and mediation are being presented as options. Pauktuutit believes that these alternatives to the court system may be useful in certain types of cases – young offenders and adults charged with property crime. The extent of their appropriateness and usefulness has to be fully explored and if used standards must be set. These are all issues to be considered in the design of the administration of justice in Nunavut."

(pages 3-4)

As a general proposition, the NIC supports the unification of the courts in Nunavut, particularly if such unification can be accomplished in ways that enhance involvement and confidence at the community level and that address perceptions on the part of the public, and well-placed organizations such as Pauktuutit, as to what parts of the justice system warrant greatest attention and most pressing change.

Recommendation #11-22

The NIC recommends that a resident judge of the Supreme Court of the Northwest Territories be appointed for the Nunavut region as soon as possible, with the view to having this same individual serve as a judge of the Supreme Court of Nunavut in the period following April 1, 1999.

This appointment should be part of a larger effort on the part of the federal and territorial governments to ensure that there is an adequately sized judiciary resident in both Nunavut and the NWT after division.

Recommendation #11-23

The NIC supports in principle the "unification" of the court system in Nunavut as far as practicable, and recommends that further work be carried out towards achieving that end through the process suggested in Recommendation #11-21. Particular attention should be given to enhancing community involvement and confidence in the justice system and to addressing popular perceptions as to what parts of the justice system (for example, family violence) warrant priority of attention and reform.

(b) Prosecutions

In its *Working Toward 1999* report, the GNWT set out the following position:

"With respect to the Attorney General issue the GNWT takes the position that sufficient prosecutorial resources to meet the representative needs of the Nunavut must be transferred to the Nunavut Government and that the responsibility for the prosecution function should then be transferred to the Attorney General of Nunavut from the Attorney General of Canada or, if applicable, from the Attorney General of the Northwest Territories."

(page 15)

While the transfer of the prosecutorial function from the federal government has been a long-standing preference of the GNWT, Pauktuutit has expressed reservations about the desirability of doing so in advance of Nunavut and a more fundamental reassessment of policy objectives to guide the prosecution of criminal offenses. The NIC's general orientation is to favour the further devolution of provincial-type responsibilities to the north, but would like to see the combined expertise of the two senior levels of government and Pauktuutit brought further to bear on how the transfer of the prosecution function would exactly be effected.

Recommendation #11-24

The NIC recommends that a working group – made up of representatives of the federal and territorial departments of justice and Pauktuutit – be constituted with a view to agreeing on an appropriate set of conditions and timetable for the early transfer of responsibility for the prosecution function in relation to Nunavut from the federal government to the territorial government level.

(c) Policing

As is the case in many parts of Canada, policing services in the NWT are currently provided by the Royal Canadian Mounted Police (RCMP) pursuant to an intergovernmental agreement concluded between the GNWT and the Solicitor General of Canada (Northwest Territories Territorial Police Service Agreement). This agreement deals with such things as chain of command, the size of the police force supplied, emergency situations, and the sharing of costs. The agreement is very similar to ones concluded by the federal government with other provincial/territorial jurisdictions.

The RCMP has a long history in the north; indeed, a good deal of the popular imagery of the RCMP in Canada is associated with the RCMP carrying out, often in tenacious and imaginative ways, a variety of tasks, both law enforcement related and administrative, associated with the exercise of Canadian sovereignty in the north. Today, with the development of civilian administration, RCMP officers no longer serve as all-purpose representatives of the Canadian state; at the same time, many RCMP officers play a role in community life far in excess of shift duties performed in parts of southern Canada.

There is no obligation that the GNWT rely on the RCMP for the provision of police services in the NWT. The GNWT could, like the provinces of Québec and Ontario, establish a stand-alone territorial police force for that purpose. There are a number of reasons it has chosen not to do so. First and foremost, no doubt, has been the high regard in which the RCMP is held by members of the public. Other

considerations can also be identified, among them the advantages in cost efficiency, training, and career advancement opportunities associated with policing being carried out under the organizational umbrella of a large, nation-wide force. There is no active agitation in the NWT aimed at replacing the RCMP.

Consistent with the scheme of the *Nunavut Act*, the Interim Commissioner of Nunavut will need to ensure continuity in the provision of police services in the period following the coming into existence of Nunavut. From the perspective of the NIC, the best way for ensuring the supply of such services on a professional and reliable basis would be for the Interim Commissioner to conclude a police services agreement on behalf of the Government of Nunavut with the Solicitor General of Canada. It should be noted that, under section 72(3) of the *Nunavut Act*, such an agreement will be subject to termination by the Government of Nunavut at the end of the fiscal year following that which the notice is given (effectively, on notice of between one and two years duration, depending on the date on which notice is given).

The NIC has undertaken a process of discussion with the RCMP about the possibilities of the RCMP serving as Nunavut's police force, at least on a start-up basis, and has received the indication that, consistent with its historic and contemporary connections with the Nunavut area, the RCMP would welcome the opportunity to serve as Nunavut's "police force of choice."

The RCMP has done considerable work carrying out its own internal preparations towards division of the NWT, including the development of detailed information concerning such things as the number of aboriginal officers in the NWT area. This information reveals that, at the moment, only 9.7% of the total number of RCMP members in the NWT are aboriginal. While this figure is higher than a number of years ago, there is still a great deal of room for intensified recruitment and training efforts in relation to Inuit participation. It should be noted that, while the RCMP is not subject to the obligation imposed by the **Nunavut Agreement** on most government departments to bring about "representative levels" of Inuit employment, that agreement does deal with the need for continuing policies aimed at the "recruitment, training and retention of Inuit" in the Force.

Based on the above discussion, the NIC recommends the following in relation to police services:

Recommendation #11-25

The NIC recommends that the Interim Commissioner of Nunavut enter into an agreement with the Solicitor General of Canada resulting in the supply of police services in Nunavut, at the time of its coming into existence, by the Royal Canadian Mounted Police (RCMP).

Recommendation #11-26

The NIC recommends that the agreement for the supply of police services referred to in Recommendation #11-25 set out specific and tangible measures for increasing the number and seniority of Inuit members of the RCMP in Nunavut and throughout Canada, consistent with the RCMP's internal needs with respect to the adequate rotation of members.

(d) Correctional Facilities

At the present time, the Nunavut area does not possess a full range of correctional facilities. Notably absent are facilities for the custody of prisoners who have been convicted of the most serious offenses. As a result, many residents of Nunavut convicted of crimes end up in the Yellowknife Correctional Centre or, notwithstanding the impact of such initiatives as the federal/territorial program allowing prisoners sentenced to federal terms (two years or more) to serve their terms in territorial government facilities, in correctional facilities outside the north altogether.

There are at least three different views commonly expressed in relation to the absence of a complete set of correctional facilities in Nunavut.

One view - perhaps the most commonly held one - holds that the movement of Inuit and other Nunavut prisoners to facilities outside Nunavut, by separating offenders from family members and a familiar cultural context, severely reduces the chances of successful rehabilitation. According to this thinking, the establishment of a full range of correctional facilities in Nunavut would be highly desirable.

Another view holds that correctional facilities for serious offenders have been so unsuccessful in their rehabilitation efforts that it is fortunate that Nunavut has been spared their establishment. According to this thinking, the best way forward for Nunavut is to avoid devoting hard-to-find dollars to prison facilities like those found in other parts of Canada, and to concentrate on innovative custodial and

rehabilitative programs that will achieve better results – for example, the use of specially designed outpost camps or hostels within communities that devote priority of attention to fostering a greater sense of cultural identity and personal self-worth.

A third view emphasizes that the small size of Nunavut communities, and the devastating impact on victims of having to confront victimizers on a frequent basis, requires those convicted of serious offenses to be physically removed from familiar surroundings for appreciable lengths of time. According to this approach, the rehabilitative failures of prisons located outside Nunavut must not eclipse the ability of victims in small communities to recover from the trauma of having their rights to security of the person violated.

Each of these views can be argued with conviction and logic. None offers a monopoly on insight. From the perspective of the NIC, the debate over the relative merits of such views, and their consequences with respect to the allocation of limited public funds, is both healthy and necessary in the development of a sensible approach to corrections issues. It is, however, unlikely that the financial resources available for Nunavut start-up will be such as to permit the investment of large amounts of new dollars into correctional facilities and services. Financial resources available for Nunavut start-up will be more than taxed by the timely supply of essential office space and equipment, staff housing, municipal infrastructure, telecommunications projects, and the like. Accordingly, any advice offered by the NIC as to the most appropriate mix of investments between "hard" correctional facilities and "soft" alternative services in the post-division period would, regardless of its merits, be unlikely to attract a short-term allocation of significant new funds.

Regardless of the unlikelihood of new correctional facilities and services being created for Nunavut offenders in the period prior to April 1, 1999, issues surrounding the custody and rehabilitation of Nunavut offenders will need to be addressed.

At a minimum, it will be necessary for the Office of the Interim Commissioner to enter into a set of intergovernmental agreements governing access to correctional facilities outside Nunavut by Nunavut offenders in the period following April 1, 1999. Beyond the working out of appropriate intergovernmental agreements in relation to corrections to bridge the period leading up to and immediately following the creation of the Nunavut Government, there is an opportunity to explore, in the pre-division period, some possibilities of longer-term reform. In a June, 1996, discussion paper produced by Pauktuutit entitled **The Administration of Justice in Nunavut**, the following statement was found:

"Alternatives to the present incarceration practices and services are also essential. While Pauktuutit has remained vocal about the failure of the judiciary to sentence sexual assault and spousal assault accused appropriately, it

has given equal attention to addressing the inadequacy of the current penal system. Over the past year, Pauktuutit has attempted to implement a pilot project program for spousal assault offenders. This treatment program would operate in Rankin Inlet, through the local friendship centre, [and] was designed to address the root causes of the abusive and violent behaviour of the offenders and assist them in learning to live a non-violent life. To do this, however, there is a need for the community to invest itself in sending the same consistent message of no tolerance for violence. As such, this pilot project included a community development component directed at educating the community about violence and how to take responsibility to address it, as well as working with both the offenders and their partners, separately. In 1995, Martha Flaherty [ed. note - the President of Pauktuutit] presented this proposal and the rationale behind it to the National Symposium on Aboriginal Offenders. While there has been no response to this proposal by NTI or the Territorial Government, the Federal Government is still interested ... It is a useful example of the ways in which alternatives can be crafted that are accountable to all members of the community while still addressing the needs of the offenders."

(page 4)

From the NIC's perspective, this proposal for a pilot project warrants a clear and sympathetic response.

Recommendation #11-27

The NIC recommends that the Office of the Interim Commissioner give early attention to the conclusion of appropriate intergovernmental agreements concerning the custody and rehabilitation of Nunavut offenders in the period following April 1, 1999.

Recommendation #11-28

The NIC recommends that the appropriate funding agencies give early and sympathetic response to the pilot program concerning spousal assault offenders in Rankin Inlet proposed by Pauktuutit.

(e) The Practice of Law

As already noted in a preceding section, the Nunavut Bar Association and the Law Society of the NWT have begun to examine implications of the creation of Nunavut for the practice of law in Nunavut and western portions of the existing NWT. A report prepared by a joint committee of the two organizations in November, 1995, supported the concept, at least on an interim basis, of a joint single law society to govern the members of the legal profession in both Nunavut and the remaining NWT in the period following April 1, 1999.

There are good practical reasons for supporting the existence of a joint law society in the period following division, largely flowing from the reality that there is a relatively small number of lawyers currently in practice throughout the NWT and a mere handful of members practising in Nunavut. Over time, particularly as young Inuit from Nunavut graduate from law schools, the number of lawyers practising in Nunavut will increase; at the outset, however, Nunavut will have only a very small bar. While theoretically possible, a stand-alone law society in Nunavut with so few members could create problems of the following kind:

- a very small choice in lawyers available to members of the public, and the creation of barriers to obtaining legal advice in specialized areas of the law;
- the difficulty of litigants obtaining counsel free and clear of professional conflicts of interest;
- the willingness of enough lawyers to play an active role in the internal administration of the law society;
- the awkwardness of administering internal disciplinary proceedings in the face of such small membership;
- additional burdens and expenses associated with the administration of an insurance scheme against lawyers' errors and omissions; and,
- generally, the disadvantages of trying to practice a profession that places a high premium on objectivity and detachment in circumstances creating a very small "club."

The "grandfathering" through of NWT laws into Nunavut would mean that, especially in Nunavut's early years, lawyers currently practising law in the Mackenzie Valley part of the NWT would be likely to have a sound understanding of the territorial statutory underpinnings to the laws of Nunavut. Notwithstanding a predictably high level of overlap in the initial sets of laws extant in Nunavut and the remaining NWT, the November, 1995, joint report of the Nunavut Bar Association and the Law Society of the NWT identified a number of safeguards – for

both the public and members of the profession – that would logically be attached to the operation of a single law society in the form of changes to legislation and relevant corporate rules. These would ensure that:

- the Executive of the Law Society would include a resident member or members from Nunavut;
- any member practising in both Nunavut and the remaining NWT would be qualified and conversant in the bodies of law in effect in both territories;
- any member practising in both territories would be properly insured against the errors or omissions which might occur with respect to his or her practice in each territory; and,
- appropriate examination of the existing structure of membership and other professional fees be carried in order to determine whether those members wishing to practise law in both territories would be different from those paid by members practising in only one territory.

These safeguards for the public and for members of the legal profession are sensible ones.

From the perspective of the NIC, there are two further considerations that should be mentioned with respect to arrangements for the operation of single law society, at least on an interim basis, for Nunavut and the remaining NWT in the period following the creation of division.

The first consideration is that use of a single law society to govern members of the legal profession in the two post-division territories should be based on the active support of a majority of lawyers in both the Nunavut and western portions of the existing NWT.

A second consideration is that, while the organization of the legal profession may present some special challenges – particularly in its statutorily-based self-governing aspects and in the relevance of geographic jurisdictional boundaries to professional knowledge – work associated with the impact of the creation of Nunavut for the future of the legal profession should take place in the context of the wider question of how Nunavut will affect matters of occupational qualifications, accreditation and regulation (see Recommendation #11-16).

Based on the above discussion, the NIC recommends as follows:

Recommendation #11-29

The NIC recommends that, at least on an interim basis following April 1, 1999, a single law society be used to govern the members of the legal profession in both Nunavut and the remaining NWT. Use of a single law society should be contingent on:

1. the development of adequate safeguards to protect the interests of both members of the public and members of the legal profession; and,
2. the support of a majority of lawyers practising in the Nunavut and western portions of the existing NWT.

Work associated with the impact of the creation of Nunavut for the future of the legal profession should take place in the context of the wider question of how Nunavut will affect matters of occupational qualifications, accreditation and regulation (see Recommendation #11-16).

11.7 Social Policy

In "Footprints", the NIC included a chapter entitled "The Socio-Economic Benefits of Nunavut." This chapter dealt with a number of things. It highlighted some of the bleak socio-economic conditions confronted by a significant proportion of the Nunavut population. It identified those features of the **Nunavut Agreement** – such as capital transfers, revenue sharing, and Inuit access to government contracting and employment opportunities – that can contribute to the growth and diversification of the Nunavut economy. The chapter also suggested ways in which the Nunavut Government can be designed in order to help tackle some of the severe economic and social problems facing Nunavut. These included:

- an emphasis on decentralization of Nunavut Government operations, in order to bring public sector jobs to economically depressed communities;
- the creation of a Department of Sustainable Development to reflect the tight inter-connectedness of economic and environmental topics and, more specifically, to underscore the vital importance of the renewable resource economy in Nunavut; and,
- the creation of a Department of Culture, Language, Elders and Youth, in recognition that "strong family and community ties, expressed through

shared language and well established and defended cultural traditions, are the cement of well functioning and productive societies.

In addition to such suggestions concerning the design of the Nunavut Government, the NIC made some other recommendations to the Government of Canada, the GNWT and NTI concerning socio-economic matters. These included:

- maximum reliance on leasing to supply infrastructure requirements of the Nunavut Government, thereby encouraging the growth of Nunavut's under-developed but vital private sector; and,
- the convening by the three parties, as soon as practicable, of major Nunavut wide conferences on (1) building the economy of Nunavut, and (2) developing social and cultural well-being in Nunavut, with special attention to the future of the Inuit language.

Responses by the three parties to the reasoning and recommendations set out by the NIC in its earlier report have been somewhat mixed. There has been some support, and some disagreement, with the NIC's suggestions as to how best to design the Nunavut Government to deal with various socio-economic topics; the complete views of the three parties in this respect may emerge in the follow-up to this report. With respect to emphasis on leasing to supply a maximum level of Nunavut Government infrastructure, there would appear to be broad inter-party agreement. The NIC still awaits the definitive positions of the three parties with respect to the convening of two special Nunavut-wide conferences.

In the wake of "**Footprints**", the NIC has undertaken two other initiatives directly relevant to the development of social policy in Nunavut. The first involved responding favourably to a request from Pauktutit for financial support for research into social policy in Nunavut. The report flowing from that research, entitled **Design of Health and Social Services in Nunavut: Ten Design Challenges**, was made public in June, 1996. The second involved conceiving and carrying out preparatory work for the staging of a major conference, called **The Future of Work in Nunavut Conference**, planned to take place in early 1997 (see Chapter 4, section 7). This conference, as conceived, would address a number of the economic, social and cultural matters that might otherwise have been dealt with in the two conferences recommended in "**Footprints**"; it is unlikely, however, to give the focus to Inuit language issues that was identified in the conference on social and cultural well-being recommended in the NIC's earlier report. The NIC is of the view that language issues are of sufficient importance to justify a separate approach to policy development (see Chapter 10 of this report).

Finally, in addressing the development of social policy for Nunavut, it is important to keep some things front and centre.

Social and economic policy making cannot be peripheral or severable from the politics and administration of Nunavut; it must be central. This point was made in **"Footprints"** and is worth restating here:

"A divided NWT will provide the Nunavut Government with opportunities to develop economic policies and programs to deal solely with the Nunavut region, unencumbered by the different geographic and socio-economic realities of the Mackenzie Valley. Legislation, policies, and programs that are made and applied in Nunavut, for Nunavut, by Nunavut law makers, will better reflect the priorities of the people of Nunavut (division may well benefit the people of the Mackenzie Valley in a similar way). This advantage of the creation of the Nunavut Government will be of greatest long-term significance; indeed, it was the prospect of such an advantage, bound up in the immeasurable boost to societal self-image and self-confidence that comes from "running your own show," that in large measure motivated and propelled the 20 year drive to secure Nunavut as a discrete territory and jurisdiction.

... the social and cultural well-being of Nunavut will be most significantly determined by the broad legislative and budgetary priorities set by the Nunavut Government. This centrality of budgetary considerations will be particularly true over a period in Canada's history when public finances force difficult and far-reaching choices to be made by elected leaders."

(page 63 and 64)

It will be the responsibility – and litmus test – of the new Nunavut Legislature and Executive to – as it was put in **"Footprints"** – "introduce, amplify and fine-tune imaginative economic and social programs" geared towards Nunavut's special economic and societal circumstances.

There can be said to be identifiable limits, rooted in political legitimacy and moral responsibility, as to the extent it is possible to pre-suppose or pre-define the appropriate design and mix of economic and social policies for Nunavut. There can also be said to be good practical reasons why speculation surrounding how Nunavut will go about economic and social policy making should not become a central focus in the work leading to April 1, 1999. The central priority in the time available prior to Nunavut Government start-up should be ensuring that the Nunavut Legislature and Government are equipped with a set of serviceable organizational and administrative tools – a workable organizational design, legal continuity, competent personnel, the uninterrupted flow of essential government services. Equipping the Nunavut Government with a rich research file on pressing topics for Day 1 should not be dismissed as a frill, but such an effort would best be viewed as supplementary to the core needs of getting Nunavut's Legislature and Government up and running in good working order.

Based on the above, the NIC recommends as follows:

Recommendation #11-30

Picking up from its earlier advice in "**Footprints**", the NIC recommends that the Government of Canada, the GNWT and NTI jointly support and sponsor, with the planning assistance of the NIC, major conferences on:

1. **The Future of Work in Nunavut** (to be held in the first part of 1997; see Chapter 4, section 7); and,
2. **The Future of the Inuit Language in Nunavut** (to be held in the first quarter of 1998; see Chapter 10).

Recommendation #11-31

The NIC recommends that it continue to give organizational attention to matters of economic and social policy making in Nunavut, but do so consistent with a primary focus of facilitating, through its advice, the appropriate start-up design and implementation of the Nunavut Government.



Chapter 12. A Few Concluding Thoughts

The coming into existence of the Nunavut Territory and Government is not far away. The work of many individuals, begun almost a quarter-century ago and gathering momentum steadily ever since, is about to be given concrete expression.

For some – particularly, elders who know that a sense of purpose is what every generation must strive to instill in its successor, and who wish to see the promise of Nunavut made manifest in their lifetimes – April 1, 1999, can't come soon enough. For others, anxious about the infinite number of things that can go wrong when an ambitious project of this kind is attempted, April 1, 1999, is too soon for comfort. Whether viewed with optimism or disquiet, April 1, 1999, and all the things attendant on it, will come all the same. The important task at hand is to make best use of the time and resources available to get Nunavut off to a flying start.

From the Nunavut Implementation Commission's perspective, there is every reason to believe that such a start is in grasp. Working with an issue on a day-to-day basis, it is easy to be mesmerized by the scope and complexity of tasks at hand; a healthy respect for detailed realities, however, must not be allowed to obscure the larger context. In the case of Nunavut, the larger context contains many known and reliable elements. They include the following:

- a high level of commitment on the part of the Nunavut public to the success of the project, a high level of commitment shared by leaders of the federal and territorial governments and of key Inuit organizations;
 - established networks of inter-organizational co-operation at the political and staff levels;
 - inter-ethnic and inter-regional solidarity within Nunavut;
 - a clear and secure legislative framework;
 - special funding allocated by the federal Cabinet in relation to transitional and incremental costs;
 - institutionalized mechanisms to assist in the transition period, such as the Office of the Interim Commissioner and the Office of the Statute Review Commissioner;
 - a well established on-the-ground public sector in Nunavut at the regional and community levels;
-

- an established record and reputation for pragmatic politics, particularly in the conduct of relations between Nunavut and outside; and,
- a high level of interest in, and support for, the success of the Nunavut project in the rest of Canada and the world.

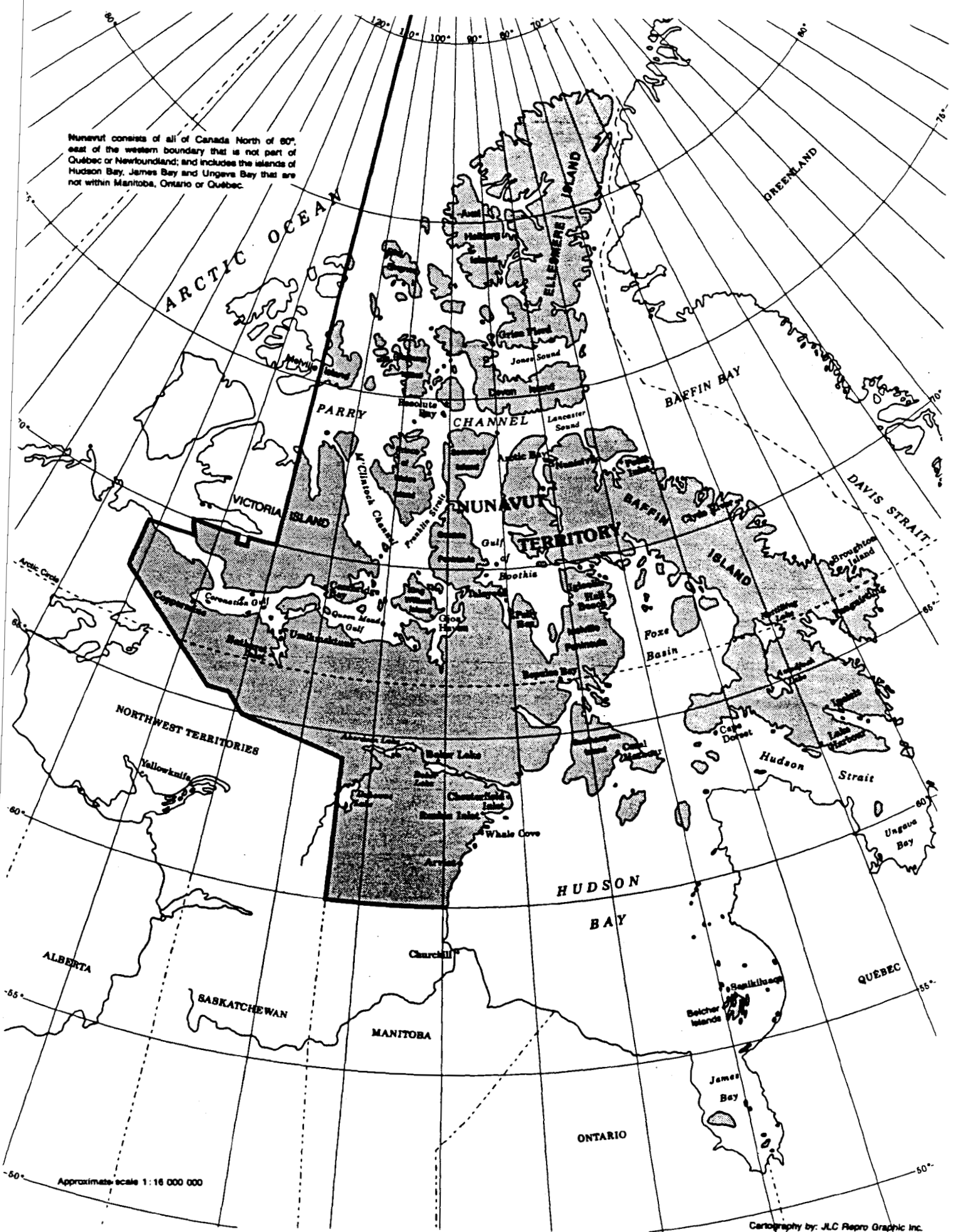
Given positive elements such as these, the NIC is confident that the essential tasks associated with the successful start-up of Nunavut are manageable. Managing those tasks effectively will be, of course, anything but effortless; rather, they will require decisive and timely decision making by the three organizations that share greatest control over the process – and to whom the NIC submits its advice – that is, the Government of Canada, the GNWT and NTI. In concluding and submitting this report, the NIC urges the three parties to give its contents, and especially its recommendations, their collective, early and careful attentions.

DIVIDER « A »

Appendix A Map of Nunavut



Nunavut consists of all of Canada North of 60° east of the western boundary that is not part of Québec or Newfoundland; and includes the islands of Hudson Bay, James Bay and Ungava Bay that are not within Manitoba, Ontario or Québec.



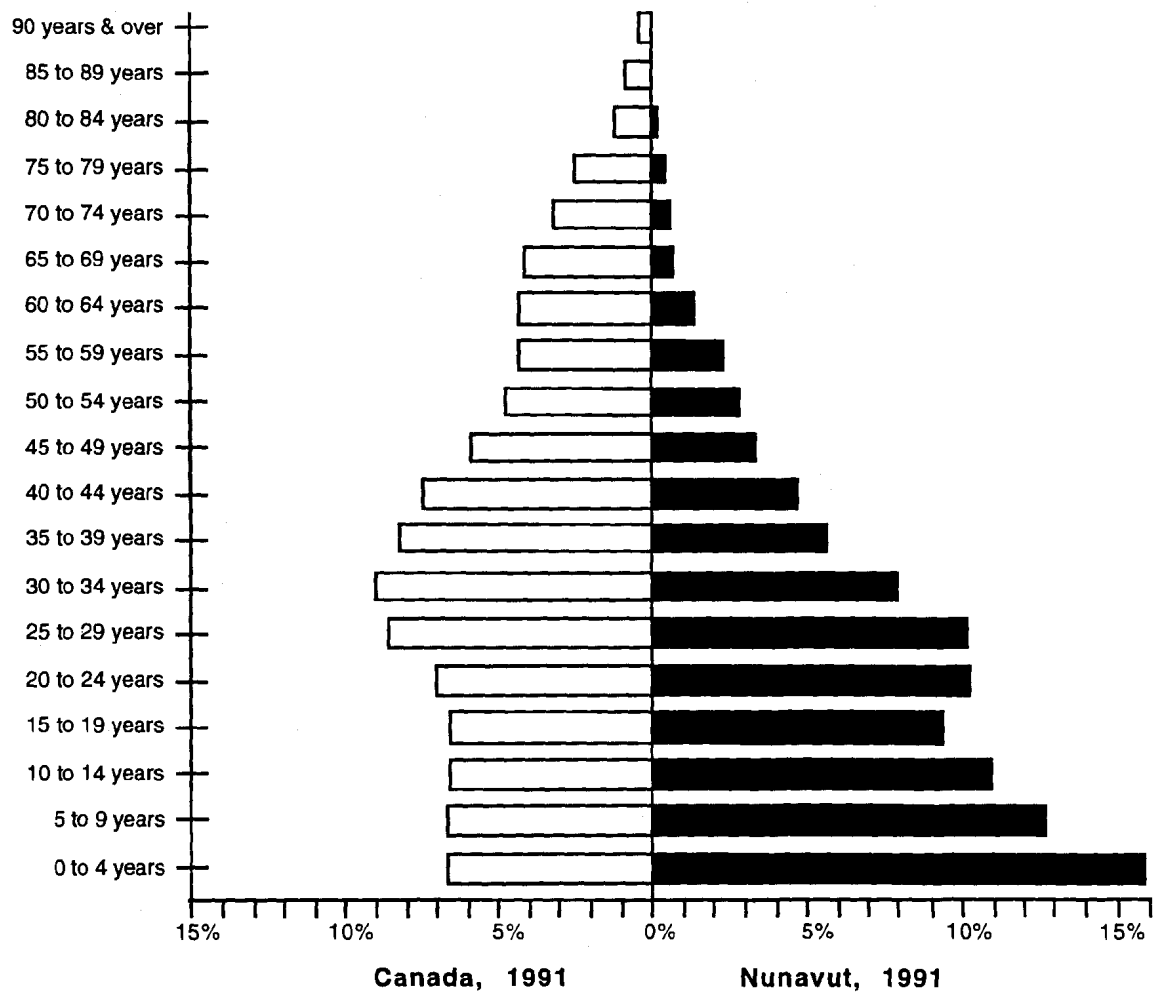
Approximate scale 1:16 000 000

Cartography by: JLC Repro Graphic Inc.

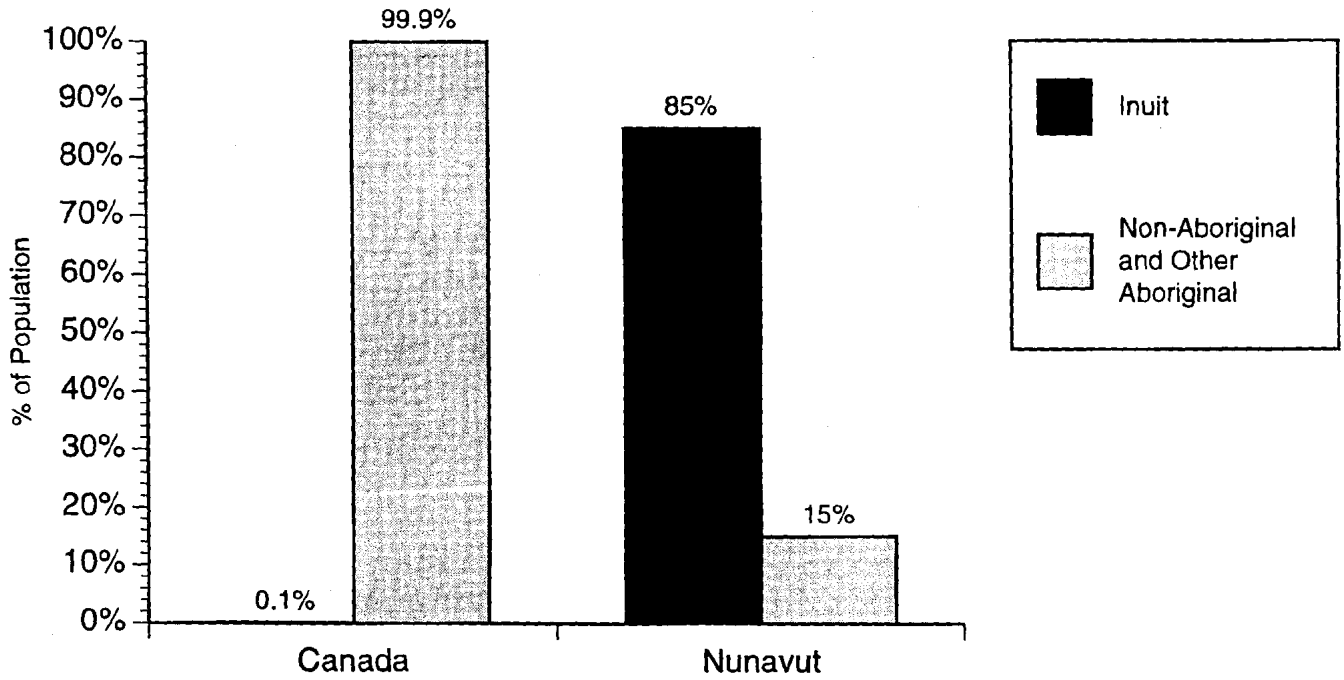
DIVIDER « B »

Appendix B Nunavut's Demographics and Socio-Economic Conditions

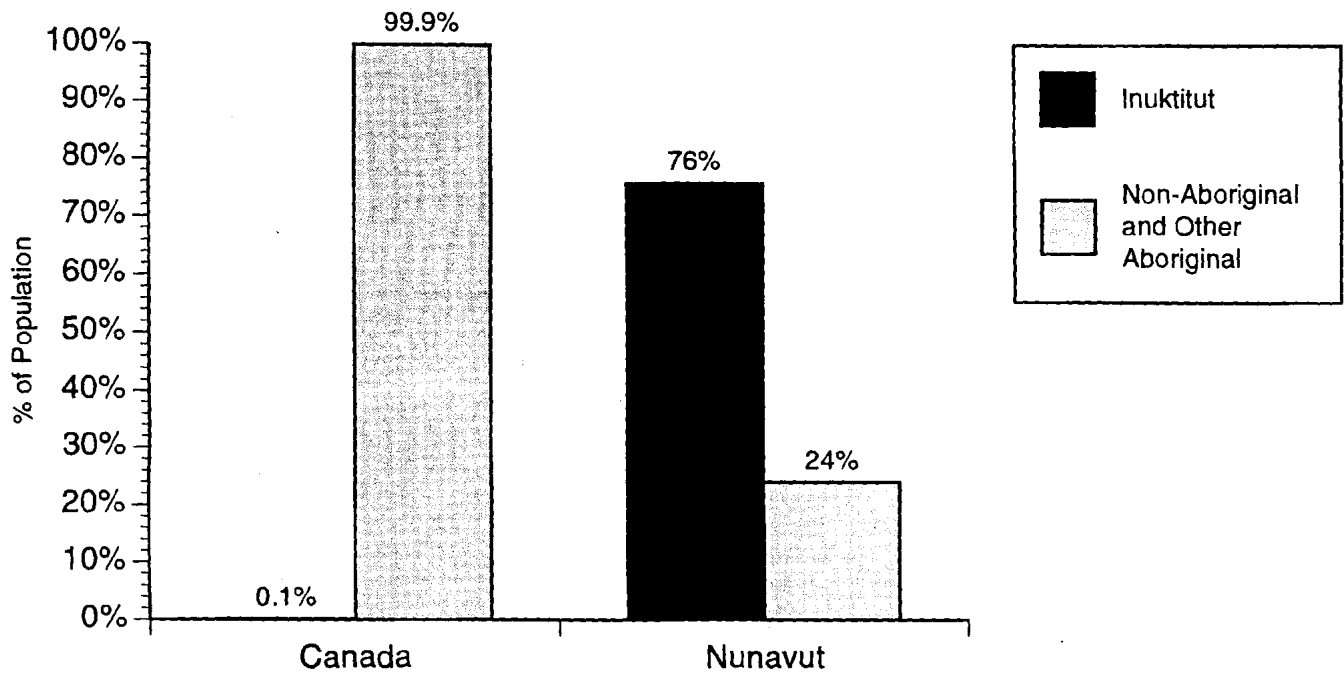
Population Distribution by Age, Canada and Nunavut, 1991



Ethnic Composition

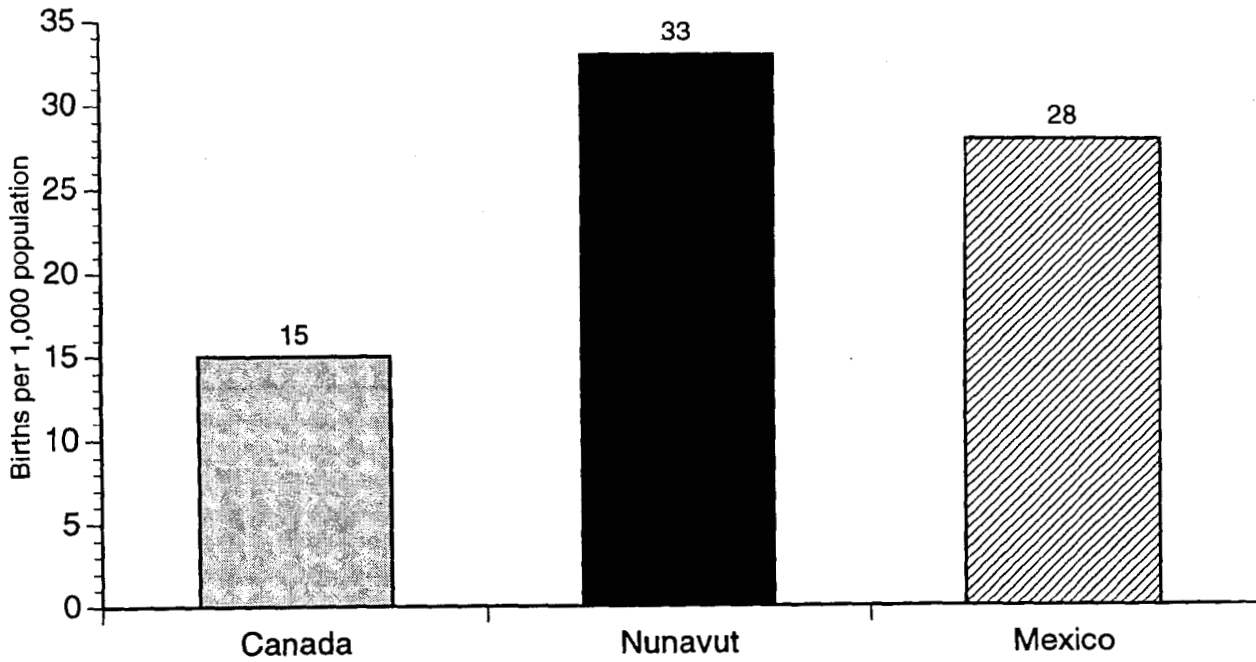


Language – Mother Tongue

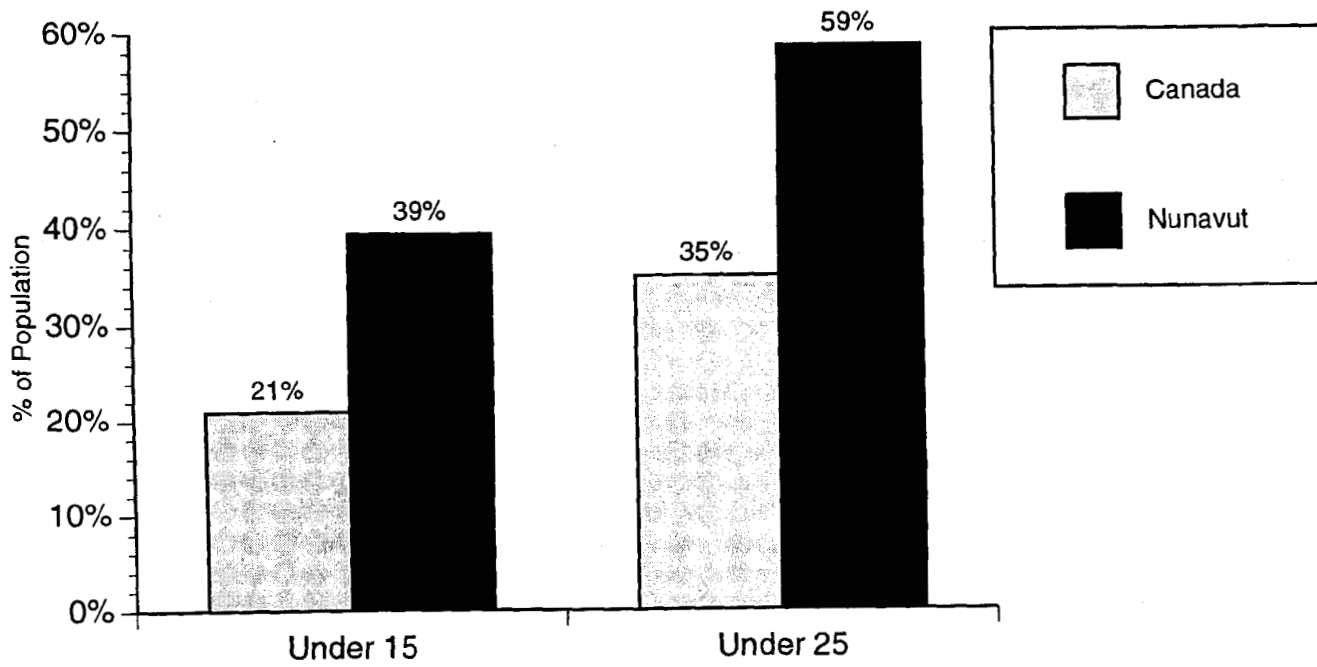


source: 1991 Census

Birth Rate



Population under the Ages of 15 and 25



source: 1991 Census

Projected Population on April 1, 1999

for Nunavut as a whole

Nunavut total 27,219

NOTE: Nunavut total includes 369 persons living outside of the 26 communities with populations greater than 100.

by Region

Baffin communities	14,269	53.1%
Keewatin communities	7,462	27.8%
Kitikmeot communities	5,119	19.1%

by Type of Community

regional centres	8,248	30.7%
other communities	18,602	69.3%

by Size of Community (in 1999)

small (less than 1,000)	7,938	29.6%
medium (1,000-2,000)	12,120	45.1%
large (more than 2,000)	6,792	25.3%

by % Real Unemployment in the Community

low (3-19%)	8,965	33.4%
medium (20-39%)	8,394	31.3%
high (40-47%)	9,491	35.3%

NOTE: This revised projection does not include the population influx which will result from the establishment of the Nunavut government.

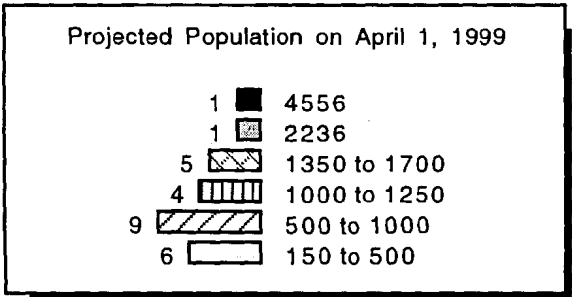
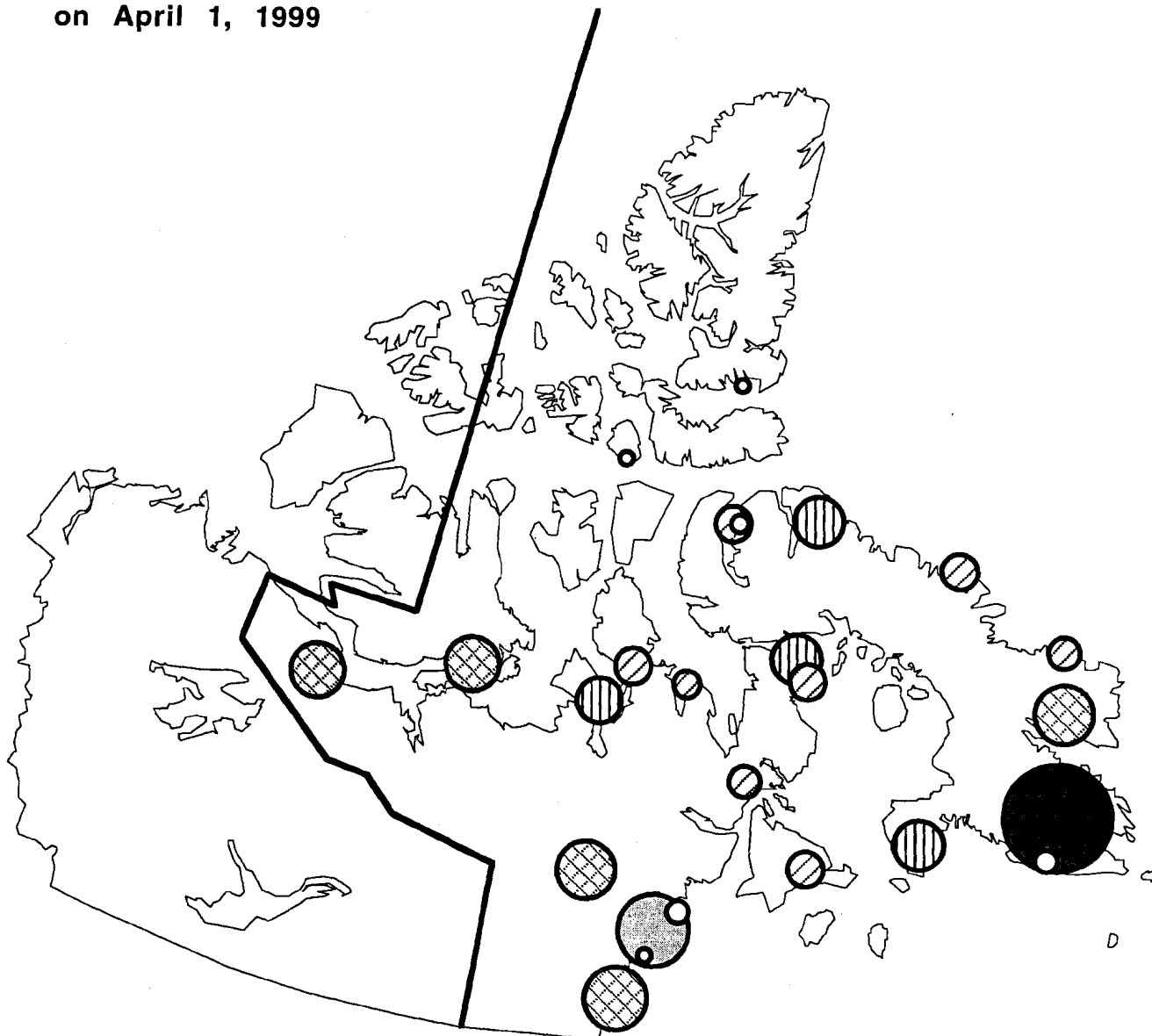
by Community

Iqaluit	4,556	17.0%
Rankin Inlet	2,236	8.3%
Arviat	1,700	6.3%
Baker Lake	1,502	5.6%
Pangnirtung	1,456	5.4%
Cambridge Bay	1,442	5.4%
Kugluktuk	1,360	5.1%
Pond Inlet	1,237	4.6%
Igloolik	1,199	4.5%
Cape Dorset	1,197	4.5%
Gjoa Haven	1,027	3.8%
Coral Harbour	754	2.8%
Taloyoak	746	2.8%
Clyde River	719	2.7%
Arctic Bay	688	2.6%
Sanikiluaq	688	2.6%
Hall Beach	680	2.5%
Repulse Bay	643	2.4%
Broughton Island	584	2.2%
Pelly Bay	522	1.9%
Kimmirut	462	1.7%
Chesterfield Inlet	425	1.6%
Nanisivik	350	1.3%
Whale Cove	296	1.1%
Resolute Bay	214	0.8%
Grise Fiord	167	0.6%

source: GNWT Bureau of Statistics

Projected Population

on April 1, 1999



Employed Persons, 1994

for Nunavut as a whole

Nunavut total	7,417	
by Ethnicity		
aboriginal	4,976	67.1%
non-aboriginal	2,441	32.9%
by Sex		
males	4,138	55.8%
females	3,279	44.2%
by Age		
15-24 years	1,323	17.8%
25-44 years	4,572	61.6%
45-64 years	1,482	20.0%
65 years & over	40	0.5%
by Region		
Baffin	4,189	56.5%
Keewatin	1,938	26.1%
Kitikmeot	1,290	17.4%
by Type of Community		
regional centres	2,917	39.3%
other communities	4,500	60.7%
by Size of Community (in 1999)		
small (less than 1,000)	1,934	26.0%
medium (1,000-2,000)	2,931	39.6%
large (more than 2,000)	2,552	34.5%
by % Real Unemployment in the Community		
low (3-19%)	3,172	42.8%
medium (20-39%)	1,938	26.1%
high (40-47%)	2,307	31.1%

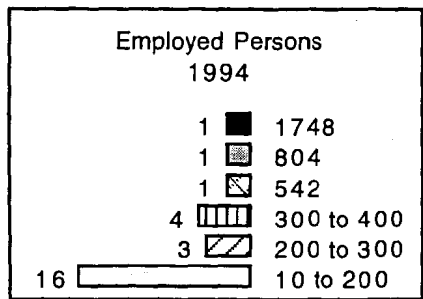
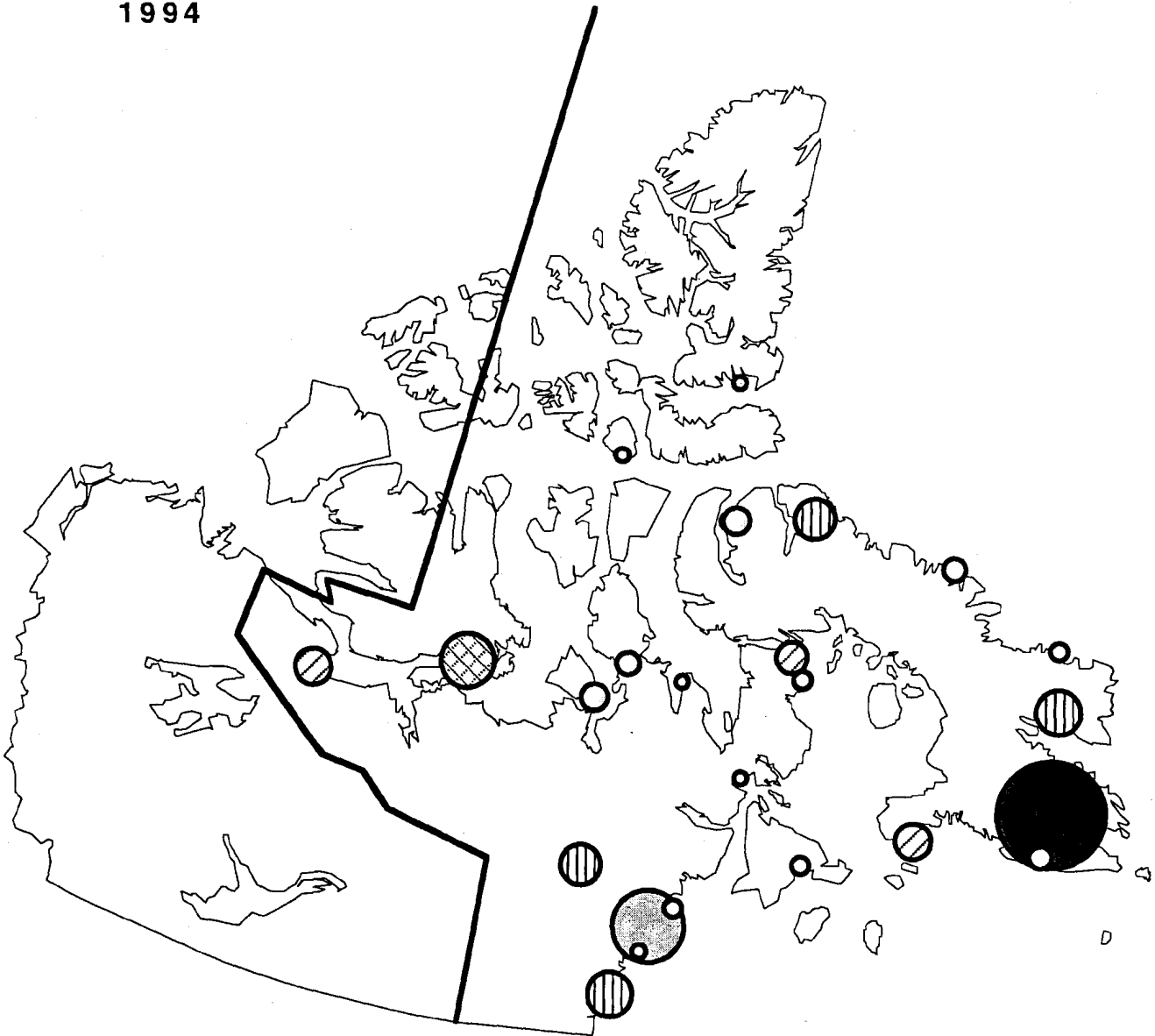
by Community

Iqaluit	1,748	23.6%
Rankin Inlet	804	10.9%
Cambridge Bay	542	7.3%
Pangnirtung	400	5.4%
Arviat	365	4.9%
Baker Lake	328	4.4%
Pond Inlet	311	4.2%
Cape Dorset	295	4.0%
Kugluktuk	263	3.6%
Igloolik	234	3.2%
Nanisivik	194	2.6%
Gjoa Haven	193	2.6%
Taloyoak	168	2.3%
Kimmirut	159	2.1%
Clyde River	149	2.0%
Arctic Bay	144	1.9%
Broughton Island	138	1.9%
Hall Beach	132	1.8%
Coral Harbour	128	1.7%
Chesterfield Inlet	124	1.7%
Sanikiluaq	114	1.5%
Pelly Bay	112	1.5%
Repulse Bay	111	1.5%
Resolute Bay	106	1.4%
Whale Cove	79	1.1%
Grise Fiord	65	0.9%

source: 1994 GNWT Labour Force Survey

Employed Persons

1994



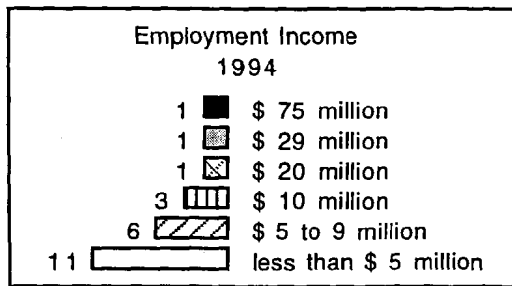
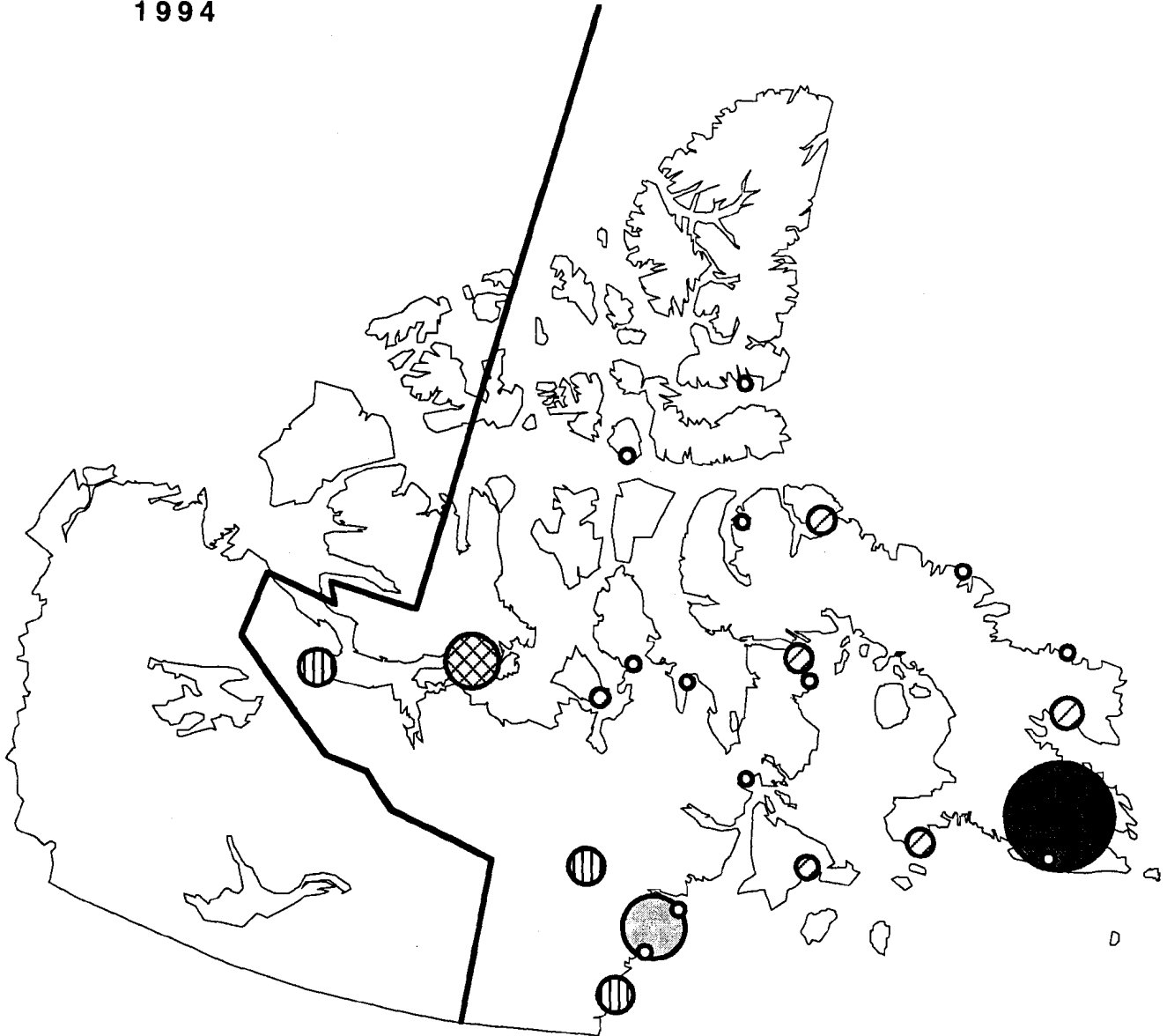
Employment Income, 1994

Employment Income (\$)			Change in EI 1990-94	
by Community			by Community	
Iqaluit	75,292,000	31.4%	Sanikiluaq	+ 75.0%
Rankin Inlet	29,404,000	12.3%	Coral Harbour	+ 65.1%
Cambridge Bay	20,373,000	8.5%	Cape Dorset	+ 62.0%
Kugluktuk	10,774,000	4.5%	Rankin Inlet	+ 61.0%
Arviat	10,742,000	4.5%	Pelly Bay	+ 56.8%
Baker Lake	10,611,000	4.4%	Clyde River	+ 55.5%
Pangnirtung	8,870,000	3.7%	Whale Cove	+ 52.4%
Cape Dorset	7,658,000	3.2%	Repulse Bay	+ 52.1%
Pond Inlet	7,207,000	3.0%	Baker Lake	+ 49.4%
Igloolik	7,132,000	3.0%	Gjoa Haven	+ 47.9%
Coral Harbour	6,299,000	2.6%	Kugluktuk	+ 39.9%
Gjoa Haven	5,233,000	2.2%	Pond Inlet	+ 36.1%
Arctic Bay	4,392,000	1.8%	Arviat	+ 33.6%
Clyde River	4,224,000	1.8%	Arctic Bay	+ 33.5%
Hall Beach	4,184,000	1.7%	Igloolik	+ 28.3%
Taloyoak	4,154,000	1.7%	Iqaluit	+ 24.9%
Repulse Bay	3,866,000	1.6%	Broughton Island	+ 24.0%
Broughton Island	3,833,000	1.6%	Taloyoak	+ 17.6%
Pelly Bay	3,713,000	1.5%	Pangnirtung	+ 10.7%
Sanikiluaq	3,644,000	1.5%	Chesterfield Inlet	+ 6.8%
Chesterfield Inlet	2,850,000	1.2%	Cambridge Bay	+ 1.0%
Whale Cove	2,644,000	1.1%	Hall Beach	- 5.8%
Kimmirut	2,507,000	1.0%	Kimmirut	- 15.6%

source: Statistics Canada

Employment Income

1994



Number of Adults who 'Want a Job,' 1994

for Nunavut as a whole

Nunavut total 4,710

by Ethnicity

aboriginal 4,492 95.4%
non-aboriginal 218 4.6%

by Sex

males 2,454 52.1%
females 2,256 47.9%

by Age

15-24 years 2,117 44.9%
25-44 years 1,900 40.3%
45-64 years 633 13.4%
65 years & over 60 1.3%

by Region

Baffin 2,390 50.7%
Keewatin 1,391 29.5%
Kitikmeot 929 19.7%

by Type of Community

regional centres 1,369 29.1%
other communities 3,341 70.9%

by Size of Community (in 1999)

small (less than 1,000) 2,575 54.7%
medium (1,000-2,000) 1,179 25.0%
large (more than 2,000) 956 20.3%

by % Real Unemployment in the Community

low (3-19%) 1,448 30.7%
medium (20-39%) 1,468 31.2%
high (40-47%) 1,794 38.1%

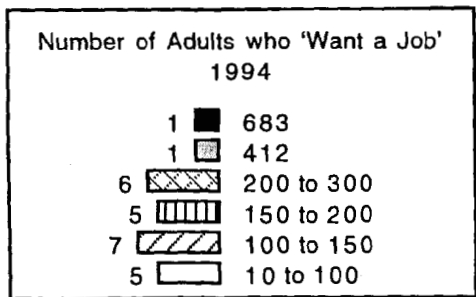
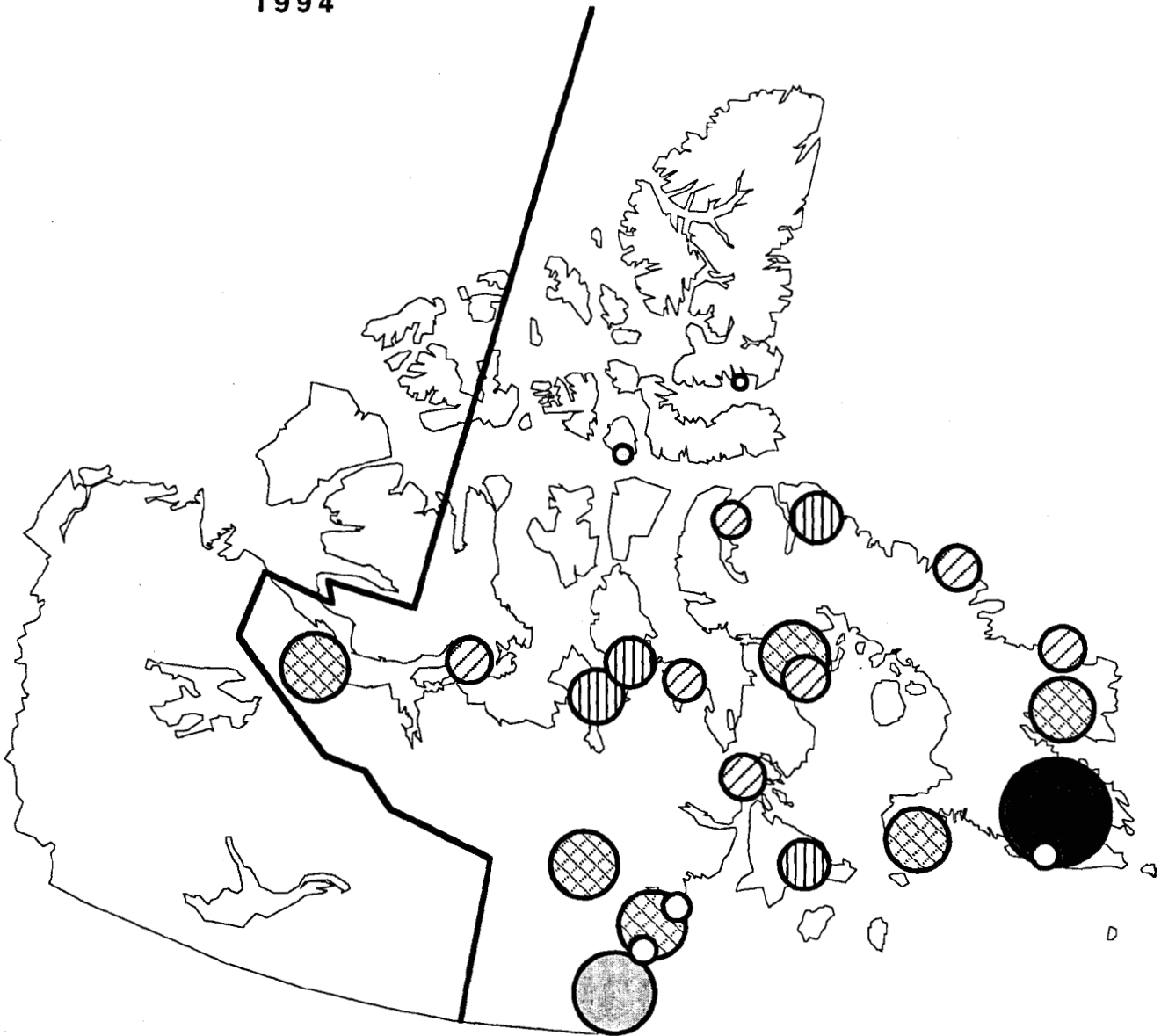
by Community

Iqaluit	683	14.5%
Arviat	412	8.8%
Baker Lake	299	6.4%
Kugluktuk	292	6.2%
Igloolik	274	5.8%
Rankin Inlet	273	5.8%
Cape Dorset	252	5.4%
Pangnirtung	239	5.1%
Gjoa Haven	195	4.1%
Taloyoak	167	3.6%
Pond Inlet	158	3.4%
Coral Harbour	154	3.3%
Sanikiluaq	153	3.3%
Hall Beach	143	3.0%
Cambridge Bay	141	3.0%
Clyde River	135	2.9%
Broughton Island	134	2.9%
Repulse Bay	130	2.8%
Pelly Bay	125	2.7%
Arctic Bay	101	2.1%
Whale Cove	64	1.4%
Kimmirut	61	1.3%
Chesterfield Inlet	59	1.3%
Resolute Bay	36	0.8%
Grise Fiord	11	0.2%
Nanisivik	9	0.2%

source: 1994 GNWT Labour Force Survey

Number of Adults who 'Want a Job'

1994



Real Unemployment Rate, 1994

for Nunavut as a whole

Nunavut total 29%

by Region

Baffin 26%
Keewatin 34%
Kitikmeot 30%

by Type of Community

regional centres 17%
other communities 35%

by % Real Unemployment in the Community

low (3-19%) 16%
medium (20-39%) 30%
high (40-47%) 43%

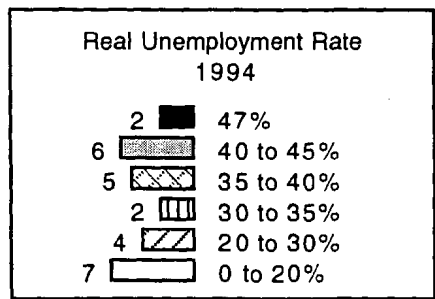
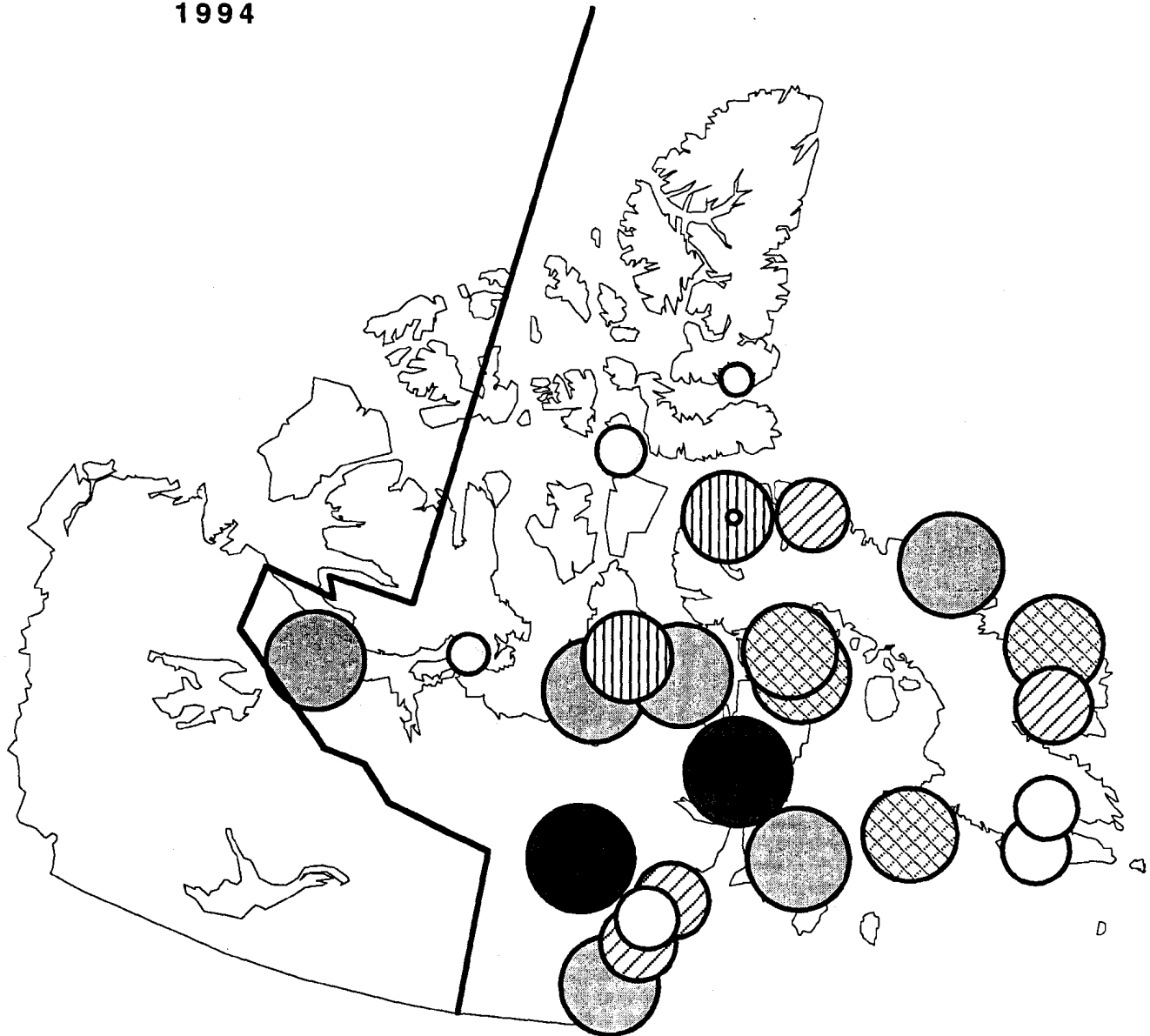
by Community

Repulse Bay 47%
Baker Lake 47%
Coral Harbour 45%
Pelly Bay 43%
Gjoa Haven 42%
Clyde River 42%
Arviat 41%
Kugluktuk 41%
Hall Beach 40%
Broughton Island 40%
Sanikiluaq 39%
Igloolik 37%
Cape Dorset 36%
Arctic Bay 35%
Taloyoak 35%
Chesterfield Inlet 27%
Pangnirtung 25%
Whale Cove 25%
Pond Inlet 23%
Kimmirut 20%
Iqaluit 19%
Rankin Inlet 18%
Resolute Bay 13%
Cambridge Bay 10%
Grise Fiord 8%
Nanisivik 3%

source: 1994 GNWT Labour Force Survey

Real Unemployment Rate

1994



Social Assistance (SA) Spending in Nunavut, FY 1985-95

Territory, Region or Community	Total SA Spending (actual \$)			Change FY1990 to FY1995	FY1995 SA\$ per 1991 Adult Aboriginal Pop.
	FY 1985	FY1990	FY1995		
Territory					
Nunavut	6,524,071	12,505,026	21,551,190	72.3%	2,135
Regions					
Baffin	2,896,000	5,898,000	12,086,583	104.9%	2,386
Keewatin	2,467,000	3,625,000	5,514,223	52.1%	1,860
Kitikmeot	1,302,000	3,162,000	4,108,772	29.9%	1,989
Regional Centres					
Iqaluit	684,000	898,000	2,956,102	229.2%	2,394
Rankin Inlet	519,000	597,000	830,481	39.1%	1,086
Cambridge Bay	331,000	354,000	410,987	16.1%	830
Communities receiving more than \$1 million SA per year					
Iqaluit	684,000	898,000	2,956,102	229.2%	2,394
Baker Lake	520,000	887,000	1,695,668	91.2%	2,550
Gjoa Haven	253,000	1,006,000	1,354,029	34.6%	3,263
Igloolik	271,000	643,000	1,334,735	107.6%	2,669
Arviat	588,000	890,000	1,271,935	42.9%	1,791
Pond Inlet	168,000	754,000	1,259,894	67.1%	2,652
Pangnirtung	418,000	562,000	1,235,585	119.9%	2,026
Cape Dorset	410,000	1,200,000	1,091,649	-9.0%	2,205
Communities with per capita SA spending greater than \$2,500 per year					
Taloyoak	241,000	621,000	986,487	58.9%	3,344
Gjoa Haven	253,000	1,006,000	1,354,029	34.6%	3,263
Sanikiluaq	158,000	446,000	945,902	84.7%	3,206
Arctic Bay	69,943	144,385	773,082	435.4%	3,155
Repulse Bay	378,000	536,000	723,883	35.1%	3,016
Pond Inlet	168,000	754,000	1,113,000	47.6%	2,928
Hall Beach	209,856	334,948	754,476	125.3%	2,695
Igloolik	271,000	643,000	1,334,735	107.6%	2,669
Broughton Island	133,000	279,000	676,433	142.4%	2,602
Baker Lake	520,000	887,000	1,695,668	91.2%	2,550

Social Assistance Spending in Nunavut, FY1980 – FY1995

Chart A:
Total SA Spending,
in Actual Dollars,
by Region

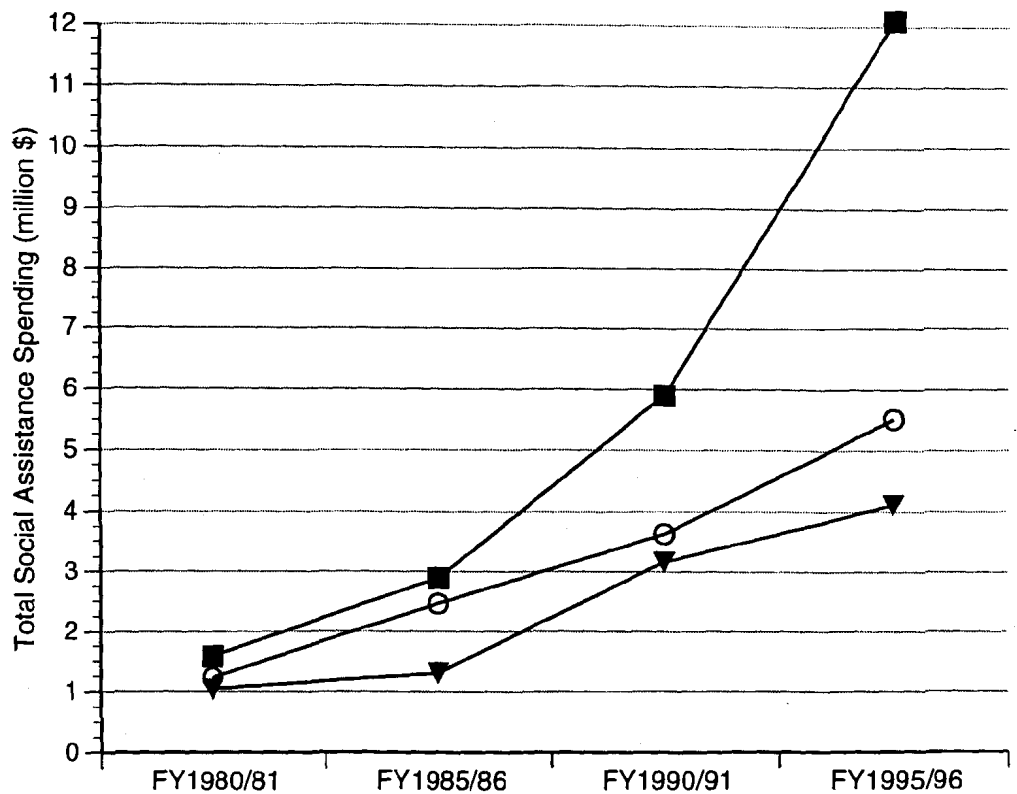
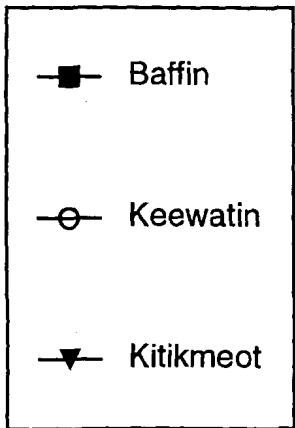
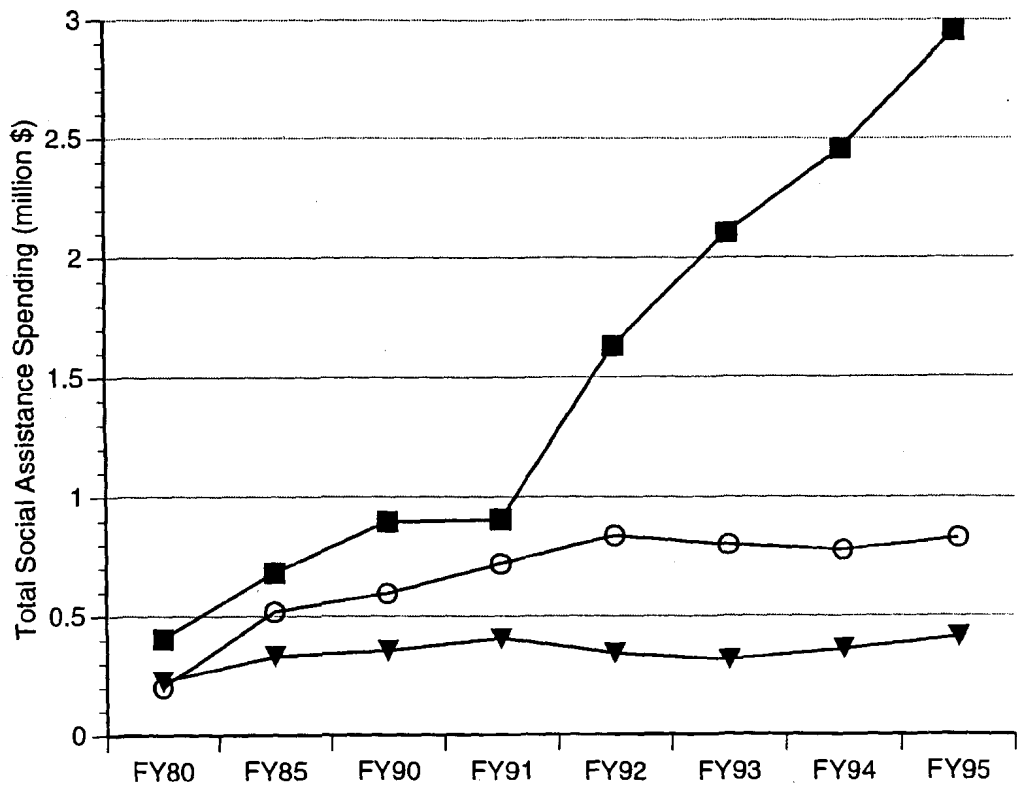
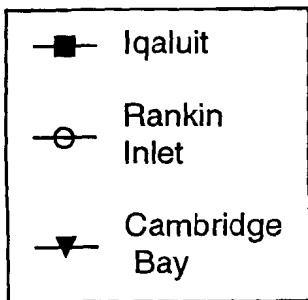


Chart B:
Total SA Spending,
in Actual Dollars,
Regional Centres

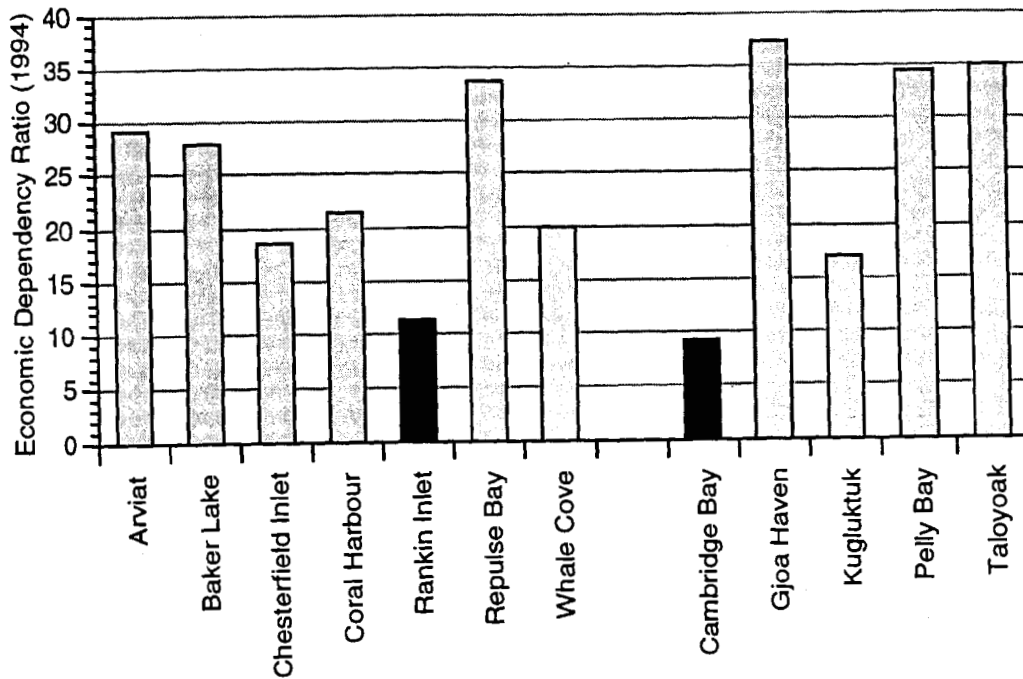
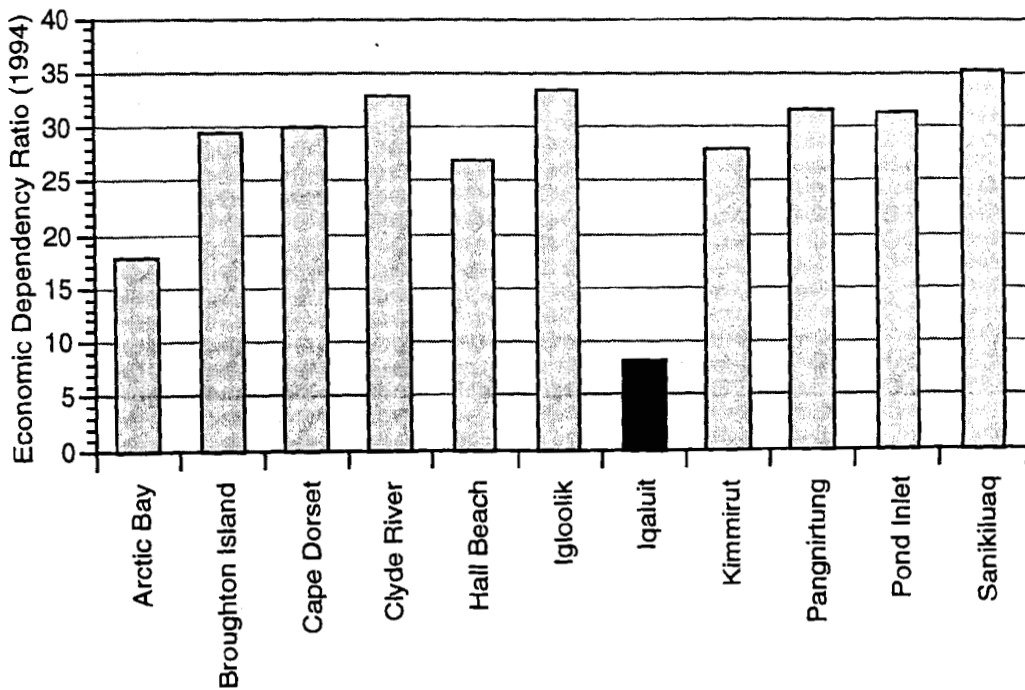


Unemployment Insurance Payments, 1994

UI Payments (\$)		UI Payments as % of Social Assistance Payments	
by Community		by Community	
Iqaluit	1,511,000	Rankin Inlet	144%
Rankin Inlet	1,115,000	Cambridge Bay	102%
Arviat	820,000	Iqaluit	96%
Pangnirtung	692,000	Arviat	79%
Cambridge Bay	361,000	Pelly Bay	79%
Cape Dorset	350,000	Chesterfield Inlet	73%
Baker Lake	333,000	Pangnirtung	70%
Pelly Bay	328,000	Kugluktuk	56%
Igloolik	309,000	Coral Harbour	56%
Coral Harbour	302,000	Whale Cove	52%
Kugluktuk	281,000	Kimmirut	40%
Pond Inlet	244,000	Cape Dorset	39%
Gjoa Haven	241,000	Broughton Island	31%
Taloyoak	196,000	Clyde River	31%
Clyde River	193,000	Igloolik	30%
Broughton Island	168,000	Taloyoak	29%
Hall Beach	152,000	Hall Beach	27%
Repulse Bay	134,000	Baker Lake	25%
Whale Cove	109,000	Gjoa Haven	24%
Chesterfield Inlet	102,000	Pond Inlet	24%
Kimmirut	99,000	Arctic Bay	22%
Sanikiluaq	94,000	Repulse Bay	19%
Arctic Bay	77,000	Sanikiluaq	14%

source: Statistics Canada

Economic Dependency Ratios, 1994



'Economic Dependency Ratio' (EDR) is the ratio of the amount which the residents of a community receive in Transfer Payments TO INDIVIDUALS (Social Assistance, Unemployment Insurance, C/QPP & other pensions, GST Tax Credit, Child Tax Credit, and others) to their Employment Income. The higher the EDR, the more dependent the residents of the community are on Transfer Payments. The EDR for Canada as a whole in 1994 was 27.85.

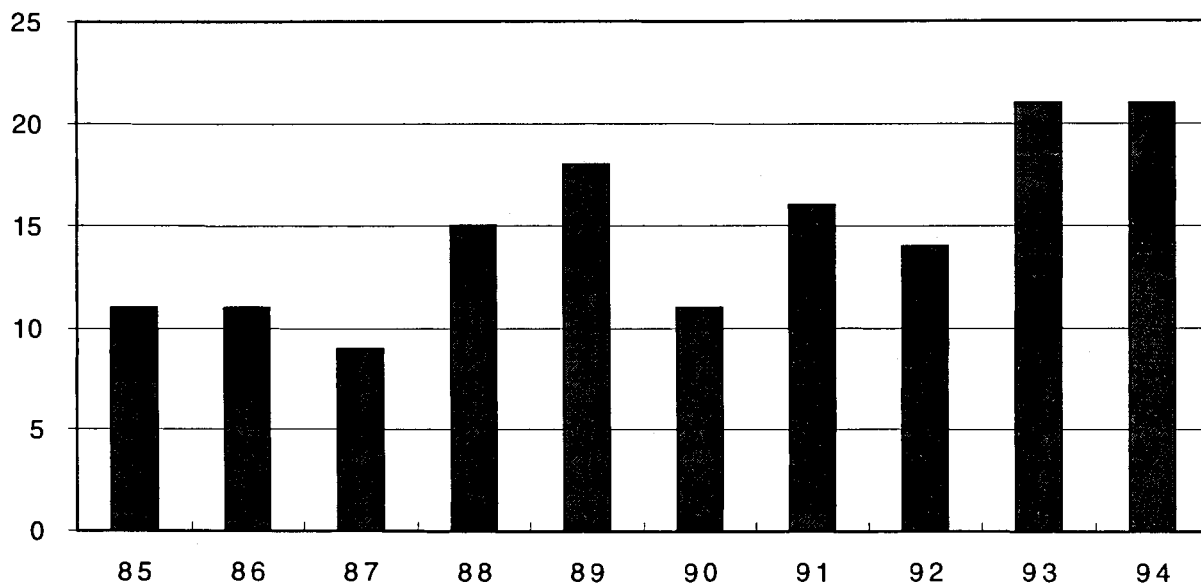
source: Statistics Canada

Suicide in Nunavut, 1985-94

Between January 1, 1985 and December 31, 1994, 226 people committed suicide in the NWT. 8 out of 10 were male, and 7 out of 10 were Inuit. 147 of these suicides occurred in Nunavut.

Of the 25 suicides in the NWT in 1994, 21 occurred in Nunavut. All 21 were Inuit, and almost all were male. The youngest was 13 years old; and their average age was 23.

Suicides in Nunavut, 1985-94

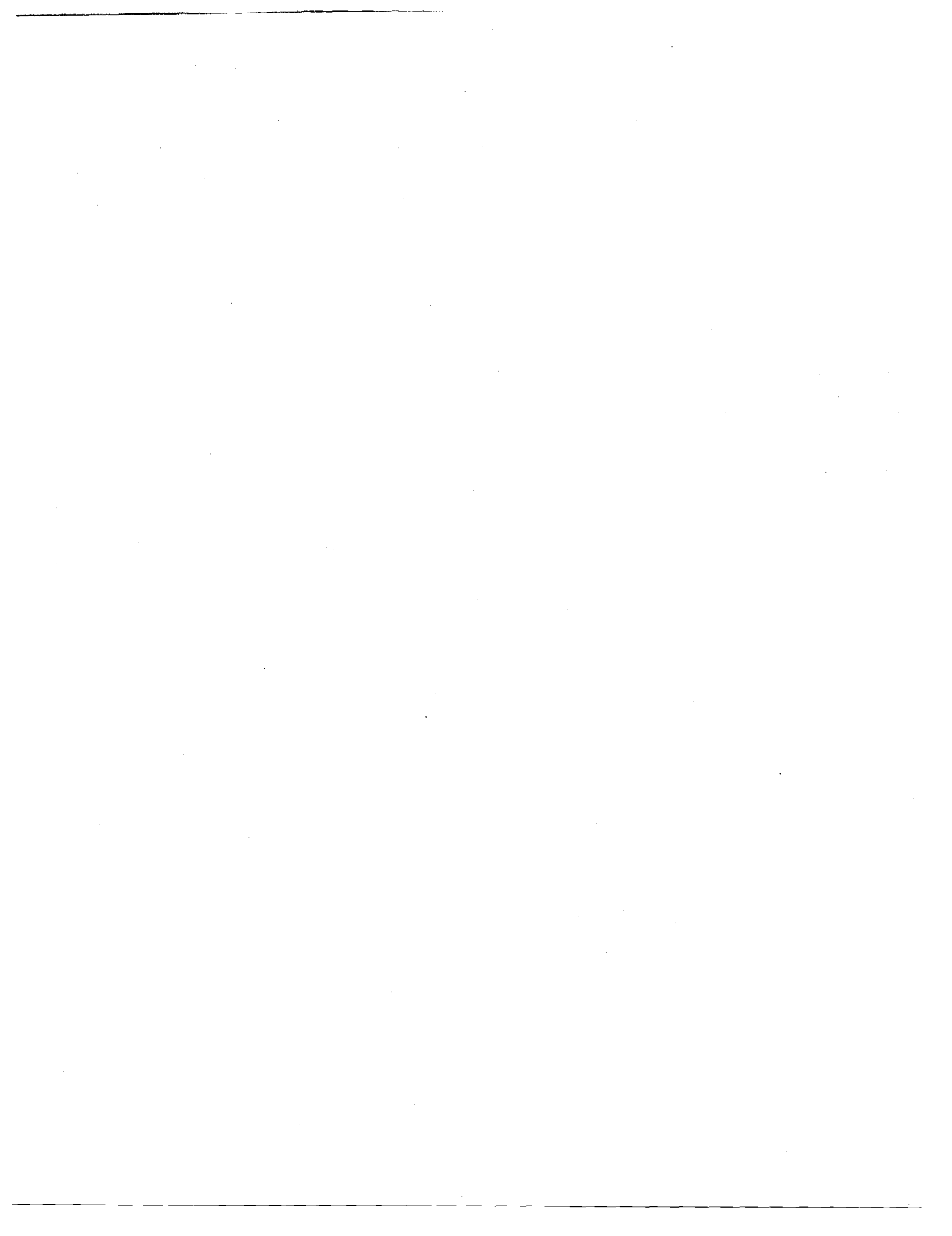


Suicides by Region and Community, 1985-94

<u>Baffin</u>		<u>Keewatin</u>		<u>Kitikmeot</u>	
	99		24		24
Arctic Bay	6	Arviat	3	Cambridge Bay	3
Broughton Island	13	Baker Lake	5	Gjoa Haven	2
Cape Dorset	8	Chesterfield Inlet	2	Kugluktuk	13
Clyde River	5	Coral Harbour	2	Pelly Bay	3
Grise Fiord	1	Rankin Inlet	10	Taloyoak	3
Hall Beach	4	Repulse Bay	1		
Igloolik	3	Whale Cove	1		
Iqaluit	37				
Kimmirut	3				
Pangnirtung	9				
Pond Inlet	7				
Resolute Bay	1				
Sanikiluaq	2				

source: GNWT Dep't of Health and Social Services

DIVIDER « C »



**Appendix C Nunavut Transition Costs (Allocated by the
Federal Cabinet in April, 1996)**

NUNAVUT TRANSITION COSTS

(\$000's)

	1996/97	97/98	98/99	99/00	TOTAL
TRANSITION O&M					
- Interim Commissioner	3 000.0	3 500.0	3 500.0	0.0	10 000.0
- Electoral Boundaries	0.0	250.0	0.0	0.0	250.0
- Nunavut Election	0.0	0.0	160.0	340.0	500.0
- NIC	0.0	0.0	1 000.0	250.0	1 250.0
- Commissioner	0.0	0.0	100.0	0.0	100.0
- Statutes Revision	340.0	304.0	400.0	0.0	1 044.0
TOTAL TRANSITION O&M	3 340.0	4 054.0	5 160.0	590.0	13 144.0
OTHER O&M					
- Salaries	0.0	0.0	5 408.6	0.0	5 408.6
- Other O&M	0.0	0.0	3 699.3	0.0	3 699.3
- Infrastructure O&M	200.0	800.0	4 540.0	0.0	5 540.0
- Housing O&M	0.0	100.0	4 151.0	0.0	4 251.0
- Systems Development	50.0	450.0	1 500.0	0.0	2 000.0
- Minor Capital	0.0	0.0	5 000.0	2 775.0	7 775.0
- Federal Departments	2 171.3	3 153.9	5 572.0	7 317.5	18 214.7
TOTAL O&M	2 421.3	4 503.9	29 870.9	10 092.5	46 888.6
CAPITAL					
- Comm. Infrastructure	3 238.0	10 817.0	4 654.0	12 036.0	30 745.0
- Housing	662.0	4 818.0	301.0	241.0	6 022.0
- Federal Departments	500.0	4 980.0	4 980.0	2 800.0	13 260.0
TOTAL CAPITAL	4 400.0	20 615.0	9 935.0	15 077.0	50 027.0
TRAINING (TOTAL)	12 700.0	12 500.0	10 600.0	4 000.0	39 800.0
TOTAL FUNDING	22 861.3	41 672.9	55 565.9	29 759.5	149 859.6

DIVIDER « D »

Appendix D Nunavut Government – Recommended Design Model

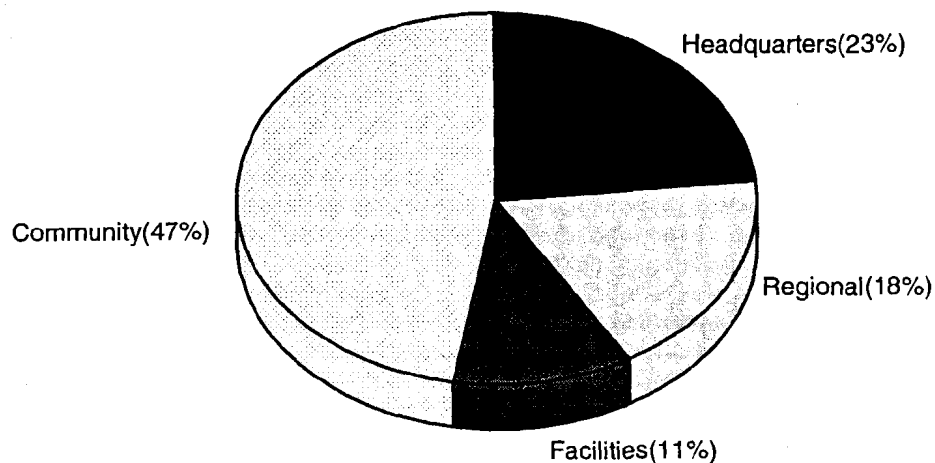
Page D.2 presents the NIC's recommended organizational design model for the Nunavut Government, and pages D.3 through D.14 present details on the recommended design of the individual departments.

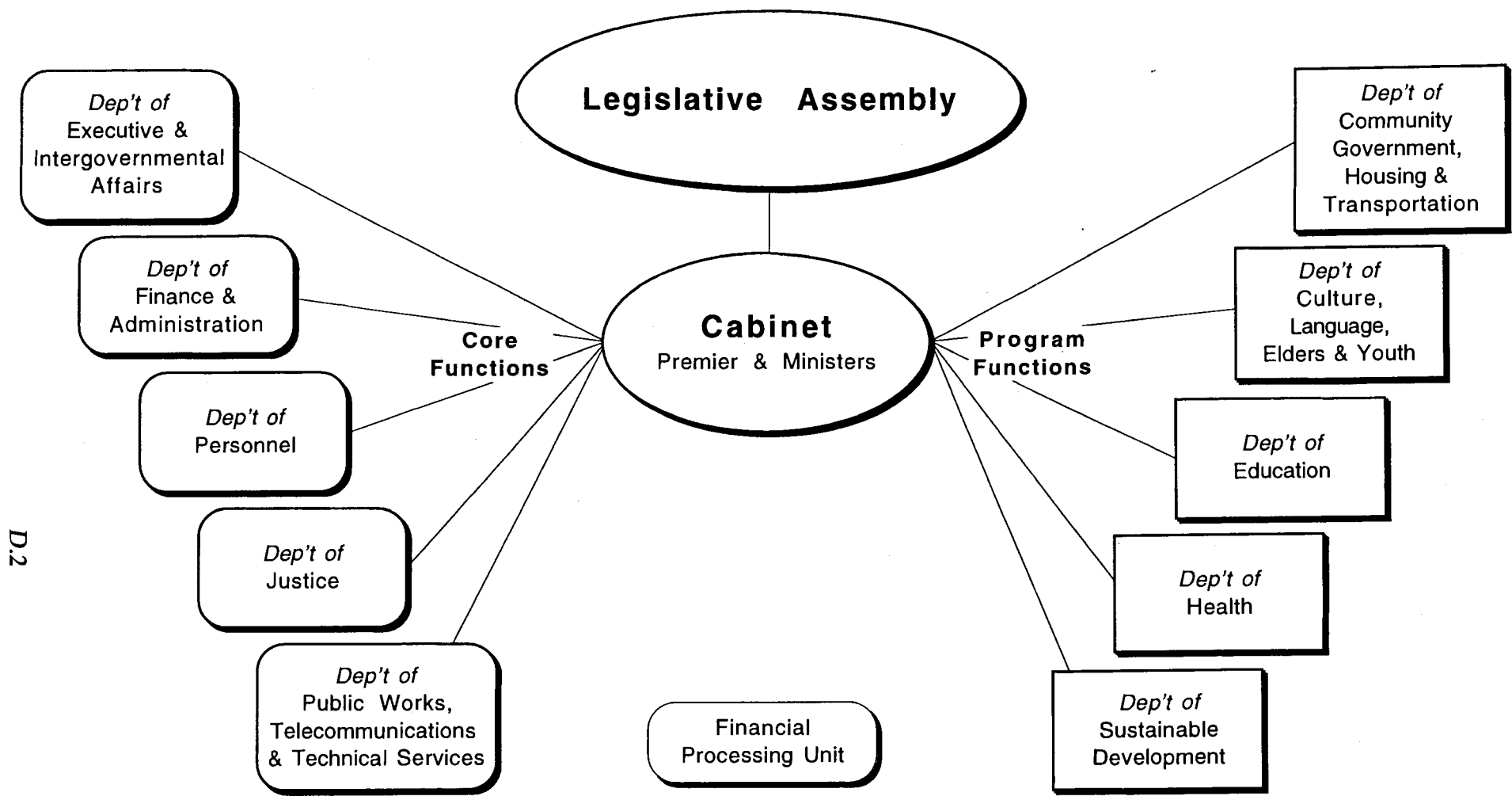
Page D.15 summarizes the recommended personnel requirements for the headquarters component of this organizational design model, and pages D.16 through D.35 present details on the recommended personnel requirements of the individual departments.

It should be noted that these pages address only the recommended **headquarters** level of the Nunavut Government – other components of the staff are:

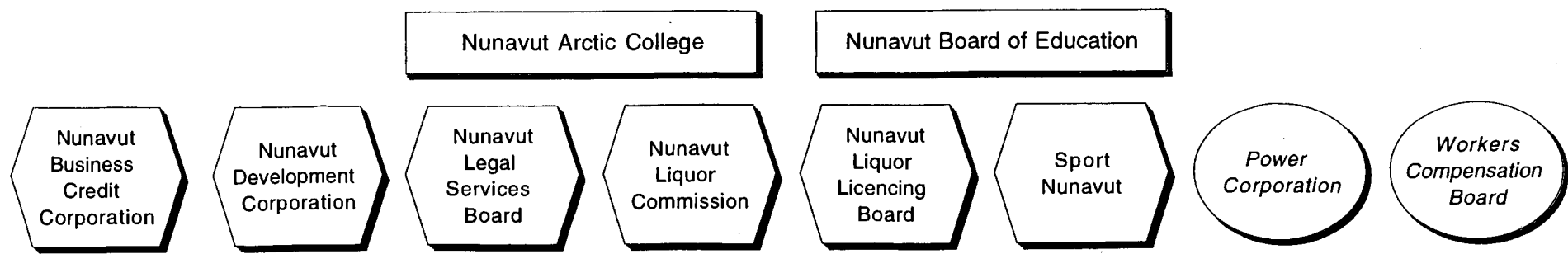
- **regional**-level employees, who work in the regional offices of the various departments;
- **facilities** employees, who work in facilities (such as the Baffin Correctional Centre) which serve an entire region or Nunavut as a whole; and,
- **community**-level employees, who work in jobs that serve a specific community (such as teachers, nurses, etc.).

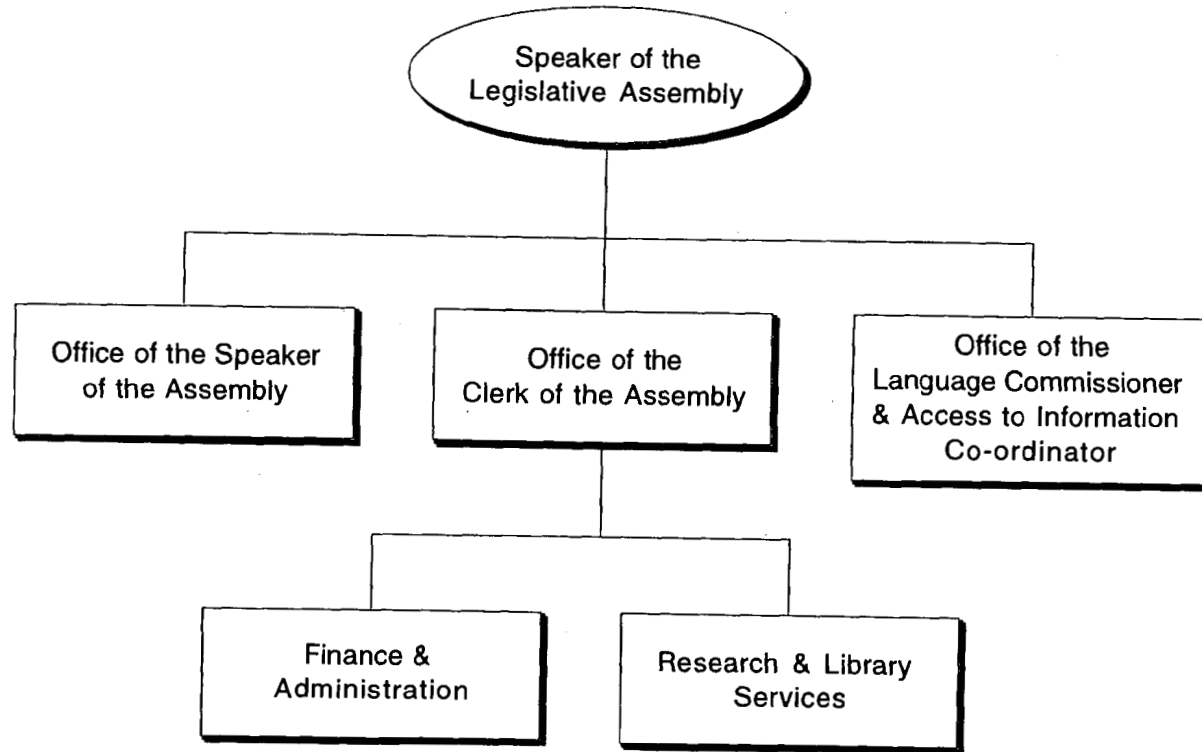
The following chart shows each of these levels of employment as a proportion of the total Nunavut Government employment recommended in this report:



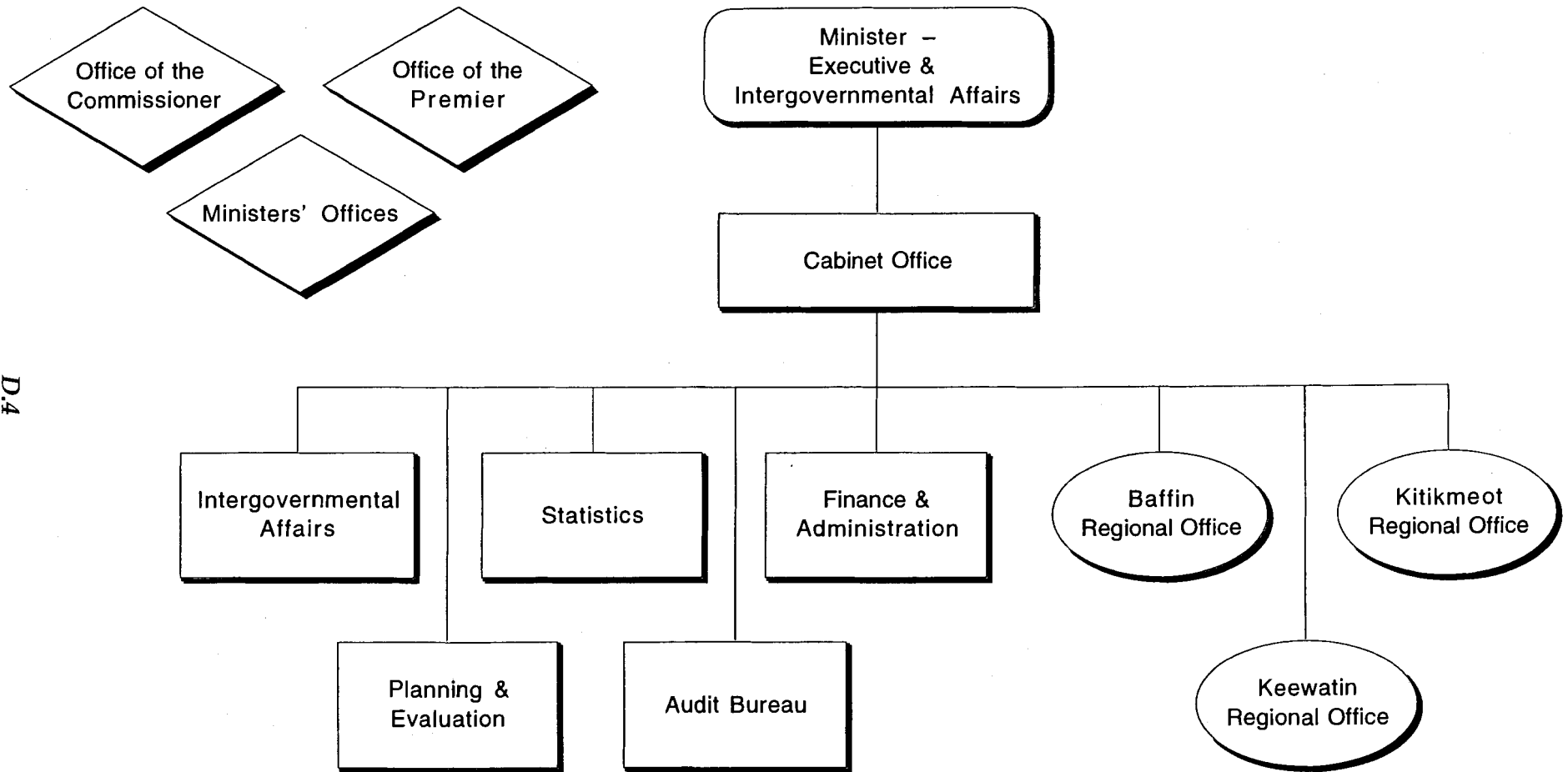


D.2



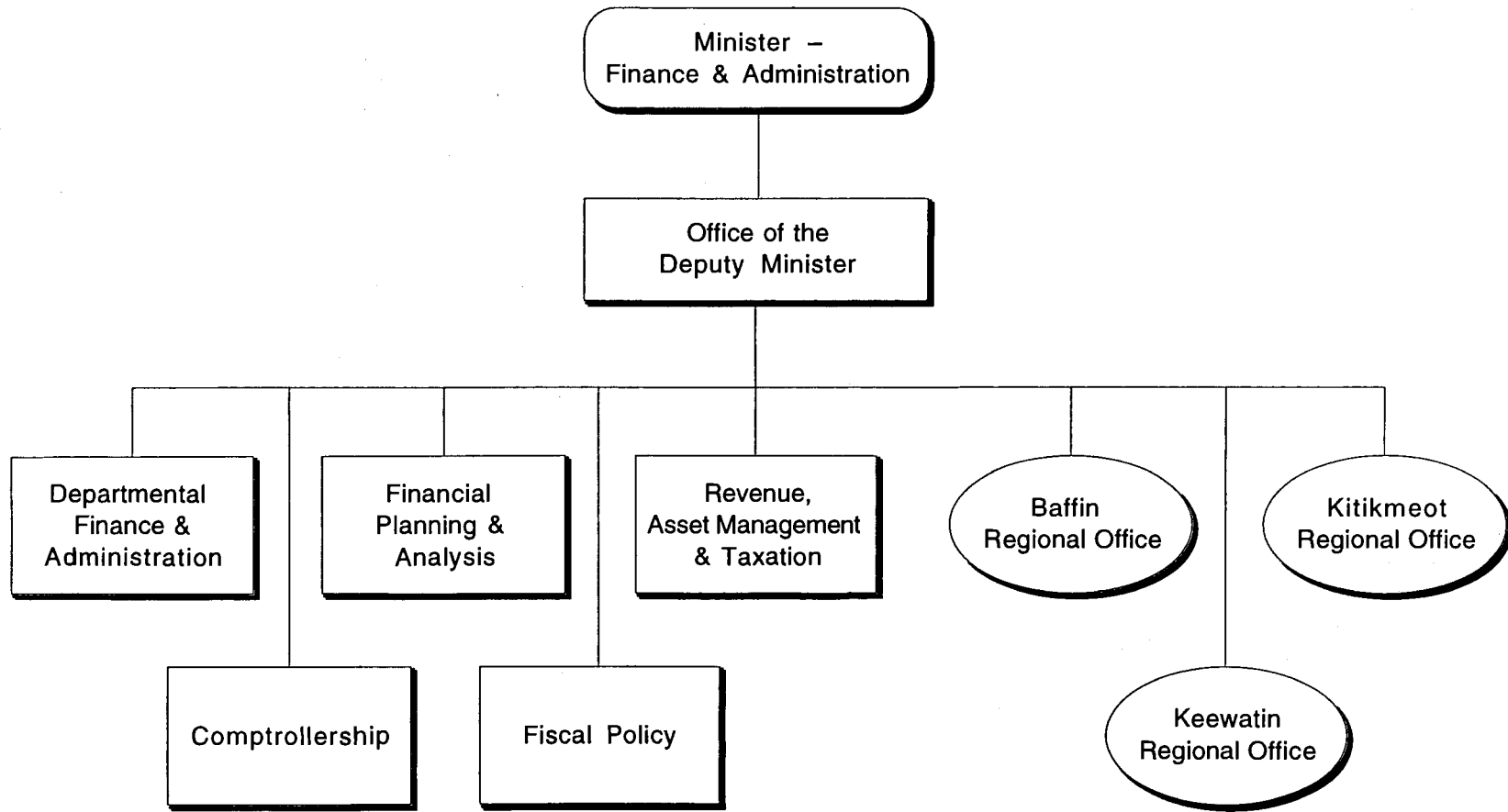


Dep't of Executive & Intergovernmental Affairs

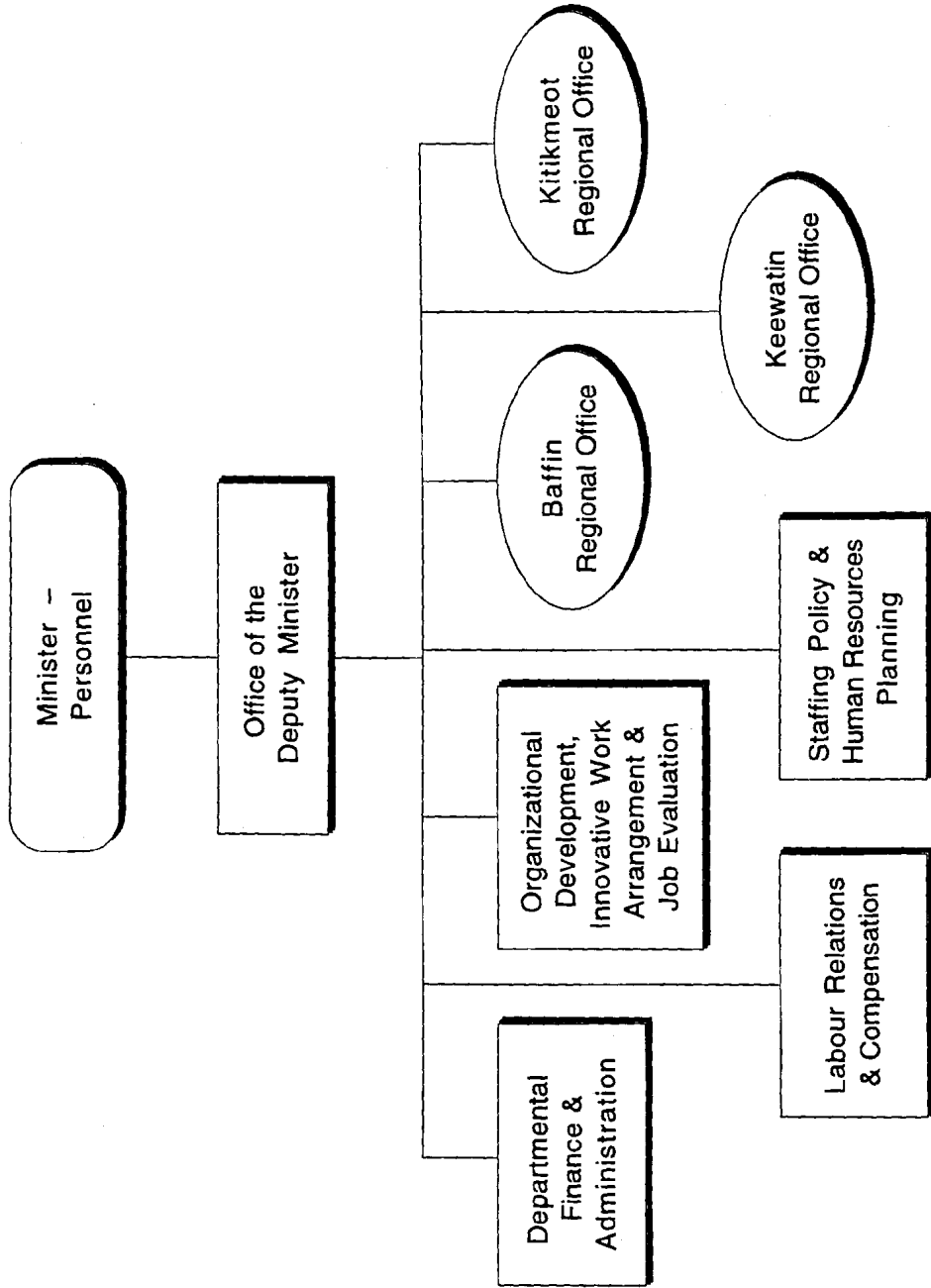


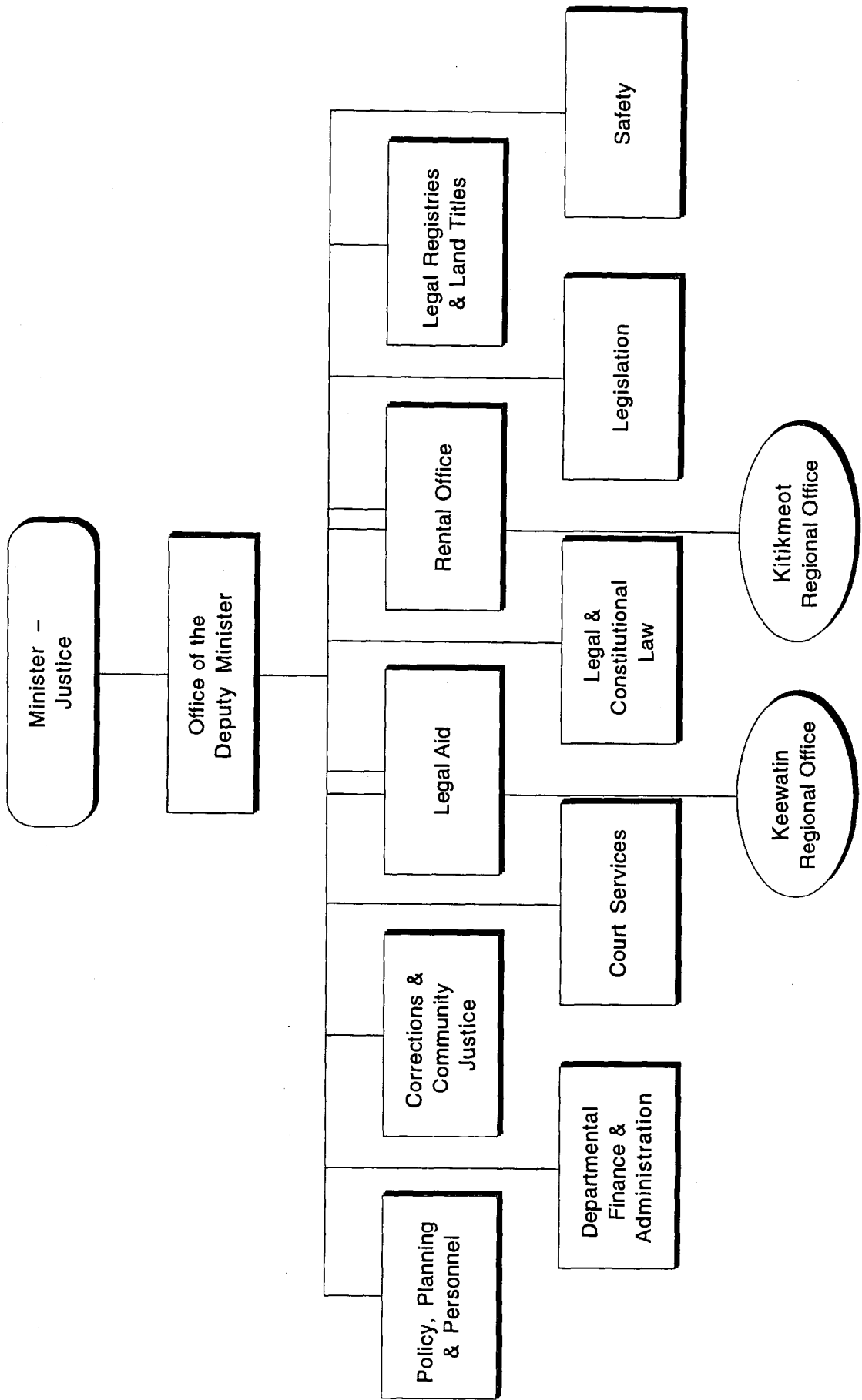
D.4

Dep't of Finance & Administration

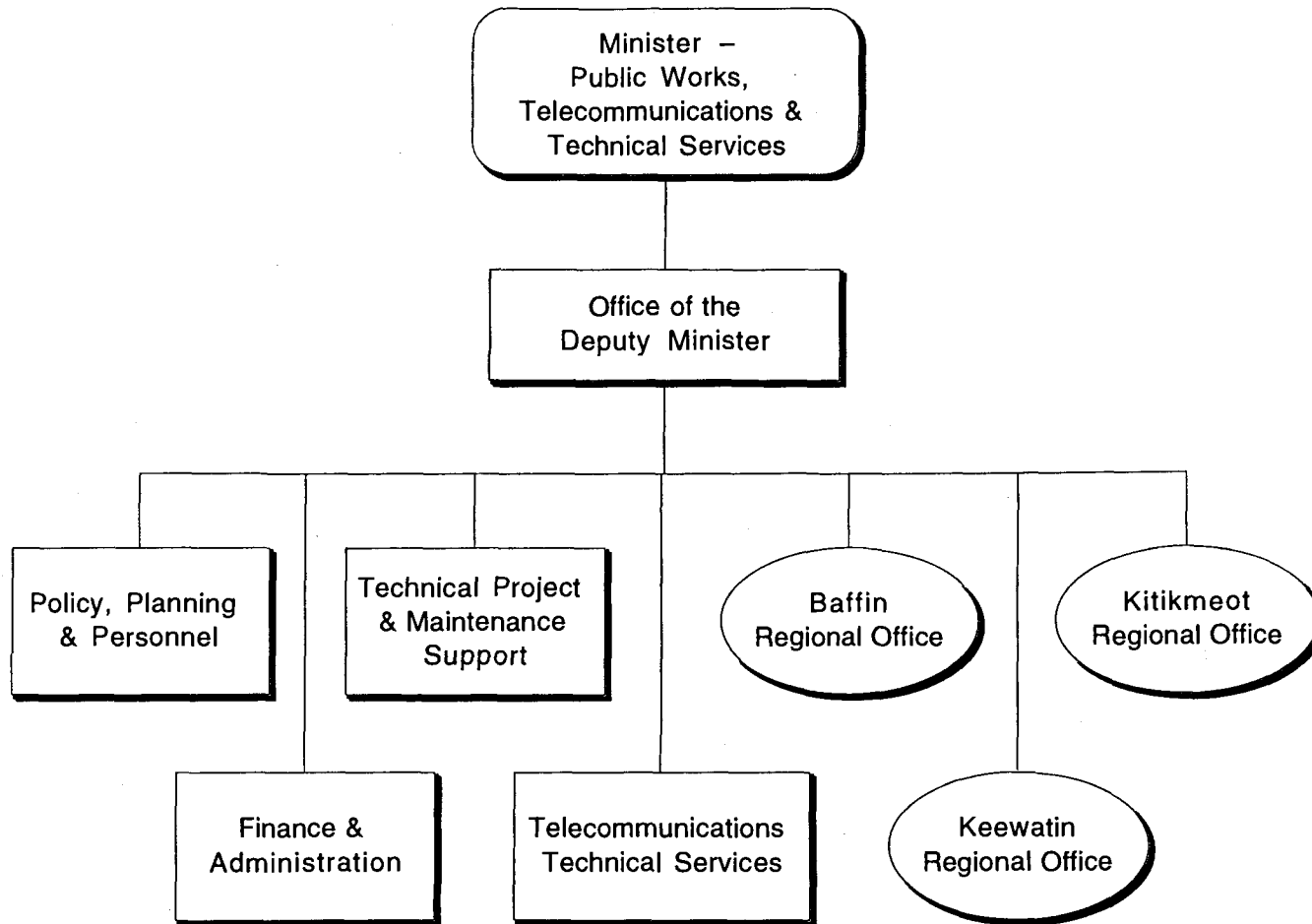


D.5



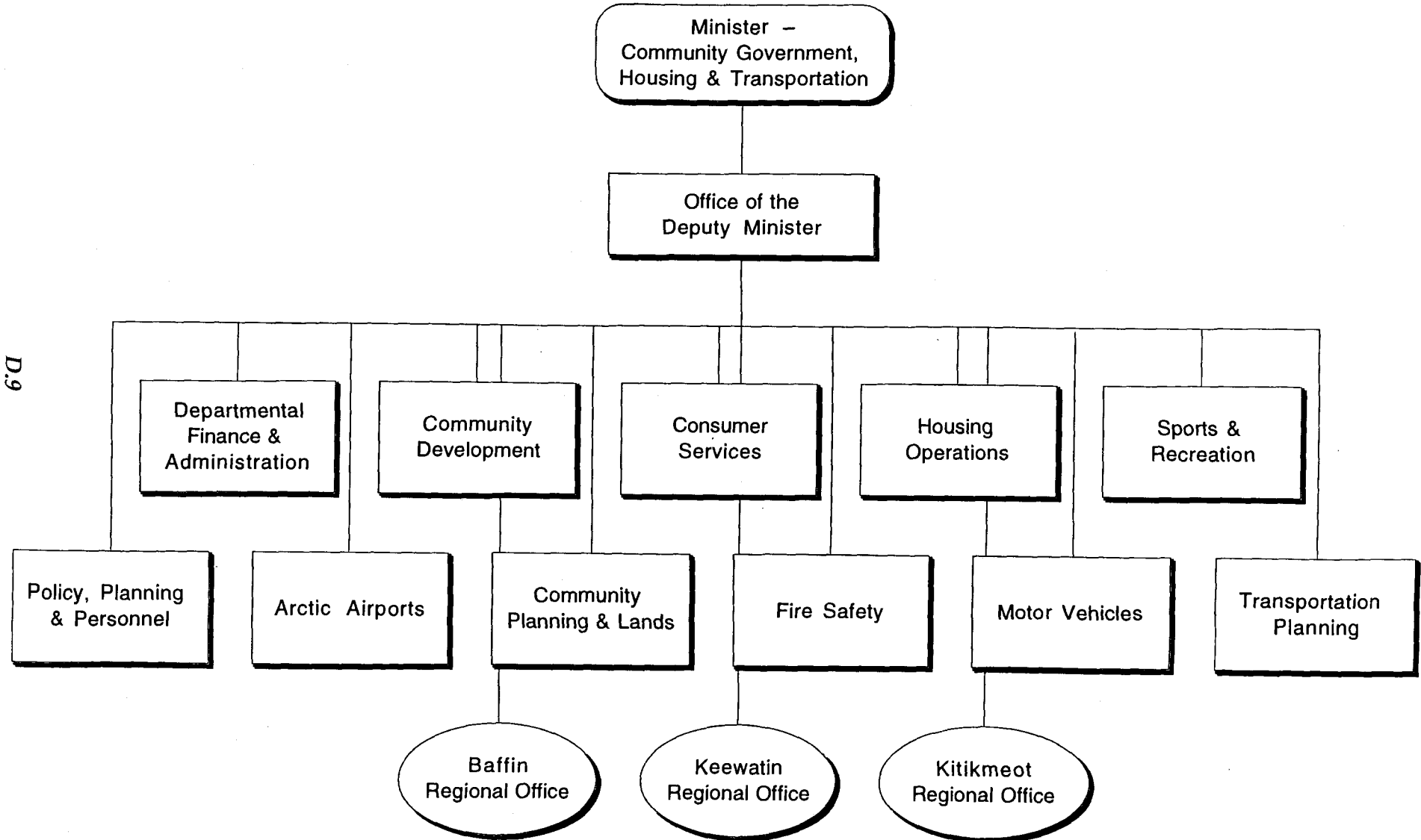


Dep't of Public Works, Telecommunications & Technical Services

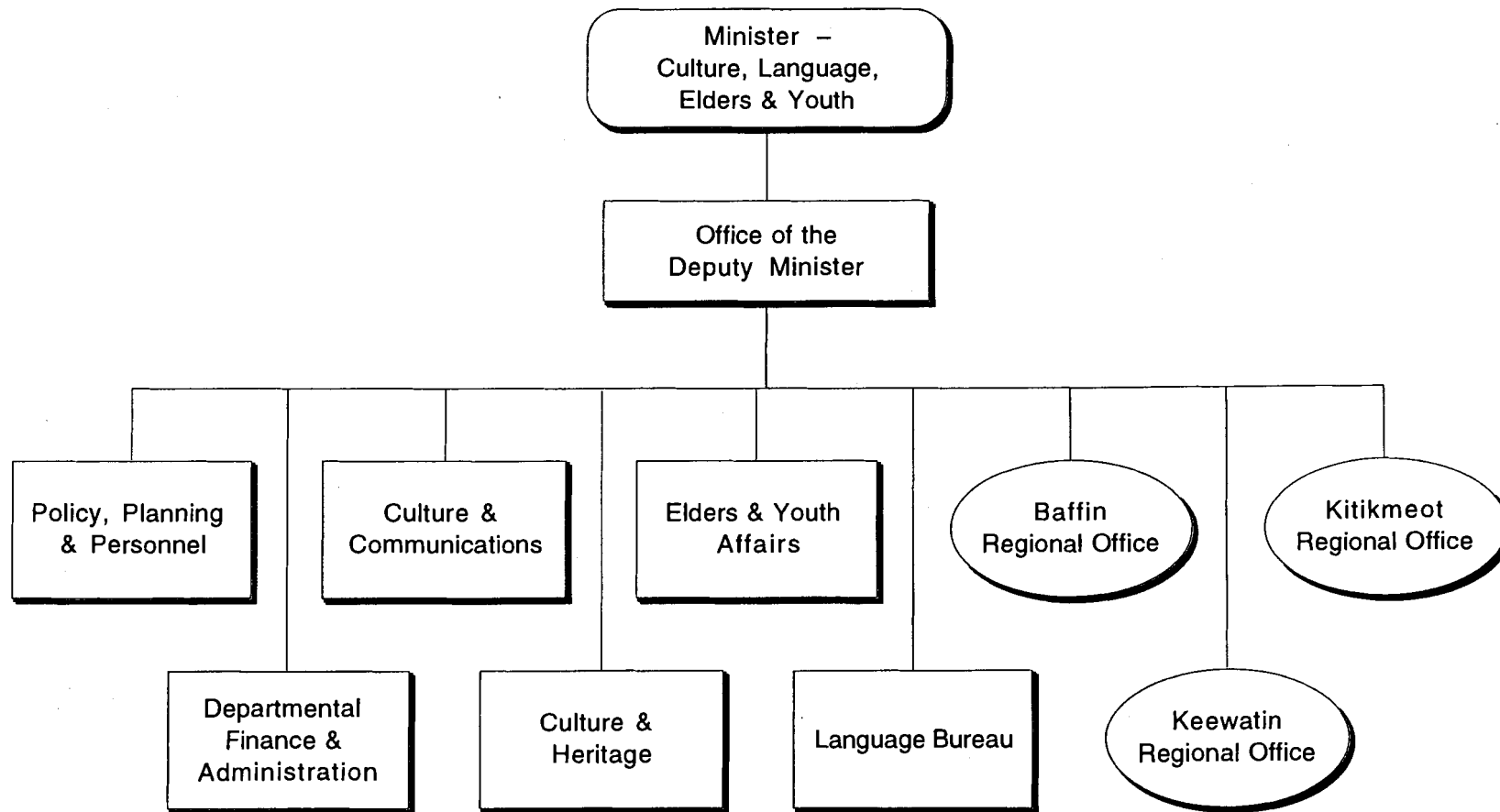


D.8

Dep't of Community Government, Housing & Transportation

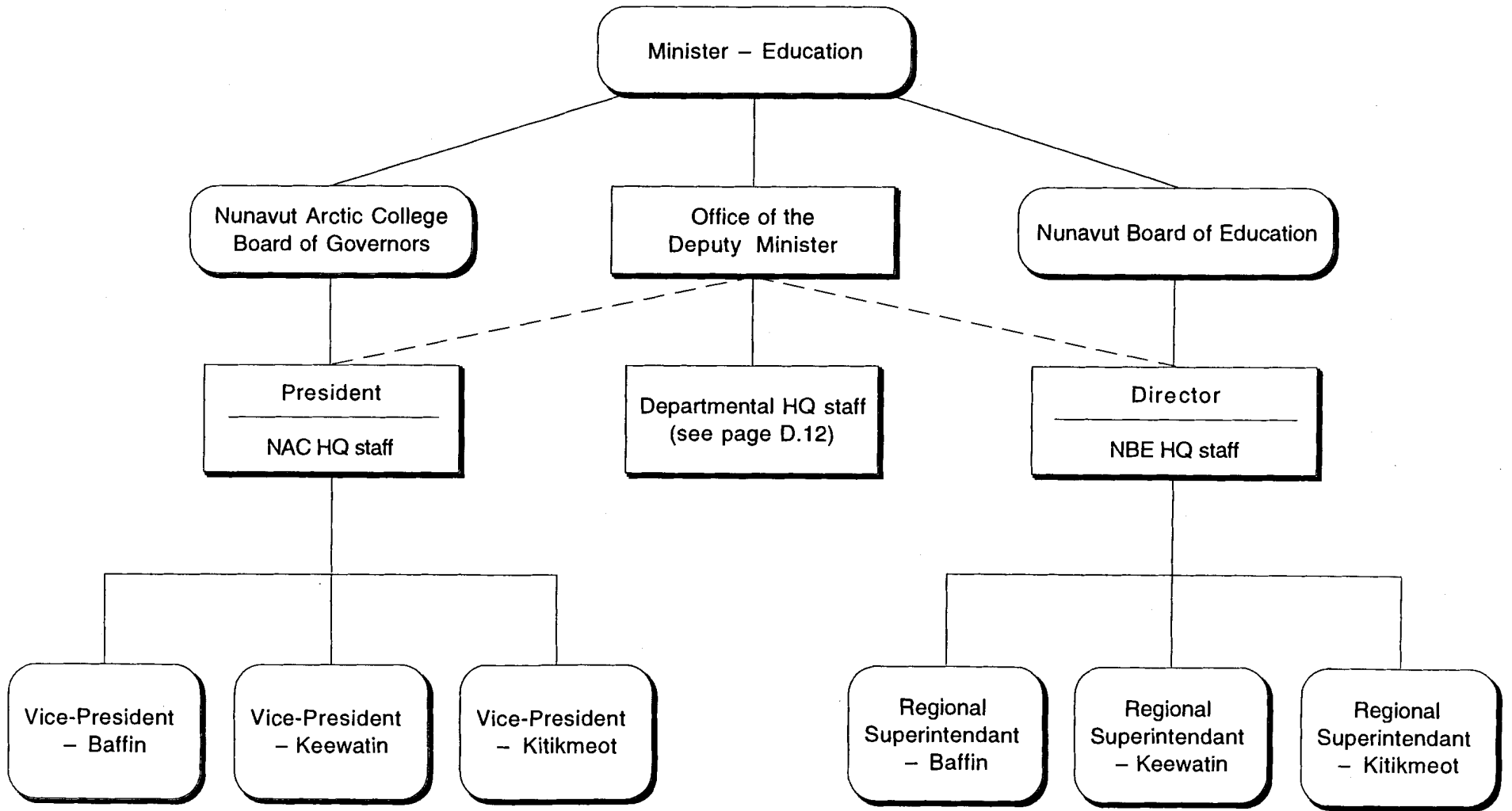


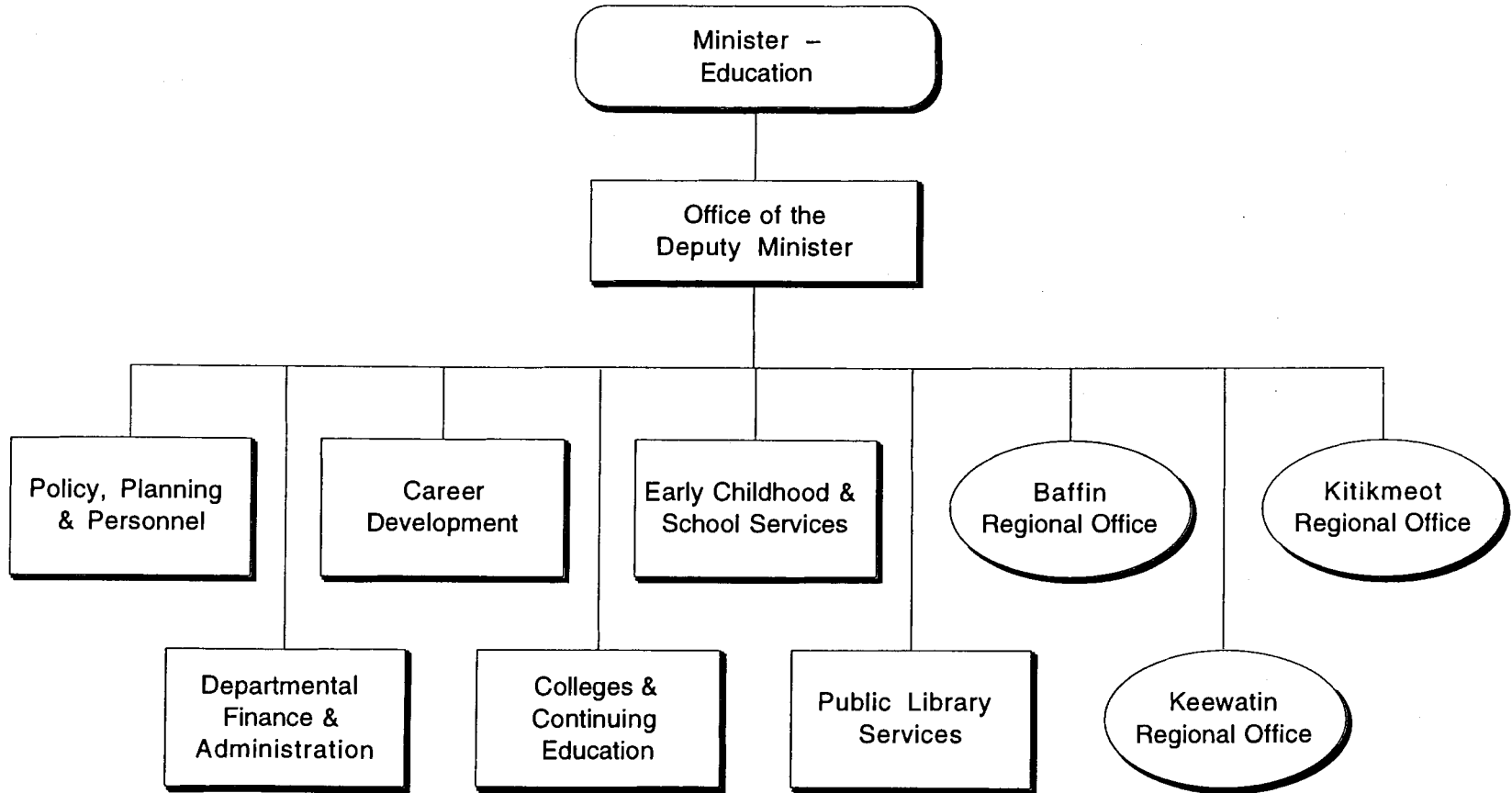
D.9



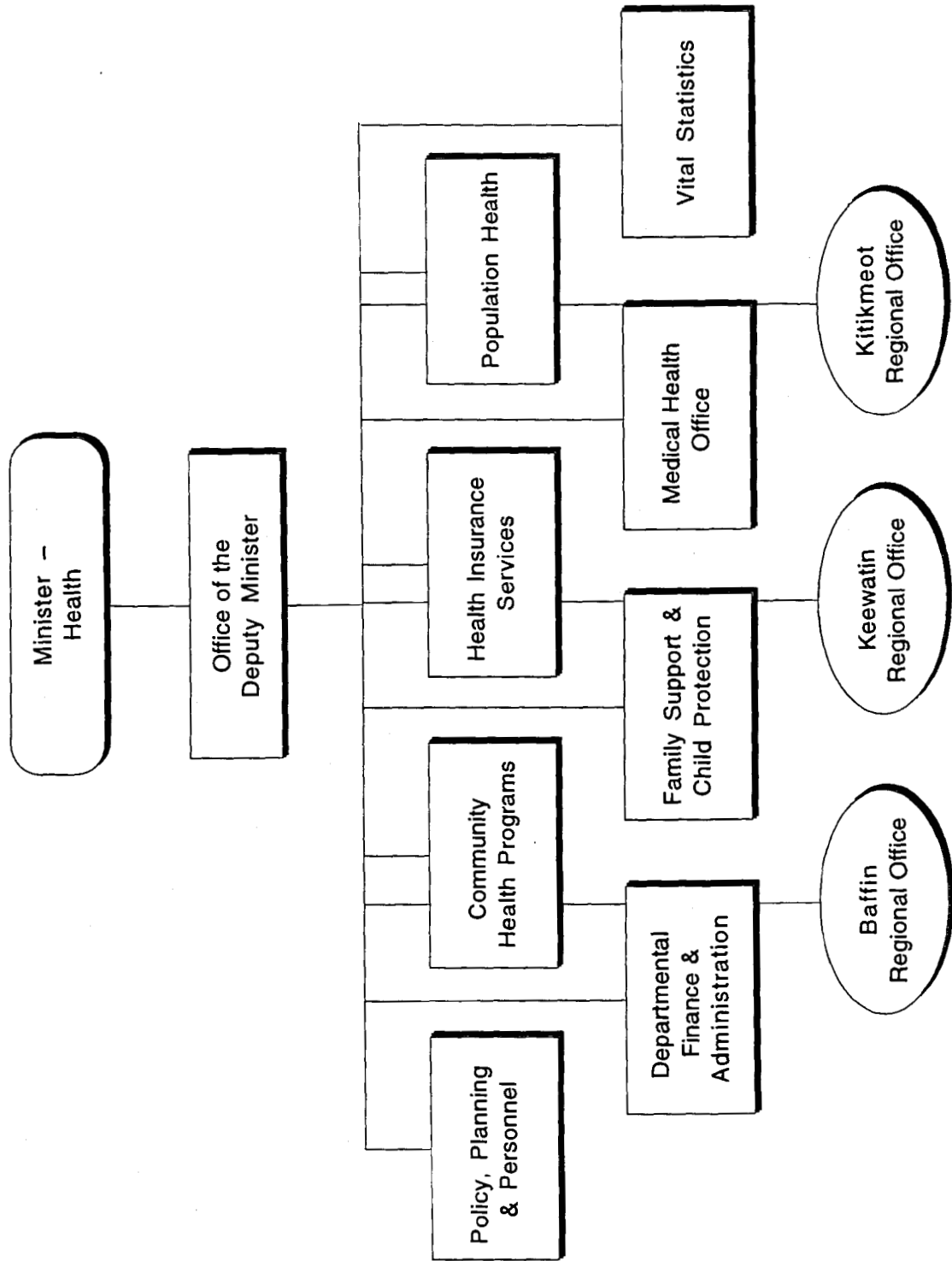
D.10

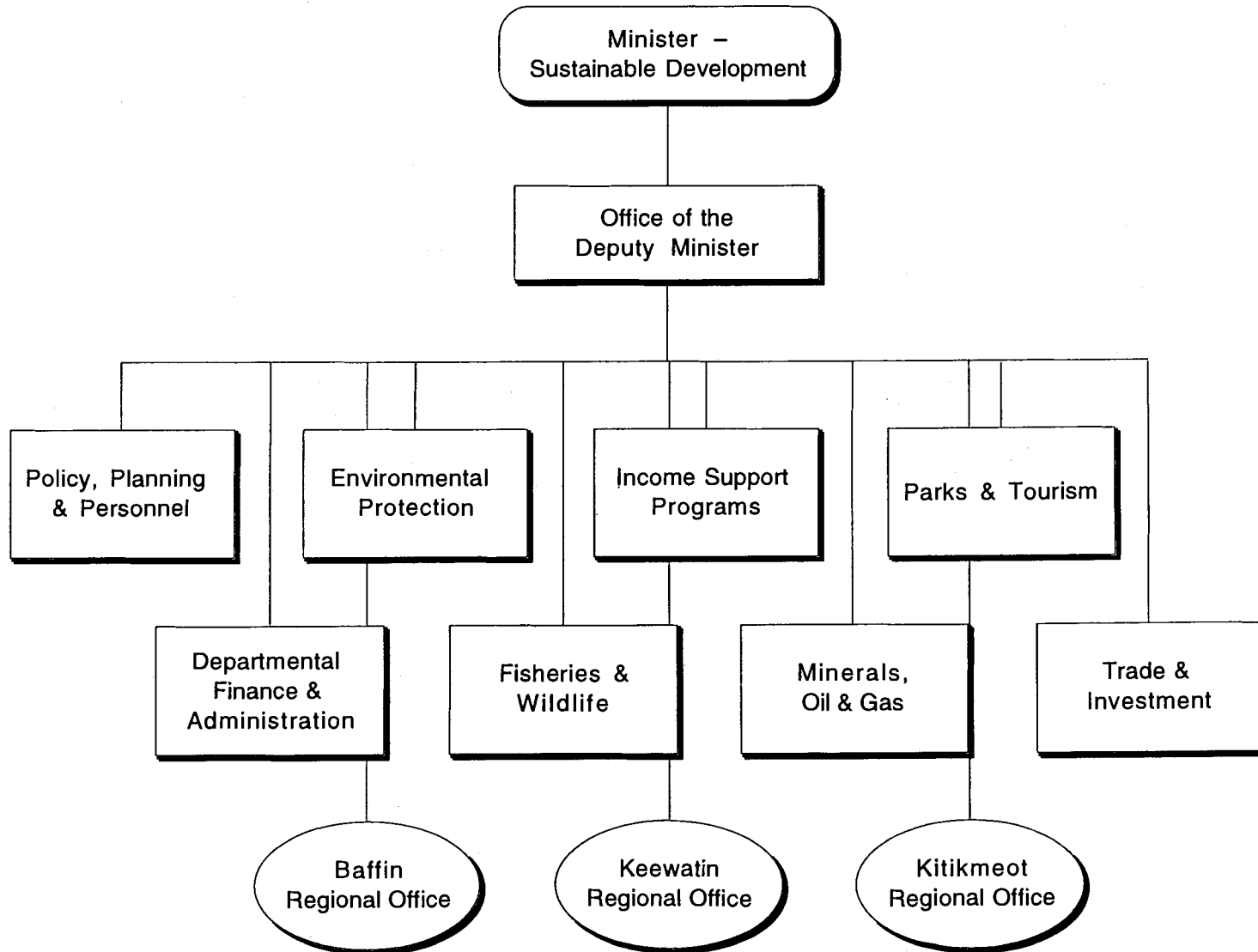
D.11





D.12





D.14

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
TOTAL	374.0	250.0	624.0
Legislative Assembly	15.5		15.5
Core Departments:			
Executive & Intergovernmental Affairs	43.0	2.0	45.0
Finance & Administration	48.0		48.0
Personnel	26.0		26.0
Justice	53.5	24.0	77.5
Public Works, Telecommunications & Technical Services	39.0	16.0	55.0
Program Departments:			
Community Government, Housing & Transportation	44.5	38.0	82.5
Culture, Language, Elders & Youth	6.0	21.0	27.0
Education	15.0	19.0	34.0
Health	36.0	23.0	59.0
Sustainable Development	32.0	32.0	64.0
Financial Processing Unit	15.5		15.5
Boards, Commissions & Corporations:			
Nunavut Arctic College		16.0	16.0
Nunavut Board of Education		36.0	36.0
Nunavut Business Credit Corporation		4.0	4.0
Nunavut Development Corporation		4.0	4.0
Nunavut Legal Services Board		5.0	5.0
Nunavut Liquor Commission		5.0	5.0
Nunavut Liquor Licencing Board		2.0	2.0
Sport Nunavut		3.0	3.0

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Legislative Assembly	15.5		15.5
Office of the Speaker of the Assembly	0.5		0.5
<i>Executive Secretary</i>	0.5		
Office of the Language Commissioner & Access to Information Co-ordinator	2.0		2.0
<i>Commissioner/Co-ordinator</i>	1.0		
<i>Executive Assistant</i>	1.0		
Office of the Clerk of the Assembly	3.0		3.0
<i>Clerk of the Assembly</i>	1.0		
<i>Executive Secretary</i>	1.0		
<i>Clerk/Member's Assistant</i>	1.0		
Finance & Administration	5.0		5.0
<i>Director</i>	1.0		
<i>Finance Officer</i>	1.0		
<i>Administrative/Human Resources Officer</i>	1.0		
<i>Interpreter/Translators</i>	2.0		
Research & Library Services	5.0		5.0
<i>Director Research Services</i>	1.0		
<i>Research Officers</i>	2.0		
<i>Legislative Library</i>	1.0		
<i>Library Technician</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Executive & Intergovernmental Affairs	43.0	2.0	45.0
Office of the Commissioner	2.0		2.0
<i>Executive Assistant</i>	1.0		
<i>Executive Secretary</i>	1.0		
Office of the Premier	4.0		4.0
<i>Principal Secretary</i>	1.0		
<i>Executive Secretary</i>	1.0		
<i>Executive Assistant</i>	1.0		
<i>Press Secretary</i>	1.0		
Ministers' Offices (Premier + 4)	8.0		8.0
<i>Executive Secretaries</i>	4.0		
<i>Executive Assistants</i>	4.0		
Cabinet Office	2.0		2.0
<i>Deputy Minister & Secretary to the Cabinet</i>	1.0		
<i>Executive Secretary</i>	1.0		
Intergovernmental Affairs	7.0	2.0	9.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Constitutional Development Advisor</i>	1.0		
<i>Circumpolar Policy Advisor</i>	1.0		
<i>Federal/Territorial Policy Advisor</i>	1.0		
<i>Nunavut Claim Compliance/Liaison Officer</i>	1.0		
<i>Equality Advisor</i>	1.0		
<i>Ottawa Liaison</i>		1.0	
<i>Secretary</i>		1.0	
Planning & Evaluation	8.0		8.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Planning Analysts</i>	2.0		
<i>Manager, Evaluation</i>	1.0		
<i>Evaluation Specialists</i>	3.0		
Statistics	3.0		3.0
<i>Chief Statistician</i>	1.0		
<i>Statistical Analysts</i>	2.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Audit Bureau	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Auditors</i>	3.0		
Finance & Administration	4.0		4.0
<i>Director</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Finance & Administration Analyst</i>	1.0		
<i>Human Resources Officer</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Finance & Administration	48.0		48.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Departmental Finance & Administration	7.0		7.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Information Systems Officer</i>	1.0		
<i>Finance Manager</i>	1.0		
<i>Finance Clerk</i>	2.0		
<i>Human Resources Officer</i>	1.0		
Comptrollership	15.0		15.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Corporate Reporting Officer</i>	2.0		
<i>Accounting Policy Officer</i>	3.0		
<i>Credit Policy Officer</i>	1.0		
<i>Senior Collection Officer</i>	1.0		
<i>Revenue Analyst</i>	1.0		
<i>FIS Operations Support Officers</i>	2.0		
<i>Accounting/Reconciliation Clerks</i>	3.0		
Financial Planning & Analysis	12.0		12.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Development Co-ordinator</i>	1.0		
<i>Budget System Specialist</i>	1.0		
<i>Budget Analyst</i>	1.0		
<i>Financial Analyst</i>	3.0		
<i>Information Co-ordinator</i>	1.0		
<i>Information Architect</i>	1.0		
<i>Support Systems – Micro</i>	1.0		
<i>Systems Co-ordinator</i>	1.0		
Fiscal Policy	4.0		4.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Fiscal Policy Analyst</i>	1.0		
<i>Tax Policy Analyst</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Finance & Administration (cntd)			
Revenue, Asset Management & Taxation	8.0		8.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Banking & Investment Advisor</i>	1.0		
<i>Risk Management & Insurance Advisor</i>	1.0		
<i>Manager, Tax Administration</i>	1.0		
<i>Tax Auditor</i>	1.0		
<i>Tax Technician</i>	1.0		
<i>Payroll Tax Compliance Officer</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Personnel	26.0		26.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Departmental Finance & Administration	3.0		3.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Financial Analyst</i>	1.0		
Labour Relations & Compensation	10.0		10.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Collective Bargaining Specialist</i>	1.0		
<i>Labour Relations Policy Officer</i>	2.0		
<i>Banafits and Pension Specialist</i>	1.0		
<i>Compensation Specialist</i>	1.0		
<i>Systems Support Officer</i>	1.0		
<i>Adjudication Specialist</i>	1.0		
<i>Arbitration/Appeals Specialist</i>	1.0		
Organizational Development, Innovative Work Arrangement & Job Evaluation	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Organizational Design & Innovative Work Arrangement Analyst</i>	1.0		
<i>Job Evaluation Officers</i>	2.0		
Staffing Policy & Human Resources Planning	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Staffing Policy</i>	1.0		
<i>Staffing Policy Officer</i>	1.0		
<i>Manager, Human Resources Planning</i>	1.0		
<i>Human Resources Planning Officer</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Justice	53.5	24.0	77.5
Office of the Deputy Minister	3.0		3.0
<i>Deputy Minister</i>	1.0		
<i>Assistant Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Personnel	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Policy Analysts</i>	2.0		
<i>Human Resources Officer</i>	1.0		
Departmental Finance & Administration	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Finance & Administration Analyst</i>	1.0		
<i>Information Systems Officer</i>	1.0		
<i>Finance Clerk</i>	1.0		
Corrections & Community Justice	7.5	4.0	11.5
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Corrections</i>	1.0		
<i>Corrections Specialists</i>	2.0		
<i>Manager, Community Justice</i>	1.0		
<i>Community Justice Specialists</i>	1.0	4.0	
<i>Victims' Assistance Co-ordinator</i>	0.5		
Court Services	16.0		16.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Clerk of Territorial Courts</i>	1.0		
<i>Court Reporters</i>	2.0		
<i>Court Clerks</i>	3.0		
<i>Court Secretary</i>	1.0		
<i>Judicial Administrator</i>	1.0		
<i>Maintenance Enforcement Officer</i>	1.0		
<i>Sheriff</i>	1.0		
<i>Judge</i>	1.0		
<i>Judge's Secretary</i>	1.0		
<i>Chief Coroner</i>	1.0		
<i>Justice of the Peace Program Officer</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Justice (cntd)			
Legal Aid		3.0	3.0
<i>Executive Director</i>		1.0	
<i>Manager</i>		1.0	
<i>Secretary/Clerk</i>		1.0	
Legal & Constitutional Law	10.0		10.0
<i>Directors</i>	2.0		
<i>Secretaries</i>	2.0		
<i>Public Trustee</i>	1.0		
<i>Legal Counsels</i>	5.0		
Legal Registries & Land Titles		9.0	9.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Registrar, Legal Registries</i>		1.0	
<i>Deputy Registrar, Legal Registries</i>		1.0	
<i>Legal Registries Clerk</i>		1.0	
<i>Registrar, Land Titles</i>		1.0	
<i>Survey Review Officer</i>		1.0	
<i>Land Titles Officer</i>		1.0	
<i>Land Titles Clerk</i>		1.0	
Legislation	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Legislative Counsels</i>	2.0		
<i>Legal Translator</i>	1.0		
<i>Clerk, Regulations/Appointments</i>	1.0		
Rental Office		2.0	2.0
<i>Rental Officer</i>		1.0	
<i>Secretary</i>		1.0	
Safety		6.0	6.0
<i>Manager, Electrical/Elevator Inspections</i>		1.0	
<i>Inspections Officer</i>		1.0	
<i>Manager, Boiler Inspections & Gas Safety</i>		1.0	
<i>Boiler Inspector</i>		1.0	
<i>Gas Inspector</i>		1.0	
<i>Clerk</i>		1.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Public Works, Telecommunications & Technical Services	39.0	16.0	55.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Personnel	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Policy Analysts</i>	2.0		
<i>Human Resources Officer</i>	1.0		
Departmental Finance & Administration	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Finance Officer</i>	1.0		
<i>Information Systems Officer</i>	1.0		
Technical Project & Maintenance Support	18.0		18.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Project Management Support</i>	1.0		
<i>Secretary</i>	1.0		
<i>Buildings & Works Project Management</i>			
<i>Advisors</i>	2.0		
<i>Transportation Infrastructure Project</i>			
<i>Management Advisors</i>	2.0		
<i>Municipal Infrastructure Project</i>			
<i>Management Advisors</i>	2.0		
<i>Manager, Technical Support</i>	1.0		
<i>Secretary</i>	1.0		
<i>Buildings & Works Technical Officers</i>	2.0		
<i>Municipal Infrastructure Technical Officers</i>	2.0		
<i>Technical Officers</i>	2.0		
Telecommunications Technical Services	9.0	16.0	25.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Systems Engineers</i>	3.0	6.0	
<i>Telecommunications Technologists</i>	3.0		
<i>Community Technicians</i>	1.0	10.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Community Government, Housing & Transportation	44.5	38.0	82.5
Office of the Deputy Minister	3.0		3.0
<i>Deputy Minister</i>	1.0		
<i>Assistant Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Personnel	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Policy Analysts</i>	2.0		
<i>Program Evaluation Officer</i>	1.0		
<i>Human Resources Officer</i>	1.0		
Departmental Finance & Administration	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Finance & Administration Analyst</i>	1.0		
<i>Information Systems Officer</i>	1.0		
<i>Accounting & Claims Officer (Housing)</i>	1.0		
Arctic Airports		17.0	17.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Airport Operations & Standards Officer</i>		1.0	
<i>Manager of Facilities</i>		1.0	
<i>Comercial Development Officer</i>		1.0	
<i>Project Administration Officer</i>		1.0	
<i>Mechanical Systems Technologist</i>		1.0	
<i>Planning & Development Officer</i>		1.0	
<i>Equipment Superintendant</i>		1.0	
<i>Airport Electrical Technologist</i>		1.0	
<i>Airport Surface Technologist</i>		1.0	
<i>Aviation Programs Officer</i>		1.0	
<i>Drafting Technician</i>		1.0	
<i>Security & Protection Services Officer</i>		1.0	
<i>Training Program Officer</i>		1.0	
<i>Maintenance Management System Officer</i>		1.0	
<i>Manager, Programs</i>		1.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Community Government, Housing & Trans. (cntd)			
Community Development	10.0		10.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Capital Programs</i>	1.0		
<i>Municipal Planning Engineer</i>	1.0		
<i>Manager, Community Evaluation & Training</i>	1.0		
<i>Training Co-ordinator</i>	1.0		
<i>Municipal Evaluation Officer</i>	1.0		
<i>Legislation & Political Development</i>	1.0		
<i>Advisor</i>			
<i>Manager, Community Operations Programs</i>	1.0		
<i>Municipal Programs Officer</i>	1.0		
Community Planning & Lands		10.0	10.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Senior Planner</i>		1.0	
<i>Surveys & Mapping Co-ordinator</i>		1.0	
<i>Senior Lands Management Officer</i>		1.0	
<i>Lands Management Officer</i>		1.0	
<i>Property Assessment Co-ordinator</i>		1.0	
<i>Training Co-ordinator</i>		1.0	
<i>Senior Programs & Legislative Planner</i>		1.0	
<i>Programs & Legislative Planner</i>		1.0	
Consumer Services	2.5		2.5
<i>Consumer Officers</i>	2.0		
<i>Secretary</i>	0.5		
Fire Safety	2.0		2.0
<i>Manager, Fire Safety</i>	1.0		
<i>Administrative Assistant</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Community Government, Housing & Trans. (cntd)			
Housing Operations	10.0		10.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Needs Assessment & Standards Advisor</i>	1.0		
<i>Manager, Rental Housing</i>	1.0		
<i>Rental Programs Analyst</i>	1.0		
<i>Manager, Home Ownership Programs</i>	1.0		
<i>Home Ownership Analyst</i>	1.0		
<i>Mortgage, Loans & Investment Officer</i>	1.0		
<i>Community Empowerment Advisor</i>	1.0		
<i>Financial Support Programs Advisor</i>	1.0		
Motor Vehicles		5.0	5.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Manager, Registries & Licensing</i>		1.0	
<i>Motor Vehicles Clerk</i>		1.0	
<i>Senior Driver Examiner</i>		1.0	
Sports & Recreation		6.0	6.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Sports Program Advisor</i>		1.0	
<i>Facilities Program Advisor</i>		1.0	
<i>Leadership & Program Development</i>		1.0	
<i>Co-ordinator</i>			
<i>Leadership Officer</i>		1.0	
Transportation Planning	5.0		5.0
<i>Senior Transportation Planner</i>	1.0		
<i>Transportation Planner (Air & Road)</i>	1.0		
<i>Transportation Planner (Marine)</i>	1.0		
<i>Safety & Public Affairs</i>	1.0		
<i>Transportation Analyst/Capital Planning</i>	1.0		
<i>Co-ordinator</i>			

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Culture, Language, Elders & Youth	6.0	21.0	27.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Personnel	2.0		2.0
<i>Policy Officer</i>	1.0		
<i>Human Resources Officer</i>	1.0		
Departmental Finance & Administration	2.0		2.0
<i>Manager</i>	1.0		
<i>Administrative Assistant</i>	1.0		
Culture & Communications		4.0	4.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Telecommunications Officer</i>		1.0	
<i>Radio & TV Officer</i>		1.0	
Culture & Heritage		9.0	9.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Curator of Collections</i>		1.0	
<i>Technician/Conservationist</i>		1.0	
<i>Archaeologist</i>		1.0	
<i>Archivist</i>		1.0	
<i>Ethnologist</i>		1.0	
<i>Historian</i>		1.0	
<i>Typonymist</i>		1.0	
Elders & Youth Affairs		3.5	3.5
<i>Director</i>		1.0	
<i>Secretary</i>		0.5	
<i>Co-ordinator, Elders Policy & Programs</i>		1.0	
<i>Co-ordinator, Youth Policy & Programs</i>		1.0	
Language Bureau		4.5	4.5
<i>Director</i>		1.0	
<i>Secretary</i>		0.5	
<i>Inuit Language Specialists</i>		3.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Education	15.0	19.0	34.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Personnel	8.0		8.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Senior Policy Analyst</i>	1.0		
<i>Policy Analyst</i>	1.0		
<i>Co-ordinator, Evaluations</i>	1.0		
<i>Co-ordinator, Corporate & Public Affairs</i>	1.0		
<i>Student Records Officer</i>	1.0		
<i>Human Resources Officer</i>	1.0		
Departmental Finance & Administration	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Information Systems Officer</i>	1.0		
<i>Finance & Administration Analyst</i>	1.0		
Career Development		6.0	6.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Employment Planner</i>		1.0	
<i>Career Development Officer</i>		1.0	
<i>Apprenticeship & Occupations Officer</i>		1.0	
<i>Registrar/Apprentice Programs Officer</i>		1.0	
Colleges & Continuing Education		4.0	4.0
<i>Manager</i>		1.0	
<i>Secretary</i>		1.0	
<i>Literacy & Adult Education Officer</i>		1.0	
<i>Post Secondary Programs Officer & Labour Market Analyst</i>		1.0	
Early Childhood & School Services		5.0	5.0
<i>Manager</i>		1.0	
<i>Secretary</i>		1.0	
<i>Student Support Co-ordinator</i>		1.0	
<i>Co-ordinator, Elementary Programs</i>		1.0	
<i>Co-ordinator, Secondary Programs</i>		1.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Education (cntd)			
Public Library Services		4.0	4.0
<i>Territorial Librarian</i>		1.0	
<i>Technical Services Officer</i>		1.0	
<i>Cataloguing & Systems Officer</i>		1.0	
<i>Order Clerk</i>		1.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Health	36.0	23.0	59.0
<i>Office of the Deputy Minister</i>	3.0		3.0
<i>Deputy Minister</i>	1.0		
<i>Assistant Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
<i>Policy, Planning & Personnel</i>	11.0		11.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Policy & Legislation</i>	1.0		
<i>Secretary</i>	1.0		
<i>Policy Analysts</i>	2.0		
<i>Communications & Corporate Services Office</i>	1.0		
<i>Systems and Information Management Office</i>	1.0		
<i>Secretary</i>	1.0		
<i>Health Information Analyst</i>	1.0		
<i>Human Resources Officer</i>	1.0		
<i>Departmental Finance & Administration</i>	6.0		6.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Corporate & Capital Planning</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Capital Planning Officer</i>	1.0		
<i>Revenue Specialist</i>	1.0		
<i>Community Health Programs</i>	10.0		10.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Addictions Officer</i>	1.0		
<i>Community Living Officer</i>	1.0		
<i>Family Violence Officer</i>	1.0		
<i>Manager, Community Wellness</i>	1.0		
<i>Mental Health Officer</i>	1.0		
<i>Nursing Consultant</i>	1.0		
<i>Public Guardian</i>	1.0		
<i>Youth Addictions officer</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Health (cntd)			
Family Support & Child Protection		8.0	8.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Adoptions Officer</i>		1.0	
<i>Child Abuse Prevention Officer</i>		1.0	
<i>Child Protection Officer</i>		1.0	
<i>Childrens' Services Officer</i>		1.0	
<i>Foster Care Officer</i>		1.0	
<i>Residential Care Officer</i>		1.0	
Health Insurance Services		11.0	11.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Insured Services Officers</i>		2.0	
<i>Research Assistant</i>		1.0	
<i>Insured Services Clerk</i>		1.0	
<i>Claims Services Officer</i>		1.0	
<i>Benefits Program Officer</i>		1.0	
<i>Medical Travel Officer</i>		1.0	
<i>Medical Travel Clerks</i>		2.0	
Medical Health Office	2.0		2.0
<i>Medical Health Officer</i>	1.0		
<i>Secretary</i>	1.0		
Population Health	4.0		4.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Communicable Diseases Analyst</i>	1.0		
<i>Health Protection Officer</i>	1.0		
Vital Statistics		4.0	4.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Vital Statistics Officers</i>		2.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

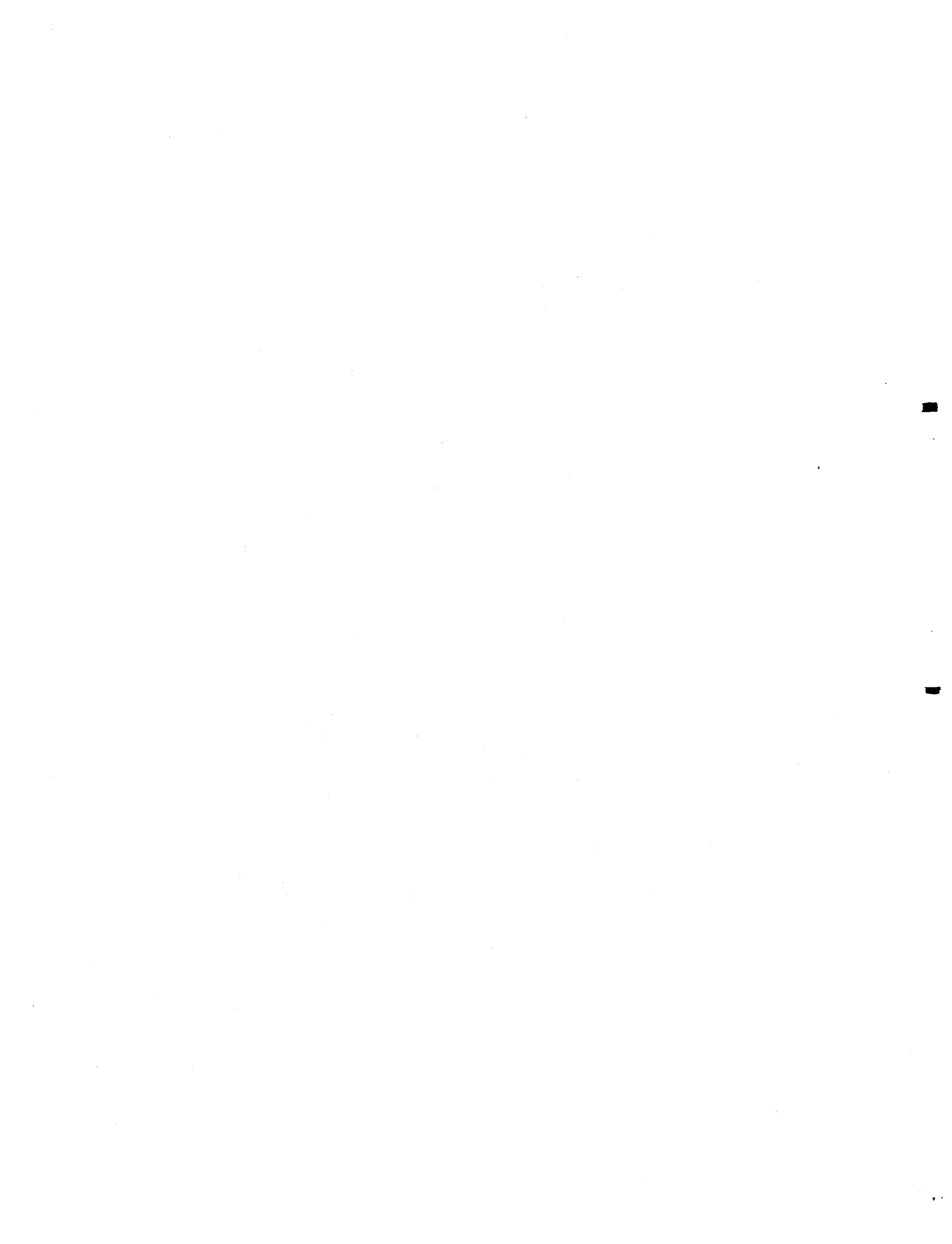
	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Sustainable Development	32.0	32.0	64.0
Office of the Deputy Minister	2.0		2.0
<i>Deputy Minister</i>	1.0		
<i>Executive Secretary</i>	1.0		
Policy, Planning & Human Resources	8.0		8.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Senior Policy Analyst</i>	1.0		
<i>Policy Analyst</i>	1.0		
<i>Manager, Human Resources</i>	1.0		
<i>Human Resources Officer</i>	1.0		
<i>Strategic Planning Officer</i>	1.0		
<i>Economic Planner</i>	1.0		
Departmental Finance & Administration	5.0		5.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Budget Planner/Analyst</i>	1.0		
<i>Financial Planning Officer</i>	1.0		
<i>Information Systems Officer</i>	1.0		
Environmental Protection		4.0	4.0
<i>Director</i>		1.0	
<i>Energy Management Program Co-ordinator</i>		1.0	
<i>Environmental Officer</i>		1.0	
<i>Industrial Hazardous Waste Specialist</i>		1.0	
Fisheries & Wildlife		12.0	12.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Senior Advisor, Wildlife Management</i>		1.0	
<i>Wildlife Biologist</i>		1.0	
<i>Fisheries Biologist</i>		1.0	
<i>Research Biologist</i>		1.0	
<i>Environmental Protection Advisor</i>		1.0	
<i>Disease/Contaminants Specialist</i>		1.0	
<i>Wildlife Veterinarian</i>		1.0	
<i>Wildlife Technicians</i>		2.0	
<i>Harvest Study Liaison Officer</i>		1.0	

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Sustainable Development (cntd)			
Income Support Programs	7.0		7.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Manager, Income Support</i>	1.0		
<i>Income Support Policy Officers</i>	2.0		
<i>Income Support Evaluation Officer</i>	1.0		
<i>Systems Officer</i>	1.0		
Minerals, Oil & Gas		11.0	11.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Co-ordinator, Regional Planning</i>		1.0	
<i>Resource Economist</i>		1.0	
<i>Resource Data Specialist</i>		1.0	
<i>Minerals Policy Specialist</i>		1.0	
<i>Environmental Analyst</i>		1.0	
<i>Chief Project Geologist</i>		1.0	
<i>Secretary</i>		1.0	
<i>Geologists</i>		2.0	
Parks & Tourism		5.0	5.0
<i>Director</i>		1.0	
<i>Secretary</i>		1.0	
<i>Co-ordinator, Tourism & Parks Planning</i>		1.0	
<i>Co-ordinator, Capital Programs</i>		1.0	
<i>Co-ordinator, Industry Support</i>		1.0	
Trade & Investment	10.0		10.0
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Advisor, Arts & Crafts</i>	1.0		
<i>Advisor, External Trade</i>	1.0		
<i>Advisor, Financial Services, Teleservices & Business Infrastructure</i>	1.0		
<i>Advisor, Fisheries & Wildlife</i>	1.0		
<i>Advisor, Special Projects</i>	1.0		
<i>Co-ordinator, Business Incentive</i>	1.0		
<i>Co-ordinator, Market Research</i>	1.0		
<i>Co-ordinator, Training & Advisory Services</i>	1.0		

**'Footprints 2': Government of Nunavut
Recommended Design Model**

	Location of HQ FTEs		Total HQ FTEs
	in Iqaluit, the capital	outside the capital	
Shared Among the Program Departments:			
Financial Processing Unit	15.5		15.5
<i>Director</i>	1.0		
<i>Secretary</i>	1.0		
<i>Processing Clerks</i>	13.5		
Boards, Commissions & Corporations:			
Nunavut Arctic College		16.0	16.0
Nunavut Board of Education		36.0	36.0
Nunavut Business Credit Corporation		4.0	4.0
Nunavut Development Corporation		4.0	4.0
Nunavut Legal Services Board		5.0	5.0
Nunavut Liquor Commission		5.0	5.0
Nunavut Liquor Licensing Board		2.0	2.0
Sport Nunavut		3.0	3.0



DIVIDER « E »

Appendix E Nunavut Government – Recommended Decentralization Model

Pages E.2 and E.3 present the recommended locations for the various components of the NIC's recommended organizational design model for the Nunavut Government.

Pages E.4 and E.5 show these locations in map form.

Page E.6 presents a breakdown of the recommended employment by department for Nunavut as a whole, and pages E.7 through E.13 present a similar breakdown for each individual community. Community-level employment is not broken down by department.

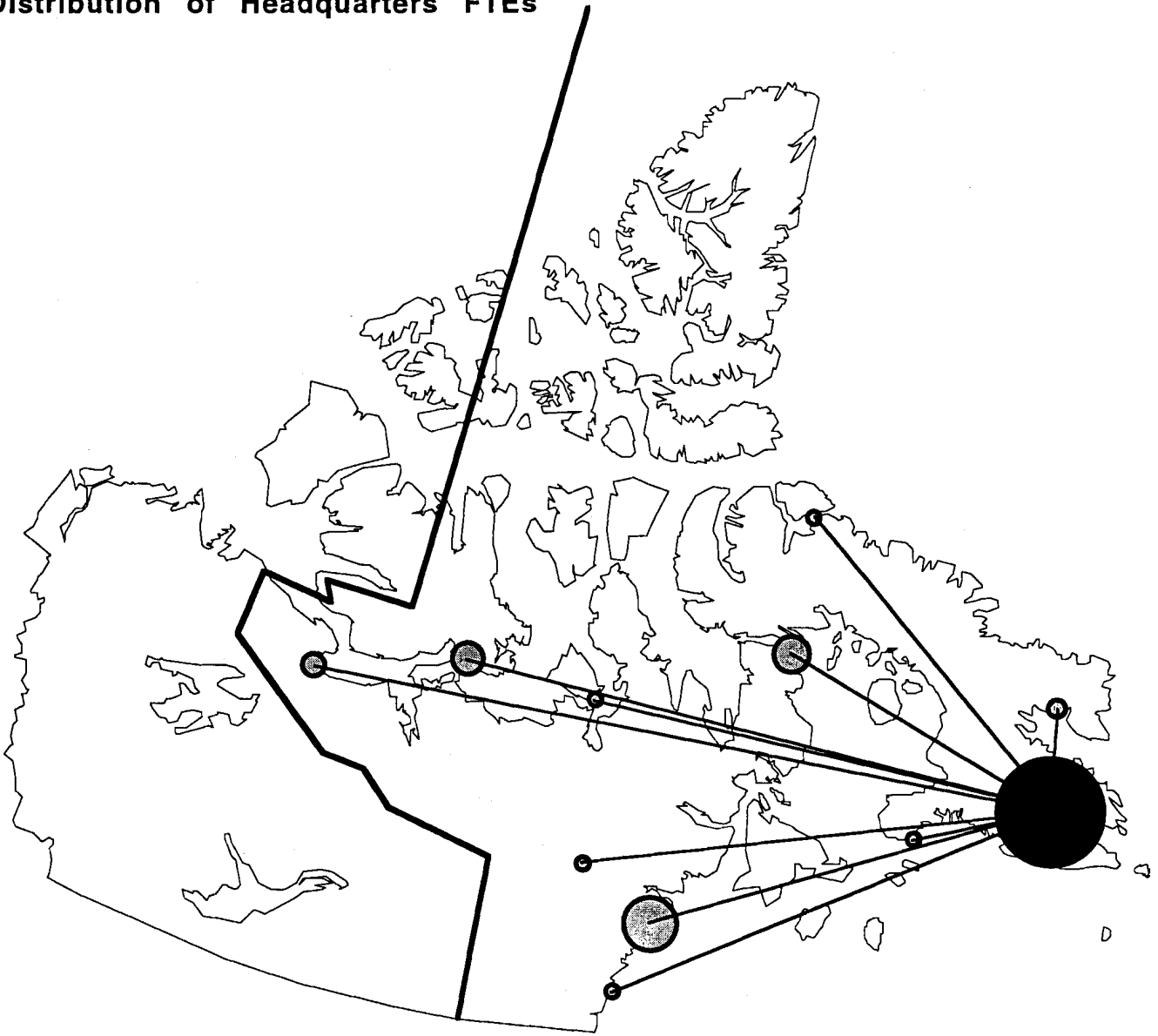
'Footprints 2': Recommended Decentralization Model	Departmental Headquarters	Regional Offices		
		Baffin	Keewatin	Kitikmeot
Legislative Assembly	Iqaluit			
Executive & Intergovernmental Affairs	Iqaluit	Igloolik	Rankin Inlet	Cambridge Bay
Finance & Administration	Iqaluit	Igloolik	Rankin Inlet	Cambridge Bay
Personnel	Iqaluit	Igloolik	Rankin Inlet	Cambridge Bay
Justice	Iqaluit		Rankin Inlet	Cambridge Bay
<i>Community Justice Specialists (4 outside Iqaluit)</i>		<i>Cape Dorset & Pond Inlet</i>	<i>Rankin Inlet</i>	<i>Cambridge Bay</i>
<i>Legal Aid – 3 FTEs</i>	<i>Cambridge Bay</i>			
<i>Legal Registries & Land Titles – 9 FTEs</i>	<i>Cambridge Bay</i>			
<i>Rental Office – 2 FTEs</i>	<i>Rankin Inlet</i>			
<i>Safety – 2 FTEs</i>	<i>Cambridge Bay</i>			
Public Works, Telecommunications & TS	Iqaluit	Pond Inlet	Arviat	Cambridge Bay
<i>Systems Engineers (6 outside Iqaluit)</i>		<i>Igloolik Cape Dorset, Igloolik, Pangnirtung & Pond Inlet</i>	<i>Rankin Inlet</i>	<i>Cambridge Bay</i>
<i>Community Technicians (10 outside Iqaluit)</i>			<i>Arviat, Baker Lake & Rankin Inlet</i>	<i>Cambridge Bay, Gjoa Haven & Kugluktuk</i>
Community Government, Housing & Trans.	Iqaluit	Pond Inlet	Arviat	Gjoa Haven
<i>Arctic Airports – 17 FTEs</i>	<i>Rankin Inlet</i>			
<i>Community Planning & Lands – 10 FTEs</i>	<i>Kugluktuk</i>			
<i>Motor Vehicles – 5 FTEs</i>	<i>Cambridge Bay</i>			
<i>Sports & Recreation – 6 FTEs</i>	<i>Igloolik</i>			
Culture, Language, Elders & Youth	Iqaluit	Igloolik	Rankin Inlet	Cambridge Bay
<i>Cultural & Communications – 4 FTEs</i>	<i>Igloolik</i>			
<i>Cultural & Heritage – 9 FTEs</i>	<i>Igloolik</i>			
<i>Elders & Youth Affairs – 3.5 FTEs</i>	<i>Igloolik</i>			
<i>Language Bureau – 4.5 FTEs</i>	<i>Igloolik</i>			
Education	Iqaluit	Pangnirtung	Baker Lake	Kugluktuk
<i>Career Development – 6 FTEs</i>	<i>Rankin Inlet</i>			
<i>College & Continuing Education – 4 FTEs</i>	<i>Rankin Inlet</i>			
<i>Early Childhood & School Services – 5 FTEs</i>	<i>Rankin Inlet</i>			
<i>Public Library Services – 4 FTEs</i>	<i>Rankin Inlet</i>			
Health	Iqaluit	Cape Dorset	Baker Lake	Cambridge Bay
<i>Family Support & Child Services – 8 FTEs</i>	<i>Baker Lake</i>			
<i>Health Insurance Services – 11 FTEs</i>	<i>Rankin Inlet</i>			
<i>Vital Statistics – 4 FTEs</i>	<i>Rankin Inlet</i>			

**'Footprints 2': Recommended
Decentralization Model**

	Departmental Headquarters	Regional Offices		
		Baffin	Keewatin	Kitikmeot
Sustainable Development	Iqaluit	Pangnirtung	Arviat	Kugluktuk
<i>Environmental Protection – 4 FTEs</i>	<i>Cambridge Bay</i>			
<i>Fisheries & Wildlife – 12 FTEs</i>	<i>Igloolik</i>			
<i>Minerals, Oil & Gas – 11 FTEs</i>	<i>Kugluktuk</i>			
<i>Parks & Tourism – 5 FTEs</i>	<i>Pangnirtung</i>			
Financial Processing Unit	Iqaluit			
Boards, Commissions & Corporations:				
Nunavut Arctic College	Rankin Inlet			
Nunavut Board of Education	Rankin Inlet	Pangnirtung	Baker Lake	Kugluktuk
Nunavut Business Credit Corporation	Pangnirtung			
Nunavut Development Corporation	Pangnirtung			
Nunavut Legal Services Board	Cambridge Bay			
Nunavut Liquor Commission	Cambridge Bay			
Nunavut Liquor Licencing Board	Cambridge Bay			
Sport Nunavut	Igloolik			

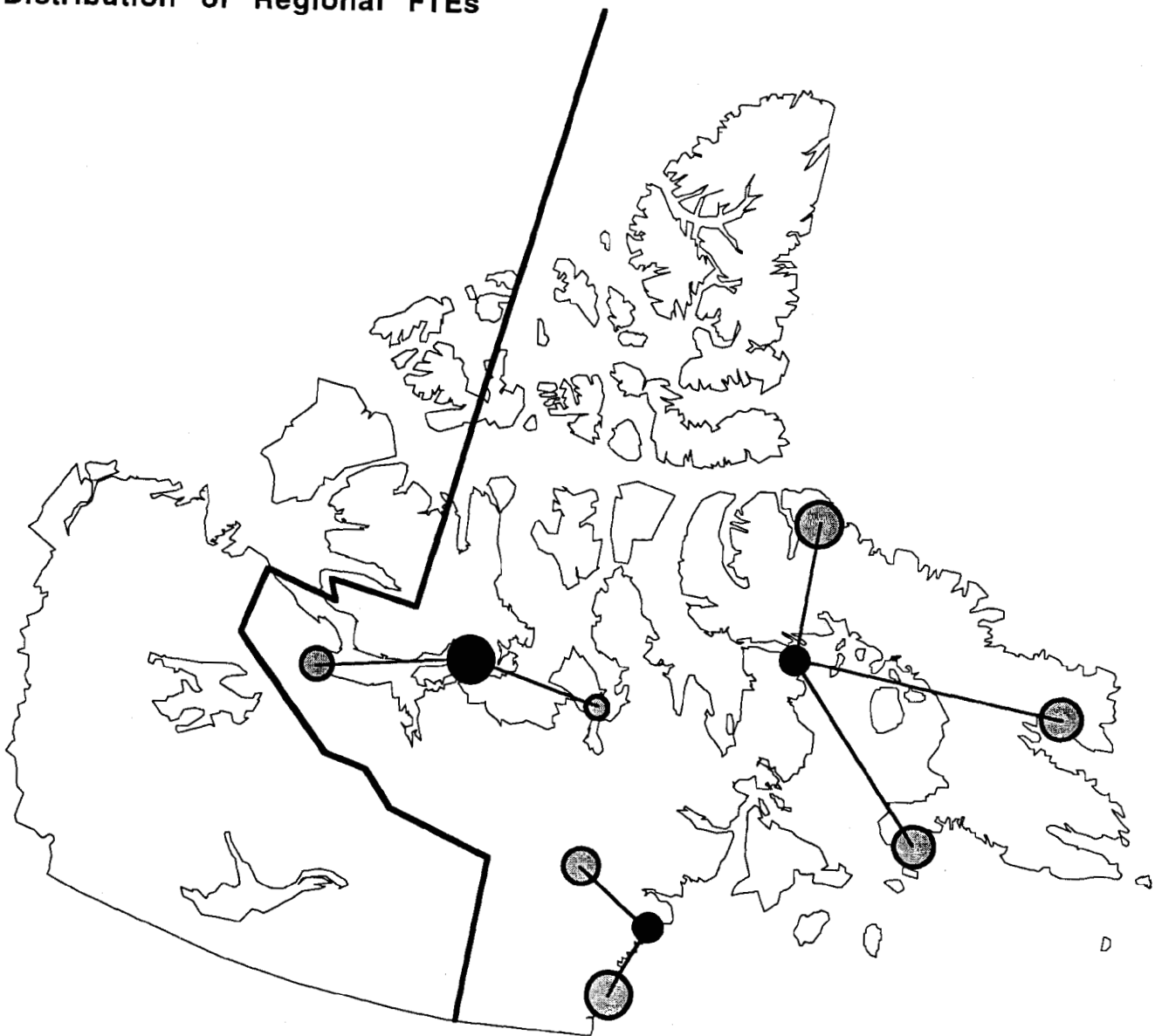
'Footprints 2'

Distribution of Headquarters FTEs



'Footprints 2'

Distribution of Regional FTEs



**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

	Total FTEs	HQ FTEs	Regional FTEs	Facilities FTEs	Community FTEs
TOTAL	2,666.0	624.0	478	304	1,260
Legislative Assembly	15.5	15.5			
Executive & Intergovernmental Affairs	57.0	45.0	12		
Finance & Administration	81.0	48.0	33		
Personnel	40.0	26.0	14		
Justice	79.5	77.5	2		
Public Works, Telecommunications & Technical Services	129.0	55.0	74		
Community Government, Housing & Transportation	169.5	82.5	87		
Culture, Language, Elders & Youth	48.0	27.0	21		
Education	74.0	34.0	40		
Health	162.0	59.0	103		
Sustainable Development	124.0	64.0	60		
<i>Financial Processing Unit</i>	15.5	15.5			
Boards, Commissions & Corporations:					
<i>Nunavut Arctic College</i>	16.0	16.0			
<i>Nunavut Board of Education</i>	68.0	36.0	32		
<i>Nunavut Business Credit Corporation</i>	4.0	4.0			
<i>Nunavut Development Corporation</i>	4.0	4.0			
<i>Nunavut Legal Services Board</i>	5.0	5.0			
<i>Nunavut Liquor Commission</i>	5.0	5.0			
<i>Nunavut Liquor Licencing Board</i>	2.0	2.0			
<i>Sport Nunavut</i>	3.0	3.0			

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Arctic Bay	Broughton Island	Cape Dorset				Clyde River	Grise Fiord	Hall Beach
			Total	HQ	Reg	Comm			
TOTAL	41	31	105	2	55	48	37	12	31
Legislative Assembly									
Executive & Intergovernmental Affairs									
Finance & Administration									
Personnel									
Justice			1	1					
Public Works, Telecommunications & Technical Services			1	1					
Community Government, Housing & Transportation									
Culture, Language, Elders & Youth									
Education									
Health			55		55				
Sustainable Development									
<i>Financial Processing Unit</i>									
Boards, Commissions & Corporations:									
<i>Nunavut Arctic College</i>									
<i>Nunavut Board of Education</i>									
<i>Nunavut Business Credit Corporation</i>									
<i>Nunavut Development Corporation</i>									
<i>Nunavut Legal Services Board</i>									
<i>Nunavut Liquor Commission</i>									
<i>Nunavut Liquor Licencing Board</i>									
<i>Sport Nunavut</i>									

E.7

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Igloolik				Iqaluit				Kimmirut
	Total	HQ	Reg	Comm	Total	HQ	Fac	Comm	
TOTAL	143	45	30	68	801.0	374.0	292	135	28
Legislative Assembly					15.5	15.5			
Executive & Intergovernmental Affairs	4		4		43.0	43.0			
Finance & Administration	15		15		48.0	48.0			
Personnel	5		5		26.0	26.0			
Justice					53.5	53.5			
Public Works, Telecommunications & Technical Services	3	3			39.0	39.0			
Community Government, Housing & Transportation	6	6			44.5	44.5			
Culture, Language, Elders & Youth	27	21	6		6.0	6.0			
Education					15.0	15.0			
Health					36.0	36.0			
Sustainable Development	12	12			32.0	32.0			
<i>Financial Processing Unit</i>					15.5	15.5			
Boards, Commissions & Corporations:									
<i>Nunavut Arctic College</i>									
<i>Nunavut Board of Education</i>									
<i>Nunavut Business Credit Corporation</i>									
<i>Nunavut Development Corporation</i>									
<i>Nunavut Legal Services Board</i>									
<i>Nunavut Liquor Commission</i>									
<i>Nunavut Liquor Licencing Board</i>									
<i>Sport Nunavut</i>	3	3							

E.8

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Nanisivik	Pangnirtung				Pond Inlet			
		Total	HQ	Reg	Comm	Total	HQ	Reg	Comm
TOTAL	19	147	14	55	78	136	2	70	64
Legislative Assembly									
Executive & Intergovernmental Affairs									
Finance & Administration									
Personnel									
Justice						1	1		
Public Works, Telecommunications & Technical Services		1	1			31	1	30	
Community Government, Housing & Transportation						40		40	
Culture, Language, Elders & Youth									
Education		20		20					
Health									
Sustainable Development		26	5	21					
<i>Financial Processing Unit</i>									
Boards, Commissions & Corporations:									
<i>Nunavut Arctic College</i>									
<i>Nunavut Board of Education</i>		14		14					
<i>Nunavut Business Credit Corporation</i>		4	4						
<i>Nunavut Development Corporation</i>		4	4						
<i>Nunavut Legal Services Board</i>									
<i>Nunavut Liquor Commission</i>									
<i>Nunavut Liquor Licencing Board</i>									
<i>Sport Nunavut</i>									

E.9

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Total FTEs in...				Baker Lake					
	Resolute Bay	Saniki-luaq	Arviat		Total	HQ	Reg	Comm		
			Total	HQ	Reg	Comm	Total	HQ	Reg	Comm
TOTAL	18	29	148	1	70	77	141	9	50	82
Legislative Assembly										
Executive & Intergovernmental Affairs										
Finance & Administration										
Personnel										
Justice										
Public Works, Telecommunications & Technical Services			24	1	23		1	1		
Community Government, Housing & Transportation			26		26					
Culture, Language, Elders & Youth										
Education							12		12	
Health							36	8	28	
Sustainable Development			21		21					
<i>Financial Processing Unit</i>										
Boards, Commissions & Corporations:										
<i>Nunavut Arctic College</i>										
<i>Nunavut Board of Education</i>							10		10	
<i>Nunavut Business Credit Corporation</i>										
<i>Nunavut Development Corporation</i>										
<i>Nunavut Legal Services Board</i>										
<i>Nunavut Liquor Commission</i>										
<i>Nunavut Liquor Licencing Board</i>										
<i>Sport Nunavut</i>										

E.10

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Chest. Inlet	Coral Harbour	Rankin Inlet				Repulse Bay	Whale Cove	
			Total	HQ	Reg	Fac			Comm
TOTAL	23	50	261	109	26	12	114	30	17
Legislative Assembly									
Executive & Intergovernmental Affairs			4		4				
Finance & Administration			9		9				
Personnel			5		5				
Justice			4	3	1				
Public Works, Telecommunications & Technical Services			3	3					
Community Government, Housing & Transportation			17	17					
Culture, Language, Elders & Youth			7		7				
Education			19	19					
Health			15	15					
Sustainable Development									
<i>Financial Processing Unit</i>									
Boards, Commissions & Corporations:									
<i>Nunavut Arctic College</i>			16	16					
<i>Nunavut Board of Education</i>			36	36					
<i>Nunavut Business Credit Corporation</i>									
<i>Nunavut Development Corporation</i>									
<i>Nunavut Legal Services Board</i>									
<i>Nunavut Liquor Commission</i>									
<i>Nunavut Liquor Licencing Board</i>									
<i>Sport Nunavut</i>									

E.11

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

**Total FTEs in...
Cambridge Bay**

Gjoa Haven

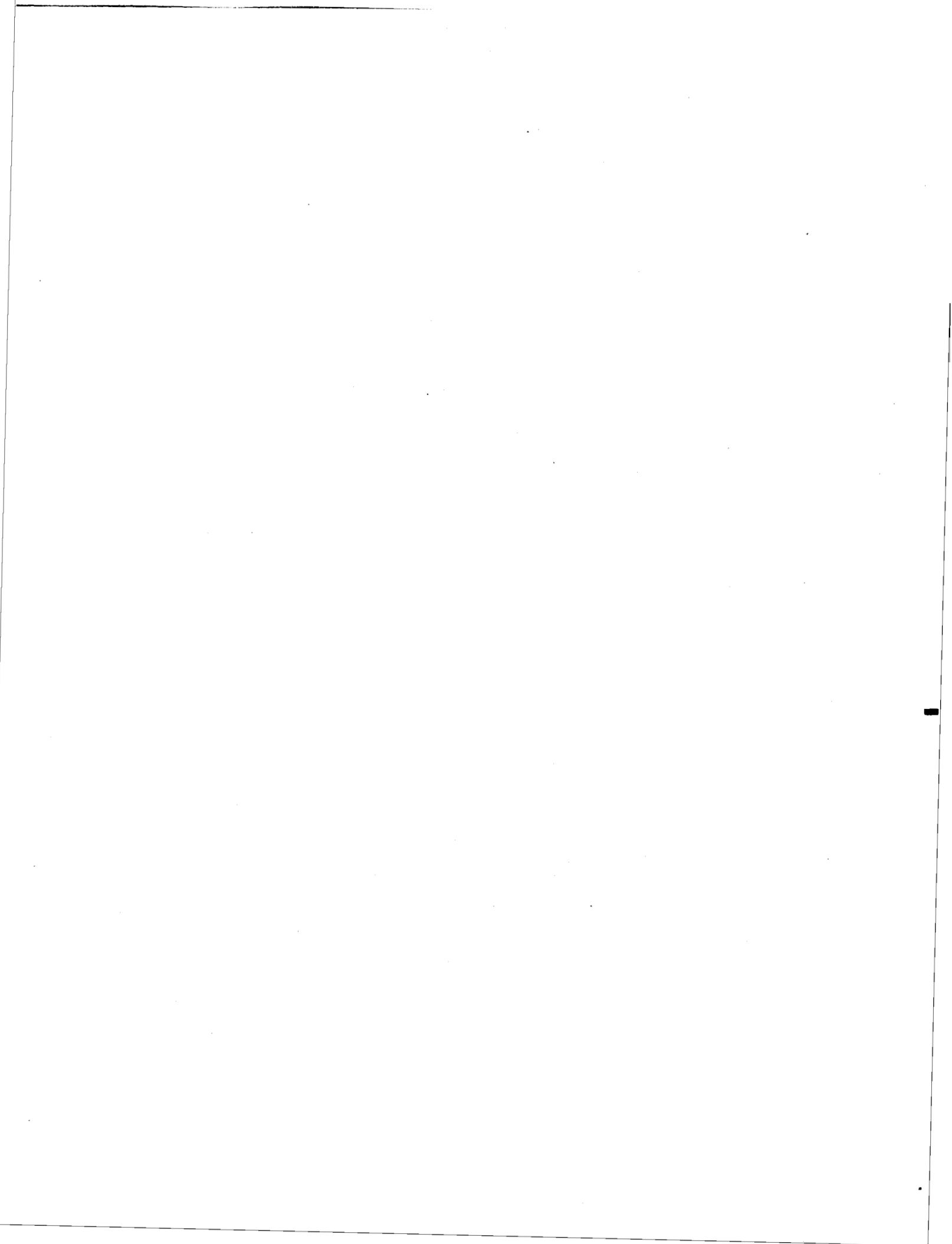
	Cambridge Bay				Gjoa Haven			
	Total	HQ	Reg	Comm	Total	HQ	Reg	Comm
TOTAL	168	43	67	58	68	1	21	46
Legislative Assembly								
Executive & Intergovernmental Affairs	4		4					
Finance & Administration	9		9					
Personnel	4		4					
Justice	20	19	1					
Public Works, Telecommunications & Technical Services	24	3	21		1	1		
Community Government, Housing & Transportation	5	5			21		21	
Culture, Language, Elders & Youth	8		8					
Education								
Health	20		20					
Sustainable Development	4	4						
<i>Financial Processing Unit</i>								
Boards, Commissions & Corporations:								
<i>Nunavut Arctic College</i>								
<i>Nunavut Board of Education</i>								
<i>Nunavut Business Credit Corporation</i>								
<i>Nunavut Development Corporation</i>								
<i>Nunavut Legal Services Board</i>	5	5						
<i>Nunavut Liquor Commission</i>	5	5						
<i>Nunavut Liquor Licencing Board</i>	2	2						
<i>Sport Nunavut</i>								

**'Footprints 2': Nunavut Government
Recommended Decentralization Model**

Total FTEs in...

	Kugluktuk				Pelly Bay	Taloyoak	Ottawa
	Total	HQ	Reg	Comm			
TOTAL	119	22	34	63	22	39	2
Legislative Assembly							
Executive & Intergovernmental Affairs							2
Finance & Administration							
Personnel							
Justice							
Public Works, Telecommunications & Technical Services	1	1					
Community Government, Housing & Transportation	10	10					
Culture, Language, Elders & Youth							
Education	8		8				
Health							
Sustainable Development	29	11	18				
<i>Financial Processing Unit</i>							
Boards, Commissions & Corporations:							
<i>Nunavut Arctic College</i>							
<i>Nunavut Board of Education</i>	8		8				
<i>Nunavut Business Credit Corporation</i>							
<i>Nunavut Development Corporation</i>							
<i>Nunavut Legal Services Board</i>							
<i>Nunavut Liquor Commission</i>							
<i>Nunavut Liquor Licencing Board</i>							
<i>Sport Nunavut</i>							

E.13



DIVIDER « F »

Appendix F Nunavut Government – Employment and Demographic Impacts of Recommended Design and Decentralization Models

The decentralized organizational design model recommended in this report would result in a total of 1,100 headquarters and regional positions being located in 11 communities across Nunavut:

Community	Recommended Number of Headquarters and Regional FTEs	Increase Over the Projected Levels of GNWT Employment @ March 31, 1999
Arviat	71	53
Baker Lake	59	45
Cambridge Bay	110	29
Cape Dorset	57	57
Gjoa Haven	22	22
Igloolik	75	75
Iqaluit	374	164
Kugluktuk	56	36
Pangnirtung	69	69
Pond Inlet	72	70
Rankin Inlet	135	34

Pages F.2 through F.5 present a detailed analysis of the structure and demographic impacts of the Nunavut Government employment recommended in this report.

**Employment Impacts of
Recommended Nunavut
Gov't Design Model**

Projected GN Employment @ March 31, 2000

	by type of position				Direct GN FTEs	Municipal FTEs	Total Non- Federal FTEs
	HQ	Facilities	Reg.	Comm.			
Nunavut total (+ 2 FTEs in Ottawa)	622	304	478	1260	2664	1,008	3,672
by Region							
Baffin	437	292	210	639	1,578	537	2,115
Keewatin	119	12	146	393	670	259	929
Kitikmeot	66		122	228	416	212	628
% Baffin	70.3%	96.1%	43.9%	50.7%	59.2%		57.6%
% Keewatin	19.1%	3.9%	30.5%	31.2%	25.2%		25.3%
% Kitikmeot	10.6%		25.5%	18.1%	15.6%		17.1%
by Type of Community							
regional centres	526	304	93	307	1,230	182	1,412
other communities	96		385	953	1,434	826	2,260
% regional centres	84.6%	100.0%	19.5%	24.4%	46.2%		38.5%
% other communities	15.4%		80.5%	75.6%	53.8%		61.5%
by Regional Centre							
Iqaluit	374	292		135	801	103	904
Rankin Inlet	109	12	26	114	261	41	302
Cambridge Bay	43		67	58	168	38	206
by Size of Community (in 1999)							
small (less than 1,000)				427	427	382.5	809.5
medium (1,000-2,000)	139		452	584	1,175	481.5	1,656.5
large (more than 2,000)	483	304	26	249	1,062	144.0	1,206.0
% small					16.0%	37.9%	22.0%
% medium	22.3%		94.6%	46.3%	44.1%	47.8%	45.1%
% large	77.7%	100.0%	5.4%	19.8%	39.9%	14.3%	32.8%

Employment Impacts of Recommended Nunavut Gov't Design Model	Est. Non-Fed. FTEs @ 3/31/1999	Proj. Non-Fed. FTEs @ 3/31/2000	Change in FTEs w/ GN	Change as % of Est. Pre-GN FTEs	Population After Estab. of GN	Population per Direct GN FTE
Nunavut total (+ 2 FTEs in Ottawa)	3,018	3,672	+654	+17.8%	29,218	11.0
by Region						
Baffin	1,680	2,115	+435	+20.6%	15,698	9.9
Keewatin	797	929	+132	+14.2%	8,083	12.1
Kitikmeot	541	628	+87	+13.9%	5,438	13.1
% Baffin	55.7%	57.6%	66.5%		53.7%	
% Keewatin	26.4%	25.3%	20.2%		27.7%	
% Kitikmeot	17.9%	17.1%	13.3%		18.6%	
by Type of Community						
regional centres	1,185	1,412	+227	+16.1%	9,016	7.3
other communities	1,833	2,260	+427	+18.9%	20,202	14.1
% regional centres	39.3%	38.5%	34.7%		30.9%	
% other communities	60.7%	61.5%	65.3%		69.1%	
by Regional Centre						
Iqaluit	740	904	+164	+18.1%	5,092	6.4
Rankin Inlet	268	302	+34	+11.3%	2,379	9.1
Cambridge Bay	177	206	+29	+14.1%	1,545	9.2
by Size of Community (in 1999)						
small (less than 1,000)	809.5	809.5			8,137	19.1
medium (1,000-2,000)	1,200.5	1,656.5	+456	+27.5%	13,610	11.6
large (more than 2,000)	1,008.0	1,206.0	+198	+16.4%	7,471	7.0
% small	26.8%	22.0%			27.8%	
% medium	39.8%	45.1%	69.7%		46.6%	
% large	33.4%	32.8%	30.3%		25.6%	

**Employment Impacts of
Recommended Nunavut
Gov't Design Model**

Projected GN Employment @ March 31, 2000

	by type of position				Direct	Municipal	Total Non-
	HQ	Facilities	Reg.	Comm.	GN FTEs	FTEs	Federal FTEs
by Real Unemployment Rate							
low (3-19%)	526	304	93	356	1,279	217.0	1,496.0
medium (20-39%)	63		210	435	708	391.5	1,099.5
high (40-47%)	33		175	469	677	399.5	1,076.5
% low	84.6%		19.5%		48.0%	21.5%	40.7%
% medium	10.1%		43.9%		26.6%	38.8%	29.9%
% high	5.3%		36.6%		25.4%	39.6%	29.3%
by Community							
Arctic Bay				41	41	29.5	70.5
Broughton Island				31	31	35.5	66.5
Cape Dorset	2		55	48	105	75.0	180.0
Clyde River				37	37	29.0	66.0
Grise Fiord				12	12	23.0	35.0
Hall Beach				31	31	23.5	54.5
Igloolik	45		30	68	143	45.5	188.5
Iqaluit	374	292		135	801	103.0	904.0
Kimmirut				28	28	24.0	52.0
Nanisivik				19	19		19.0
Pangnirtung	14		55	78	147	58.5	205.5
Pond Inlet	2		70	64	136	55.5	191.5
Resolute Bay				18	18	12.0	30.0
Sanikiluaq				29	29	23.0	52.0
Arviat	1		70	77	148	49.5	197.5
Baker Lake	9		50	82	141	51.5	192.5
Chesterfield Inlet				23	23	24.5	47.5
Coral Harbour				50	50	39.5	89.5
Rankin Inlet	109	12	26	114	261	41.0	302.0
Repulse Bay				30	30	33.5	63.5
Whale Cove				17	17	19.5	36.5
Bathurst Inlet							
Bay Chimo							
Cambridge Bay	43		67	58	168	38.0	206.0
Gjoa Haven	1		21	46	68	42.5	110.5
Kugluktuk	22		34	63	119	65.5	184.5
Pelly Bay				22	22	29.5	51.5
Taloyoak				39	39	36.5	75.5

**Employment Impacts of
Recommended Nunavut
Gov't Design Model**

	Est. Non- Fed. FTEs @ 3/31/1999	Proj. Non- Fed. FTEs @ 3/31/2000	Change in in FTEs w/ GN	Change as % of Est. Pre- GN FTEs	Population After Estab. of GN	Population per Direct GN FTE
by Real Unemployment Rate						
low (3-19%)	1,269.0	1,496.0	+227	+15.2%	9,762	7.6
medium (20-39%)	828.5	1,099.5	+271	+24.6%	9,325	13.2
high (40-47%)	920.5	1,076.5	+156	+14.5%	10,131	15.0
% low	42.0%	40.7%	34.7%		33.4%	
% medium	27.5%	29.9%	41.4%		31.9%	
% high	30.5%	29.3%	23.9%		34.7%	
by Community						
Arctic Bay	70.5	70.5			701	17.1
Broughton Island	66.5	66.5			602	19.4
Cape Dorset	123.0	180.0	+57	+46.3%	1,375	13.1
Clyde River	66.0	66.0			738	19.9
Grise Fiord	35.0	35.0			170	14.2
Hall Beach	54.5	54.5			698	22.5
Igloolik	113.5	188.5	+75	+66.1%	1,429	10.0
Iqaluit	740.0	904.0	+164	+22.2%	5,092	6.4
Kimmirut	52.0	52.0			475	17.0
Nanisivik	19.0	19.0			355	18.7
Pangnirtung	136.5	205.5	+69	+50.5%	1,679	11.4
Pond Inlet	121.5	191.5	+70	+57.6%	1,454	10.7
Resolute Bay	30.0	30.0			221	12.3
Sanikiluaq	52.0	52.0			707	24.4
Arviat	144.5	197.5	+53	+36.7%	1,881	12.7
Baker Lake	147.5	192.5	+45	+30.5%	1,649	11.7
Chesterfield Inlet	47.5	47.5			434	18.9
Coral Harbour	89.5	89.5			776	15.5
Rankin Inlet	268.0	302.0	+34	+12.7%	2,379	9.1
Repulse Bay	63.5	63.5			659	22.0
Whale Cove	36.5	36.5			305	17.9
Bathurst Inlet						
Bay Chimo						
Cambridge Bay	177.0	206.0	+29	+16.4%	1,545	9.2
Gjoa Haven	88.5	110.5	+22	+24.9%	1,114	16.4
Kugluktuk	148.5	184.5	+36	+24.2%	1,483	12.5
Pelly Bay	51.5	51.5			531	24.1
Taloyoak	75.5	75.5			765	19.6

**Employment Impacts of
Recommended Nunavut
Gov't Design Model**

Est. Non- Fed. FTEs @ 3/31/1999	Proj. Non- Fed. FTEs @ 3/31/2000	Change in in FTEs w/ GN	Change as % of Est. Pre- GN FTEs	Population After Estab. of GN	Population per Direct GN FTE
---------------------------------------	----------------------------------------	-------------------------------	----------------------------------------	-------------------------------------	------------------------------------

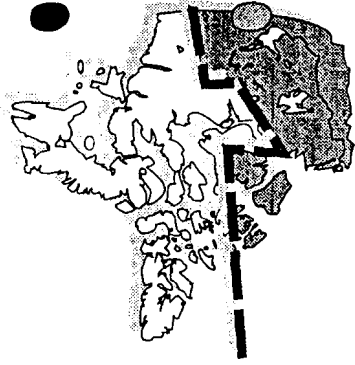
**Which communities would
benefit the most from
this option?**

Igloodik	+66.1%
Pond Inlet	+57.6%
Pangnirtung	+50.5%
Cape Dorset	+46.3%
Arviat	+36.7%
Baker Lake	+30.5%
Gjoa Haven	+24.9%
Kugluktuk	+24.2%
Iqaluit	+22.2%
Cambridge Bay	+16.4%
Rankin Inlet	+12.7%
Arctic Bay	<i>no change</i>
Broughton Island	<i>no change</i>
Chesterfield Inlet	<i>no change</i>
Clyde River	<i>no change</i>
Coral Harbour	<i>no change</i>
Grise Fiord	<i>no change</i>
Hall Beach	<i>no change</i>
Lake Harbour	<i>no change</i>
Nanisivik	<i>no change</i>
Pelly Bay	<i>no change</i>
Repulse Bay	<i>no change</i>
Resolute Bay	<i>no change</i>
Sanikiluaq	<i>no change</i>
Taloyoak	<i>no change</i>
Whale Cove	<i>no change</i>

DIVIDER « G »

Appendix G Employment in Nunavut, by Sector, 1991

DIVISION



A Comparison
of Economic
Statistics Between
Nunavut and the
Western Arctic

Economic Planning Section
Economic Development and Tourism
Government of the NWT

September 1995



Northwest Territories Economic Development and Tourism

Sectoral Employment 1991 *(Number of people employed by sector, rounded by 5)*

11/29/95

Community (Alternate)	Fishing		Mining/Oil	Construction		Communic.		Retail	Real Est.	Accomm/Rest.		Govern't.	Health Serv.					
	Agriculture	Logging	Manufact.	Transp.	Wholesale	Finance	Bus. Serv.	Other Serv.	Ed. Serv.									
Nunavut																		
Arctic Bay (Ikpiaṛḷuk)	0	0	0	25	0	0	10	10	0	20	0	0	0	10	40	30	10	
Arviat (Eskimo Point)	0	0	0	0	0	40	10	10	25	35	0	0	10	25	140	50	15	
Baker Lake ()	0	0	0	10	10	30	20	10	10	40	0	0	10	30	170	30	15	
Bathurst Inlet (Umingmaktoḷ (Bay Chimo))	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	0	
Broughton Island (Qikiḷṭarḷuaḷ)	0	0	0	25	0	0	10	10	0	30	0	0	10	10	50	15	10	
Cambridge Bay (Ikaluktutiak)	0	0	0	10	0	45	35	25	10	55	0	20	0	20	35	155	50	40
Cape Dorset (Kingait)	0	10	0	0	10	10	10	15	0	60	0	0	10	10	45	50	45	20
Chesterfield Inlet (Iḷḷuligaarḷuk)	0	0	0	0	0	10	10	0	0	10	0	0	0	10	0	50	10	15
Clyde River (Kangiḷḷugaapik)	0	0	0	0	0	0	0	10	0	30	0	0	10	0	0	45	30	10
Coppermine (Kugluktuk)	0	10	0	35	10	35	10	10	0	40	0	10	0	10	20	110	30	20
Coral Harbour (Sallia)	0	0	0	0	0	10	10	0	0	20	0	0	0	0	10	90	30	10
Gjoa Haven (Ursuḷṭuḷ)	0	0	0	0	10	15	0	0	0	55	0	0	0	10	10	110	15	0
Grise Fiord (Aujuttuḷ)	0	0	0	0	0	0	0	0	0	0	0	0	0	0	10	40	0	0
Hall Beach (Sanirajak)	0	0	0	10	0	15	10	10	10	20	0	0	15	0	10	35	25	0
Igloodik (Iḷḷulik)	0	10	0	10	0	15	10	25	0	45	0	0	0	10	10	50	45	20
Iqaluit (Frobisher Bay)	0	15	0	0	15	105	145	145	15	155	15	15	40	120	100	480	210	225
Lake Harbour (Kimmirut)	0	10	0	0	0	10	0	10	0	25	0	0	0	10	10	55	15	10
Nanisivik ()	0	0	0	125	0	0	0	0	0	10	0	0	0	10	0	10	15	10
Pangnirtung (Panniḷṭuḷ)	0	25	0	0	35	40	10	40	10	60	0	20	0	20	15	100	55	15
Pelly Bay (Arviliḷḷuat)	0	0	0	0	0	10	0	10	0	25	0	10	0	10	10	40	20	0
Pond Inlet (Mittimatalik)	0	20	0	10	10	10	10	20	0	45	0	10	10	15	15	80	50	15
Rankin Inlet (Kangiḷṭiḷḷ)	0	0	10	0	0	35	55	10	35	80	0	10	15	35	35	315	45	25
Repulse Bay (Naujat)	0	0	0	0	0	0	0	0	0	15	0	0	0	10	0	50	20	10
Resolute (Qausuḷṭuḷ)	0	0	0	0	10	0	10	0	0	10	0	0	0	10	0	30	10	0
Sanikiluaḷ (Belcher Islands)	0	20	0	0	0	10	10	10	0	25	0	0	0	10	25	30	20	0
Taloyoak (Spence Bay)	0	0	0	0	0	10	0	0	10	25	0	0	10	10	10	85	10	0
Whale Cove (Tikiraṛḷuaḷ)	0	0	0	0	0	0	0	10	0	10	0	0	0	0	0	45	15	0
27 communities	0	120	10	260	110	455	385	390	125	945	15	95	130	380	430	2,455	890	495



DIVIDER « H »

Appendix H 1994 NWT Labour Force Survey

1994 NWT Labour Force Survey

Overall Results & Community Detail

Report No. 1

NWT Labour Force Survey — Winter 1994

Overview

During February and March 1994, the Bureau of Statistics completed a labour force survey in all communities in the Northwest Territories. Key labour force statistics from the survey are presented in this report based on responses to the survey for over 12,000 persons. Additional information from the survey will be provided in later reports including profiles of the employed and those not working as well as information on participation in traditional activities such as hunting, fishing and trapping and relationships to the wage economy.

Partial funding for the 1994 labour force survey was obtained through the Canada-NWT Economic Development Agreement and from the territorial government Departments of Renewable Resources and Education, Culture & Employment. As well, various territorial government departments advised on the survey questionnaire and regional offices assisted with the recruitment and training of interviewers.

Highlights

During winter 1994, an estimated 25,874 territorial residents — 61 percent of persons 15 years of age and over — were employed (see table below). Another 5,266 persons were unemployed resulting in a labour force estimate of 31,140 persons. The labour force participation rate was 73 percent and the unemployment rate was 17 percent. In addition, some 10,231 persons reported that they wanted a job at the time of the survey while 32,247 persons had worked at some point during 1993.

As in previous surveys, territorial labour force characteristics vary significantly by age and sex, for aboriginal and non-aboriginal persons, and by geographic area. Men were more likely than women to be in the labour force with a participation rate of 78 percent compared to 69 percent. Men also had a higher unemployment rate at 19 percent compared to 14 percent for women. Among persons less than 65 years of age, younger persons — those 15 to 24 years — were less likely to participate in the labour force (54 percent) and were more likely to be unemployed when they were in the labour force (28 percent).

Labour Force Activity, by Selected Characteristics Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
Northwest Territories	42,476	31,140	73	25,874	5,266	17	10,231	32,247
Males	22,332	17,309	78	13,947	3,362	19	5,711	18,002
Females	20,144	13,831	69	11,927	1,904	14	4,519	14,245
15-24 Years	10,361	5,630	54	4,057	1,573	28	4,245	6,827
25-44 Years	21,903	18,733	86	15,914	2,819	15	4,400	18,645
45-64 Years	8,486	6,495	77	5,652	843	13	1,484	6,420
65 Years & Over	1,726	281	16	250	31	11	102	355
Aboriginal	23,650	14,383	61	10,047	4,336	30	8,772	15,263
Inuit	11,712	7,023	60	5,037	1,986	28	4,540	7,282
Inuvialuit	2,072	1,291	62	764	527	41	821	1,326
North American Indian	7,142	4,188	59	2,728	1,460	35	2,743	4,572
Métis	2,724	1,881	69	1,518	363	19	668	2,082
Non-Aboriginal	18,826	16,758	89	15,827	931	6	1,459	16,984
Baffin Region	7,625	5,237	69	4,189	1,048	20	2,390	5,294
Keewatin Region	4,066	2,543	63	1,938	605	24	1,391	2,637
Kitikmeot Region	2,970	1,847	62	1,427	420	23	988	1,980
Inuvik Region	6,093	4,359	72	3,295	1,064	24	1,664	4,422
Fort Smith Region	21,723	17,155	79	15,025	2,130	12	3,797	17,913
Nunavut	14,404	9,477	66	7,417	2,060	22	4,710	9,725
Western Territory	28,072	21,663	77	18,456	3,207	15	5,521	22,522

Table 1 Labour Force Activity, by Region and Ethnic Group
Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
Northwest Territories	42,476	31,140	73	25,874	5,266	17	10,231	32,247
Aboriginal	23,650	14,383	61	10,047	4,336	30	8,772	15,263
Non-Aboriginal	18,826	16,758	89	15,827	931	6	1,459	16,984
Baffin Region	7,625	5,237	69	4,189	1,048	20	2,390	5,294
Aboriginal	5,781	3,552	61	2,585	967	27	2,257	3,630
Non-Aboriginal	1,843	1,687	92	1,605	82	5	133	1,664
Keewatin Region	4,066	2,543	63	1,938	605	24	1,391	2,637
Aboriginal	3,490	2,027	58	1,444	583	29	1,341	2,101
Non-Aboriginal	576	516	90	494	22	4	50	537
Kitikmeot Region	2,970	1,847	62	1,427	420	23	988	1,980
Aboriginal	2,564	1,478	58	1,070	408	28	951	1,614
Non-Aboriginal	406	369	91	357	12	3	37	366
Inuvik Region	6,093	4,359	72	3,295	1,064	24	1,664	4,422
Aboriginal	4,159	2,582	62	1,582	1,000	39	1,589	2,673
Non-Aboriginal	1,933	1,776	92	1,712	64	4	75	1,750
Fort Smith Region	21,723	17,155	79	15,025	2,130	12	3,797	17,913
Aboriginal	7,656	4,745	62	3,367	1,378	29	2,634	5,245
Non-Aboriginal	14,067	12,410	88	11,658	752	6	1,164	12,667
Nunavut	14,404	9,477	66	7,417	2,060	22	4,710	9,725
Aboriginal	11,599	6,921	60	4,976	1,945	28	4,492	7,173
Non-Aboriginal	2,806	2,556	91	2,441	115	4	218	2,552
Western Territory	28,072	21,663	77	18,456	3,207	15	5,521	22,522
Aboriginal	12,052	7,462	62	5,071	2,391	32	4,280	8,090
Non-Aboriginal	16,020	14,200	89	13,385	815	6	1,241	14,432

Table 2 Labour Force Activity, by Region and Sex
Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
Northwest Territories	42,476	31,140	73	25,874	5,266	17	10,231	32,247
Males	22,332	17,309	78	13,947	3,362	19	5,711	18,002
Females	20,144	13,831	69	11,927	1,904	14	4,519	14,245
Baffin Region	7,625	5,237	69	4,189	1,048	20	2,390	5,294
Males	4,043	2,998	74	2,306	692	23	1,296	3,036
Females	3,582	2,239	63	1,883	356	16	1,094	2,258
Keewatin Region	4,066	2,543	63	1,938	605	24	1,391	2,637
Males	2,116	1,450	69	1,101	349	24	723	1,509
Females	1,950	1,093	56	837	256	23	668	1,129
Kitikmeot Region	2,970	1,847	62	1,427	420	23	988	1,980
Males	1,514	1,027	68	801	226	22	462	1,134
Females	1,456	821	56	627	194	24	525	847
Inuvik Region	6,093	4,359	72	3,295	1,064	24	1,664	4,422
Males	3,247	2,462	76	1,778	684	28	1,003	2,518
Females	2,846	1,896	67	1,517	379	20	661	1,905
Fort Smith Region	21,723	17,155	79	15,025	2,130	12	3,797	17,913
Males	11,412	9,372	82	7,961	1,411	15	2,226	9,807
Females	10,311	7,783	75	7,064	719	9	1,571	8,106
Nunavut	14,404	9,477	66	7,417	2,060	22	4,710	9,725
Males	7,542	5,395	72	4,138	1,257	23	2,454	5,580
Females	6,863	4,082	59	3,279	803	20	2,256	4,145
Western Territory	28,072	21,663	77	18,456	3,207	15	5,521	22,522
Males	14,790	11,914	81	9,809	2,105	18	3,257	12,422
Females	13,282	9,749	73	8,648	1,101	11	2,264	10,100

Table 3 Labour Force Activity, by Region and Age Group
Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
Northwest Territories	42,476	31,140	73	25,874	5,266	17	10,231	32,247
15-24 Years	10,361	5,630	54	4,057	1,573	28	4,245	6,827
25-44 Years	21,903	18,733	86	15,914	2,819	15	4,400	18,645
45-64 Years	8,486	6,495	77	5,652	843	13	1,484	6,420
65 Years & Over	1,726	281	16	250	31	11	102	355
Baffin Region	7,625	5,237	69	4,189	1,048	20	2,390	5,294
15-24 Years	2,195	1,093	50	718	375	34	1,098	1,270
25-44 Years	3,818	3,137	82	2,579	558	18	967	3,009
45-64 Years	1,409	972	69	867	105	11	286	963
65 Years & Over	203	36	18	26	10	28	39	52
Keewatin Region	4,066	2,543	63	1,938	605	24	1,391	2,637
15-24 Years	1,253	603	48	396	207	34	577	697
25-44 Years	1,947	1,477	76	1,182	295	20	561	1,482
45-64 Years	740	454	61	352	102	22	242	447
65 Years & Over	126	9	7	8	1	11	11	11
Kitikmeot Region	2,970	1,847	62	1,427	420	23	988	1,980
15-24 Years	884	409	46	244	165	40	469	508
25-44 Years	1,421	1,079	76	898	181	17	391	1,107
45-64 Years	531	347	65	279	68	20	117	349
65 Years & Over	134	12	9	6	6	50	10	17
Inuvik Region	6,093	4,359	72	3,295	1,064	24	1,664	4,422
15-24 Years	1,335	793	59	487	306	39	549	895
25-44 Years	3,144	2,617	83	2,103	514	20	748	2,577
45-64 Years	1,292	922	71	685	237	26	361	921
65 Years & Over	322	26	8	20	6	23	6	29
Fort Smith Region	21,723	17,155	79	15,025	2,130	12	3,797	17,913
15-24 Years	4,693	2,733	58	2,212	521	19	1,551	3,458
25-44 Years	11,574	10,424	90	9,153	1,271	12	1,732	10,469
45-64 Years	4,515	3,800	84	3,469	331	9	478	3,739
65 Years & Over	941	198	21	191	7	4	35	247
Nunavut	14,404	9,477	66	7,417	2,060	22	4,710	9,725
15-24 Years	4,256	2,062	48	1,323	739	36	2,117	2,414
25-44 Years	7,062	5,602	79	4,572	1,030	18	1,900	5,495
45-64 Years	2,638	1,755	67	1,482	273	16	633	1,737
65 Years & Over	448	57	13	40	17	30	60	80
Western Territory	28,072	21,663	77	18,456	3,207	15	5,521	22,522
15-24 Years	6,105	3,569	58	2,734	835	23	2,128	4,413
25-44 Years	14,841	13,131	88	11,342	1,789	14	2,500	13,150
45-64 Years	5,848	4,740	81	4,170	570	12	852	4,683
65 Years & Over	1,278	223	17	210	13	6	42	276

Table 4 Labour Force Activity, by Ethnic Group and Sex
Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
All Persons	42,476	31,140	73	25,874	5,266	17	10,231	32,247
Males	22,332	17,309	78	13,947	3,362	19	5,711	18,002
Females	20,144	13,831	69	11,927	1,904	14	4,519	14,245
Aboriginal	23,650	14,383	61	10,047	4,336	30	8,772	15,263
Males	12,400	8,184	66	5,353	2,831	35	4,924	8,746
Females	11,251	6,199	55	4,694	1,505	24	3,848	6,517
Inuit	11,712	7,023	60	5,037	1,986	28	4,540	7,282
Males	6,079	4,003	66	2,782	1,221	31	2,396	4,188
Females	5,633	3,020	54	2,255	765	25	2,144	3,094
Inuvialuit	2,072	1,291	62	764	527	41	821	1,326
Males	1,116	727	65	337	390	54	558	757
Females	956	564	59	427	137	24	263	569
North American Indian	7,142	4,188	59	2,728	1,460	35	2,743	4,572
Males	3,624	2,311	64	1,314	997	43	1,559	2,543
Females	3,518	1,876	53	1,414	462	25	1,184	2,029
Métis	2,724	1,881	69	1,518	363	19	668	2,083
Males	1,580	1,143	72	920	223	20	411	1,258
Females	1,143	739	65	598	141	19	257	826
Non-Aboriginal	18,826	16,758	89	15,827	931	6	1,459	16,984
Males	9,932	9,126	92	8,594	532	6	788	9,256
Females	8,894	7,632	86	7,233	399	5	671	7,728

Table 5 Labour Force Activity, by Ethnic Group and Age Group
Northwest Territories, Winter 1994

	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
All Persons	42,476	31,140	73	25,874	5,266	17	10,231	32,247
15-24 Years	10,361	5,630	54	4,057	1,573	28	4,245	6,827
25-44 Years	21,903	18,733	86	15,914	2,819	15	4,400	18,645
45-64 Years	8,486	6,495	77	5,652	843	13	1,484	6,420
65 Years & Over	1,726	281	16	250	31	11	102	355
Aboriginal	23,650	14,383	61	10,047	4,336	30	8,772	15,263
15-24 Years	7,284	3,481	48	2,080	1,401	40	3,712	4,246
25-44 Years	10,653	8,183	77	5,979	2,204	27	3,681	8,240
45-64 Years	4,356	2,601	60	1,901	700	27	1,285	2,611
65 Years & Over	1,357	117	9	86	31	26	94	165
Inuit	11,712	7,023	60	5,037	1,986	28	4,540	7,282
15-24 Years	3,984	1,859	47	1,120	739	40	2,119	2,152
25-44 Years	5,269	3,930	75	2,973	957	24	1,765	3,890
45-64 Years	2,017	1,184	59	907	277	23	600	1,163
65 Years & Over	442	51	12	38	13	25	56	76
Inuvialuit	2,072	1,291	62	764	527	41	821	1,326
15-24 Years	535	301	56	162	139	46	224	374
25-44 Years	966	733	76	493	240	33	373	709
45-64 Years	432	240	56	96	144	60	219	240
65 Years & Over	140	18	13	13	5	28	5	4
North American Indian	7,142	4,188	59	2,728	1,460	35	2,743	4,572
15-24 Years	1,912	879	46	487	392	45	1,047	1,096
25-44 Years	3,265	2,494	76	1,683	811	33	1,261	2,626
45-64 Years	1,366	779	57	535	244	31	413	799
65 Years & Over	600	36	6	23	13	36	22	51
Métis	2,724	1,881	69	1,518	363	19	668	2,083
15-24 Years	853	441	52	311	130	29	321	625
25-44 Years	1,154	1,028	89	831	197	19	281	1,015
45-64 Years	541	399	74	364	35	9	54	410
65 Years & Over	176	12	7	12	-	-	12	33
Non-Aboriginal	18,826	16,758	89	15,827	931	6	1,459	16,984
15-24 Years	3,078	2,150	70	1,977	173	8	533	2,581
25-44 Years	11,250	10,550	94	9,935	615	6	719	10,405
45-64 Years	4,130	3,893	94	3,750	143	4	199	3,808
65 Years & Over	368	164	45	164	-	-	8	190

Table 6 Labour Force Activity, by Region and Community
Northwest Territories, Winter 1994

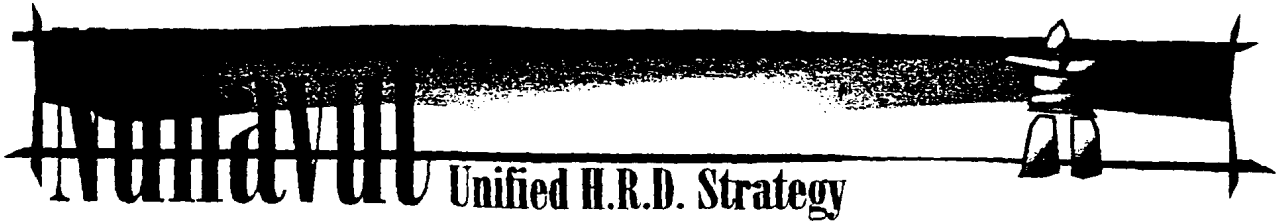
	Persons 15 Years & Over	Labour Force	Partici- pation Rate	Employed	Unem- ployed	Unem- ployment Rate	Want a Job	Worked in 1993
Northwest Territories	42,476	31,140	73	25,874	5,266	17	10,231	32,247
Baffin Region	7,625	5,237	69	4,189	1,048	20	2,390	5,294
Arctic Bay	308	212	69	144	68	32	101	188
Broughton Island	307	195	64	138	57	29	134	200
Cape Dorset	638	393	62	295	98	25	252	385
Clyde River	357	209	59	149	60	29	135	232
Grise Fiord	79	68	86	65	3	4	11	66
Hall Beach	325	209	64	132	77	37	143	215
Igloodik	625	336	54	234	102	30	274	356
Iqaluit	2,697	2,121	79	1,748	373	18	683	1,976
Lake Harbour	235	183	78	159	24	13	61	175
Nanisivik	212	194	92	194	-	-	9	198
Pangnirtung	746	485	65	400	85	18	239	536
Pond Inlet	616	366	59	311	55	15	158	442
Resolute	156	122	78	106	16	13	36	140
Sanikiluaq	325	145	45	114	31	21	153	185
Keewatin Region	4,066	2,543	63	1,938	605	24	1,391	2,637
Arviat	883	505	57	365	140	28	412	460
Baker Lake	860	487	57	328	159	33	299	515
Chesterfield Inlet	213	154	72	124	30	19	59	140
Coral Harbour	348	196	56	128	68	35	154	258
Rankin Inlet	1,319	929	70	804	125	13	273	968
Repulse Bay	282	175	62	111	64	37	130	180
Whale Cove	161	98	61	79	19	19	64	117
Kitikmeot Region	2,970	1,847	62	1,427	420	23	988	1,980
Bay Chimo	34	15	44	11	4	27	9	19
Cambridge Bay	827	594	72	542	52	9	141	630
Coppermine	710	383	54	263	120	31	292	413
Gjoa Haven	492	291	59	193	98	34	195	289
Holman	256	150	59	137	13	9	59	187
Pelly Bay	259	187	72	112	75	40	125	180
Taloyoak	392	227	58	168	59	26	167	263

(cont'd.)



DIVIDER « I »

Appendix I Unified Human Resources Development Strategy



CONTENTS

Executive Summary	
Introduction	4
Vision	8
Background	13
Principles	16
Key Issues & Challenges	21
Human Resources Development Initiatives	30
Initiative Costing/Scheduling	34
Implementation Strategy	35
Conclusion	38
Appendices	
Bibliography	

Nunavut

Unified Human Resource Development Strategy

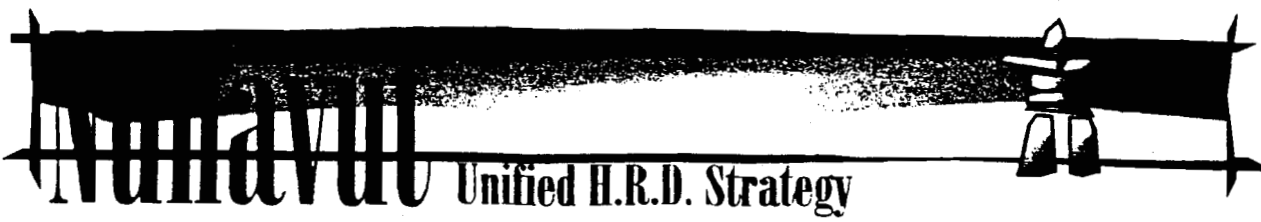
Prepared by

Working Group on Human Resources and Training

- Bert Rose, Nunavut Implementation Commission (Chair)
- Paul Emingak, Nunavut Implementation Commission
- Okalik Eegeesiak, Nunavut Tunngavik Incorporated
- Annie Tattuinee, Nunavut Implementation Training Committee
- Bill Logan, Nunavut Implementation Training Committee
- Mark Cleveland, Education, Culture and Employment, GNWT
- Lesley Allen, Education, Culture and Employment, GNWT
- Lynn Fogwill, Education, Culture and Employment, GNWT
- Marcel Fortier, DIAND, Government of Canada
- Francine Gauthier-Jones, DIAND, Government of Canada

Under the Auspices of

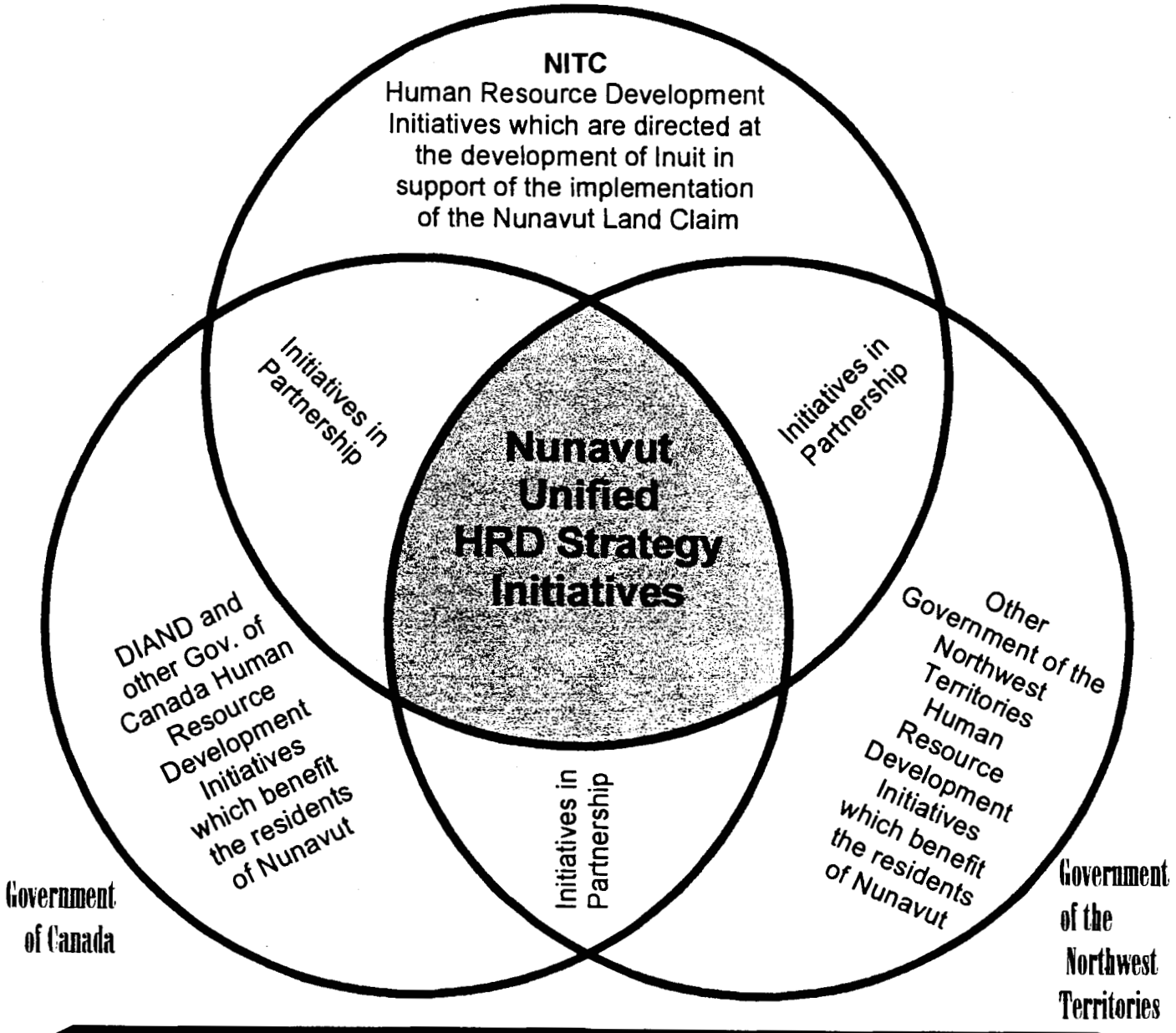
Coordinating Committee of Officials on Nunavut

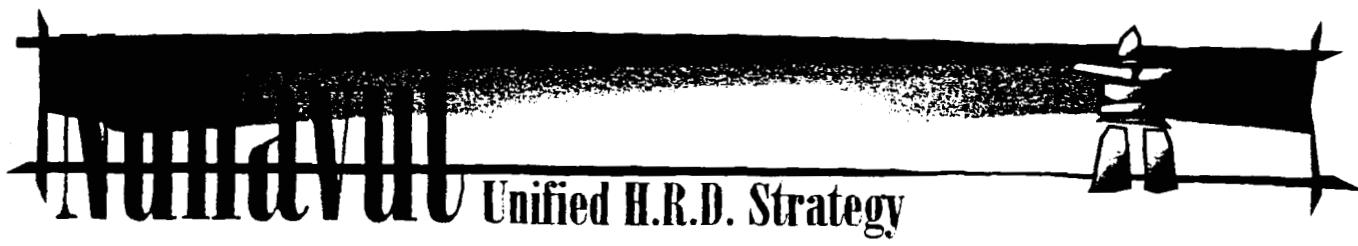


Unified H.R.D. Strategy

Training Partnerships in Support of Human Resources Development for Nunavut

Nunavut Tunngavik Incorporated





Unified H.R.D. Strategy

EXECUTIVE

SUMMARY

Executive Summary

The new territory of Nunavut will become a reality in 1999. Part of the vision for Nunavut includes a workforce that is representative of the population of Nunavut. In broad terms this means that the work force must include Inuit at percentages that equal their representation in the population. This is the goal of the partners sponsoring this strategy. The immediate target is a minimum of 50%, including 50% Inuit employment in management occupations in the Government of Nunavut by the year 1999.

The Unified Human Resources Development Strategy outlined in this document addresses the need for human resource development activities in order to meet the goal or representativeness in the public service and the target of 50% by 1999. It goes beyond human resource development of the new Nunavut public service and provides strategic initiatives that will address the goal of representative Inuit employment with other public sector including businesses as well as claims related organizations.

This document is very much a living document and will be reviewed by the partners quarterly and revised annually. The strategic initiatives presented here are intended to be comprehensive. However, the partners recognize that at this point in time, complete information on how the labour market impacts upon the private sector, particularly related to infrastructure development, is not fully developed. As the Working Group on infrastructure completes its work in the coming months, the Human Resources and Training Working group will be in a better position to analyse labour market demand and where the gaps will be. As a result further training initiatives may be required to address the specific needs of the private sector.

This document represents a unified effort on the part of the Nunavut Tunngavik Incorporated (NTI), the Government of Canada, the Nunavut Implementation Training Committee (NITC), Nunavut Implementation Commission (NIC) and the Government of the Northwest Territories (GNWT). These organizations form the

partnership that plans to implement the strategy detailed in this document.

There are issues and challenges which will have to be overcome if the Inuit employment targets are to be achieved and the new government of Nunavut is well prepared to operate efficiently and effectively. These challenges relate primarily to low levels of education and training of the population. Drop out rates are high, education levels are low and specific skill training is limited.

The current activities of the partners are significant and are aimed at overcoming the obstacles which limit Inuit participation. The existing initiatives, however, are inadequate and by themselves will not achieve the target of 50 % Inuit employment by 1999, nor will they achieve the longer term goal of a representative Inuit workforce.

A more intensive intervention is required in order to prepare an Inuit labour force which is trained, experienced and ready to compete successfully for the employment opportunities in the public and private sector which the creation of Nunavut will bring.

The partner organizations have developed a strategy to augment the existing programs with new initiatives geared specifically towards filling the gaps not addressed by the existing human resource planning and training programs. These new initiatives are presented in this document and are scheduled and costed over the next four years. Many of the new initiatives are designed to have longer term results which will see Inuit stay in school, develop language skills, adopt successful approaches to learning, define career goals and develop positive relations. Other initiatives are specifically targeted to preparing individuals to access jobs in Nunavut. The initiatives are comprehensive and wide-ranging and will require the cooperation and collaboration of all of the partner organizations.

This document also defines the relationship of the partner organizations and the process of implementation, monitoring and evaluation on an annual cycle.

The Government of Canada has allocated funding which will expand upon existing programming and provide the necessary human resource planning and development initiatives which are required to prepare for the creation of Nunavut.

The vision of creating the Nunavut Territory, with a representative Inuit workforce is within reach. The goals are established, the funding is secured, the people and the partner organizations are committed and the plan is in place. The implementation has already begun and the next four years will see all of the initiatives, presented in this document, developed and delivered. Inuit will be prepared to assume the majority of the jobs associated with operating the Government of Nunavut and they will also be ready to access many private sector jobs.

INTERPRODUCTION

WINDAVIL Unified H.R.D. Strategy

Introduction

Nunavut will become a territory on April 1, 1999. Establishing a new government as well as putting an effective and efficient public service solidly in place would be a significant challenge in any jurisdiction. In the North, where we face additional educational, social, developmental, and economic obstacles than any other province or territory in Canada, it is an even greater feat.

The Parties of the Nunavut Political Accord established the Working Group on Human Resources and Training (WGHRT) to prepare a comprehensive and integrated training plan for Nunavut. The WGHRT functions under the auspices of the Co-ordinating Committee of Officials on Nunavut (CCON).

The primary goal of the comprehensive training plan is to identify incremental training and development activities that will contribute to the development of a pool of trained and educated Inuit ready to take on the public service jobs created as part of the Government of Nunavut.

The strategy includes an assessment of current training programs and initiatives being delivered in Nunavut and projected employment demands resulting from the implementation of the Nunavut Land Claim Agreement.

The strategy also considers the future employment and training needs of the private sector resulting from secondary growth and construction related to the creation of Nunavut as well as normal growth reflecting current and projected demographics.

The Government of Canada has identified \$39.8 million in support of incremental training and development for Nunavut, which will be created in 1999 under the terms of the Nunavut Land Claims Agreement Act and the Nunavut Act (1993).

This action plan details how this funding is to be allocated and managed over the next four years. In addition to the \$39.8 million provided by the Government of Canada, the GNWT, NITC, and the federal government will be sponsoring many other initiatives which

have been previously planned to support human resources development in Nunavut. These will be unified in this plan.

Initiatives in this strategy are intended to narrow the gap between the training and education programs now in place and the initiatives required to achieve and sustain a representative public service in Nunavut. ('Representative' is defined in the Nunavut Agreement as "a level of Inuit employment.... reflecting the ratio of Inuit to the total population in the Nunavut Settlement Area....within all occupational groupings and grade levels...." [Article 23.1.1]. The ratio of Inuit to the total population of Nunavut is about 85%). Specific targets have been set at 50% Inuit participation, as a minimum, by 1999. A representative public service remains as the long-term goal.

This workplan is based on broad principles which deal with such issues as the roles and responsibilities of various levels of government, the need for a strong partnerships in the current climate of fiscal restraint with government and non-government organizations, the need for culturally sensitive training while respecting the norms of Canadian government administration, the need for a long-term approach to human resource development and capacity to plan and deliver culturally sensitive training in the North.

This document has been prepared based on numerous research studies and plans that have been previously developed. It is designed on the premise that 600 new public service positions will be required by the Government of Nunavut within a decentralized organizational structure. It recognizes that without proactive intervention, present education and training programs would leave Inuit under-represented (less than 50%) in most job categories except support staff. Furthermore, this document addresses apparent gaps in program delivery: gap between the demand for qualified Inuit labour and the supply will be widest in the managerial, professional and technical fields. For example, without new education and training initiatives there will be few, if any, Inuit to meet the Nunavut government's need for financial administrators, legal experts, health professionals and engineers (NIC 1995).

The majority of public service positions will require people with post-secondary training or the equivalent work experience. But with a high school graduation rate of less than 15%, relatively few Inuit (330 in 1993-94) pursue post-secondary training. Even though the number is increasing by about 30% annually, only a third (1,000) of the Inuit who will be unemployed and looking for work in 1999 will have a high school education or post-secondary education. Many of those who do will require supplementary training to equip them for public service employment.

A number of post-secondary programs now available to Nunavut residents, such as those offered by Nunavut Arctic College, are relevant to public service careers, but need expanding. Some new programs are required, too, especially in management, financial and other specialized fields. Current Inuit government employees both federal and territorial can be expected to express interest in the new positions. An expansion of GNWT staff training programs and federal and territorial employment equity programs will help to prepare these individuals to advance their careers.

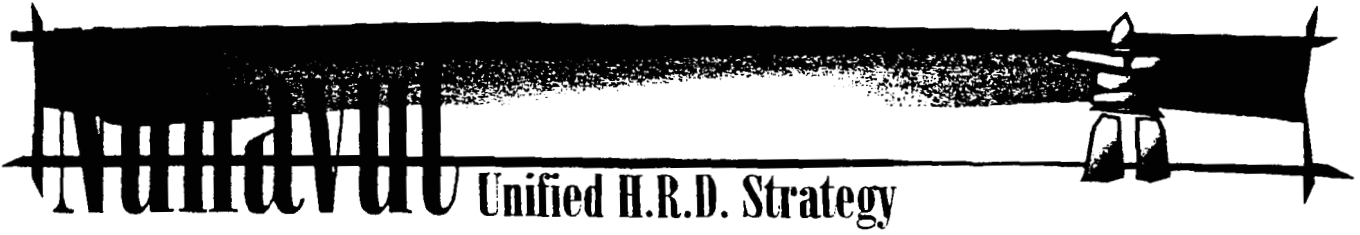
In addition to the requirement for immediate intervention to prepare a public service, it is also noted that every effort must be made to build an educated, trained and competitive Inuit labour force pool of Inuit employees. Human resource development for the Nunavut public service faces many challenges, including the high cost of training in the Arctic, geographic, cultural, and mobility barriers; a compressed time table for transition to a fully staffed public service; fierce competition for skilled labour.

Programs which encourage adolescents to stay and succeed in high school are required. In the long term, the noticeably high dropout rate for high school students presents a significant challenge to human resource development in Nunavut. This barrier to post-secondary education and career advancement is an obstacle that has to be overcome if the goal of representativeness is to be achieved.

There is a need to examine and consider more cost effective and innovative methods of delivering training; particularly adult learning

activities, with a view of cutting training costs and accommodating mature student needs.

The paper concludes that the gap between the supply and demand for skilled Inuit public servants can be narrowed through career fast-tracking and accelerated training in some job categories, but not closed. The more the gap is narrowed, the greater the effort required to close it further. This document postulates that the long-term solution to Inuit representation in the public service lies in higher education, combined with effective in-service training programs.



Unified H.R.D. Strategy

VISION



Vision

The reality of a Nunavut Territory is a distinct political entity with its own government, where Inuktitut/Inuinnaqtun is a working language and Inuit culture is valued, protected and prominent in all aspects of life and society. This territory has a public and private sector workforce that is culturally representative of the population it serves.

This vision of Nunavut sees a territory that works in unison towards common goals and strives to advance politically, culturally, economically and socially. Nunavut will be a united territory working in strong and positive alliance with local, territorial, provincial and federal governments.

Goals for Unified Human Resource Strategy

The vision is a broad look at what Nunavut will be like in the future. This vision is attainable because we have an alliance of training partners which works to achieve the effective development of the new territory's human resources. This document deals with the challenge of preparing the people of Nunavut to assume the positions required to manage and operate the new territory. The following goals relate to the challenge of preparing for Nunavut.

- prepare Inuit for careers at all levels , specifically targeting mid- and senior-level public service;
- support Inuit in post-secondary education and training programs relevant to employment in the Nunavut public service;
- support for the development of Inuktitut and of Inuinnaqtun;
- support the concept of lifelong learning and continued personal development;
- support individuals in advancing their educational development;
- prepare Inuit to deliver the training and educational programming to Inuit;
- provide incremental support for new training and education initiatives;

- facilitate Inuit trainers and training institutions to plan coordinate, design, deliver and evaluate a wide-range of training programs relevant to a decentralized Nunavut public service;
- provide preparedness programming for Inuit and the development of core competencies related to entry-level public service employment;
- prepare Inuit for post-secondary education and/or public service careers;
- encourage young Inuit to remain in school;
- provide adequate counselling and career planning services;
- promote positive educational values;
- develop distance education, distance training services and other innovative human resource development projects in Nunavut; and
- monitor, assess and manage the human resources development initiatives within Nunavut.

Specific targets for each labour category, and programs tailored to meet these targets are detailed later in this document.

Partners In The Unified Human Resources Development Strategy

Nunavut Tunngavik Incorporated, the Government of Canada, the Government of the NWT, and the Nunavut Implementation Training Committee are the partners involved in this initiative. These organizations are all expected to endorse this strategy.

It is also understood that many other organizations will play critical roles in ensuring the success of this project. These organizations are briefly described on the following pages.

1) Nunavut Tunngavik Incorporated (NTI)

NTI is the Inuit organization responsible for implementing the Nunavut Agreement, ensuring that Inuit rights and benefits from the Agreement are secured and defended in law. NTI has a mandate to support the development of policies for Nunavut that will contribute to Inuit economic self-sufficiency and facilitate the preservation and strengthening of Inuit language, traditions and beliefs.

2) Government of the Northwest Territories

The GNWT's Department of Education, Culture and Employment is responsible for education, training and the development of all residents in the NWT, including those living in Nunavut, until such time as the Nunavut government is able to assume this function. The GNWT has primary responsibility for training its public servants. Other GNWT Departments have responsibilities related to the establishment of Nunavut, however, the human resource development initiatives are primarily the responsibility of ECE.

3) Government of Canada

Through the Nunavut Secretariat, DIAND is responsible for coordinating the Government of Canada's role in implementing Nunavut. Included in the Nunavut Secretariat's mandate is:

- overall management of the federal government's participation in the establishment of Nunavut;
- participation in intergovernmental meetings with the GNWT and Nunavut Tunngavik Inc.
- coordination of the federal role in training in conjunction with Human Resources Development Canada, the GNWT and other bodies such as the Nunavut Implementation Training Committee (NITC); and
- coordination of other federal departments and liaison with Public Works and Services and Government Services Canada on all matters related to the establishment of Nunavut.

4) Nunavut Implementation Training Committee (NITC)

Established under the provisions of the Nunavut Land Claims Agreement, the NITC's mandate is to plan and coordinate training services to ensure maximum Inuit participation in Designated Inuit Organizations charged with implementing the Agreement. NITC, which administers a \$13-million trust fund for training, has just completed a framework to guide the development of annual training plans and budget allocation.

The NITC also has specific consultative responsibilities for reviewing and monitoring Inuit Employment plans to ensure compliance with both the Nunavut Land Claim Agreement and the Implementation Contract.

5) Nunavut Implementation Commission (NIC)

The NIC was created as an independent advisory board to the Government of Canada, the GNWT and NTI on the establishment of Nunavut. The mandate of the Commission is to advise the Government of Canada, the Government of the Northwest Territories and Tunngavik on the establishment of Nunavut, including a number of specific issues such as the administrative design of the first government of Nunavut and "to advise on the design and funding of training programs;" Bill C-132, 58.

6) Education Delivery Agents

There are existing education delivery agents who are charged with meeting the educational and training needs of the Nunavut population. School boards and Nunavut Arctic College will be primary delivery agencies for much of the programming that will be required to meet Inuit employment goals.

7) Human Resources Development Canada (HRDC)

HRDC has a significant responsibility for labour force development in Nunavut, largely through its Aboriginal Bilateral Agreements. These Agreements are presently administered through four regional boards

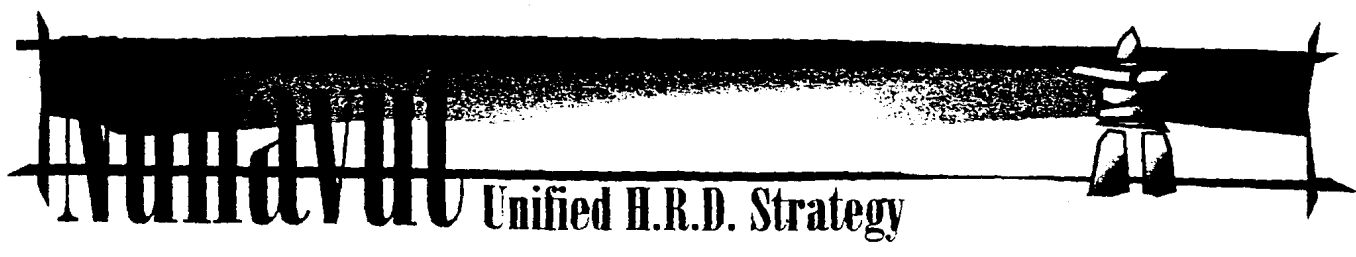
within Nunavut, and mainly provide community-based programs and employment training.

8) Employers

Public, private and non-profit employers are critical partners in building Nunavut. They have a role in creating employment and participating in human resource development initiatives.

Recognizing the major advancements in education and training for Inuit over the past decade, significant incremental assistance is necessary in order to narrow the gap between training programs now in place and training programs required to attain a representative Nunavut public service. The federal government, GNWT, NTI, NIC and other key players recognize that failure to provide timely incremental assistance is likely to cost more over the long term, owing to the high cost and social disruption associated with importing workers. Without incremental assistance, the timetable for the development of a representative government in Nunavut would be set back many years.

The groups described in this chapter are working towards common goals. They have formed a partnership in order to achieve the primary goal of developing a workforce that is prepared to undertake the employment challenges within the new territory of Nunavut.



Wahlavut Unified H.R.D. Strategy

BACKGROUND



Background

Discussions regarding the possible division of the NWT began in the early 1960s, recurred over the decades and came to a conclusion within the context of the Nunavut Final Agreement. The Agreement, which settled the Inuit land claim in the Eastern NWT, was ratified in November 1992 and came into effect on July 9, 1993. The Final Agreement committed the GNWT, the Government of Canada and the (then) Tunngavik Federation of Nunavut to negotiate a political accord that would provide for a distinct Nunavut government. The Accord was formally signed in October 1992.

The Nunavut Political Accord recognizes “the central importance of training in enabling Nunavut residents to access jobs resulting from the division of the Northwest Territories, and that investing in people is of greater value than investing in infrastructure.” The Accord specifically identifies the need to “provide adult education programming as part of a comprehensive human resource development plan.”

Article 23 of the Nunavut Land Claim Agreement commits parties to the Agreement, to “increase Inuit participation in government employment in the Nunavut Settlement Area to a representative level.”

The Nunavut Implementation Commission's report, Footprints in New Snow, recognizes the “primacy and urgency of training and human resource planning issues” and recommended that “all levels of government should think through the kinds of education and training initiatives that should be inaugurated in order to prepare existing employees and to recruit new ones for the post-division public sector in Nunavut.”

The planning process has included a full analysis of the requirements and issues in developing a new, representative public service. This document presents a plan of action for the development of the human resources required to manage a new public service. The initiatives proposed in this document will also

prepare people for the private sector, where trained workers will be required to establish new infrastructure for Nunavut.

A key driving force, in preparing for a Nunavut public service is the goal of maximizing Inuit employment in government to a representative level.

Inuit leaders ensured that both the Accord and the Final Agreement addressed the need for human resource development initiatives with a very specific focus on education and training.

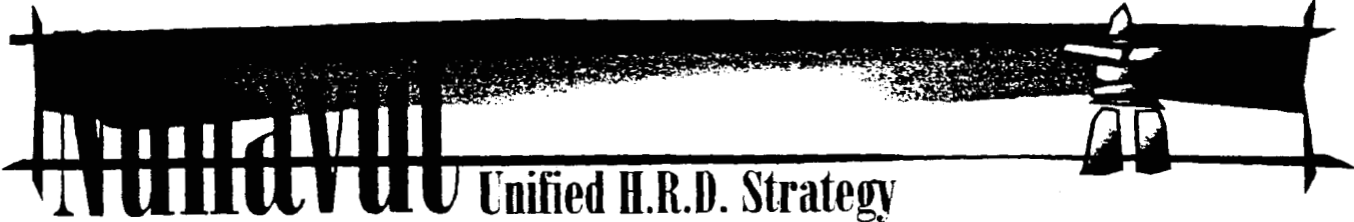
Education and training are key to increasing the participation rate of Inuit in the labour market and in enhancing the ability of Inuit to successfully compete for public and private sector jobs.

The generally low levels of education amongst adult Inuit, combined with the creation of "headquarters" type jobs which require high levels of education, will necessitate incremental programming in order to meet the challenge of an influx of new jobs within a short timeframe. Although recent trends show a rapid increase in the success of higher levels of schooling and post-secondary training programs, the pace of change will not be fast enough to provide a supply of well-qualified Inuit for the new public service jobs.

The challenge of providing incremental programming to increase the capacity of the Nunavut Inuit labour force comes at a time when the GNWT and the Government of Canada are facing critical fiscal and budgetary challenges. All of the organizations with an interest in developing the capacity of Nunavut's human resources will be required to work together to achieve mutual goals.

To prepare for the establishment of Nunavut, short, medium, and long term initiatives must be implemented in order that people are prepared to manage an emerging and evolving government.

To achieve results will require close collaboration amongst the partner organizations.



PRINCIPLES



Principles

A Nunavut public government must provide programs and services in a way that best meets the aspirations of Nunavut residents. The Working Group on Human Resources and Training has defined a set of principles to guide the establishment and delivery of education, training and development activities related to its mandate.

Principle #1: The public service of Nunavut should be representative of the people of Nunavut.

A cornerstone of the Nunavut Agreement (Article 23), this principle has strong public support.

The Nunavut agreement defines representative as “a level of Inuit employment within government reflecting the ratio of Inuit to the total population of the Nunavut Settlement Area” and applies to “all occupational groupings and grade levels.” In practical terms, the parties have agreed to a target of a minimum of 50% Inuit employment within the Nunavut public service by 1999, including 50% in management.

As a corollary to this principle, residents of Nunavut have the right to define the form of public government they wish, and plan its development, including training and human resources development. Ownership by Nunavut residents over the planning process will help to ensure that government programs, services and policies reflect the priorities of the majority population and their unique cultural and developmental circumstances.

Principle # 2: Given that the working language of Nunavut will be Inuktitut/Inuinnaqtun, development and training in relation to the Nunavut public service should be sensitive to the culture, language and values of the Inuit majority, while respecting Canadian norms of government and administration.

The Nunavut public service is to be representative, not only from a quantitative perspective, but also from a qualitative point of view. The development of the public service should reflect the government's vision for Nunavut by fostering community pride and initiative.

The human resource development initiatives will have many unique features which prepare individual to relate to local needs and priorities, and that they are delivered in a manner that is culturally sensitive. The approaches to training must have meaning and value within an Inuit cultural context. The impact of training should be measured not only in relation to quantitative outputs, such as the number of programs, courses and graduates, but also in qualitative terms, such as stability, responsiveness and relevancy. Whenever possible the language of training should be Inuktitut/Inuinnaqtun.

Much of the training required will break new ground. Management and public administration theory and practice have to be adapted to blend with Inuit cultural characteristics and the unique challenges of governing in a vast, sparsely populated Arctic region. The public administration of Nunavut must reflect the majority, but respect the minority.

Nunavut public servants must be familiar with the Canadian norms of government administration in order to interact with other governments, institutions and organizations in other parts of Canada and the world. The Nunavut government will have a direct relationship with the federal government, from which it will receive much of its funding. Nunavut public servants will participate in inter-provincial/territorial committees and represent Nunavut at conferences, meetings and seminars worldwide. To do this effectively will require people familiar with research, reporting, communication and other conventions of Canadian public administration.

Principle #3: The GNWT has primary responsibility for education and training NWT residents in readiness for Territorial division. Upon division the Government of Nunavut will assume primary responsibility.

Until the Nunavut government has the resources and the capacity to provide education and training in relation to the development of a Nunavut public service, jurisdictional responsibility rests primarily with the GNWT.

Principle #4: The federal and territorial governments, Inuit organizations and agencies must cooperate and coordinate their efforts and maintain an open dialogue with communities in order to prepare Nunavut residents for employment in the Nunavut public service and to achieve a representative public service.

The magnitude of training and development needed to attain a representative public service requires that all levels of government, Inuit organizations and agencies combine their resources in a cooperative coordinated fashion.

Training services must show flexibility with regard to entry requirements to accommodate some Nunavut residents. Training and education services need to be innovative to overcome distance, isolation, housing and day care shortages and other common barriers to further education and training.

Principle #5: The development and training of a Nunavut public service must build on the strengths and competencies of Nunavut residents and institutions.

Nunavut residents have a wealth of knowledge and experience suited to public service work. Many have a vast knowledge of their regions, their communities and their language and culture. Many residents over 15 years of age who are not in school have marketable skills and work experience. Some have been managers, administrators and program officers in government, others have been entrepreneurs, journalists and service providers.

Northern institutions, such as the Nunavut Arctic College, offer an increasing number of training and developmental programs at regional centres and in small communities. The Nunavut Arctic College has programs in place that are sensitive to the needs and learning styles of Nunavut residents and responsive to labor market demands. For efficiency and effectiveness and to sustain training, northern organizations and institutions must play a lead role in the development of the government's human resource base. It is necessary to build the capacity of these organizations and institutions so that they can respond to the public service's ongoing requirements for training and development.

Principle #6: Education and training to provide qualified labour for the Nunavut public service must be seen as ongoing and part of a long-term developmental process, and education and training programs must be accredited wherever possible.

Developing the Nunavut government's human resources will never end. Training and professional development should be seen within this context, and not simply as a stop-gap measure designed to meet quotas or employment targets. Training must be linked to the development of local capacity. The Nunavut government will require its own research, development, and delivery and evaluation capacity for training, likely in partnership with northern education institutions and other organizations. It will take time, stability and support over the long-term to achieve this goal. Capacity-building must be a central component of the unified human resources development strategy for incremental assistance to ensure greater local employment and self-reliance over the long term.

Principle #7: There should be equal opportunities for men and women in all education and training initiatives for Nunavut residents.

Since gender equity is a principle that all levels of government endorse, it should be applied to education and training initiatives established for the benefit of Nunavut residents.

Principle #8: Education and training programs and initiatives should be delivered as close to the participant's home community as possible.

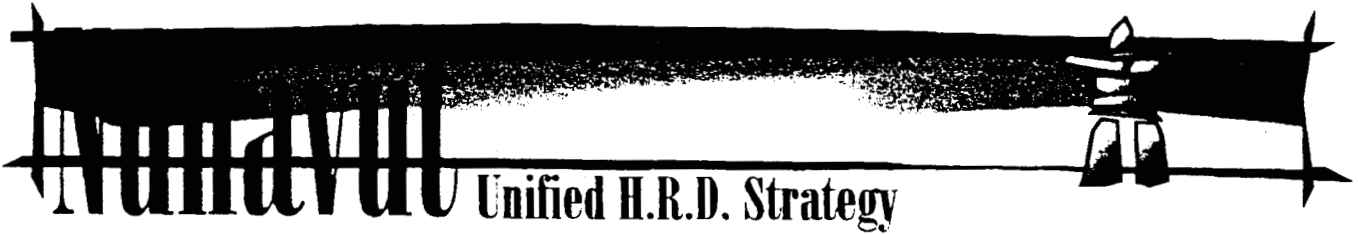
Given the difficulties and expense of transporting individuals and their families in order to participate in training, it is important to expend every effort to accommodate participants in their home communities. Regional delivery and distance education are but two alternative deliver methods which can be used to allow participants to remain in social and geographic surroundings that provide the greatest level of comfort for the participants.

Assumptions

In concert with the principles, the following assumptions provide guidance and direction for the implementation of initiatives defined in this document.

- The Government of Canada will contribute \$39.8 million towards human resource planning & development initiatives geared to prepare for the establishment of Nunavut. This money will support programming and the GNWT, NTI, NITC, and the Government of Canada will contribute further towards resource planning and development through other established initiatives over the next four years;
- Approximately 600 new public service headquarters positions will be created by the Government of Nunavut within a decentralized structure;

- Partners will maintain their current level of commitment to ongoing programs wherever possible. Other levels of federal and territorial support for education and training programs will not be considered as part of the \$39.8 million for this plan, and they will not diminish because of this infusion of Government of Canada funding.
- Funding for training requirements beyond 2000 will be incorporated within the financing agreement to be planned and utilized at the discretion of the Government of Nunavut;
- The objective is a representative public service, within each occupation category and across the public service generally. Specifically the target is 50% representation of Inuit by 1999;
- Based upon historical analysis, it is assumed that a gap exists between the existing capacity of the labour force and the skill and educational requirements for existing as well as new public service jobs in Nunavut. This gap creates a barrier to attaining the objective of representativeness;
- Based upon historical analysis, it is assumed that low education and training levels are the primary barrier experienced by Inuit in successfully competing for public service jobs;
- As many as 1400 private sector jobs will be generated as a result of the creation of Nunavut.
- After 1999, additional resources will be required to further develop Inuit of Nunavut in order to achieve a fully representative public service.



Walmart

Unified H.R.D. Strategy

KEY ISSUES

& CHALLENGES



Key Issues & Challenges

Recently, each of the partners completed documents which provide an in-depth analysis of the Nunavut labour market and the implications for human resource development. The purpose of the studies, in each instance, was to provide an information base that would inform the development of strategies aimed at maximizing opportunities for Inuit to participate in the labour market, with a specific emphasis on achieving a representative public service in the new Nunavut public service. Each of the studies examined the "supply side"; providing a detailed look at the characteristics of the Inuit labour supply. As well, each of the studies examined the "demand side"; estimates of the numbers of new jobs, in both the private and public sectors, that will result from the creation of Nunavut and the skill requirements of these jobs. These documents are listed in the bibliography and are available at source. This section of the unified strategy summarizes the major issues and challenges which arise from these studies.

The current population of Nunavut is 85% Inuit, while the labour force (aged 15 to 64) is 80% Inuit. A representative public service should reflect the population makeup, since governments provide services to the total population, from infants to elders. This would indicate that a representative Nunavut public service should be 85% Inuit across occupations, and within each occupation grouping.

What are the challenges for a human resources development strategy if it is to achieve the goals of a representative Nunavut public service and a trained and experienced Inuit labour force ready to take advantage of all the employment opportunities Nunavut will create?

It is difficult to determine precisely the demand for Inuit labour over the next decade because there are many variables and much that is unknown about the pace and magnitude of development in Nunavut. Estimating the number of new positions in Nunavut resulting from the settlement of the land claim and its implementation gives a sense of the magnitude of demand for Inuit labour in the years to come.

But estimating the number of new positions paints only a partial picture. A closer look suggests that the labour demand, in terms of the actual *number* of Inuit required, will be much greater than the 600 new positions suggested. For example:

- the GNWT will require at least 120 more Inuit in order to reach a minimum of 50% Inuit representation prior to division;
- construction and infrastructure development, which is likely to generate 1400 or more short-term jobs, many offering high wages, could deplete the Inuit labour supply;
- job sharing, as recommended by NIC, could increase labour requirements by 20%, adding 128 employees to the Nunavut Government and 22 to implementing organizations;
- study leave, work-study programs and other training initiatives could increase the number of employees required by government and implementing organizations by an *additional* 10-20%;
- the attrition rate for Inuit employees is likely to be about 15% annually; and
- about 5% will leave their jobs and not seek immediate re-employment.

If all of the above factors materialize, the demand for qualified Inuit labour could outstrip the supply.

Currently there is a mismatch between the demands of the labour market, particularly for public sector and claims organizations, and the characteristics of the Inuit labour supply in Nunavut.

In Nunavut half of all jobs are concentrated in four major occupational groups; management and administrative, clerical, service and construction. This occupational mix reflects the current major employing industries; the government, retail sales and the construction industry.

Figure 1
Experienced Labour Force by Largest
Occupation Groups, 1986 and 1991

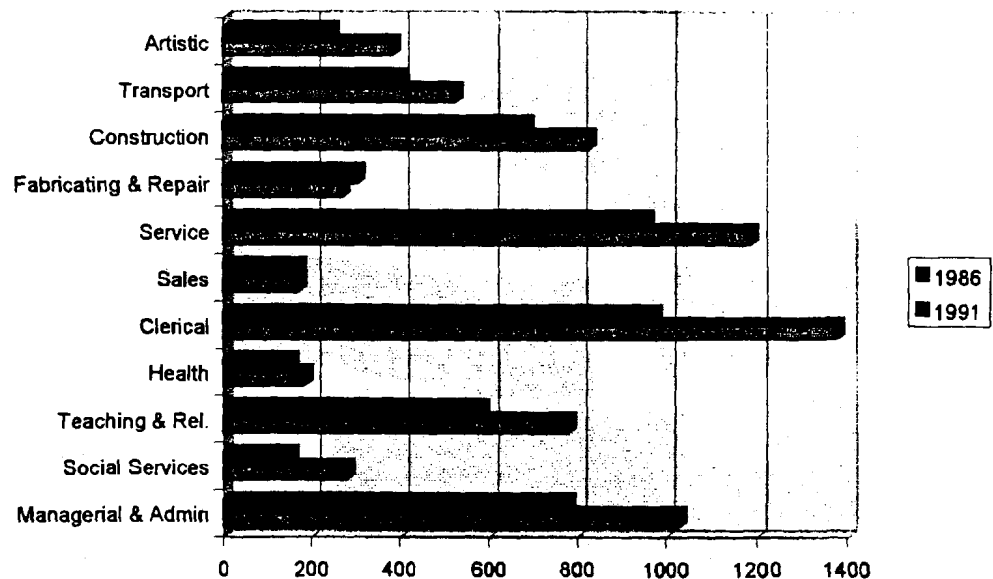


Figure 1 shows the current occupational mix of the Nunavut labour market.

Most of the current jobs as well as those jobs which will result from the creation of Nunavut will require fairly high levels of education or training. This is especially true of the positions required for the new headquarters. It is also true of many of the jobs required in the new claims organizations. It is true of the more senior and better paid jobs in the private sector. Although there are other factors which influence the match between supply and demand, for example mobility, education and training are the key issue.

In the strategy, occupations which will be required in the new public service as well as in the newly established claims organizations have been sorted into five broad occupational categories, in harmony with the Canadian National Occupation Classification

system. The five categories used throughout this strategy are Executive Manager, Middle Manager, Officer/Professional, Paraprofessional/Technical and Support. There are minimum education requirements for employment within these five occupational groupings as follows; a minimum of grade ten in combination with a college certificate or diploma or alternatively a university degree for Executive and Middle Managers as well as Officer/Professional, high school completion or less than grade ten in combination with a certificate or diploma for Paraprofessional/Technical and grade eleven or less than grade ten in combination with a certificate or diploma for Support.

In the coming months, as infrastructure planning for Nunavut nears completion, there will be more detailed information available to allow the partners to predict not just the number of jobs which will be created, but in what occupations. Currently predictions are that as many as 1400 jobs will be created in the private sector. We can assume that most of these will be in the construction and service industries. With a more defined breakdown of the number of jobs by occupation, an analysis of the training and skills required and the extent of the gap, if any, can be developed and the strategy enhanced to meet labour force demand.

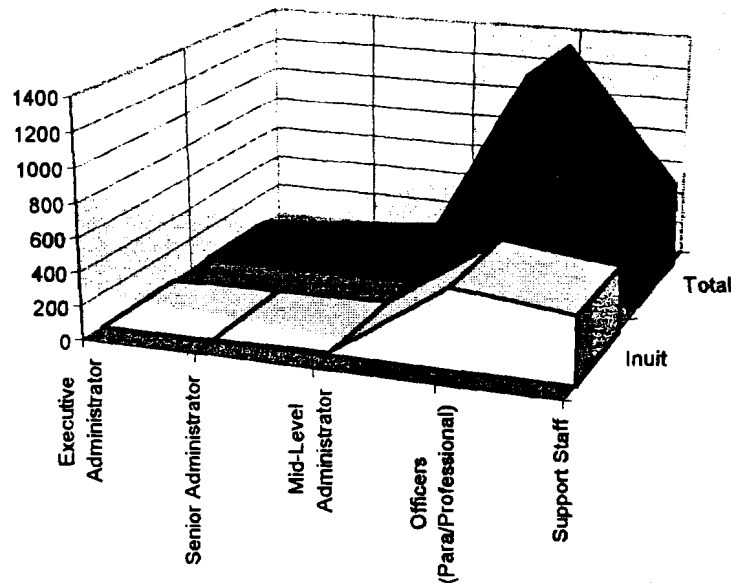
In order to get a clear picture of how Inuit are currently represented in the public service labour force, it is useful to examine the level of Inuit employment within the existing GNWT labour force within Nunavut.

Present staffing in the GNWT public service - Nunavut regions - is 44% Inuit over all, but varies across occupation categories. At the middle and senior management levels, Inuit representation is quite low, at 14%.

Currently in the Nunavut regions, the GNWT experiences a varying ability to attract Inuit employees according to occupation categories. It has been able to attract Inuit employees reasonably well at the administrative support level and with decreasing success for other occupation categories. Overall, 890 of 2026 (44%) of the current GNWT personnel in the Nunavut regions is Inuit.

Figure 2 demonstrates the varying levels of Inuit representation according to occupations - Inuit are most represented in job categories where there is least responsibility and pay.

Figure 2
Inuit Representation in Occupations



If there were a large number of unemployed Inuit with the requisite education, training or skills to fill the new jobs, there would not be a requirement for a human resources development strategy. But this is not the case with the Inuit labour force of Nunavut.

In 1994 there were approximately 9,500 people in the Nunavut labour force; 7, 417 employed and 2,060 officially unemployed (unemployed and looking for a job). As well there are many Inuit who are engaged in traditional economic activities and pursue waged employment only on a seasonal basis. There are many significant economic, social, cultural and health benefits that come from traditional pursuits.

The proportion of working age people who are working or looking for work indicates the labour force participation rate. In 1994 the

labour force participation rate of Inuit in Nunavut was just over 60%, an increase of 14% since 1985. This is still much lower than the 91% participation of non-aboriginal people.

The unemployment rate for Inuit in Nunavut is very high at 28%, especially when compared to the 2% unemployment rate for non-aboriginal people. However, between 1989 and 1994 the unemployment rate for Inuit dropped by 3 %. Decreasing unemployment during a period of increased participation is a positive indicator that more Inuit are entering the labour force and are successful in finding jobs.

Levels of education and employment are closely related and as highest level of schooling increases, the chance of finding a job also increases. The figure below illustrates the relationship between education and employment for the Inuit population of Nunavut.

At the highest levels of education most people are absorbed into the workforce. For people with a university degree or a post-secondary diploma or certificate, there is almost 100% employment. If they are not working, it is by choice. Conversely, less than one-third of people in Nunavut with grade 8 or less have jobs.

In summary, there is a mismatch between the skills of the available Inuit labour force of Nunavut and the demands of the many new employment opportunities which will result from the creation of Nunavut. Although Inuit unemployment is high, for the most part people with the experience, skills, training or education that would qualify them for the new jobs are already employed. There will be increased competition for experienced, qualified Inuit employees as the new government comes on stream, as the new Claims related organizations staff their offices and as the private sector begins to gear up for the expected growth in infrastructure and in the service industries.

A comprehensive human resource development strategy must focus on creating additional training opportunities for people who are currently unemployed and wish to prepare themselves for these

employment opportunities. It must also focus on people who are currently employed but who may wish to take advantage of training in order to move into more senior positions within their own or other organizations. A strategy must also focus on youth and young adults to build an educated, trained and qualified future Inuit labour force.

As levels of education increase, the possibility of accessing employment opportunities increases. Figure 3 describes the problem related to education levels of the adult population.

The Nunavut Inuit labour force is 10,895 (adults aged 15 to 64). Currently, 61.4% of the Nunavut Inuit labour force have grade 9 or less; 22.7% have some post-secondary education; 13.9% have less than a grade 9 formal education; and only 8.9% have post-secondary education with grade 10 or above.

Figure 3
Highest Level of Schooling, Nunavut



- * Post Secondary With Grade 9 or Less
- ** Post Secondary With Grade 10 or Above
- *** High School Completion

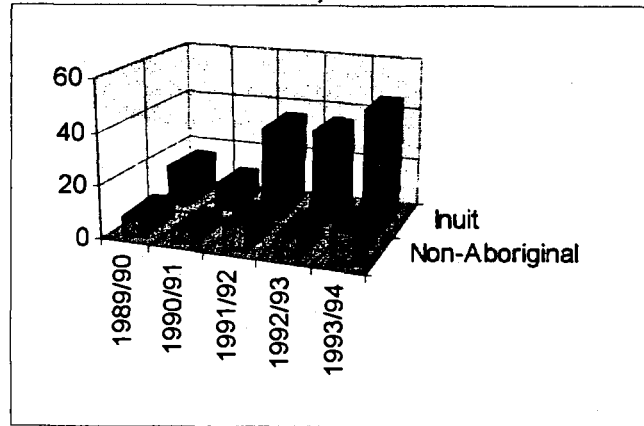
Source: 1994 Labour Force Survey, Preliminary Data

Most public service occupations require a high level of formal education. Although there are currently nearly 1,000 Inuit with the requisite levels of education, the gap remains very large between the demand of the new Nunavut headquarters and the supply of qualified Inuit.

The number of Inuit graduating from high school has increased significantly from 5% in 1989/90 to 12 % in 1993/94.

Figure 3

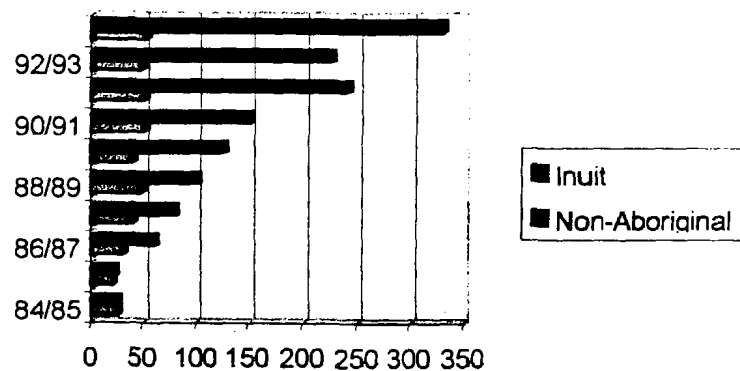
Grade 12 Graduates, Nunavut



Source: Student Records, Department of Education, Culture and Employment

Post-secondary enrollments of Inuit students have grown dramatically since 1984-85, from 30 to 329 in 1993-94. Inuit post-secondary enrollment is increasing at about 30% per year and will continue to grow at a very high rate for the foreseeable future.

Figure 4
Post-Secondary Studies - Enrollment, Nunavut



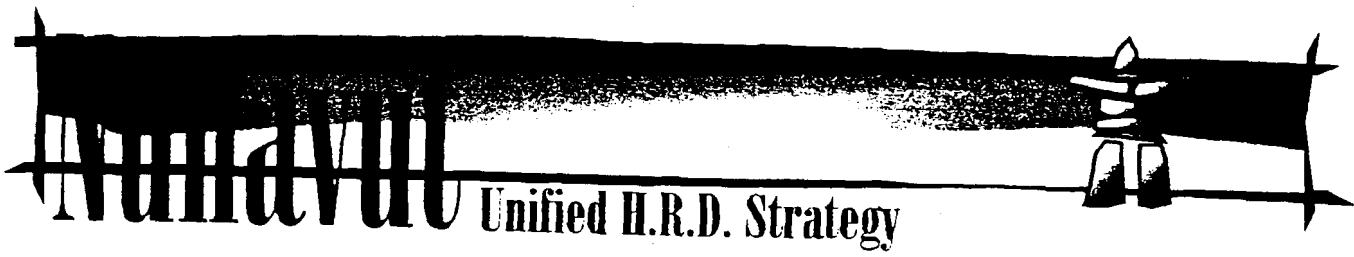
* Includes less than 2% Metis Students

Source: Student Records, Department of Education, Culture and Employment

The following sections of the strategy and in particular Appendix D provide a detailed overview of the specific Inuit employment shortfalls by occupation grouping. This detailed gap analysis lays the foundation for the strategy and the incremental training activities which are necessary in order to achieve the goal of a representative public service and an educated and well-trained Inuit labour force ready to take advantage of the new employment opportunities. The detailed training plan addresses the challenge presented by the mismatch between the future demands of the labour market and the current Inuit labour supply.

HUMAN RESOURCES

DEVELOPMENT INITIATIVES



Unified H.R.D. Strategy

Human Resources Development Initiatives

Current Activities of the Partners

The partners of this unified strategy currently provide a variety of human resource development initiatives that contribute greatly to the development of Inuit for jobs in Nunavut.

The following chart outlines some of the current initiatives offered by the partners.

THE TRAINING PARTNERS

GNWT	
NITC <ul style="list-style-type: none">• Nunavut Arctic College Programs• Public Service Career Training Program• GNWT Financial Assistance• Various Departmental HRD Programs• Building & Learning Strategy• Investing in People Program• Educational Development• NWT Workers Training• Literacy Funding• Youth Business Works• Language Development Program• Sivuliuqtit	NTI <ul style="list-style-type: none">• Nunavut Arctic College Recruitment and Development Program• Aboriginal Masters Recruitment Program• Aboriginal Development Positions Program• Indian and Inuit Graduate Opportunities Program• Aboriginal Summer Student Program• Aboriginal Interchange Canada Program• DIAND Scholarships and Business• Aboriginal Employment Program• Aboriginal Management Executive Development Program• Sivuliuqtit

The GNWT will spend in 1996-1997 \$101.4 million dollars in Nunavut on education and training. Of this amount, \$50,000 will be allocated to human resource planning and development, \$13.8 million to capacity building, just over \$64 million on youth and schools, \$22 million on labour market development (including \$12 million in direct contribution to Nunavut Arctic College), \$600,000 in support of staff development and \$1 million towards support programming.

In 1996 - 97, NITC will spend \$1.6 million on planning and training initiatives. Of this amount \$173,000 will be allocated to human resource planning and development, \$300,800 to capacity building, \$75,000 in scholarships for youth, \$375,000 on labour market development, \$579,000 in support of staff development and \$135,000 towards support programming.

Canada has a broad involvement in labour market development including the new Regional Bilateral Agreements which will contribute \$6 million in 1996-97. Over the next three years, the Aboriginal Workforce Participation Initiative will invest approximately \$2 million in labour force development for Nunavut. The Nunavut, Secretariat Canada is contributing \$39.8 million between 1996/97 and 1999/2000 to provide for incremental training initiatives.

Human Resource Development Initiatives

This unified strategy is built upon existing programs and new initiatives which have been developed to address gaps. There are both short term and longer term challenges. There are specific programs that are required to meet well defined Inuit labour market gaps and there are broader approaches that are more targeted to the systemic problems. Many of the systemic problems negatively affect success in educational and employment situations. Challenges exist in individual communities and at regional and territorial levels and they exist at early stages of educational development as well as the later stages. There are needs in terms of quality and quantity of programming and services. The needs are significant and the timeframe is short, however the goals are laudable and the results attainable.

The programs and services that are designed to address the gaps are separated into eight distinct categories:

1. Planning, Development, Monitoring & Innovation;
2. Capacity Building;
3. Youth/School;
4. Labour Market Development;
5. Staff Development;
6. Support Programming;

Planning/Development/Monitoring & Innovation - These programs are designed to complete human resource plans in communities throughout Nunavut in order to maximize effective development.

- Symposia on Training
- Human Resource Development Planning in Communities
- Management Information System
- Program Monitoring and Assessment

Capacity Building - Designed to support preparatory and access programs, these initiatives include enterprises created to prepare people for work or for future training.

- Instructor Training Program Certificate
- Trainer Training
- Career Counselor Training
- Innovative Project Development

Youth/School - These programs are designed to be part of a long range strategy to develop the youth of Nunavut in such a fashion that they are prepared to take advantage of future employment opportunities. Many of the initiatives are targeted towards the longer-term goal of 85% Inuit employment

- Communications Campaign for Stay-In-School
- Community-Based Stay-In-School Initiatives
- High School: Peer Counseling
- Youth Summer Employment Program
- Career Workshops for Youth

Labour Market Development - These programs are designed to develop individuals to be prepared for specific occupations.

- Executive Managers
 - CCMD - Sivuliuqtit

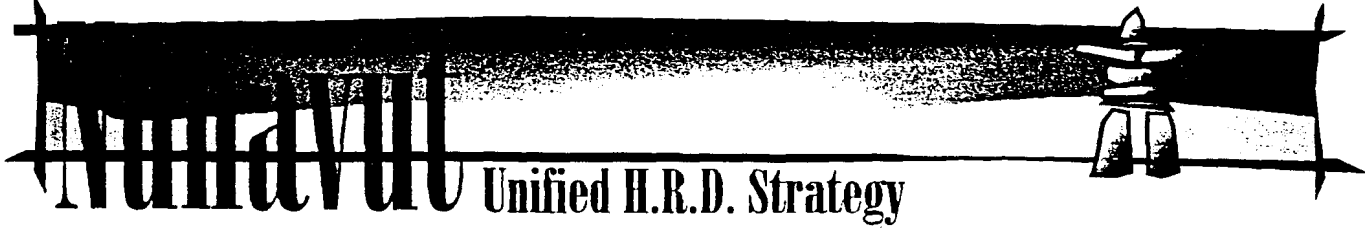
- GNWT Executive Development
- Banff School of Advanced Management
- Middle Managers
 - Management Studies Diploma
 - Educational Leadership
 - GNWT - PSCTP
 - Financial Management Diploma
- Officers/Professional
 - Aboriginal Employment Program
 - Community Admin. Certificate
 - Professional Studies - University Studies
- Para/Professional and Technical Staff
 - Human Resources Training
 - Community Lands Administrator Diploma
 - Pre-Engineering Technology Program Certificate
 - Computer Studies Certificate
 - Inspector Training Program
 - Legal Studies Program
 - Trades Training
 - Health Para/Professional Certificate
- Support Staff
 - Office Administration Certificate
 - Nunavut Arctic College - Clerical
 - Corrections / Community Justice Certificate

Staff Development - These programs will be targeted at developing and training those people who are already employed. Programs such as these are geared to support individuals at all the levels of government as well as in other workplaces.

- Staff Development - Municipalities
- GNWT Staff Development
- Staff Development - Government of Canada
- Workplace Basic Skills Program

Support Programming - These programs and services are designed to provide the needed support to the individuals who will be planning their careers and participating in other human resource development programs

- Mentoring
- Nunavut Arctic College Counselors
- Promotion of Career Opportunities
- Peer Tutorial Service



WU Unified H.R.D. Strategy

INITIATIVE

COSTING & SCHEDULE



Initiative Costing

This section outlines the costs of the initiatives proposed to meet the specified goals. Each initiative is budgeted by year and each category of initiatives is subtotaled. The total cost of all the initiatives is \$ 39,800,000

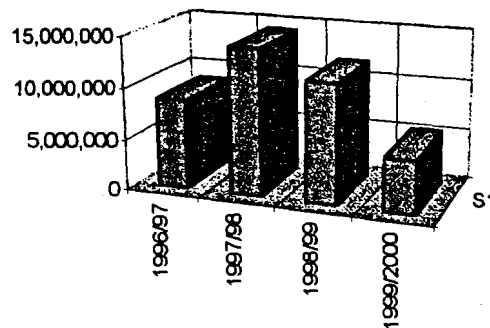
By Category, the costs are:

Category	Costing
Planning/Development Monitoring & Innovation	\$1,564,200
Capacity Building	\$1,580,000
Youth/School	\$1,784,000
Labour Market Development	\$30,501,800
Staff Development	\$3,048,000
Support Programming	\$1,322,000

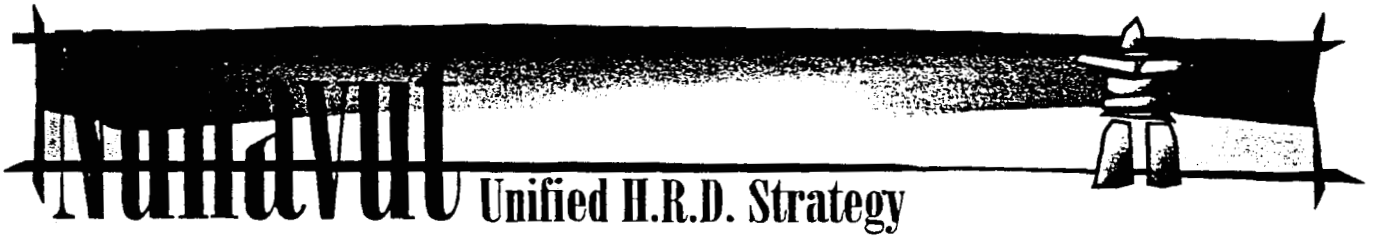
This graph shows the expenditures by year:

By year, the costs are:

Year	Costing
1996/97	\$8,647,550
1997/98	\$14,203,950
1998/99	\$11,583,950
1999/2000	\$5,364,550
Total	\$39,800,000



(For complete details, See "Appendix B")



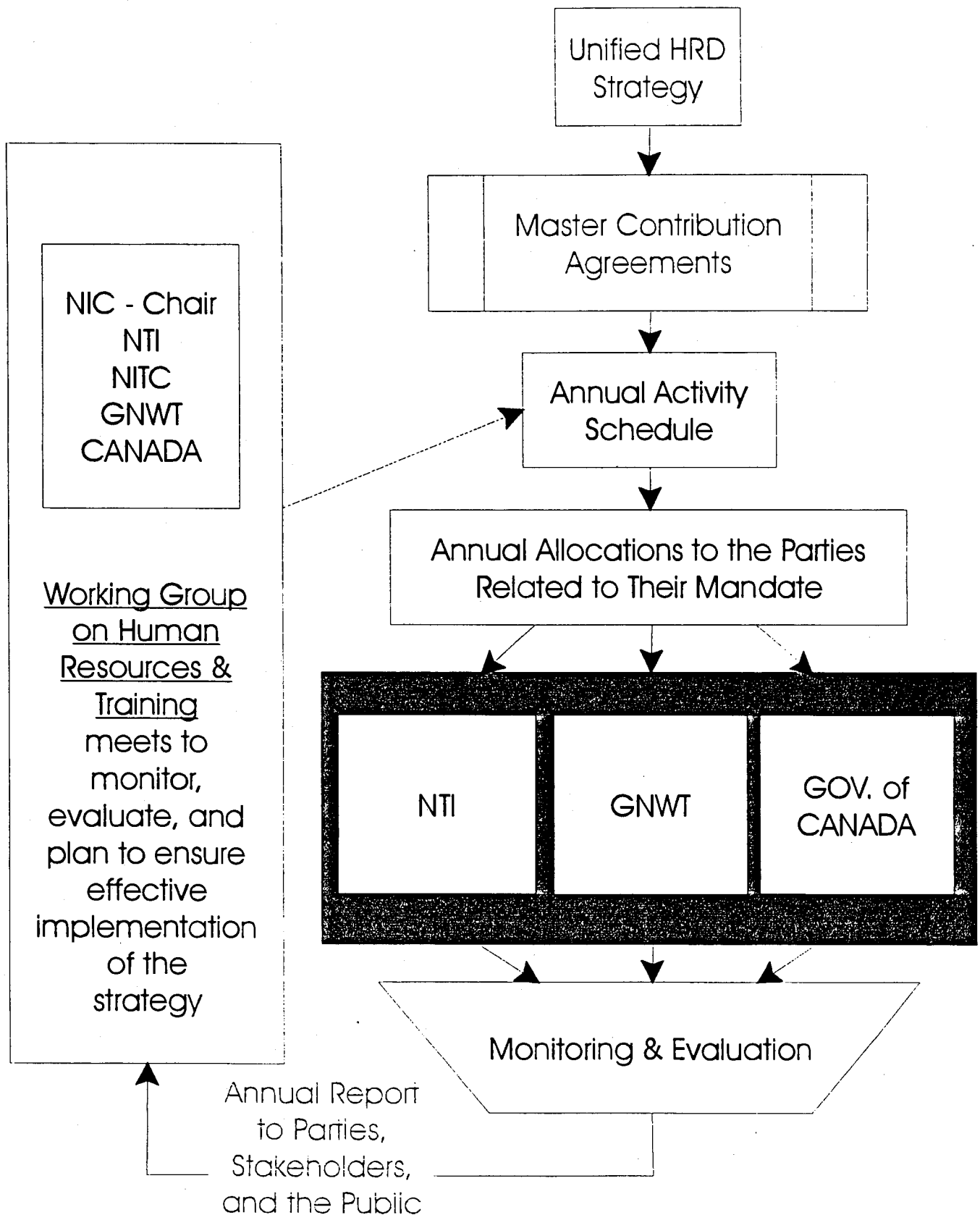
Unified H.R.D. Strategy

IMPLEMENTATION

STRATEGY



Unified HUMAN RESOURCE DEVELOPMENT STRATEGY PROCESS FOR IMPLEMENTATION



Implementation Strategy

The exercise of developing human resources in the Northwest Territories has a long history. Many human resource development exercises are ongoing and there is a significant history of collaboration and cooperation with education and training initiatives. This initiative will build upon previous successes in developing people for jobs in the public, private and non-profit sectors of the labour market.

A critical aspect of the development of Nunavut is the preparation of people to assume jobs in the private and non-profit sectors. Existing federal and territorial programs as well as programs under the auspices of NTI, are currently preparing people for these jobs. NITC is working with claims organizations, boards and commissions to define training needs and ensure there are programs to meet them.

The vision has not yet been realized and challenges still exist. This document has already described the programs that are planned. This chapter deals with the administrative structure and implementation approach which is proposed to achieve the vision.

The three signatory organizations to the Master Agreements will be NTI, the Government of Canada and the Government of the Northwest Territories. Each of these organizations has responsibilities related to human resource development, specific to their own organizations. They also have specific interest and responsibility, as part of the partnership, in the development of human resources more generally within Nunavut.

As partners, each organization has responsibilities to participate in the implementation of this workplan. As part of that responsibility, ongoing membership and participation on the Working Group on Human Resources and Training is critical.

The members will meet regularly and make recommendations related to broad allocations of funding, review progress, and adjust plans. The meetings will be held quarterly, or as required. The Committee will be responsible for guiding the planning, monitoring,

evaluation and reporting related to the initiatives detailed in this document.

The Working Group will follow the strategy as it is currently presented. However, the partners re-iterate that this is a living document. The training initiatives and the implementation strategy will be received within a results context and adapted or changed as required. The Working Group will be responsible for developing quarterly and annual reports. These reports will include results on issues, numbers of participants, programs, initiatives, expenditures, and highlights.

In addition, the Working Group will oversee the development of annual plans which build on the results of the quarterly and annual reports. Detailed monitoring, as well as independent audits and evaluations will be required on an ongoing basis.

As part of the implementation of this strategy a comprehensive communications plan will be required. This plan will include:

- the development and distribution of an information package
- newsletter production and distribution
- radio, TV and other media press releases
- leaders' statements
- booklets and briefing packages
- briefings to communities

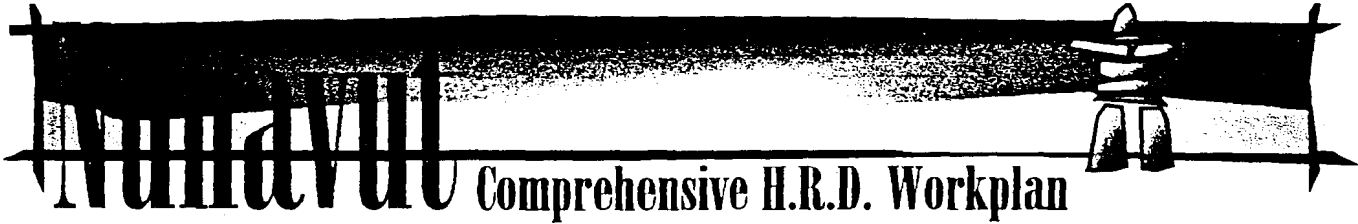
The Nunavut Act provides for a human resources role for the Interim Commissioner, "The Interim Commissioner may (a) recruit for employment by the Government of Nunavut such persons as the Interim Commissioner considers necessary for the operations of that Government on its own establishment;" (Clause 72G, Bill C-132). When the Interim Commissioner is appointed, the Working Group will arrange for he or she to be fully briefed on the strategy in order to ensure a harmonized approach to human resource development and employment opportunities.

Master Agreements between the partners will be developed and signed detailing the roles and responsibilities of each organization. Funding for the new joint activities will be detailed in this

agreement. The GNWT and NTI will each sign contribution agreements with the Government of Canada to facilitate the transfer of funds to the organization which has primary responsibility for implementing respective initiatives within the workplan.

Nunavut Secretariat will retain funding appropriate to activities attributed to Canada as the delivery agent and will invest, through contribution agreements, in organizations (for example: the Canadian Centre for Management Development) for the delivery of specific programs (Sivuliuqtit).

The Nunavut Secretariat, following consultation with the Working Group may invest in other training initiatives through contribution agreements as needs indicate.



CONCLUSION

Conclusion

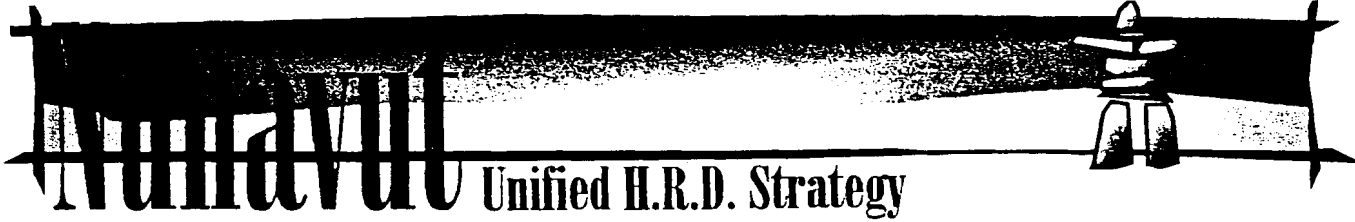
This document provides a vision for the future. It also provides an overview of the challenges and a strategy for implementing a series of programs and initiatives that are geared to achieving this positive future vision.

The critical goal of this training plan is to define, budget and schedule human resource planning and development initiatives. These initiatives are intended to develop a pool of educated and trained Inuit who will be ready to assume the new jobs which will be established as Nunavut is created. There will be new jobs in both public and private sectors. The goal is a labour force that is representative of the population. With the creation of partnerships which include territorial and federal governments as well as Inuit organizations, school boards, schools, colleges, employees and communities, the human resource development workplan is comprehensive. It has a thorough and complete implementation process as well as monitoring, evaluation and reporting components. All of the key players are in agreement and many of the human resource development projects have already begun.

As noted at the beginning, this is very much a living document and this human resource development strategy is an ongoing process. In the future, changes will be incorporated as the strategy responds to changes in the Nunavut training environment.

The appendices which follow provide detailed information on the gaps which have been identified and the planned training initiatives which address them.

The challenge is significant and the stakes are high. The establishment of a new territory is rare and the creation of this planned approach to human resource development will ensure that the people of Nunavut reap the rewards of this unique opportunity.



APPENDICES



Appendix A: Table 1
PROJECTED NUNAVUT GOVERNMENT SHORTFALL BY OCCUPATION

Occupational Category	Regional Positions Req'd 1999	HQ Positions Req'd 1999	Total Positions Req'd 1999	50% Inuit Target	Current Inuit Employed	Shortfall
Accounting/ Finance Clerk	52	23	75	37.5	25	12.5
Classroom Assistant	39	0	39	19.5	35	0
Clerk/Interpreter	53	0	53	26.5	53	0
Computer Equipment Clerk	12	11	23	11.5	9	2.5
General Clerk	97	19	116	58	61	0
General Labourer/Manual Worker	134	0	134	67	125	0
Nurse Aid/Medical Assistant	14	0	14	7	8	0
Secretary	82	90	172	86	56	30
Trades, Other	30	0	30	15	23	0
Total Administrative Support	513	143	656	328	395	-67
Bookkeeper/Administrative Finance Officer	19	4	23	11.5	6	5.5
Communicator/Translator	13	5	18	9	12	0
Community Health Worker/Nursing Assistant	18	0	18	9	16	0
Corrections Officers	42	0	42	21	18	3
Court Officer	4	0	4	2	0	2
Executive Assistant	0	6	6	3	0	3
General Administration Officer	26	26	52	26	9	17
Health Care Technician	0	0	0	0	0	0
Health Safety Inspector	11	4	15	7.5	2	5.5
Human Resource Officer	24	7	31	15.5	10	5.5
Information/Public Relations Officer	0	7	7	3.5	0	3.5
Medical Laboratory Technologist	8	0	8	4	0	4
Property Purchasing Officer	18	8	26	13	4	9
Renewable Resource Officer	27	0	27	13.5	13	0.5
School Community Counsellor	63	0	63	31.5	53	0
Science/Engineering Technician	24	17	41	20.5	7	13.5
Sheriff	0	2	2	1	0	1
Trades Journeyman, Certificate	103	0	103	51.5	61	0
Total Paraprofessional	400	86	486	243	211	32
Accounting/Finance Officer	15	28	43	21.5	2	19.5
Biologist	3	7	10	5	0	5
Community /Regional Planner	5	5	10	5	1	4
Computer Systems Analyst/Programmer	3	28	31	15.5	1	14.5
Engineer	19	23	42	21	0	21
Geologist	0	1	1	0.5	0	0.5
Health Care Specialist	18	2	20	10	1	9
Human Resource Specialist	0	13	13	6.5	0	6.5
Instructor	63	0	63	31.5	12	19.5
Legal Counsel	0	6	6	3	0	3
Librarian Archivist	5	3	8	4	0	4
Nurse	123	0	123	61.5	0	61.5
Program/Policy Officer (Education)	14	20	34	17	6	11
Program/Policy Officer (Finance/Ec.Dev.)	31	17	48	24	6	18
Program/Policy Officer (Health & Soc.Ser.)	43	64	107	53.5	14	39.5
Program/Policy Officer (Technical/Science)	1	12	13	6.5	1	5.5
Social Worker	18	0	18	9	2	7
Statistician	0	2	2	1	0	1
Teacher	579	0	579	289.5	215	74.5
Total Professional	940	231	1171	585.5	261	324.5
Middle Manager	82	70	152	76	11	65
Principal	36	0	36	18	6	12
Total Middle Managers	118	70	188	94	17	77
Senior Managers	55	54	109	54.5	7	47.5
Executive Manager	0	16	16	8	0	8
TOTAL	2026	600	2626	1313	891	422

Human Resources Planning Chart - Appendix A

Position	Skill Requirements	# New Trained Entrants Required by 1999	Proposed Training
Support Staff			
Accounting/Finance Clerk	Computer literate, good comprehension of basic mathematical and financial concepts, communications skills.	12.5	-ABE, CACP, Community Office Procedures -Inuktitut Language Training (ILT)
Classroom Assistant	Completely literate in English and appropriate aboriginal language. Good communication and interpersonal skills. Perhaps skill in sign language/occupational therapy.	0*	-On-the-job -ALTP (Aboriginal Language Teaching Program)
Clerk/ Interpreter	Basic knowledge of medical terminology, patient care and treatment. Basic knowledge of office procedures. Ability to read and write in English and appropriate aboriginal language.	0	-Inuktitut Language Training -Clerical -Office Admin. -CACP -Inuktitut Language Training
Computer/Equipment Clerk	Ability to operate interactive computers/good keyboarding skills. Ability to follow detailed instructions promptly and efficiently. Good judgment skills. Ability to work with little supervision.	2.5	-Computer Studies -Clerical -Office Admin. -CACP -Inuktitut Language Training
General Clerk	Good organization and communication skills, ability to maintain proper records, ability to utilize standard office equipment, computer literate.	0	-Clerical -Office Admin. -CACP -Inuktitut Language Training

* Zero "Entrants Required" indicates that the number of Inuit in these positions currently equals or exceeds the 50% level.

General Laborer/ Manual Worker	Cleaning techniques, use of specific cleansers for various surfaces. Ability to operate industrial cleaning equipment. Manual dexterity.	0	-On-the-job -Trades Training -Inuktitut Language Training
Nurse's Aide/ Medical Assistant	Knowledge of traditional healing methods, ability to read and write in English and native language.	0	-Health Para/ Professional -CHR -CAN -Inuktitut Language Training
Secretary	Competent keyboard skills. Ability to operate standard office equipment, computer literate, competence in proper grammar, spelling and punctuation. Knowledge of departmental operations. Good organization skills.	30	-Office Admin. -Clerical -Inuktitut Language Training
Trades, Other	Experience in the use of tools specific to the trade, ability to operate and maintain, drivers license.	0	-Trades Training -Inuktitut Language Training
Para-professional and Technical			
Bookkeeper/Administration	Knowledge of general/cost accounting procedures (not principles), ability to use standard office equipment, computer literate, good organizational skills.	5.5	-CACP -Office Admin. -Management Studies -Financial Management -Inuktitut Language Training
Communicator/ Translator	Fluency in English (or French) and aboriginal language. Basic knowledge of written forms of languages. Ability to interpret/translate technical material. Ability to operate a computer.	0	-Inuktitut Language Training -Interpreter Translator -Inuktitut Language Training
Community Health Worker/ Nursing Assistant	Knowledge of current trends in health promotion/disease prevention practices and programs. Ability to perform nursing and basic medical functions. Fluency in local language, good communication skills.	0	-Health Para/ Professional -CHR -CAN -Inuktitut Language Training

Corrections Officer	Practical knowledge of correctional procedures and operations manual. Ability to operate program and security equipment. Drivers license.	3	-Corrections/ Community Justice -Inuktitut Language Training
Court Officer	Working knowledge of rules, courts, statutes, Criminal Code of Canada, policies. Public relations skills. General office plus typing skills. Driver's license.	2	-Corrections/ Community Justice -Inuktitut Language Training
Executive Assistant	Knowledge of government procedures, processes and structure, political awareness and ability to extrapolate implications, ability to influence/ persuade others.	3	-PSCTP -Management Studies -Staff Development -T-O-J -Inuktitut Language Training
General Administration Officer	Excellent organizational and analytical skills, writing and computer skills, interpersonal and communication skills, knowledge of regulations, policies and procedures.	17	-Office Admin. -Management Studies -PSCTP -Staff Development -Inuktitut Language Training
Health Care Technician	Knowledge of current techniques in specialized field e.g. dental hygiene. Certification in specialized field. Good communication and supervisory skills.	0	-Health Para/ Professional Studies -Inuktitut Language Training
Health/ Safety Inspector	Knowledge in hazardous waste management programs and technical issues, ability to interact with environmental agencies, industry and public. Or knowledge of electrical/mechanical construction procedures; accident investigation and prosecution. Emergency communication.	5.5	-Inspector Training -Health Para/ Professional Studies -Environmental Studies -Trades Training -Inuktitut Language Training

Human Resource Officer	Knowledge of personnel procedures (manuals, directives, collective agreements, recruitment policies,) strong communications and analytical skills. Computer literate.	5.5	-Human Resource Training -Staff Development -Inuktitut Language Training
Information/ Public Relations Officer	Excellent oral written and interpersonal communication skills. Skills in coordinating information using different media, time, program. Human resource and financial management skills. Editing skills.	3.5	-Management Studies -PSCTP -Staff Development -Inuktitut Language Training
Medical Lab Technician	Knowledge of hospital testing in biochemistry, haematology, microbiology, urinalysis and/or ability to perform radiology and ultrasound with a good knowledge of cross-sectional anatomy, good communication skills.	4	-Professional Studies -PSCTP -Health Para/ Professional -Inuktitut Language Training
Property/ Purchasing Officer	Good communication skills, knowledge of procurement policies and procedures, types of contracts, negotiating and interviewing techniques, and sources of supply; knowledge of Supply Services Canada operations, ability to complete reports.	9	-Community Lands Administrator Program -Inuktitut Language Training
Renewable Resource Officer	Knowledge of traditional resource use philosophy and techniques, wilderness travel skills, and firearms license, ability to operate mobile communication equipment.	.5	-Environmental Tech. -Inuktitut Language Training
School/Community Counsellor	Ability to communicate in English and local language, knowledge of local community, public relations skills, counselling skills, ability to use audio visual equipment.	0	-SCCTP -Career Counsellor Training -PSCTP -Inuktitut Language Training

Science/ Engineering Technician	Ability to read and comprehend technical blueprints, specifications, manuals etc., good presentation skills, basic computing skills. Good research skills.	13.5	-Professional Studies -Pre-Engineering Tech. -PSCTP -Inuktitut Language Training
Sheriff	Expert knowledge of Seizures Act, Creditor's Act, other rules and sheriff's policies and procedures. Communication skills, computer skills, organizational ability and conflict resolution skills. Self defence skills/ good physical condition. First aid.	1	-Corrections -PSCTP -Inuktitut Language Training
Trades, Journeyman Certificate	Thorough knowledge of all aspects of particular trade, good record keeping skills, supervisory skills.	0	-Trades Training -Inuktitut Language Training
Officers/Professional			
Accounting/ Finance Officer	Ability to apply generally accepted accounting principles in advanced computerized environment. Sound knowledge of government policies and procedures. Good communication skills.	19.5	-Management Studies -CACP -Financial Management -PSCTP -Professional Studies -Inuktitut Language Training
Biologist	Advanced knowledge of biological techniques. Ability to conduct field studies under arctic and sub arctic conditions. Good administrative/ supervisory skills. Cross cultural awareness.	5	-PSCTP -Professional Studies -Inuktitut Language Training

Community/Regional Planner	Experience in managing physical development from conception to completion. Experience in preparing and administering community plans, subdivision/ zoning plans. Good communication, training and human relation skills.	4	-Community Lands Administrator -Inuktitut Language Training
Computer Systems Analyst/ Programmer	Knowledge of current systems development, programming methodologies, and project management techniques. Ability to manage all information system functions in an organization. Working knowledge of several software packages. Good communication skills.	14.5	-Computer Studies -Inuktitut Language Training
Engineer	General engineering knowledge related to planning and project implementation. Municipal engineering experience. Strong communication skills. Financial management skills. Knowledge of policy and standards development.	21	-Professional Studies -Inuktitut Language Training
Geologist	Knowledge of general principles of geology, mineralogy, petrology/ structural geology and economic geology. Effective communication skills. Organizational and logistic skills. Strong computer skills.	.5	-Professional Studies -Inuktitut Language Training
Health Care Specialist	Knowledge of ordinances affecting practice in the specialized field. Training and supervisory skills. Professional designation in specialized field. Computer skills.	9	-Professional Studies -Inuktitut Language Training

Human Resource Specialist	Excellent communication skills, computer skills, including knowledge of human resource information/ financial information systems. Familiarity with collective agreements/ other policies. Knowledge of pensions, insurance, pay and other employee benefits.	6.5	-Human Resource Training -Inuktitut Language Training
Instructor		19.5	Cert. In Adult Ed.
Legal Counsel	Good general knowledge of law and court system. Ability to draft acts, regulations and other legal instruments. Ability to interpret policy and analyse legislation.	3	-Legal Studies -Professional Training -Inuktitut Language Training
Librarian/ Archivist	Skill to perform cataloguing, classification, information and on-line and print bibliographic searches, knowledge of collection and use pattern, skill to provide reference support, strong communication skills, supervisory skills.	4	-Professional Studies -Inuktitut Language Training
Nurse	Strong base of experience in medical, surgical, obstetric, pediatric, and long term care needs of all categories of patients; ability to respond calmly to emergencies, ability to be tactful and diplomatic, training skills.	61.5	-Professional Studies -Nursing Program -Inuktitut Language Training
Program/ Policy Officer (Education)	Knowledge of educational development and programming. Experience in delivering training programs. Strong communication skills. Computer literate.	11	-T.E.P. -Professional Studies -Management Studies -Inuktitut Language Training

Program/ Policy Officer (Finance/ Economic Development)	Strong analytical/ financial analysis skills. Commercial credit and lending skills, general business knowledge including an understanding of business organization, marketing, production, distribution, financing and business law. Computer literate.	18	-Management Studies -Financial Management -PSCTP -Inuktitut Language Training
Program/ Policy Officer (Health/ Social Services)	Strong communication/ interpersonal skills. Ability to analyse, plan and organize complex data/ information. Presentation skills. Ability to operate in a cross-cultural environment. Strong computer/ office administration skills. Knowledge of government programs.	39.5	-Health Para/ Professional -Professional Studies -PSCTP -Inuktitut Language Training
Program/ Policy Officer (Technical/ Science)	Specialized knowledge in a science/ applied science discipline. Effective communication/ report writing skills. Project management and supervisory skills. Strong analytical skills. Computer literate.	5.5	-Pre Tech -Professional Studies -PSCTP -Inuktitut Language Training
Social Worker	Social work skills including interviewing, assessing, case planning, counselling and facilitating skills, knowledge of local community, supervision and training skills, computer skills.	7	-Social Work Program -Professional Studies -PSCTP -Inuktitut Language Training
Statistician	Research experience relevant to the activities of a central statistics agency. Excellent analytical and communication skills. Report writing skills. Computer programming and data modelling skills.	1	-Professional Studies -PSCTP -Inuktitut Language Training
Teacher		74.5	-CTEP -TEP -Professional Studies -Inuktitut Language Training

C

Programs by focus	Community	Region	Employment Related
1 PLANNING/DEVELOPMENT/MONITORING & INNOVATION			
- Symposia on Training			
- Human Resource Development Planning in Communities			
- Management Information System			
- Program Monitoring and Assessment			
2 CAPACITY BUILDING			
- Instructor Training Program Cert.			
- Trainer Training			
- Career Counsellor Training			
- Innovation Project Development			
3 YOUTH/SCHOOL			
- Communications Campaign for Stay-in-school			
- Community-Based Stay-in-School Initiatives			
- High School: Peer Counselling			
- Youth Summer Employment Program*			
- Career Workshops for Youth			
4 LABOUR MARKET DEVELOPMENT			
<i>Executive Managers</i>			
CCMD - Siuliuqtit			
GNWT Exec. Dev.			
Banff School Advanced Management			
<i>Middle Managers</i>			
Mgt Studies Dip.			
Educational Leadership			
GNWT - PSCTP			
Financial Mgt. Dip.			
<i>Officers/Professional</i>			
Aboriginal Employment Prog.			
Professional Studies - University Studies			
Community Admin. Cert.			
<i>Para/Professional & Tech.</i>			
Community Lands Administrator Dip.			
Human Resource Training			
Pre-Engineering Technology Program Cert.			
Health Para/professional Cert.			
Computer Studies Cert.			
Inspector Training Program Cert.			
Legal Studies Program Cert.			
Trades Training			
<i>Support Staff</i>			
Office Administration Cert.			
Corrections/Community Justice Cert.			
Clerical Cert.			
5 STAFF DEVELOPMENT			
- Staff Development - Municipalities			
- GNWT Staff Development			
- Staff Development - Government of Canada			
- Workplace Basic Skills Program			
6 SUPPORT PROGRAMMING			
- Mentoring			
- Nunavut Arctic College Counsellors			
- Promotion of Career Opportunities			
- Peer Tutorial Service			



Unified H.R.D. Strategy



BIBLIOGRAPHY

Bibliographical References

Atii Training Inc. (1993). *Maximizing Inuit Employment in the Nunavut Government: Preliminary Projections on Training Requirements and Costs.* Ottawa: Atii Training Inc.

Consilium (1994). *Nunavut Implementation Training Study: A Study on Training for Implementation of the Nunavut Land Claims Agreement, Vol. 1-7.* Ottawa: Nunavut Implementation Training Committee.

Consilium. *Initial Update: Maximizing Inuit Employment in the Nunavut Government*

GNWT (1996). *Human Resource Development In preparation For Nunavut. Final Report prepared by the Department of Education, Culture and Employment for Human Resource Planning and Development for Two Public Services, Draft Interim Report*

GNWT(1995). *Human Resource Planning For Division: Snapshot of the Nunavut and Western NWT Labour Market, Preliminary Report.* Unpublished draft report prepared by the Department of Education, Culture and Employment for Human Resource Planning and Development Sub-Committee of the Division Review Committee. Yellowknife.

GNWT(1995). *Snapshot of the Nunavut Labour Market.* Report prepared by the Department of Education, Culture and Employment for the Human Resource Planning and Development Sub-Committee of the Division Review Committee, Yellowknife.

GNWT (1995). *Internal Demand and Supply Analysis. Preliminary Report.* Unpublished report prepared by the Department of Education, Culture and Employment for the Human Resource Planning and Development Sub-Committee of the Division Review Committee, Yellowknife.

GNWT(1994). *People: Our Focus for the future: Education, Culture and Employment, A Strategy to 2010*. Department of Education, Culture and Employment. Yellowknife.

Nunavut Implementation Commission (January 19-21, 1995). *Strategic Directions for Collaborative and Co-operative Training Preparatory to the Establishment of Nunavut*. Presentation by the Human Resources Committee of Nunavut Implementation Commission.

Nunavut Implementation Commission (March 31, 1995). *Footprints in New Snow: A Comprehensive Report from the Nunavut Implementation Commission to the Department of Indian Affairs and Northern Development, Government of the Northwest Territories and Nunavut Tunngavik Incorporated concerning the Establishment of the Nunavut Government.*" Nunavut Implementation Commission. Iqaluit.

Nunavut Implementation Commission (1995). *Education and Training: A Supplementary Report*.

Nunavut Implementation Training Committee (February 1996). *Implementation Training Plan*.

Nunavut Secretariat, Department of Indian Affairs and Northern Development (October 1995). *An Action Plan for Incremental Assistance in Response to the Training and Development Requirements for a Representative Nunavut Public Service*.

Nunavut Secretariat, Department of Indian Affairs and Northern Development . *An Initiative to Assist in Realizing a Representative Level of Inuit Employment in the Nunavut Government*. Speaking Notes for Marcel Fortier, Senior Advisor, DIAND.

Stiles Associates Inc. *Communications Campaign to Promote Education and Training for the Youth of Nunavut*. Slide Presentation Sheets.



DIVIDER « J »



**Appendix J Recommended Schedule for Implementation
Activities ("Timelines")**

DIVIDER « K »

Appendix K "The Administration of Justice in Nunavut," comments from the Nunavut Bar Association

The Administration of Justice in Nunavut

There is much interest in Nunavut, and there has been some debate, about forms of dispute resolution alternative to the Anglo-Canadian models presently in place in the Northwest Territories. Progress towards significant change has been slow. Much of the debate that has taken place has focused on the perceived shortcomings of the existing system. But there are few concrete proposals for new models, reflecting both Inuit and Anglo-Canadian values, in which the people of Nunavut can have pride of ownership.

Changes in the law and its institutions tend to be made slowly. In part, perhaps, this is because of a certain conservatism in the professionals who run the system. But this very conservatism is equally a safeguard for the public, preferring an incremental and predictable approach to a revolutionary and untried one.

Although there have been no structural changes made yet there is no doubt that there is wide support for meaningful changes. This support comes both from the public and professionals within the system. There is a real need, however, for issues to be brought into clearer focus. A Nunavut Justice Conference would go a long way towards doing this. Such a conference should be held in Nunavut within the next 6-8 weeks. It should have a mandate to map out the institutions of the administration of justice in Nunavut. It should be attended by an effective cross-section of those who will participate in the system, and useful advisors. Participants from existing justice institutions should be asked to bear the cost of their own participation. An efficient conference secretariat would be necessary to plan the conference and narrow the issues.

We may assume at the outset, whether or not a conference is held, that certain basic justice institutions will be established in Nunavut. Courts, court registries, police, prosecutions, parole and probation services, a legal profession, legal aid, a government department and even jails – these are all institutions that are part and parcel of a modern Canadian jurisdiction.

As a matter of principle, Nunavut must have these institutions separately from any other jurisdiction. This will allow the maximum adaptability and the best possibility of integration with other services in Nunavut. Nunavut will be as separate from the Northwest Territories as the Northwest Territories is from

Yukon. The judicial system is one of the three branches of government, and an effective government must take responsibility for the judicial process at the same time as it develops its legislative and executive branches. Specifically, therefore:

- The judges of the Supreme and Territorial Courts of Nunavut – or of a unified court – should be resident in Nunavut; of necessity, a Nunavut appeal court will have to draw on other jurisdictions, particularly northern ones;
- There should be independent court registries – or registry – situated in Nunavut;
- There should be a prosecuting agency closely accountable to the people of Nunavut, and with its headquarters in Nunavut; and,
- Nunavut should have its own legal aid plan, designed in and for Nunavut.

Since the knowledge of how to establish some of these institutions already exists, it should not be necessary for the Nunavut Justice Conference to devote the short and precious time it will have to re-inventing the wheel. The conference will be most useful in exploring and proposing those aspects of the administration of justice that will be different. For example, what might be done in Nunavut from the outset to have an innovative corrections system that emphasizes non-custodial, community-based dispositions? Might community justice councils be established from the very beginning with legislated powers to resolve certain civil and criminal type disputes and problems? Can a consensus be arrived at as to how a community justice council would mesh with the Anglo-Canadian institutions and courts?

While it seems clear that many of the Nunavut justice system institutions will mirror existing ones, great care must be taken to replicate only muscle – not fat. A thorough analysis of the institutions to be copied must be made, and each aspect of them assessed for value and appropriateness in the Nunavut context. The secretariat of the Nunavut Justice Conference should ensure that, to the extent possible, draft departmental and court plans are made in this light prior to the conference and for review at the conference.

Finally, in the short time remaining before April 1, 1999, while the basic services currently provided by the justice system must continue, resources available at the GNWT level for initiatives in the area of community justice and so forth would best be made available for the planning of the Nunavut justice system.

Nunavut Justice Conference – A Proposal

Objectives:

- To foster an open, critical and practical process leading to a comprehensive plan for the establishment of a justice system in Nunavut;
- To involve in this process an effective cross-section of justice system participants, incorporating into the processes federal and NWT government departments;
- To determine what existing institutions must or should be established in Nunavut, and in what form. This should also be an exercise in court, departmental and other agency planning that seeks to create a lean and efficient system;
- To determine what new institutions might be created in Nunavut, such as community justice councils and open, community-based correctional institutions, and to propose methods of incorporating such new institutions into the overall system;
- To develop a plan for legal education that will promote the rapid incorporation into the justice system of fully qualified Inuit lawyers, judges and other professionals; and,
- To consider what amendments might be necessary to the *Nunavut Act* and other legislation to allow for proposed changes.

Requirements:

- People – a conference planning committee. Initially this could be a voluntary group of a few people drawn from Inuit organizations, government, the legal profession and courtworkers, police and corrections. The responsibility of the committee would be to draw up a detailed proposal for a conference, and to determine how much the exercise will cost and where the money will come from.
 - Money. While courts, government departments and other participants should be asked to cover the costs of their own participation, for many this will not be possible. Proper planning will require funding as well. The GNWT has been given a significant amount of money to prepare for the Nunavut justice system, and this could be an important source. Inuit organizations should also be approached. Clearly, there are also significant federal interests involved and Canada should contribute to this process also.
-

- A structure. The early establishment of a conference secretariat to take over from the ad hoc voluntary committee referred to above. A lead person of ability and experience should be appointed, and paid to manage the process.

Participants:

- All current courts and government agencies, the legal professions, courtworkers, Inuit organizations (especially those that have been working specifically in this area, such as Pauktuutit and the Inuit Tapirisat of Canada), community representatives (especially those who have become involved in assisting the courts and dealing with offenders and victims), alcohol and drug counseling, and treatment agencies.

Timing:

- A substantial amount of homework has to be done to make the conference a valuable exercise with concrete results. For this reason, lead time in the range of six to eight months seems necessary. It should not be longer than that, for the simple reason that the date for the creation of Nunavut is April 1, 1999, and that is not going to change.
-

DIVIDER « L »

Appendix L List of Recommendations

Recommendation #1-1

The NIC recommends the continuation of leaders' level meetings, following the general format of the Rankin Inlet (September 29-30, 1995) and Arviat (May 10-11, 1996) meetings. The NIC recommends that the next such meeting occur as soon as practicable following the appointment of the Interim Commissioner and that meetings take place every five to six months thereafter until the coming into existence of Nunavut on April 1, 1999. The NIC recommends that the Chairperson of the Nunavut Caucus continue to serve as official "host" of the meetings, with preparatory staff work carried out by the Clerk of the NWT Legislative Assembly and the Co-ordinating Committee of Officials on Nunavut (CCON).

Recommendation #1-2

The NIC recommends that the Co-ordinating Committee of Officials on Nunavut (CCON) remain the officials' level focal point among the Government of Canada, the Government of the Northwest Territories (GNWT), Nunavut Tunngavik Inc. (NTI), the NIC and the Office of the Interim Commissioner for the facilitation of multi-lateral co-operation and collaboration in the planning and preparation of the Nunavut Government and Territory. The NIC does not see any need for amendment of the terms of reference for the CCON.

Recommendation #2-1

The NIC recommends that the work towards the creation of the Nunavut Government proceed in full recognition of the relevance of the challenges, principles and organizing conclusions first set out in the "**Footprints**" report and restated above.

Recommendation #2-2

The NIC recommends that the Government of Canada, the GNWT and NTI make every effort to respond promptly to the recommendations set out in this report, notably in relation to the design of the Nunavut Government. Specifically, the NIC recommends that the three parties make every effort to realize a consensus of opinion on all fundamental design feature policy choices by December 31, 1996.

Recommendation #2-3

The NIC recommends that, in the event that a consensus among the three parties to the **Nunavut Political Accord** is not possible, despite their best efforts, by December 31, 1996, the Minister of DIAND, in fulfillment of the federal government's underlying responsibilities under the *Nunavut Act*, make decisions as to fundamental design features prior to January 31, 1997.

Recommendation #2-4

The NIC recommends that the decisions as to fundamental design features of the Nunavut Government referred to in Recommendations #2-2 and #2-3, whether made on a consensus basis involving all three parties to the **Nunavut Political Accord** or by the Minister of DIAND, be promptly made public.

Recommendation #3-1

The NIC recommends that the Nunavut Government be organized, structured and staffed according to the organizational design model set out in this report, and detailed in Appendices D and E.

Recommendation #4-1

Confirming and amplifying its advice in Recommendation #5-17 of “Footprints”, the NIC recommends that the Nunavut Government, particularly its relevant staffing and personnel policies, be designed so as to permit and encourage flexible work arrangements in the form of such things as part-time employment, job sharing, compressed work time, seasonal work, flexible hours of work, shift work, telework, and leave options.

Recommendation #4-2

Appropriately designed, flexible work arrangements can make a positive contribution towards the economic and social development of Nunavut and to the operations of an effective and efficient public sector. Therefore, the NIC recommends that, while flexible work arrangements are best implemented through voluntary co-operation between management and employees at both the collective and individual levels, it is desirable that the Nunavut Government – and those involved in its creation – take a proactive approach to the implementation of flexible work arrangements.

Recommendation #4-3

Following from Recommendation #4-2, the NIC recommends that the Office of the Interim Commissioner actively pursue the design and implementation of flexible work arrangements in the initial staffing up and operations of the Nunavut Government’s work force. Efforts should be made to classify as many positions as possible as open to flexible work arrangements. Particular attention should be given to how job sharing and other flexible work arrangements might be made available to members of a single household, without compromising established organizational conventions applicable to government offices (i.e. familial loyalties must not colour, or be seen to colour, decision making and accountability).

Recommendation #4-4

The NIC recommends that the Government of Canada, Inuit organizations, unions, private businesses, and other organizations actively pursue flexible work arrangements with respect to their work forces in Nunavut.

Recommendation #4-5

The NIC recommends that promotion of flexible work arrangements be a primary consideration in the choice of appropriate telecommunications policies and technologies in the public and private sectors in Nunavut.

Recommendation #4-6

The NIC recommends that the three parties to the **Nunavut Political Accord** support the convening of a conference, entitled **The Future of Work in Nunavut Conference**, as described in Chapter 4, section 7.

Recommendation #5-1

The NIC recommends that the GNWT act upon its Request For Proposal for a 384 kbps digital communications system and that the system be installed and fully operational prior to April 1, 1999.

Recommendation #5-2

The NIC recommends that the requirement for a Wide Area Network requirement under the GNWT Request For Proposals be changed to that of a requirement for an Intranet, and that the Intranet be established using Internet open standards.

Recommendation #5-3

The NIC recommends that the Interim Commissioner identify and engage an information broker to plan and manage the information needs of the Nunavut Government.

Recommendation #5-4

The NIC recommends that the Interim Commissioner establish an equitable bandwidth and space segment sharing arrangement between the GNWT and the Nunavut Government.

Recommendation #5-5

The NIC recommends that the parties to the **Nunavut Political Accord** and the Interim Commissioner collaborate on the identification and engagement of non-governmental users to share in the use of bandwidth and the costs of space segment time with the GNWT and the Nunavut Government.

Recommendation #5-6

The NIC recommends that the Interim Commissioner hire three Nunavut Systems Engineers and nine Nunavut Telecommunications Technologists to oversee the installation and maintenance of the Nunavut Government Intranet before April 1, 1999, and that such hiring be linked to the timetable for construction of office space for the Nunavut Government.

Recommendation #5-7

The NIC recommends that the Interim Commissioner ensure that a minimum of 11 Community Technicians be trained and hired before April 1, 1999, and that arrangements be made for the training and hiring of 15 more in the Nunavut public sector within one year of Nunavut start-up.

Recommendation #5-8

The NIC recommends that the federal government allocate Community TeleService Centre (CTSC) space and information technology (IT) equipment in new Nunavut Government office space in the 11 decentralized headquarters communities for use by both the Nunavut public and private sectors, and that the GNWT renovate existing buildings in the 15 non-decentralized headquarters communities for CTSC use and supply them with IT equipment.

Recommendation #5-9

The NIC recommends that a minimum of 11 CTSCs be established in decentralized headquarters communities for April 1, 1999, and that 15 additional CTSCs be established within one year of Nunavut start-up.

Recommendation #5-10

The NIC recommends that a Telecommunications Technical Services Directorate be established within the Nunavut Government to install, maintain and service the telecommunications needs of the Nunavut Government, and that its role in telecommunications include the promotion of telecommunications as a tool of community, regional and Nunavut-wide economic development.

Recommendation #5-11

The NIC recommends that the Office of the Interim Commissioner dedicate a staff position to the information and information technology requirements and options of the Nunavut Government. The NIC further recommends that the incumbent of such a staff position work closely with appropriate personnel of the GNWT and other organizations to ensure a systematic approach to the following matters:

1. development of policy options in relation to the information base and IT needs of the Nunavut Government;
2. examination of the existing information base of the GNWT;
3. examination of the IT currently deployed by the GNWT;
4. examination of planned business practices and procedures of the Nunavut Government;
5. identification of the information base and IT needs of the Nunavut Government;
6. advice on relevant personnel recruitment and training issues; and,
7. development of a plan for the orderly transfer of information and IT from the GNWT to the Nunavut Government.

Recommendation #6-1

The NIC recommends that the recruitment and employment of the Nunavut Government be pursued with the following objectives in mind:

- employment of a Nunavut Government work force that is commensurate in size, skill mix, and cost with the program and service needs of the Nunavut Government;
- full respect for the letter and spirit of Article 23 of the **Nunavut Agreement** in relation to representative levels of Inuit employment, with an all-out effort to meet and exceed the minimum Inuit employment targets identified by the the NIC in Recommendations #6-8 and 6-9 of "**Footprints**" (50% Inuit representation in the public sector at start-up; representative levels by 2021);
- commitment to an ambitious, long-term training and education program, both as a means of imparting needed skills to Inuit and other Nunavut residents recruited into the public sector, and as a way of raising the skill levels of the population of Nunavut generally;
- positive efforts to retain as members of the Nunavut Government work force those individuals employed in the Nunavut area prior to Nunavut Government start-up at the regional and community levels of territorial government administration, and fair treatment of all such individuals;
- recognition that the creation of Nunavut will contribute towards the downsizing of GNWT headquarters jobs in Yellowknife, and fair treatment of individuals so affected;
- recognition of the relevance to personnel matters of other major economic and social policy objectives and measures, especially the desirability of achieving a high level of decentralization in the distribution of government jobs among regions and communities;
- introduction of a maximum degree of flexibility in the work arrangements of the Nunavut Government work force by the adoption of accommodating policies in relation to such things as part-time employment, job sharing and compressed work schedules; and,
- introduction of policies and programs that facilitate equal participation by men and women in the Nunavut Government work force.

Recommendation #6-2

The NIC recommends that the Government of Canada be guided by the objectives set out in Recommendation #6-1 in pursuing its own employment plans relevant to Nunavut.

Recommendation #6-3

The NIC recommends that the three parties to the **Nunavut Political Accord** endorse the strategy entitled **Nunavut: Unified Human Resource Development Strategy** (Appendix I), as developed by the multi-party Working Group on Human Resources and Training (WGHRT), subject to any periodic changes that circumstances may require, and deploy their financial and other resources accordingly.

Recommendation #6-4

The NIC recommends that the multi-party Working Group on Human Resources and Training (WGHRT), under the auspices of the Co-ordinating Committee of Officials on Nunavut (CCON), remain active for the purposes of pursuing the application of a common human resource development strategy and in examining the need for any periodic adjustments to it.

Recommendation #6-5

The NIC restates the substance of the recommendations in "Footprints" (#6-1, 6-2 and 6-3) that:

1. previous work experience in Nunavut be given significant weighting in the recruitment of individuals to all new public sector positions associated with the Nunavut Government;
2. a minimum of 50% of the initially recruited senior managers within the Nunavut Government have previous work experience in Nunavut; and,
3. the Government of Canada, the GNWT and NTI indicate, as soon as possible, support for the general proposition that every individual employed in a public sector position dealing with the Nunavut area prior to the coming into existence of the Nunavut Government, who has a satisfactory performance evaluation, be offered an opportunity to retain that position or to secure a comparable one in the Nunavut public sector.

Recommendation #6-6

The NIC recommends that reference to "satisfactory performance evaluation" in Recommendation #6-5 be construed not as support for the initiation of a comprehensive re-evaluation of current public sector employees in light of division, but rather that assurances of job security should not be invoked to sustain the employment of employees whose performances are inadequate independently of considerations of division.

Recommendation #6-7

Noting trends in public sector work force management in jurisdictions throughout Canada, including the NWT, the NIC recommends that no employment obligations be entered into on behalf of the Nunavut Government prior to April 1, 1999 – either within or outside collective agreements – that would prevent the Nunavut Government from changing the size and make-up of its work force on reasonable notice and subject to the payment of reasonable compensation.

Recommendation #6-8

The NIC recommends that employment obligations entered into on behalf of the Nunavut Government prior to April 1, 1999, not provide for a mandatory process of re-evaluation and re-staffing of all positions at a fixed point in the future.

Recommendation #6-9

The NIC restates the substance of its recommendations in "**Footprints**" (#5-12, 5-13) that, as part of its reorganization towards division, the GNWT:

1. calculate the degree to which headquarters positions within the GNWT can be dedicated, entirely or preponderantly, to activities within the Nunavut area (e.g. wildlife management in Nunavut, human resources development in Nunavut) and, consistent with those calculations, identify a set of "Nunavut-oriented" positions; and,
2. take steps to fill "Nunavut-oriented" positions with individuals interested in securing employment in the Nunavut Government and qualified and suitable to do so.

Recommendation #6-10

The NIC recommends that the Minister of DIAND, in consultation with the GNWT and NTI, supply the Interim Commissioner with written directions directing the Interim Commissioner to make every reasonable effort to enter into, on terms and conditions that the Interim Commissioner deems appropriate, a comprehensive personnel agreement with the GNWT that would:

1. result in all GNWT staff at the regional and community levels in Nunavut being offered appointment to comparable positions within the Nunavut Government;
2. result in GNWT headquarters staff occupying "Nunavut-oriented" positions being offered appointment to comparable positions within the Nunavut Government; and,
3. create appropriate mechanisms for the "grandfathering" through to the Nunavut Government of employee benefits, leave credits, and the like, owed by the GNWT to its existing staff.

Recommendation #6-11

The NIC recommends that the Government of Canada provide early assurance to the GNWT and NTI that:

1. financial support for the operating costs of the Nunavut Government will be sufficient to permit the Nunavut Government to honour any commitments made in its name with respect to the existing GNWT employees; and,
2. the reasonable costs of staffing actions associated with division, including relocation expenses, severance costs, hiring expenses and copying and duplication of systems and records, are acknowledged to be incremental costs of division that will be borne by the Government of Canada.

Recommendation #6-12

The NIC recommends that the GNWT make every effort to complete its current reorganization work, as prompted by its deficit cutting objectives and in preparation for division, as soon as possible and, in any event, by March 1, 1997. The NIC further recommends that once current reorganizational work has been completed – at least in design terms, if not all aspects of implementation – that every effort be made to avoid significant changes to the resulting organizational structure of Nunavut-based and "Nunavut-oriented" GNWT staff until April 1, 1999. The NIC further recommends that the resulting organizational structure be relied upon in all subsequent planning and preparatory work for Nunavut, including infrastructure and human resources activities and in the calculation of appropriate levels of funding support to cover the operating costs of the Nunavut Government.

Recommendation #6-13

The NIC recommends that the parties to the **Nunavut Political Accord** and the Interim Commissioner of Nunavut make every effort to communicate, in a timely and complete way, an agreed upon approach to staffing issues associated with the creation of the Nunavut Government, particularly the employment future in Nunavut of existing GNWT staff. Such an effort should feature direct, candid, and on-going discussions with relevant employees' associations. It should also feature the supply of relevant information both to individual staff members and, through use of the media, the public at large.

Recommendation #6-14

The NIC recommends that, on behalf of the Nunavut Government, the Interim Commissioner seek to enter into collective agreements with those employees' associations who represent public sector workers in the Nunavut area to govern the terms and conditions of employment in the Nunavut Government (Chapter 11 identifies potential problems in continuity resulting from the impact of division on statutorily created corporate bodies having membership across the NWT). This recommendation is not based on any opinion on the desirability or undesirability of such workers seeking or securing changes in how they are currently represented for collective bargaining purposes.

Recommendation #6-15

The NIC recommends that any collective bargaining agreement signed by the Interim Commissioner of Nunavut on behalf of the Nunavut Government expire no later than April 1, 2001.

Recommendation #6-16

The NIC recommends that the Interim Commissioner apply – subject to any adjustments appropriate to the post-1999 Nunavut context – already developed GNWT policies and procedures with respect to personnel administration in the gearing up and initial operations of the Nunavut Government, including such things as:

- a human resources manual;
- a staffing appeals manual;
- employee handbooks;
- a superannuation handbook;
- insurance coverage handbook; and,
- a dental benefits handbook.

Recommendation #6-17

The NIC recommends that the Interim Commissioner be given wide latitude in carrying out, on a timely and objective basis, the recruitment of new personnel for the Nunavut Government. The three parties to the Nunavut Agreement should confine themselves to the development of any written directions of a broad policy nature that may be usefully supplied to the Interim Commissioner – for example, policy directions relating to the role and broad contents of collective agreements but not individual staffing decisions – and participation in informal multi-organizational consultation.

Recommendation #6-18

The NIC recommends that the Interim Commissioner approach the recruitment of senior staff to the Office of the Interim Commissioner with a view to these individuals also being offered senior staff appointments within the Nunavut Government. The most senior appointments within the Nunavut Government (e.g. Deputy Ministers) should not guarantee employment for terms beyond March 31, 2001.

Recommendation #7-1

The NIC recommends that the Nunavut Government infrastructure requirements and funding identified in the April, 1996, federal Cabinet decisions should be thoroughly reviewed in light of the recommendations contained in this report. Such a review should be based upon a detailed needs assessment which takes into consideration the following:

- revisions to the organizational design model and the net change in Nunavut Government employment in the capital, Iqaluit, and the 10 other communities where the Nunavut Government's decentralized headquarters and regional staff will be located. There may also be lesser impacts on Nunavut's 15 smaller communities. This analysis can be undertaken as soon as the parties to whom the NIC makes recommendations review this report and achieve consensus on the organizational design structure of the Nunavut Government;
- review of those Nunavut Government incremental infrastructure needs which were not explicitly addressed by the April, 1996, federal Cabinet decisions;
- analysis of staff housing needs which acknowledges the reality of a serious shortage of social housing in Nunavut and the GNWT's current policy of selling off all of its existing staff housing;
- consensus on the digital telecommunications infrastructure required to allow the efficient and cost-effective operation of a decentralized Nunavut Government;
- revision of the GNWT's 5-Year Capital Plan and 20-Year Capital Needs Assessment; and,
- clear definition of the Nunavut Government's incremental infrastructure requirements and the planning parameters that will be used in the study.

The Nunavut Government's incremental infrastructure requirements should be addressed within a timeframe that would allow the results to be incorporated into the second federal Cabinet reference on Nunavut (anticipated to occur in 1998) and, to the extent possible, all Government of Canada/GNWT discussions and negotiations that take place with respect to on-going territorial-level activities and funding for the period prior to division. The NIC recommends that the most appropriate way to organize the infrastructure review should be determined by the CCON.

Recommendation #8-1

The NIC recommends that the implementation schedule for the establishment and staffing of headquarters, regional offices and auxiliary regional offices of the Nunavut Government and other related implementation activities ("timelines"), set out in Appendix J be adopted and followed.

Recommendation #9-1

The NIC recommends that the division of assets and liabilities between the Nunavut Government and the GNWT be resolved through the conclusion of a comprehensive intergovernmental agreement, prior to April 1, 1999, sorting out the ownership of all classes of assets and liabilities owned or controlled by the GNWT at the date of the agreement and all liabilities, established or contingent, incumbent on the GNWT at the date of the agreement. Specific exceptions to the complete division of assets and liabilities might be made in relation to those assets and liabilities that are tied to institutions that continue, after April 1, 1999, to carry out functions on behalf of the residents of both Nunavut and the Mackenzie Valley (for example, a workers' compensation board).

Recommendation #9-2

The NIC recommends that, consistent with the scheme set out in the *Nunavut Act*, the Interim Commissioner act for the Government of Nunavut in the negotiation and execution of a comprehensive intergovernmental agreement on the division of assets and liabilities. The NIC recommends that, in addition to the role reserved by the *Nunavut Act* for the Governor in Council in approving such an agreement, the Interim Commissioner consult closely in this matter with NTI.

Recommendation #9-3

The NIC recommends that a comprehensive intergovernmental agreement on the division of assets and liabilities be entered into as soon as practicable and that, insofar as the actual value of certain assets and liabilities may not be precisely calculable in advance of the GNWT financial statements for the period ending March 31, 1999, the agreement contain adequate provision for any adjustments that may be desirable in light of the more precise information revealed in those financial statements.

Recommendation #9-4

The NIC recommends that negotiations towards a comprehensive intergovernmental agreement on the division of assets and liabilities commence sufficiently soon after the appointment of an Interim Commissioner to allow recourse, if necessary, to a binding arbitration process to clear up, prior to April 1, 1999, any outstanding disagreements about appropriate results.

Recommendation #9-5

The NIC recommends that the GNWT continues its work of assembling information about various classes of GNWT assets and liabilities and encourages the GNWT to share the fruits of its work in this regard on an early and on-going basis.

Recommendation #9-6

The NIC recommends that the principles set out in this chapter be employed to guide the negotiation of a comprehensive intergovernmental agreement on the fair and equitable division of assets and liabilities between the Nunavut Government and the GNWT. The NIC further recommends that, insofar as a consensus emerges among the three parties, on a timely basis, as to the appropriateness of these or a revised set of principles, this consensus be captured and conveyed to the Interim Commissioner in the form of written directions supplied by the Minister of DIAND.

Recommendation #9-7

The NIC recommends that the ownership of cultural artifacts, including archaeological, ethnographic, and archival materials, should be determined, subject to the terms of the **Nunavut Agreement**, on the basis of whether materials are mostly closely associated with Nunavut or the remaining NWT. Confirmation of ownership of Nunavut materials should be followed, as appropriate facilities are identified or created in Nunavut, by physical transfer of such materials to Nunavut.

Recommendation #9-8

The NIC recommends that:

1. generally, the GNWT refrain from the sale of any of its assets in Nunavut except with the concurrence of the Interim Commissioner; and,
2. specifically, the GNWT discontinue the sale of GNWT staff housing in the Nunavut area until a comprehensive housing policy has been developed which takes fully into account the housing implications of the creation of the Nunavut Government.

Recommendation #9-9

The NIC recommends that the provisions of a comprehensive intergovernmental agreement on the division of assets and liabilities, and information concerning deficiencies in assets revealed in the negotiation of such an agreement, be taken into account in the establishment of appropriate funding levels for the post-division Nunavut Government and GNWT.

Recommendation #9-10

The NIC recommends that the three parties to the **Nunavut Political Accord** commit themselves to the pursuit and achievement of the following objectives in relation to Nunavut Government finances:

- full respect for the commitments made in the **Nunavut Political Accord** and otherwise;
- the uninterrupted supply of government programs and services of established standards of quality to the people of Nunavut in the run-up to division and in its wake;
- sensible transitional arrangements that balance the need for administrative predictability and continuity with the need to give Nunavut's first elected government adequate room to manoeuvre;
- the most effective use of transitional infrastructure, training and other special purposes moneys made available through the federal Cabinet decisions of April, 1996;
- full and timely inter-organizational discussions, commenced as soon as possible and well in advance of a second federal Cabinet reference, as to the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- timely submission and consideration of a second federal Cabinet reference on the form and substance of funding arrangements relevant for the start-up operations of the Nunavut Government;
- clear and early directions supplied to the Interim Commissioner as to financial parameters relevant to the carrying out of preparatory work, such as recruitment of personnel to the Nunavut Government and the entering into of intergovernmental agreements for the purchase of goods and services;
- clear and early communication to existing GNWT employees as to employment prospects and security;
- clear and early communication to the public of Nunavut as to implications of Nunavut for the economic circumstances of various communities and economic sectors;

- the existence, on April 1, 1999, of a competent finance component of the Nunavut Government bureaucracy, capable of dealing with such matters of financial administration as banking, payroll, revenue collection, contract administration, information systems, etc.; and,
- preservation of flexibility in bridging arrangements dealing with the Nunavut Government's finances so as to permit post-division Nunavut elected leaders and senior administrators to adopt new policy approaches.

Recommendation #9-11

The NIC recommends that an appropriate formula funding agreement be concluded by the Interim Commissioner of Nunavut, on behalf of the Nunavut Government, and by the federal Minister of Finance, on behalf of the Government of Canada, to provide federal government funding support to the Nunavut Government in relation to its initial operations.

Recommendation #9-12

The NIC recommends that, on the federal government side of negotiations towards a formula funding agreement for Nunavut, the Department of Finance and DIAND work jointly, and that every effort be made to ensure that the agreement have the active support of both the Minister of Finance and the Minister of DIAND.

Recommendation #9-13

The NIC recommends that, on the Nunavut side of negotiations towards a formula funding agreement for Nunavut, the Office of the Interim Commissioner work jointly with the GNWT and NTI, and that every effort be made to ensure that the agreement have the active support of the NWT Minister of Finance and the President of NTI.

Recommendation #9-14

The NIC recommends that, consistent with its obligation to supply advice to all three parties to the **Nunavut Political Accord**, the NIC not participate in the negotiation of a formula funding agreement, except insofar as it may be called upon to furnish information.

Recommendation #9-15

The NIC recommends that the negotiation and conclusion of an initial formula funding agreement for Nunavut be approached according to the following considerations of timing:

1. Informal multi-party discussions concerning an agreement should be commenced as soon as possible after the receipt of this report. These discussions might begin under the auspices of the CCON. They should extend to those matters of direct or indirect financial impact that should figure in a letter of direction that can be supplied to the Interim Commissioner of Nunavut in consultation with the other parties (for example, any directions relating to the size of the Nunavut Government headquarters staff, terms and conditions of employment, etc.).
2. At the time of the appointment of the Interim Commission, or immediately thereafter, the letter of direction contemplated above should be supplied to the Interim Commissioner.
3. As soon as practicable after the appointment of the Interim Commissioner, intensive negotiations should commence on the form and substance of an initial formula funding agreement between the Government of Canada and the Government of Nunavut. The term of such an agreement should not extend beyond March 31, 2001.
4. A draft initial formula funding agreement for Nunavut should be completed by December 31, 1997.
5. The draft initial formula funding agreement for Nunavut should be included in the federal Cabinet's review of Nunavut issues in the first half of 1998.
6. The initial formula funding agreement for Nunavut should be signed by the federal Minister of Finance, on behalf of the Government of Canada, and the Interim Commissioner of Nunavut, on behalf of the Nunavut Government, by September 1, 1998.

Recommendation #9-16

The NIC recommends that the negotiation and conclusion of an initial formula funding agreement for Nunavut be carried out in accordance with the following principles:

1. Full respect should be afforded for relevant provisions of the **Nunavut Political Accord**, notably the Government of Canada commitment that it will:
 - fund reasonable incremental costs arising from the creation and operation of the Nunavut Government;
 - establish financial arrangements that will support the financial stability of Nunavut and the remaining NWT; and,
 - establish financial arrangements that will provide the government of Nunavut and the remaining NWT with the opportunity to continue to provide public services for residents, recognizing the scope and quality of such services at the date of the **Nunavut Political Accord** (October, 1992);

and the GNWT commitment to provide an equitable allocation of its capital, maintenance, and operating expenditures in Nunavut and the remaining NWT prior to April 1, 1999.

2. Formula funding arrangements should be aimed at equipping the residents of Nunavut with levels of government programs and services at least comparable, at equivalent levels of tax effort, to:
 - the residents of all Canadian provinces and territories; and,
 - the residents of northern territories.
3. In determination of tax effort in relation to Nunavut, formula funding arrangements should take full account of the real purchasing power of after-tax incomes.
4. In gauging levels of government programs and services, formula funding arrangements should take full account of any existing deficiencies in the supply of such programs and services and the predictable levels of future demand for such programs and services based on factors outside the control of the Nunavut government. More specifically formula funding arrangements should take full account of:

- rates of unemployment and underemployment;
 - literacy and other educational and skills achievements levels;
 - population dynamics, including growth rates and age profiles;
 - socio-economic factors in addition to demographics that may generate high demands for government programs and services;
 - costs of living, and their impact on the design and delivery of government programs and services;
 - costs associated with the delivery of government programs and services in the Inuit language, as well as Canada's official languages; and,
 - the existing state of public sector infrastructure.
5. Formula funding arrangements should be guided by five principles that have been consistently relevant in the negotiation of such arrangements for the NWT, namely:
- **adequacy** of the formula funding grants to allow the provision of government programs and services at least comparable to those in the provinces and territories generally and in other territories, recognizing the October, 1992, scope and quality of such services;
 - **responsibility and accountability** of territorial governments to their constituents for budgetary decisions;
 - **certainty** to allow short term and long term fiscal planning;
 - **stability** in face of annual fluctuations in territorial revenues; and,
 - **neutrality** in the sense that arrangements, once in effect, should not be subject to discretionary actions by either government.
6. Formula funding arrangements should be structured so as to avoid any "perversity factor," that is, structured to avoid any result whereby additional tax effort by the Nunavut Government would result in a net loss of Nunavut Government revenues.

7. Formula funding arrangements should be structured so as to give the Nunavut Government immediate and significant fiscal benefit from the development of natural resources in Nunavut.
8. As time and other practical considerations permit, formula funding negotiations should examine the extent to which a formula funding agreement can usefully serve as an umbrella agreement governing Nunavut Government access to federal moneys that are otherwise available through other federal government programs and services, as such programs and services are currently defined or as they might be usefully redefined in relation to Nunavut.
9. Formula funding arrangements should take full account of any shortfalls in preparatory, transitional funding provided through the April, 1996, federal Cabinet decisions that are apparent in the period prior to the conclusion of funding arrangements.
10. Formula funding arrangements for Nunavut should not be artificially constrained by reference to the gross expenditure base in previous periods; the funding needs of Nunavut must be evaluated fairly and completely – they are not a sub-calculation against the pre-division determination of appropriate levels of funding for an undivided NWT.
11. Formula funding arrangements should be evolutionary and adaptive and, as far as possible, be structured so as to avoid reference back to revenue and expenditure patterns experienced in much earlier financial years.
12. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to retire any net debt accruing to it as a consequence of an agreement dividing up assets and liabilities between the GNWT and the Nunavut Government or for other reasons.
13. Formula funding arrangements should allow the Nunavut Government, in its initial year operations, to avoid any budgetary deficit.
14. Formula funding arrangements concluded prior to April 1, 1999, should contain language acknowledging that they have been made in the absence of a Nunavut Legislature and Executive Council and a demonstrated history of the real operating costs of a Nunavut Government, and further acknowledging that the absence of these things may warrant significant revisiting of substantive provisions.

Recommendation #9-17

The NIC recommends that, in consultation with the NTI, the Government of Canada and the GNWT make every effort to conclude, by December 31, 1996, a Memorandum of Understanding to cover the GNWT's transitional costs of division in the period ending on March 31, 1999. Among other things, such a Memorandum of Understanding could deal with:

1. the supply of community and other infrastructure by the GNWT;
2. education and training undertakings performed by the GNWT, both internally and through other means; and,
3. the work of an Office of the Statute Review Commissioner.

Recommendation #10-1

The NIC recommends that the three parties to the **Nunavut Political Accord**, with the assistance of the NIC, jointly convene, in the second half of 1997, a special **Developing a Language Policy for Nunavut Conference**, as a necessary step in pulling together an adequate societal consensus on the place of language in the future of Nunavut, with particular attention to the preservation and promotion of the Inuit language. Such a conference should be organized so as to identify and evaluate critical choices in defining an appropriate set of language policies for Nunavut, mindful of practical limiting factors such as tight public sector finances. The conference should be planned with a view to maximizing public participation, actively engaging the variety of Nunavut organizations that have a focus on social and cultural issues. The conference should be made aware of efforts mounted, and experience gained, in relation to the development of language policy in other parts of Canada and of the world.

Recommendation #11-1

The NIC recommends that work towards the establishment of the Office of the Interim Commissioner, and the process for recruitment of the Interim Commissioner, proceed on the basis of the multi-organizational consensus that has emerged to date.

Recommendation #11-2

The NIC recommends that, the Interim Commissioner be supplied, as soon as practicable upon appointment by the Governor in Council and, in any event prior to January 31, 1997, with a letter of direction from the Minister of DIAND, pursuant to subsection 71(2) of the *Nunavut Act*, directing that the Interim Commissioner act in accordance with broad policy directions that have been developed on a multi-organizational consensus basis.

Recommendation #11-3

The NIC recommends that the policy directions referred to in Recommendation #11-2 deal, at a minimum, with the following matters:

- overall design of the Nunavut Government;
- personnel issues relating to the staffing up of the Nunavut Government;
- division of assets and liabilities between Nunavut and the NWT; and,
- on-going funding of the Nunavut Government.

Recommendation #11-4

The NIC recommends that the policy directions supplied to the Interim Commissioner with respect to the matters identified in Recommendation #11-3 be based on the substantive recommendations set out in relevant parts of this report, as may be modified by a consensus among the three parties to the **Nunavut Political Accord**.

Recommendation #11-5

The NIC recommends that, following the supply to the Interim Commissioner of policy directions described in Recommendation #11-2, further policy directions be supplied to the Interim Commissioner in the period leading up to April 1, 1999, only in the event of:

- the occurrence of important unforeseen developments; or,
- a request for policy directions from the Interim Commissioner.

Recommendation #11-6

The NIC recommends that, insofar as it does not prove possible to develop broad, but clear policy directions to the Interim Commissioner on a consensus basis among the three parties to the **Nunavut Political Accord**, the Minister of DIAND – in keeping with the Government of Canada's overall constitutional responsibilities and in exercise of powers under the **Nunavut Act** – supply such directions in relation to relevant topics on a timely basis.

Recommendation #11-7

The NIC recommends that, insofar as policy directions are supplied to the Interim Commissioner by the Minister of DIAND on behalf of the Government of Canada on any particular topic without the support of the GNWT and NTI, then such policy directions should be confined to very broadly stated points; the Interim Commissioner should be left with wide latitude in the practical interpretation and application of such broadly stated points.

Recommendation #11-8

The NIC recommends that, as soon as practicable upon his or her appointment, the Interim Commissioner enter into discussions with the NIC with a view to reaching agreement on inter-organizational collaboration in general and a logical distribution of research and policy analysis work in particular. The NIC further recommends that discussions of this kind be renewed from time to time, as circumstances suggest, over the period up to April 1, 1999.

Recommendation #11-9

The NIC recommends that discussions referred to in Recommendation #11-8 adopt an open-minded and flexible approach to questions surrounding the best use of human and financial resources and, if appropriate, extend to possibilities of seconding staff and transferring or otherwise re-profiling of financial support from the NIC to the Office of the Interim Commissioner.

Recommendation #11-10

The NIC recommends that, in the event that the NIC and the Office of the Interim Commissioner reach an agreement on best use of combined human and financial resources, that the Government of Canada take any reasonable measures needed – such as the amendment of contribution agreements or the securing of Treasury Board consent – to accommodate such an agreement.

Recommendation #11-11

The NIC recommends that the NWT Minister of Justice introduce into the NWT Legislative Assembly amendments to the *Statute Revision Act* which would:

1. clarify that the preparation of separate bodies of revised and consolidated statute law for Nunavut and the remaining western portions of the existing NWT proceed concurrently; and,
2. provide that the Statute Review Commissioner consult from time to time with NTI as to the progress on work towards the preparation of a separate body of revised and consolidated statute law for Nunavut.

Recommendation #11-12

The NIC recommends that representatives of NTI and of Dene, Metis and Inuvialuit organizations be consulted as to the selection of a Statute Review Commissioner.

Recommendation #11-13

The NIC recommends that the work of the Office of the Statute Review Commissioner, as reflected in such things as contribution agreements entered into by the Government of Canada and the GNWT to underwrite the cost of the office, be organized to ensure that:

1. all key statutes and regulations are available in Inuit language versions on April 1, 1999; and,
2. the preparation of Inuit language statutory material is done in such a way that on-going translation work can be accomplished according to acceptable standards and timetables and, through effective use of modern communications tools, can be made readily accessible to legislators, government workers and members of the public in Nunavut.

Recommendation #11-14

The NIC recommends that NTI participate in the negotiation of funding arrangements surrounding the Office of the Statute Review Commissioner.

Recommendation #11-15

The NIC recommends that the GNWT and Government of Canada make every effort, including the allocation of appropriate human and financial resources, to ensure that federal and territorial laws are revised on a priority basis to conform to the provisions of the **Nunavut Agreement**. This effort is particularly overdue in relation to wildlife management.

Recommendation #11-16

The NIC recommends that, under the sponsorship of the CCON, and with appropriate consultation with the representatives of occupations in the NWT, a special working group be constituted to examine the substance and form of any legislative and related measures that could be adopted so as to:

1. underscore the validity and clarify the status, in relation to Nunavut, of permits, licenses and similar kinds of authorization that were granted under territorial legislation prior to April 1, 1999, and provide that occupational qualifications and accreditation in relation to individuals holding such qualifications and accreditation in the NWT immediately prior to April 1, 1999, would be "rolled over," at least on an interim basis, into Nunavut;
2. provide that the governing body of any NWT-wide profession or trade – e.g. the Law Society of the Northwest Territories – in existence immediately prior to April 1, 1999, would, at least on an interim basis, remain the governing body of that group in Nunavut;
3. make special purpose provisions for the post-division operations of those other corporate bodies created under territorial statute, most notably the Workers' Compensation Board and Northwest Territories Power Corporation;
4. allow the Interim Commissioner, on behalf of the Nunavut Government, to assume the obligations and benefits of the GNWT in contracts (supply contracts, property leases, etc.) – other than public sector collective agreements (see Chapter 6, section 4) – entered into by the GNWT in relation to the Nunavut area, and overcome any other deficiencies that might exist in relation to the power of the Interim Commissioner to enter into reasonable transitional arrangements; and,
5. ensure a smooth and timely process for the conducting of first elections to the Nunavut Legislative Assembly.

This working group should, specifically, examine the need for relevant amendments to the *Nunavut Act*.

Recommendation #11-17

The NIC recommends that the working group referred to in Recommendation #11-16 carry out its work with dispatch, with a view to facilitating the conclusion and publicizing of a consensus position among the three parties to the Nunavut Political Accord by April 1, 1997.

Recommendation #11-18

The NIC recommends that the NIC and the Office of the Chief Herald continue to co-operate in the development of official symbols for Nunavut along the lines set out the NIC's earlier "**Footprints**" report.

Recommendation #11-19

The NIC recommends that the *Constitution Acts, 1867-1982*, be amended to make appropriate reference to Nunavut, specifically, to provide explicitly for the appointment of one Senator and election of one member of the House of Commons from each of Nunavut and the NWT, and for the application of the *Canadian Charter of Rights and Freedoms* to the Legislature and Government of Nunavut.

Recommendation #11-20

The NIC recommends that the Government of Canada, in concert with the GNWT, communicate at the earliest opportunity with the provincial and Yukon governments:

1. to determine the willingness of provincial governments to support those constitutional amendments necessary to accommodate Nunavut that would require adequate provincial consent (seven provinces representing at least 50% of the population); and,
2. to advise them as to the Government of Canada's intentions to proceed with other constitutional amendments necessary to accommodate Nunavut that are within authority of Parliament (e.g. representation for Nunavut and the NWT in Parliament).

Recommendation #11-21

The NIC recommends that the Office of the Interim Commissioner, as soon as practicable upon the recruitment of senior staff, convene an informal meeting of those organizations active in the administration of justice in Nunavut (e.g., the federal and territorial departments responsible for justice issues and correctional services, the RCMP, the NWT Law Society, the Nunavut Bar Association, Pauktuutit), with a view to instituting an appropriate cross-organizational mechanism for the design of reforms to the administration of justice in Nunavut, particularly its criminal justice component. The NIC recognizes and welcomes the interest of the Nunavut Bar Association in the convening of a special Nunavut justice conference, and recommends that the organization of such a conference figure prominently on the agenda of the meeting.

Recommendation #11-22

The NIC recommends that a resident judge of the Supreme Court of Northwest Territories be appointed for the Nunavut region as soon as possible, with the view to having this same individual serve as a judge of the Supreme Court of Nunavut in the period following April 1, 1999.

This appointment should be part of a larger effort on the part of the federal and territorial governments to ensure that there is an adequately sized judiciary resident in both Nunavut and the NWT after division.

Recommendation #11-23

The NIC supports in principle the "unification" of the court system in Nunavut as far as practicable, and recommends that further work be carried out towards achieving that end through the process suggested in Recommendation #11-21. Particular attention should be given to enhancing community involvement and confidence in the justice system and to addressing popular perceptions as to what parts of the justice system (for example, family violence) warrant priority of attention and reform.

Recommendation #11-24

The NIC recommends that a working group – made up of representatives of the federal and territorial departments of justice and Pauktuutit – be constituted with a view to agreeing on an appropriate set of conditions and timetable for the early transfer of responsibility for the prosecution function in relation to Nunavut from the federal government to the territorial government level.

Recommendation #11-25

The NIC recommends that the Interim Commissioner of Nunavut enter into an agreement with the Solicitor General of Canada resulting in the supply of police services in Nunavut, at the time of its coming into existence, by the Royal Canadian Mounted Police (RCMP).

Recommendation #11-26

The NIC recommends that the agreement for the supply of police services referred to in Recommendation #11-25 set out specific and tangible measures for increasing the number and seniority of Inuit members of the RCMP in Nunavut and throughout Canada, consistent with the RCMP's internal needs with respect to the adequate rotation of members.

Recommendation #11-27

The NIC recommends that the Office of the Interim Commissioner give early attention to the conclusion of appropriate intergovernmental agreements concerning the custody and rehabilitation of Nunavut offenders in the period following April 1, 1999.

Recommendation #11-28

The NIC recommends that the appropriate funding agencies give early and sympathetic response to the pilot program concerning spousal assault offenders in Rankin Inlet proposed by Pauktuutit.

Recommendation #11-29

The NIC recommends that, at least on an interim basis following April 1, 1999, a single law society be used to govern the members of the legal profession in both Nunavut and the remaining NWT. Use of a single law society should be contingent on:

1. the development of adequate safeguards to protect the interests of both members of the public and members of the legal profession; and,
2. the support of a majority of lawyers practising in the Nunavut and western portions of the existing NWT.

Work associated with the impact of the creation of Nunavut for the future of the legal profession should take place in the context of the wider question of how Nunavut will affect matters of occupational qualifications, accreditation and regulation (see Recommendation #11-16).

Recommendation #11-30

Picking up from its earlier advice in "**Footprints**", the NIC recommends that the Government of Canada, the GNWT and NTI jointly support and sponsor, with the planning assistance of the NIC, major conferences on:

1. **The Future of Work in Nunavut** (to be held in the first part of 1997; see Chapter 4, section 7);
2. **The Future of the Inuit Language in Nunavut** (to be held in the first quarter of 1998; see Chapter 10).

Recommendation #11-31

The NIC recommends that it continue to give organizational attention to matters of economic and social policy making in Nunavut, but do so consistent with a primary focus of facilitating, through its advice, the appropriate start-up design and implementation of the Nunavut Government.