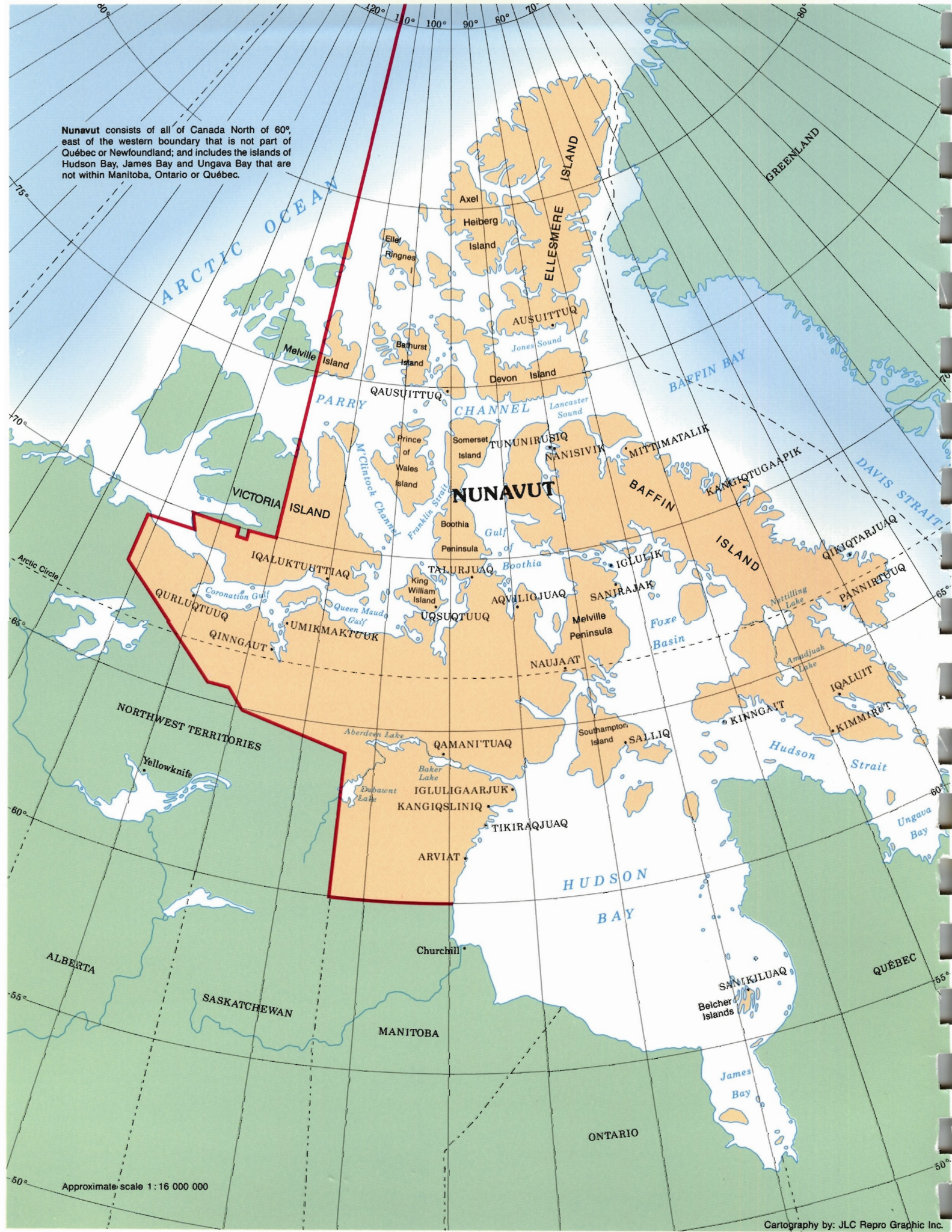




Nunavut Implementation Commission

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.

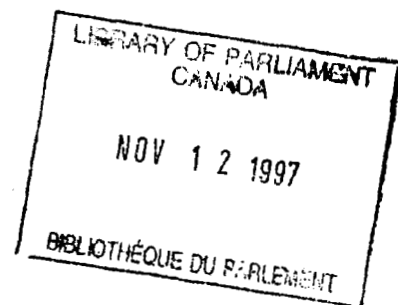
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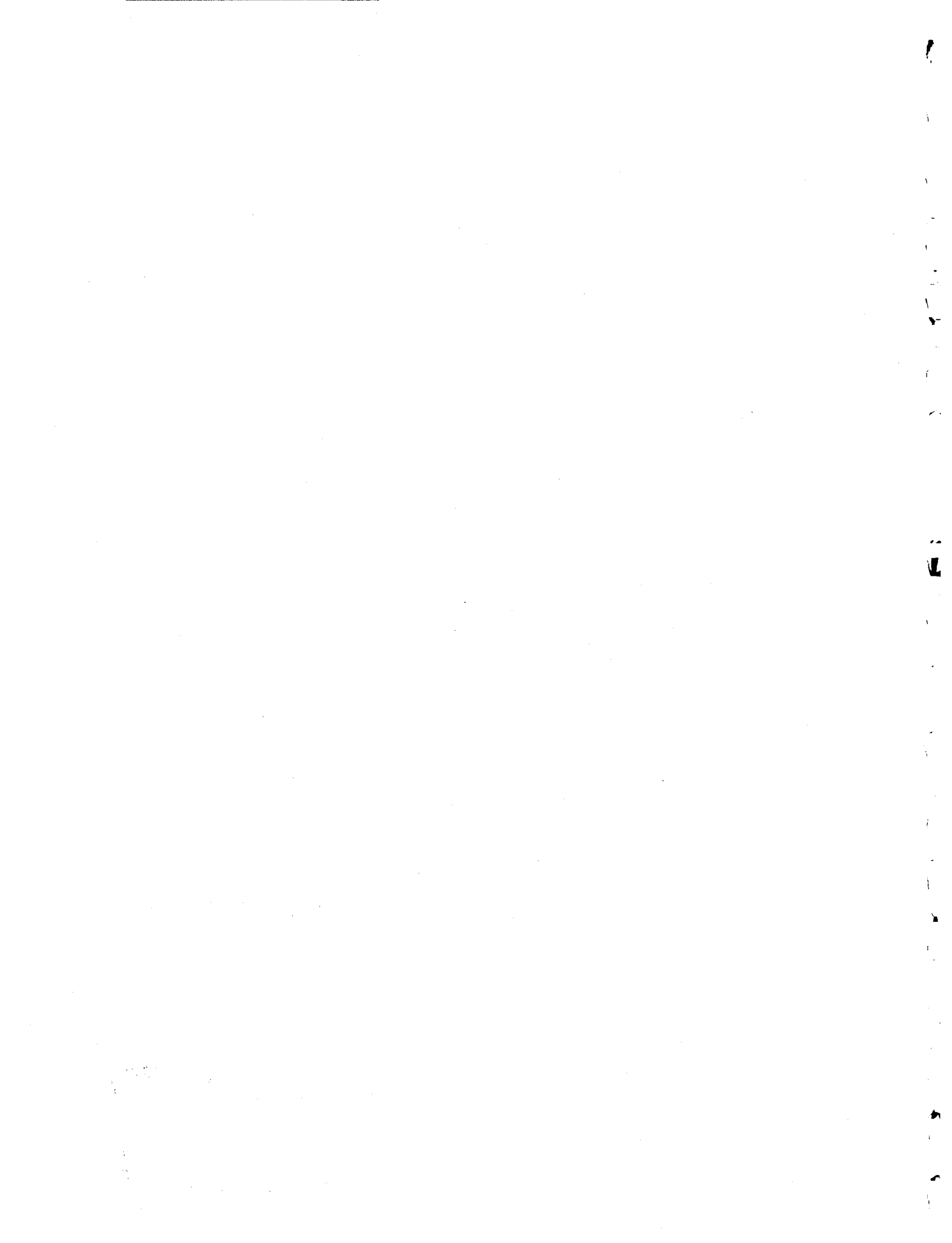
NUNAVUT

CHANGING THE MAP OF CANADA

Information Package

Nunavut Implementation Commission





Creating Nunavut

April 1, 1999, will be an historic day in the lives of the residents of the Eastern and Central Arctic, as well as in the lives of all Canadians — for the first time since Newfoundland and Labrador joined Confederation 50 years before, the map of Canada will change. A new jurisdiction, called Nunavut, will be carved out of the existing Northwest Territories and officially instituted as Canada's third territory. To a small group of people like the Inuit, the creation of the new territory of Nunavut, and the settlement of their land claims in the Canadian Arctic, are enormous achievements.

Creating new jurisdictions out of the existing Northwest Territories is nothing new, and in establishing Nunavut we are simply following a long established Canadian tradition. The northern parts of Ontario and Quebec, as well as the provinces of Manitoba, Saskatchewan and Alberta, and Yukon Territory, were all carved out of the Northwest Territories at one time or other. (The Northwest Territories was formerly known as Rupert's Land before its transfer to Canada from Great Britain in 1870, followed ten years later with the transfer of the Arctic Islands.)

Nunavut, which means "Our Land" in Inuktitut, (the language spoken by the majority of Nunavut residents) represents the culmination of more that twenty years of negotiation and planning by the residents of the Eastern and Central Arctic, 85% of whom are Inuit. Division of the Northwest Territories and the creation of Nunavut was proposed in the mid 1970s as part of the Inuit land claim. For reasons of cultural distinctiveness, language homogeneity, and geographical remoteness from the seat of

government in Yellowknife, Inuit and other residents of Nunavut believed that they would be better served through the creation of their own territory and government.

In association with the land claims negotiations that began in the mid 1970's and extended into the early 1990's, (see Appendix A) Inuit persuaded the Government of Canada of the wisdom and need for dividing the Northwest Territories. But the road to Nunavut was not without its obstacles. Two territorial wide plebiscites, one in 1982 on support for division, and a second in 1992 on agreement on the location of a boundary, were required, along with the 1992 Inuit ratification vote on the land claims settlement before Nunavut could become a reality. These challenges were successfully met through persistence and the determination of Inuit and other residents of Nunavut. Consistent with the will of the people, the Parliament of Canada passed two pieces of legislation in 1993, one ratifying the Inuit land claim (**Nunavut Land Claims Agreement Act**) and the other dividing the Northwest Territories and creating Nunavut (**Nunavut Act**). As a result, a Nunavut Territory and Government will be created on April 1, 1999.

Although the Nunavut Territory and Government are being created alongside the settlement of the Inuit land claim, (see Appendix B) the Nunavut Government will be a public government — one that respects and reflects Canada's political traditions and institutions, and one that remains firmly entrenched within the bonds of Confederation. This public form of government will recognize and protect the political equality of residents, regardless of culture, heritage, or beliefs. The rights of all its citizens will be protected by the *Canadian Charter of Rights and Freedoms*.

Like other Canadian territories, Nunavut will lack three key features of provincial political status. It will not have ownership of Crown land; it will not be immune from intrusion into provincial-type affairs by the federal Parliament; and it will not be included in the Constitutional amending formula. Nunavut, however, will have its own federal Member of Parliament and its own Senator (amendment to the **Constitution Acts, 1867-1982**, will be required to clarify this).

Geography

The Nunavut Territory includes all the territory North of 60 degrees that belongs to Canada east of Nunavut's western boundary that is not a part of Quebec or Newfoundland and Labrador, and includes all the islands of Ungava Bay, Hudson Bay and James Bay that do not belong to the provinces of Quebec, Ontario, and Manitoba. It is a huge territory constituting approximately twenty percent of Canada, encompassing more than two million square kilometres of land and sea. Its occupation of a significant geographical portion of the circumpolar world, combined with Inuit ties to Greenland, Alaska, and Russia, ensures that Nunavut will be a major player on the Circumpolar stage.

Natural Resources

With Nunavut and the settlement of the Inuit land claim, an improved climate of economic certainty and political stability necessary for investment in resource development has been established. Developers need no longer fear their investments

to be at risk because the rules of the development game are firm. And Inuit are more supportive of development because through their land claim settlement, they are involved in resource management and decision making, and are secure in the knowledge they will get the jobs and share in other economic benefits.

Large deposits of gold, silver, copper, nickel, iron ore, uranium, and some diamonds can be found in many locations in Nunavut. Two lead/zinc mines are currently in operation in the High Arctic, and mineral exploration is booming. The prospects for continued exploration and new mineral developments in Nunavut coming on stream in the near future are promising. Oil is being produced in small quantities not far from the magnetic North Pole, but development of the vast natural gas deposits in the High Arctic Islands must await improvements in world markets.

Living natural resources have always been important to the economy of Nunavut. The lands, fresh waters, and marine areas of Nunavut are the home to millions of animals, fish, marine mammals, and birds. The use of wildlife resources for food, clothing, and local sale figure prominently in the economies of many Nunavut households. Many Nunavut residents also find employment in commercial fresh water and marine fisheries, and through the harvesting of meat for sale to small scale local commercial retailers.

The wilderness quality of Nunavut is unsurpassed. Federal and territorial government agencies have established more than a dozen parks and conservation areas, and many more have been proposed for future protection by both national and

international agencies. All these natural features establish Nunavut as a world class destination for tourists, and sport hunters and fishers.

Political Design of the Nunavut Government

Nunavut is currently divided into three administrative regions --- Kitikmeot in the west, Kivallik (Keewatin) in the centre, and Qiqtaaluk (Baffin) in the east -- all three of which will be retained after division. Nunavut will have two levels of government --- territorial and municipal. Political authority at the territorial level will be concentrated in the Legislative Assembly, and political authority at the community level will be concentrated in community governments. Community governments will be encouraged to take on greater responsibility for delivery of programs and services over time.

The Nunavut Government will be similar to existing forms of government in Canada. It will have a 17 to 22 Member popularly elected Legislative Assembly and there will be a Cabinet and an elected Speaker.

A Commission proposal to guarantee an equal number of males and females in the Nunavut Legislative Assembly through the use of dual member ridings, with each constituent voting for both a female and male candidate, was defeated in a May, 1997, Nunavut wide plebiscite. Had this proposal been accepted, Nunavut would have been the first jurisdiction in the world to guarantee the equal representation of men and women in a Legislative Assembly. More importantly, Nunavut would have had the benefit of policies and legislation crafted through the equal participation of both sexes.

Support for the idea of a directly elected Premier, another topic explored by the Commission, seems to be popular. Although the many details as to how it might be instituted have yet to be worked out, such an idea, if implemented, would replace the current consensus style of governing where Members in the Legislative Assembly decide amongst themselves, who will fill the positions of Premier and those of the Cabinet. Southern style political parties do not yet exist at the territorial level of politics.

Administrative Design of the Nunavut Government

The Nunavut Government will be composed of ten government departments with decentralized headquarters functions located in 11 of its 26 organized communities. A decentralized model of government was chosen in order to better distribute the employment opportunities associated with the new government, as well as to minimize the impact of locating too many new employees in just a few communities. The Commission has also recommended some innovative changes to current departmental structures, such as combining responsibilities for renewable and nonrenewable resources and economic development under the management of one department.

Iqaluit (formerly Frobisher Bay), located on Baffin Island, is the largest Nunavut community. As a result of a Nunavut wide plebiscite in December, 1995, Iqaluit will be the capital. Regional administrative functions currently located in Iqaluit will be moved out into smaller communities to ensure a greater distribution of employment opportunities and to make way for the location of new headquarters functions. The communities of Cambridge Bay (Kitikmeot) and Rankin Inlet (Kivillak) will continue to

function as regional administrative centres. Nunavut communities range from as few as 148 persons (Grise Fiord), to as many as 4,220 (Iqaluit), with a third of the communities in the 1,000 to 2,000 population range (see Appendix E).

The huge size of the territory combined with a lack of roads, poses enormous challenges to maintaining effective communications for both the government and local people. Nunavut leaders are placing confidence in the use of modern day telecommunications and information technologies to overcome the problems of distance and remoteness that have traditionally stood in the way of delivering cost effective and efficient government services. Community TeleService Centres, an innovative means of providing local residents access to global information and participation in the global economy are being promoted by the Commission as a necessary part of local public infrastructure.

Staffing the Nunavut Government

Nunavut's most underutilized and greatest resource is its people. With almost half the Nunavut population under the age of 15 (see Appendix F), and with an unemployment rate hovering on average around 30%, education, training and the creation of employment opportunities figure prominently in the minds of Nunavut leaders. The need for upwards of 700 new full time Nunavut Government headquarters staff provides an opportunity to meet some of Nunavut's employment needs. At present Inuit make up 85% of the Nunavut population, but make up only 44% of the public sector work force.

Nunavut leaders have set a goal of 50% Inuit employment in headquarters departments for April 1, 1999. Achieving this goal requires a large investment in training and education. In addition to the established government education and training funding, the federal government has committed \$40 million of a total of the \$149 million earmarked for starting up Nunavut to assist in reaching this goal. Achieving 50% Inuit employment in the public sector is only the initial target. A more ambitious objective, (provided for in the Inuit land claims agreement) is to eventually bring Inuit representation in the public service up to a level that is representative of Inuit in the overall population of Nunavut.

An initial 150 senior headquarters staff will be in place at start up, with the balance to be hired over the following year. New headquarters employees will complement approximately 3,000 existing regional and community government employees. (See Appendix G for information on private sector employment.)

Timing and Financing Considerations

The **Nunavut Political Accord** (see Appendix C) requires the federal government to fund the reasonable incremental cost of establishing Nunavut, while at the same time ensuring the scope and quality of existing services is maintained for both Nunavut, and the remaining Northwest Territories. Shrinking budgets and the identification and sorting out of transitional costs from operational costs are thorny issues that may lead to spirited intergovernmental negotiations. Other financial matters that also require laying to rest, include; apportioning existing territorial assets and

liabilities; developing suitable financing formulas for both territories post 1999; and in the case of Nunavut, identifying and securing program and service deliver monies on behalf of a government that may wish to pursue different program and service policy objectives than those identified by pre Nunavut Government planners.

The federal government is providing much of the initial capital to build the infrastructure for the Nunavut Government, but it is also relying heavily on contracting and leasing arrangements with the private sector to provide the remainder. This will have the effect of deferring costs, and of delivering additional employment and other benefits to Inuit and other Northern firms. Government contracting provisions of the Inuit land claim agreement give Inuit firms a leg up on securing government contracts.

Short construction timelines, combined with dependence on an annual delivery of construction supplies by sea, make for a very tight construction window. Any delays in the infrastructure timetable could lead to changes in the decentralization plans for headquarters departments, and deprive some of the smaller communities of the benefits of decentralization.

Other-time sensitive matters involve such things as: the renegotiation of over two hundred existing intergovernmental agreements and two collective bargaining agreements; striking interterritorial arrangements for the shared use of the Power Corporation and the Workers' Compensation Board (to keep the cost down to both territories); and the recruitment of 150 senior government staff — all of which must be accomplished well in advance of April 1, 1999.

Culture and Language

A separate Nunavut Government should better meet the unique cultural and linguistic characteristics of Nunavut residents. A Legislative Assembly and public service peopled by Nunavut residents will better reflect the nature of Nunavut society and result in the development of policies and the delivery of programs and service more in tune with the needs of the culture and economy.

Language issues are particularly important in this regard. Inuktitut is spoken by a majority of Nunavut's 24,000 residents, and it is the intent of Nunavut leaders that it become both an official language, and working language of the Nunavut Government. The diversity of Inuktitut dialects, the use of two writing systems, the need for standard terminologies (particularly in the field of information technologies), interjurisdictional communication needs, as well as financial considerations associated with translation and interpretation, will require the development of language policies of a farsighted and sensitive nature.

Rights of English and French speakers are provided for and protected under federal language legislation and the **Canadian Charter of Rights and Freedoms**. The status of these languages will also have to be safeguarded through territorial policies and legislation.

Symbols

The very nature and character of a jurisdiction are often reflected in the public symbols that it chooses. Nunavut is no different. It will require a flag and other appropriate symbols of a heraldic nature that capture and portray its uniqueness. Work on Nunavut symbols involving Canada's Chief Herald, has been going on for some time. In keeping with the importance of this task, and in the spirit with which Nunavut residents view themselves within Confederation, a flag and symbols design contest, open to all Canadians, has been sponsored by the Commission. It is expected that the federal government will assist in marking the birth of Nunavut with the issue of a commemorative coin and stamp.

Nunavut is Good News

Nunavut is a testament to the determination of an aboriginal people to regain control of their own lives. Nunavut is not aboriginal self-government in the sense that many Canadians might think, because it will be a public form of government that is open to all its citizens, whatever their ethnicity or culture. It will, however, be controlled by an Inuit population that makes up 85% of the population. It is a model of government that will work and one that may be worth emulating by other governments and other aboriginal peoples, both at home and abroad. Nunavut is being closely watched by many governments around the globe looking for solutions to demands by their own indigenous peoples to exercise greater opportunities for self-determination. The creation of Nunavut has given hope to many indigenous peoples.

If it were not for the occupation of the Arctic by Inuit, the vast pie shaped wedge of Arctic territory that Canadians take for granted belongs to Canada, may not have belonged to Canada today. It was the occupation of Inuit that first allowed the federal government to fend off challenges to the Canadian Arctic by Norway and Denmark in the early part of this century, and later bolstered Canada's claims to the Arctic offshore in the face of American challenges and claims. A great Canadian debt is finally being paid.

The coming of Nunavut has reinstilled a sense of pride and self-esteem in Inuit, a prerequisite in any community to confronting problems associated with social and economic disequilibrium. For the first time in many decades, Inuit and other Nunavut residents will be able to make decisions, formulate policies, and see programs and services delivered that make sense from Nunavut's unique cultural, linguistic and economic perspective. And the settlement of the Inuit land claim will provide certainty and clear the road for outside investment and development. The effect of Nunavut and the Inuit land claim together will be greater political stability, increased economic growth, a revitalization of cultural pride, and an improvement in societal health. Nunavut is a bold experiment and a wonderful opportunity — one that will benefit both Canada and Nunavut.

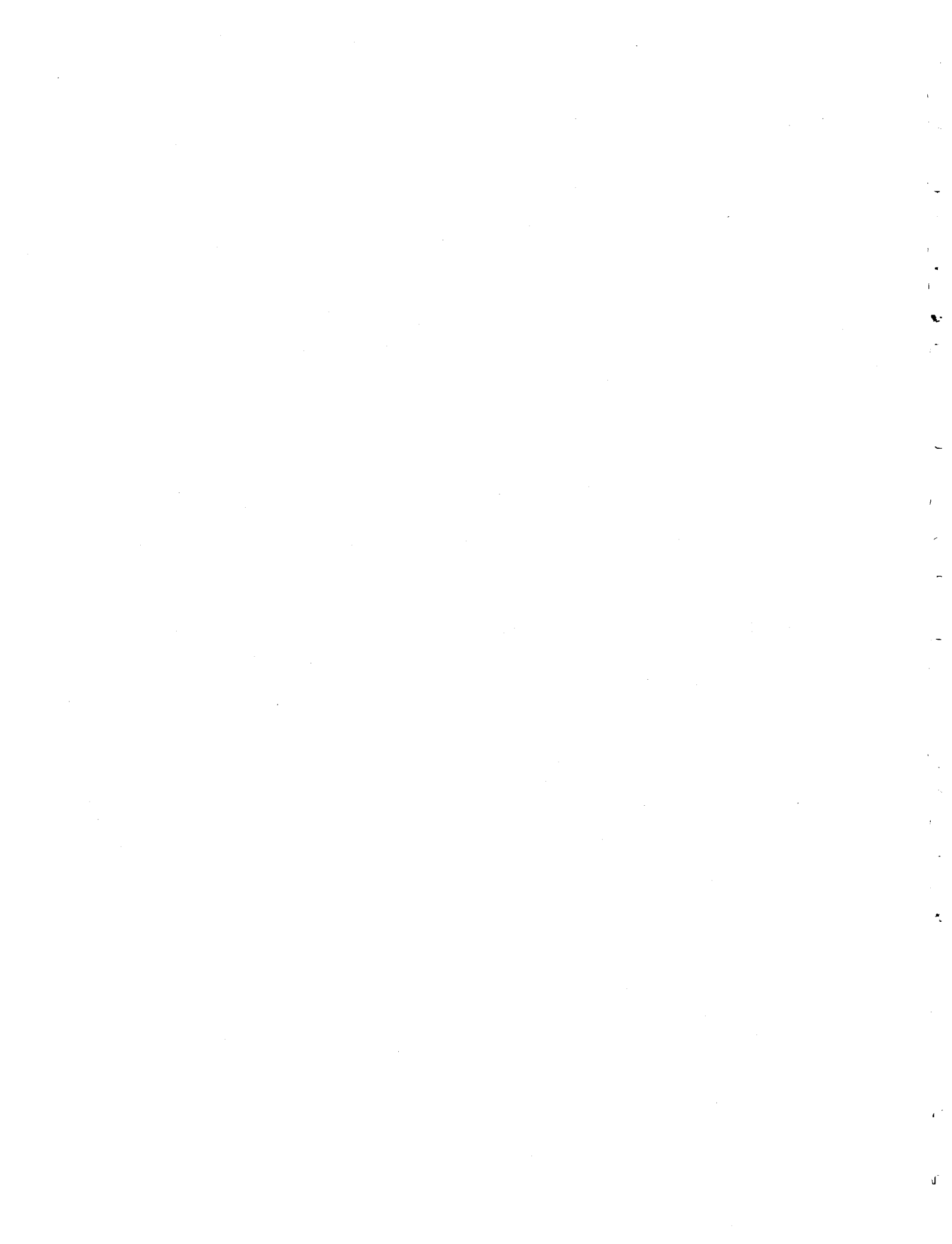
A Closing Thought

At a time when others are attempting to dismantle Canada, the people of Nunavut are helping to rebuild and strengthen it. The people of Nunavut believe in Canada and recognize that the successful growth and development of Nunavut depend

upon a strong and united Canada. Sharing and cooperation are Nunavut traditions and the people of Nunavut welcome all those who wish to participate in the development of Canada's newest territory and the opportunities it has to offer.

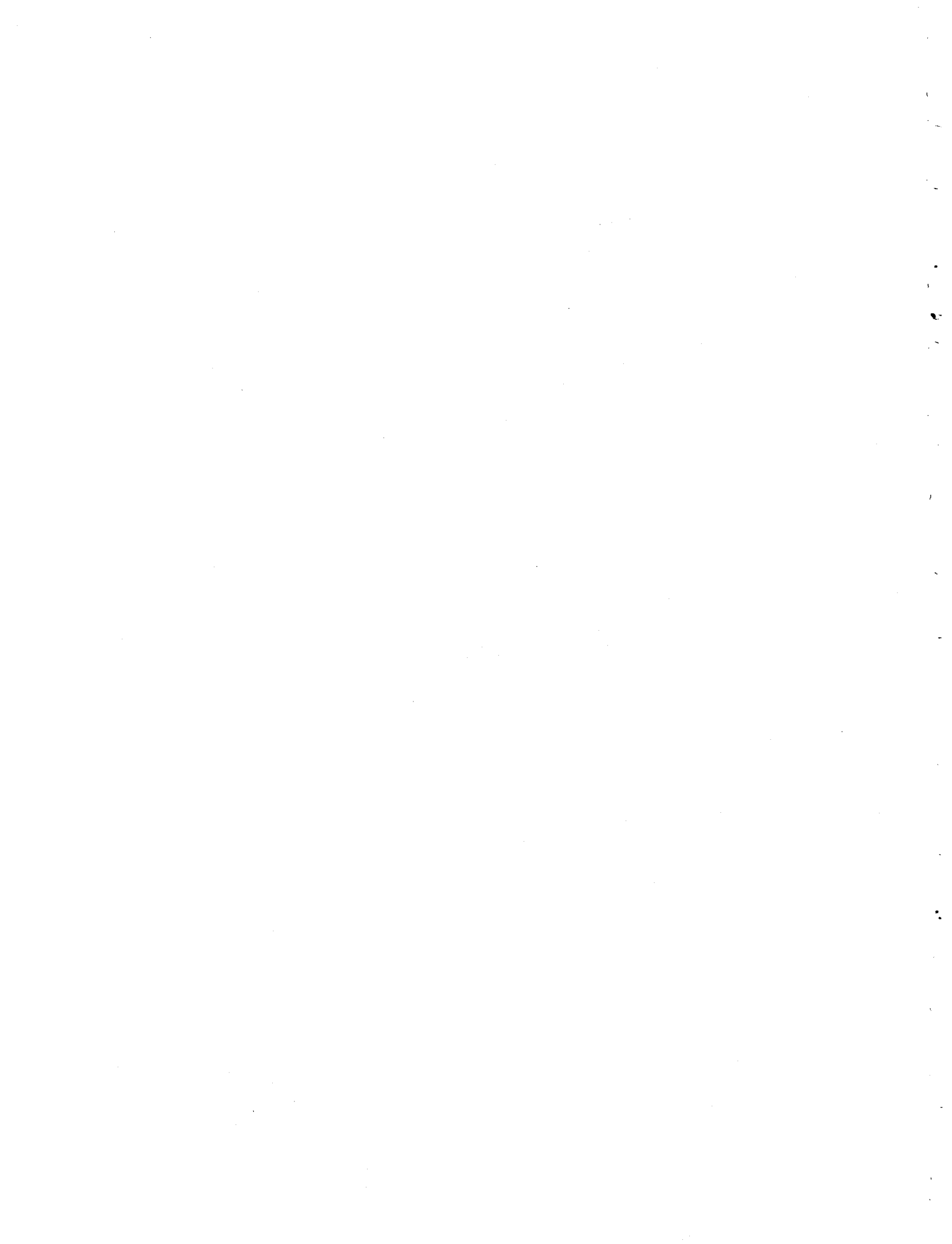
A Note About the Nunavut Implementation Commission

The Nunavut Implementation Commission was established under federal statute to advise on the design and planning of the Nunavut Government. The Commission is made up of nine Commissioners and a Chief Commissioner named by the three parties to the *Nunavut Political Accord*: the Government of Canada; the Government of the Northwest Territories; and the Nunavut Tunngavik Incorporated. The mandate of the Commission (see Appendix D) ends in 1999.



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- Appendix C** **Nunavut Political Accord**
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APPENDIX A

**A CHRONOLOGY OF EVENTS ON THE ROAD TO
NUNAVUT**



A Chronology of Events on the Road to Nunavut

4500 to 1000 B.P. (approximately) - Successive Inuit peoples enter and spread throughout the Canadian Arctic.

1000 to 1400 - Vikings establish permanent communities along western coast of Greenland and establish trading networks into the Canadian Arctic.

1576-78 - English explorer Martin Frobisher explores east coast of Baffin Island. He is followed over the next three centuries by many navigators seeking a Northwest Passage to Asia.

1670 - King Charles II grants the Hudson's Bay Charter, providing the Hudson's Bay Company with a trading monopoly over much of what is now Canada (Rupert's Land).

1867 - Confederation.

1870 - After Hudson's Bay Company surrenders Rupert's Land, Rupert's Land is acquired by the Government of Canada.

1880 - Arctic Islands transferred to Canadian Government by British Government.

1920 - Denmark and Canada engage in a dispute concerning jurisdiction over Danish nationals hunting muskoxen on Ellesmere Island.

1926 - The Arctic Islands Game Preserve (AIGP) is established as an exclusive Inuit hunting preserve to bolster Canada's claims to sovereignty in the High Arctic. The AIGP is subsequently expanded in 1929 and 1942 to

cover most of the remaining islands and parts of the mainland.

1928 - Government of Norway asserts a claim to the arctic islands visited by Norwegian explorer Sverdrup. Norway subsequently relinquishes its claims in the Canadian Arctic.

1939 - Outbreak of World War II, followed by American entry into the war in 1941, leads to the establishment of many new military facilities in the eastern Arctic staffed by Canadian and American personnel. Military interest in the Arctic extends into the Cold War with the development of long-range bombers, intercontinental missiles, and nuclear-propelled submarines.

1950s - Many non-aboriginal people in the Mackenzie Valley push for dividing the Northwest Territories, thereby allowing the western portion to move more rapidly to responsible government.

1960 - Aboriginal peoples in Canada are accorded the right to vote in federal elections.

1962 (September) - The Progressive Conservative government in Ottawa, through the Throne Speech, indicates that measures will be introduced to provide greater self-government in the North leading to the creation of new provinces.

1963 (May) - Based on requests by the 1957-60 and 1960-63 Councils of the Northwest Territories (NWT), the Liberal Government in Ottawa introduces legislation to divide the NWT into the Mackenzie and Nunassiatq Territories. The Mackenzie Territory is to include Victoria

Island. The legislation dies on the order paper prior to the federal election held that year.

1964 - The newly elected Northwest Territories Council opposes division. Dean A.W.R. Carrothers is appointed by the federal government to head an "Advisory Commission on the Development of Government in the Northwest Territories".

1966 - The Carrothers Commission advises against division within the next ten years, but recognizes that it is inevitable due to the sheer size of the NWT. The Commission recommends the establishment of local governments throughout NWT and this recommendation is acted on.

1966 - The NWT Council abolishes the AIGP and brings the area within the same legislative framework as the rest of the NWT.

1973 - The Supreme Court of Canada brings down its decision in the *Calder* case, throwing open the legal question of whether aboriginal title continues to exist in Canada. This decision is followed shortly thereafter by the inauguration of the modern land claims process in Canada, including the NWT.

1973 - Inuit Tapirisat of Canada (ITC), founded earlier in the decade, begins a study of Inuit land use and occupancy which demonstrates the extent of Inuit aboriginal title in the Arctic. With a few modifications, the area of Inuit use and occupancy will eventually form the geographic basis of the Nunavut Territory.

1975 - The first fully elected NWT Council takes office and styles itself the NWT Legislative Assembly. A Speaker is chosen from among its 15 members and three elected members are given Executive Committee portfolios.

1976 (February) - ITC proposes the creation of a Nunavut Territory as part of a comprehensive settlement of Inuit land claims in the NWT. The "Nunavut Proposal" calls for the Beaufort Sea and Yukon North Slope areas used by the Inuvialuit to be included in the Nunavut Territory.

1976 - The Inuvialuit, due to development pressure in the Beaufort Sea area, split off from ITC to negotiate a separate land claims agreement. The Inuvialuit are represented by the Committee for Aboriginal Peoples' Entitlement (COPE).

1976 - A federal electoral boundaries commission recommends dividing the NWT into two federal electoral districts: Nunatsiak and the Western Arctic. This

recommendation is put in effect for the 1979 federal election.

1976 - The Dene Nation proposes dividing the NWT into three separate territories.

1977 (July) - The Metis Association of the Northwest Territories proposes dividing the NWT by extending the Manitoba/Saskatchewan boundary northward.

1977 (August) - C. M. Drury, as Special Representative of the Prime Minister, is commissioned to undertake a study on constitutional development in the NWT.

1977 (December) - The NWT Inuit Land Claims Commission puts forward a proposal to the federal government calling for the formation of a new territory and government in Nunavut along the lines of Inuit political institutions.

1978 (October) - The Inuvialuit sign a land claims agreement-in-principle, expressing an interest in a Western Arctic Regional Municipality for the Beaufort Sea region.

1979 - The NWT Legislative Assembly is enlarged to 22 seats. The Assembly has a majority of aboriginal members.

1979 - In its decision in the *Baker Lake Case*, the Federal Court of Canada rules that the Inuit of the Baker Lake region continue to enjoy aboriginal rights to the land. Despite this finding, the Court refuses to define aboriginal rights in such a way as to prevent mining exploration in the area.

1979 (September) - ITC, at its Annual General Meeting in Igloodik, releases a discussion paper entitled "Political Development in Nunavut". The paper calls for division of Northwest Territories within ten years and provincial status for Nunavut five years after that.

1979 (November) - The NWT Legislative Assembly creates the Special Committee on Unity.

1980 (January) - The "Drury Commission" Report comes out in support of a united NWT, but also suggests that discussions continue regarding the possibility of division.

1980 (October) - At its Annual General Meeting in Coppermire, ITC delegates unanimously pass a resolution calling for the creation of Nunavut.

1980 (October) - In its report to the NWT Legislative Assembly, the Special Committee on Unity indicates a lack of consensus in the Northwest Territories favouring the continued existence of a single territory.

1980 (November) - A Special Committee on the Impact of Division is established by the NWT Legislative Assembly.

1980 - The NWT Legislative Assembly votes 16-1 in favour of the division of the Northwest Territories.

1981 (May) - The NWT Legislative Assembly votes 12-0 in favour of a NWT-wide plebiscite concerning the creation of Nunavut through the division of the NWT.

1981 (November) - The NWT Legislative Assembly sets the date for the division plebiscite as April 14, 1982. The question for the plebiscite is: "Do you think the Northwest Territories should be divided?"

1981 (November) - The Dene Nation and the Metis Association of the Northwest Territories release "Public Government for the People of the North". This document proposes a new government for the Mackenzie Valley with provincial type powers, to be called "Denendeh".

1982 (February) - Members of the NWT Legislative Assembly, ITC, the Dene Nation, the Metis Association of the Northwest Territories and COPE, form a Constitutional Alliance to work on political development issues.

1982 (April) - The NWT-wide plebiscite on division is held. The vote for division is very high in the Nunavut area and 56% across the NWT.

1982 (May) - The NWT Legislative Assembly passes a motion calling on the federal government to appoint a boundaries commission to assist in the division of the NWT.

1982 (July) - In response to federal reluctance to establish a boundaries commission, the Constitutional Alliance determines to pursue the matter of division and breaks itself into sub-groups, a Nunavut Constitutional Forum (NCF) to work on political development in the Nunavut area, and a Western Constitutional Forum (WCF) to work on political development in the Mackenzie Valley. The Inuvialuit are permitted seats on one or both forums.

1982 (November) - John Munro, Minister of Indian Affairs and Northern Development, announces the federal government's approval in principle of division of the NWT. Minister Munro attaches four conditions to approval: a continuing consensus on division; the development of government structures and systems of administration; the settlement of land claims; and, agreement on a boundary for division.

1983 - The NCF publishes two documents entitled, "Nunavut" and "Building Nunavut: A Working Docu-

ment with a Proposal for an Arctic Constitution", and conducts community tours.

1984 (May) - COPE and the Tungavik Federation of Nunavut (TFN), now mandated to represent the Inuit of Nunavut for land claims and political development purposes, sign a boundary agreement separating the Inuvialuit and Nunavut land claims areas.

1984 (June) - COPE and the Government of Canada sign the Inuvialuit Final Agreement. Following ratification legislation by Parliament, the land claims agreement comes into force shortly thereafter.

1984 (October) - The WCF releases "Resource Management Boundary Problems", examining five boundary alternatives.

1984 - At a First Ministers Conference, Prime Minister Pierre Trudeau identifies Nunavut as a workable form of self-government.

1984 (December) - TFN and the Dene/Metis Negotiation Secretariat sign a memorandum of understanding concerning principles and a process to guide overlap and boundary negotiations.

1985 (February) - In a speech to the NWT Legislative Assembly, David Crombie, Minister of Indian Affairs and Northern Development, announces support for Nunavut upon finalization of a boundary for division.

1985 (November) - The Dene Nation releases a discussion paper entitled "Denendeh Public Government" that foresees Dene, Metis, Inuvialuit and some Inuit communities being part of a Denendeh province.

1986 (May) - TFN and the Dene/Metis sign a boundary and overlap agreement that establishes a boundary for the Kitikmeot and Keewatin regions of Nunavut.

1987 (January) - The Iqaluit Agreement is signed by leaders of the Constitutional Alliance. The Agreement which establishes principles for constitutional development and October 1, 1991, as a target date for division endorses the boundary established in the May, 1986, agreement between TFN and the Dene/Metis.

1987 (March) - The NWT Legislative Assembly approves the Iqaluit Agreement and recommends a plebiscite on the proposed boundary.

1987 (March) - The boundary plebiscite tentatively scheduled for May 20, 1987 is cancelled after TFN and the Dene/Metis fail to firm up understandings struck in their earlier agreement.

1987 - With little evidence of continuing progress, federal government funding for the NCF and the WCF is ended.

1988 (September) - Dene/Metis leaders sign a land claims agreement-in-principle with Prime Minister Brian Mulroney.

1990 (April) - Dene/Metis leaders sign a final land claims agreement with representatives of the Government of Canada and the GNWT. The agreement is subject to ratification on the part of both Dene/Metis and the Crown.

1990 (April) - TFN and representatives of the federal and territorial governments sign a land claims agreement-in-principle. The agreement contains language in support of division of the NWT and a plebiscite on a boundary for division.

1990 (July) - The Dene/Metis final land claims agreement is rejected at the Annual General Assembly of the Dene Nation at Hay River. The Gwich'in Dene leave the Assembly with the intention of negotiating a separate land claims agreement. Other Dene groups pursue this course in the months that follow.

1991 (July) - The Gwich'in sign a land claims agreement with the federal and territorial governments.

1992 (January) - TFN and government negotiators come to agreement on the substantive portions of a final land claims agreement for the Nunavut region. The final agreement contains commitments on the creation of a Nunavut Territory and Government, subject to a boundary plebiscite and the conclusion of a Nunavut Political Accord setting out more details concerning the timetable and process for setting up the new territory and government.

1992 (February) - The NWT Executive Committee approves the wording of a boundary plebiscite question and establishes the date for the plebiscite as May 4, 1992.

1992 (May) - An overall majority of voters in the NWT approve the proposed boundary for division. An overwhelming majority in the Nunavut area approve the boundary.

1992 (October) - TFN and government representatives sign the Nunavut Political Accord. The Accord sets the date for the creation of the Nunavut Territory and Government as April 1, 1999, and contemplates the creation of a statutory Nunavut Implementation Commission to assist with the design of the new government.

1992 (November) - In a Nunavut-wide vote, the Inuit of Nunavut ratify the Nunavut final land claims agreement (Nunavut Agreement).

1993 (May) - The Nunavut Agreement is signed in Iqaluit by Prime Minister Brian Mulroney, NWT Government Leader Nellie Cournoyea and TFN President Paul Quassa.

1993 (June) - Two pieces of legislation, ratifying the Nunavut Agreement and creating the Nunavut Territory and Government (the Nunavut Land Claims Agreement Act and the Nunavut Act), are enacted by Parliament and receive Royal Assent.

1994 (January) - The first meeting of the Nunavut Implementation Commission takes place.

1999 (April) - The Nunavut Territory and Government will come into existence.

APPENDIX B

**ARTICLE 4
NUNAVUT LAND CLAIMS AGREEMENT**



Article 4

Nunavut Political Development

Part 1: General

- 4.1.1 The Government of Canada will recommend to Parliament, as a government measure, legislation to establish, within a defined time period, a new Nunavut Territory, with its own Legislative Assembly and public government, separate from the Government of the remainder of the Northwest Territories.
- 4.1.2 Therefore, Canada and the Territorial Government and Tungavik Federation of Nunavut shall negotiate a political accord to deal with the establishment of Nunavut. The political accord shall establish a precise date for recommending to Parliament legislation necessary to establish the Nunavut Territory and the Nunavut Government, and a transitional process. It is the intention of the Parties that the date shall coincide with recommending ratification legislation to Parliament unless Tungavik Federation of Nunavut agrees otherwise. The political accord shall also provide for the types of powers of the Nunavut Government, certain principles relating to the financing of the Nunavut Government, and the time limits for the coming into existence and operation of the Nunavut Territorial Government. The political accord shall be finalized before the Inuit ratification vote. It is the intention of the Parties to complete the Political Accord by no later than April 1, 1992.
- 4.1.3 Neither the said political accord nor any legislation enacted pursuant to the political accord shall accompany or form part of this Agreement or any legislation ratifying this Agreement. Neither the said political accord nor anything in the legislation enacted pursuant to the political accord is intended to be a land claims agreement or treaty right within the meaning of Section 35 of the Constitution Act, 1982.

APPENDIX C

NUNAVUT POLITICAL ACCORD

NUNAVUT POLITICAL ACCORD

BETWEEN:

The Tungavik Federation of Nunavut ("TFN"), as represented by the President of the TFN;

AND:

The Government of Canada ("Canada"), as represented by the Minister of Indian Affairs and Northern Development;

AND:

The Government of the Northwest Territories ("GNWT"), as represented by the Minister of Intergovernmental and Aboriginal Affairs and the Minister of Municipal and Community Affairs.

WHEREAS the creation of a new Nunavut Territory with its own government is a fundamental objective of the Inuit of Nunavut;

AND WHEREAS achievement of the Inuit objective is supported by Canada and the GNWT;

AND WHEREAS a majority of those voting in a territory-wide plebiscite, held in 1982, favoured division of the N.W.T.;

AND WHEREAS the Legislative Assembly of the N.W.T. has passed resolutions supporting division;

AND WHEREAS the parties have committed themselves to securing the Inuit objective in a manner consistent with the provisions of Article 4 of an Agreement between the Inuit of the Nunavut Settlement Area and Her Majesty in Right of Canada ("the final agreement");

**NOW THEREFORE THE TFN, CANADA AND THE GNWT ("the parties")
HEREBY AGREE AS FOLLOWS:**

Part 1: General

- 1.1 This Agreement ("the Accord") is the Nunavut Political Accord referred to in Article 4 of the final agreement.

Part 2: Nunavut Act

- 2.1 The legislation proposed to establish Nunavut (the "Nunavut Act") shall be similar to the present Northwest Territories Act with such modernization and clarification as may be appropriate.
- 2.2 The Nunavut Act shall provide that those territorial laws made under the Northwest Territories Act that are in force immediately prior to the coming into force and effect of the provisions of the Nunavut Act creating the Nunavut Territory will continue to apply to Nunavut, except to the extent that they are inconsistent with the Nunavut Act, or until such laws are revoked or amended by the Nunavut Legislative Assembly.
- 2.3 Canada shall consult with the TFN and the GNWT on all matters to be provided for in the Nunavut Act prior to recommending the said legislation to Parliament.

Part 3: Recommendation and Timing of Nunavut Act

- 3.1 The Nunavut Act shall be recommended to Parliament, as a Government measure, on the date on which legislation to ratify the final agreement is tabled in Parliament, unless TFN agrees to another date.
- 3.2 Canada shall seek Royal Assent for the Nunavut Act coincidental to seeking Royal Assent for the legislation to ratify the final agreement unless TFN agrees otherwise.
- 3.3 All sections of the Nunavut Act shall come into force and effect no later than April 1, 1999. It is anticipated that appropriate sections of the Nunavut Act will be brought into force prior to April 1, 1999 where those sections support the transition process for the creation of Nunavut.

Part 4: Powers of the Nunavut Legislative Assembly and Government

- 4.1 The types of powers of the Nunavut Legislative Assembly and Nunavut Government shall be generally consistent with those in the present Northwest Territories Act.
- 4.2 The Nunavut Government shall have sufficient authority to fulfil its lawful obligations under the final agreement.
- 4.3 The Nunavut Act shall include provisions regarding the authority to transfer administration and control over public lands to the Nunavut Government.

Part 5: Boundaries of the Nunavut Territory

- 5.1 The Nunavut Territory shall comprise that area which forms that part of the Northwest Territories, pursuant to the Northwest Territories Act, situated east of the line described in Annex A attached hereto.

Part 6: Transition Process

- 6.1 The Nunavut Act shall provide for a Nunavut Implementation Commission (NIC) in accordance with this Accord.
- 6.2 The NIC shall be established as soon as practicable after the Nunavut Act receives Royal Assent and in any event no later than six months beyond that date, and shall terminate no later than three months following the coming into force and effect of the provisions of the Nunavut Act creating the Nunavut Territory.
- 6.3 The NIC shall comprise nine Commissioners appointed by the Governor in Council, three of whom shall be chosen from a list of names submitted by the GNWT and three of whom shall be chosen from a list of names submitted by the TFN. Not less than six of the Commissioners shall be ordinarily resident in the Nunavut Settlement Area.
- 6.4 In addition to the nine Commissioners, a Chief Commissioner, who shall be acceptable to the parties hereto, shall be appointed by the Governor in Council.
- 6.5 An Executive Director shall be hired by the Commission, and shall manage the Commission's staff and budget. The Executive Director shall report to the Chief Commissioner, and shall act as Secretary to the Commission.

The NIC shall provide advice to the parties hereto on the creation of Nunavut.

6.6.1 Consistent with its general mandate, the NIC shall provide advice on:

- (i) a timetable for the assumption of service delivery responsibilities from the GNWT, federal government or other authority, by the Government of Nunavut;
- (ii) the process for the first election of the Government of Nunavut and for the determination of electoral districts for Nunavut;
- (iii) the design of and funding for training plans;
- (iv) the process for the identification of a capital city of Nunavut;
- (v) the principles and criteria for an equitable division of assets and liabilities between the GNWT and the Government of Nunavut;
- (vi) capital infrastructure needs of Nunavut resulting from division and the creation of a new territory, and scheduling for construction;
- (vii) the appropriate administrative design for the first Government of Nunavut which may include personnel to administer the functions described in 7.1 with due regard for efficiencies and effectiveness; and
- (viii) such other matters consistent with the Commission's mandate as may be referred to it.

The determination of the administrative design of the first Nunavut government organization is separate from the determination of ongoing federal financing arrangements for the two territories.

The responsibility for accepting and implementing the recommendations of the NIC will depend on the jurisdiction to which recommendations individually apply.

6.6.2 The NIC shall:

- (i) propose an annual budget for its own operations;
- (ii) hire or engage appropriate NIC support staff;
- (iii) recommend arrangements for the continuing provision of programs and services where the assumption by the Government of Nunavut of service delivery responsibilities is to be phased;
- (iv) establish public information programs, which may include public meetings, to keep residents of Nunavut apprised of the Commission's work; and
- (v) undertake such other tasks within its mandate as may be required.

6.7 The Commission shall prepare an annual report, and a copy of the annual report shall be tabled by the Minister of Indian Affairs and Northern Development in Parliament, and immediately thereafter provided to the Government Leader for tabling in the Legislative Assembly. A copy shall also be provided to the TFN.

Part 7: Administrative Capacity of the Nunavut Government

7.1 The arrangements made regarding the administrative design of the first Nunavut Government (as recommended by the NIC pursuant to 6.6.1 (vii)) shall provide the Nunavut Government with the administrative capacity to:

- (i) establish and maintain a Legislative Assembly and Executive Council;
- (ii) manage the financial affairs of Nunavut;
- (iii) secure independent legal advice for the Government;
- (iv) undertake personnel recruitment, administration and training for and of government employees;
- (v) maintain certain aspects of public works and government services; and
- (vi) support municipal affairs; and
- (vii) provide adult education programming as part of a comprehensive human resource development plan.

7.2 It is anticipated that other areas of administrative responsibility at present administered by the GNWT which are not part of the core administrative capacity of the Nunavut Government, referred to in 7.1, shall be discharged through intergovernmental agreements or contracts with appropriate governments, public institutions or non-governmental bodies.

7.3 In discharging its duties with regard to the design and implementation of the structures of the first Nunavut Government (see 6.6.1 (vii) and 6.6.2 (iii)) the NIC shall work toward the following goals:

- (i) an equitable distribution of government activities among Nunavut communities;
- (ii) appropriate utilization of information management systems and supporting technology to support a decentralized and efficient government delivery system; and
- (iii) employment of local residents in new government positions through strong emphasis on training and work support programs.

Part 8: Financing the Nunavut Territory

- 8.1 Prior to the coming into force and effect of the provisions of the Nunavut Act creating the Nunavut Territory, Canada, following consultation 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.

Part 9: Training and Human Resources Planning

- 9.1 The parties recognize the central importance of training in enabling Nunavut residents to access jobs resulting from division of the Northwest Territories, and that investing in people is of greater value than investing in infrastructure.
- 9.2 Training plans shall be incorporated into all planning, design and implementation activities of the NIC as reflected in the general mandate provided through 6.6.1. Planning shall identify existing training programs and associated funding programs, as well as new program requirements. Planning efforts shall consider all aspects of training activities including skills surveys, pre-employment education, skills upgrading, co-operative education and on-the-job training opportunities.
- 9.3 The parties shall begin preparation of a preliminary human resources plan within six weeks of the signing of this Accord.
- 9.4 Coordination may occur between the training effort for implementation of the final agreement and that to establish Nunavut.

Part 10: Other

- 10.1 This Accord may be amended with the consent of the parties.
- 10.2 This Accord shall be revised by the parties in the event of any amendments to Article 4 of the final agreement in order to reflect that amendment.
- 10.3 Where there is any inconsistency or conflict between the provisions of this Accord and the final agreement, the final agreement shall prevail to the extent of the inconsistency or conflict.
- 10.4 This Accord shall come into effect upon signing by the parties, and, subject to 10.6, shall continue in effect until three months after the date of the coming into force and effect of the provisions of the Nunavut Act creating the Nunavut Territory.
- 10.5 This Accord is subject to the appropriation of funds by Parliament.
- 10.6 In the event that the final agreement is not ratified by the Inuit in the ratification vote, this Accord shall have no force and effect.
- 10.7 Any reference in this Accord to the GNWT in relation to that period after the coming into force and effect of the provisions of the Nunavut Act creating the Nunavut Territory shall be construed as a reference to the government responsible for the western part of the Northwest Territories.

ANNEX A

The following legal description is the western boundary of the Tungavik Federation of Nunavut (TFN) Land Claim Settlement Area:

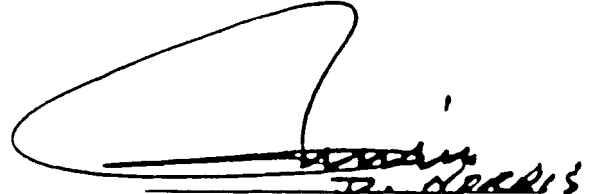
- 60th Parallel** Commencing at the intersection of 60°00'N latitude with 102°00'W longitude, being the intersection of the Manitoba, Northwest Territories and Saskatchewan borders;
- Thelon River** thence due north to the intersection of 64°14'N latitude and 102°00'W longitude, near the south shore of the Thelon River;
- Gloworm Lake** thence west northwesterly in a straight line to the intersection of 64°50'N latitude and 109°20'W longitude, north of Gloworm Lake;
- Contwoyto Lake** thence northwesterly in a straight line to the intersection of 65°30'N latitude and 110°40'W longitude, west of Contwoyto Lake;
- Itchen Lake** thence due west to the intersection of 65°30'N latitude and 112°30'W longitude, east of Itchen Lake;
- Inuvialuit Settlement Region** thence northwesterly in a straight line to a point on the southeastern boundary of the Inuvialuit Settlement Region, being the intersection of 68°00'N latitude and 120°40'51"W longitude;
- thence following the adjusted boundary of the Inuvialuit Settlement Region, as set out in the TFN/COPE Agreement of May 19, 1984, to the intersection of 70°00'N latitude and 110°00'W longitude; and finally
- thence due north along said meridian of longitude, along the eastern boundary of the Inuvialuit Settlement Region, to its intersection with the Territorial Sea Boundary north of Borden Island, being the termination of this boundary.

Signed by the parties hereto this 30th day of Oct. 1992.

FOR CANADA:



Minister of Indian Affairs
and Northern Development



Witness

FOR THE GOVERNMENT OF THE
NORTHWEST TERRITORIES:



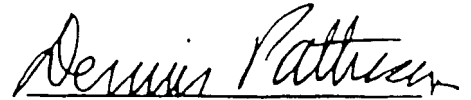
Minister of Intergovernmental
and Aboriginal Affairs



Witness

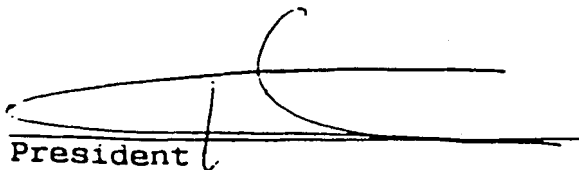


Minister of Municipal and
Community Affairs

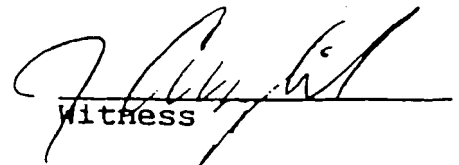


Witness

FOR THE TUNGAVIK FEDERATION
OF NUNAVUT:



President



Witness

APPENDIX D

**MANDATE
NUNAVUT IMPLEMENTATION COMMISSION**

***M**andate of the Commission* *(section 58 of the Nunavut Act)*

Mandate

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 responsibility 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 related matter referred to it by the Minister, with the consent of the government leader of the Northwest Territories and of Tungavik.

APPENDIX E

NUNAVUT FACTS

NUNAVUT FACTS

Languages

Inuktitut, Inuinnaqtun, English, French

* Inuktitut is written in a Syllabic Orthography

* Inuinnaqtun is written in Roman Orthography

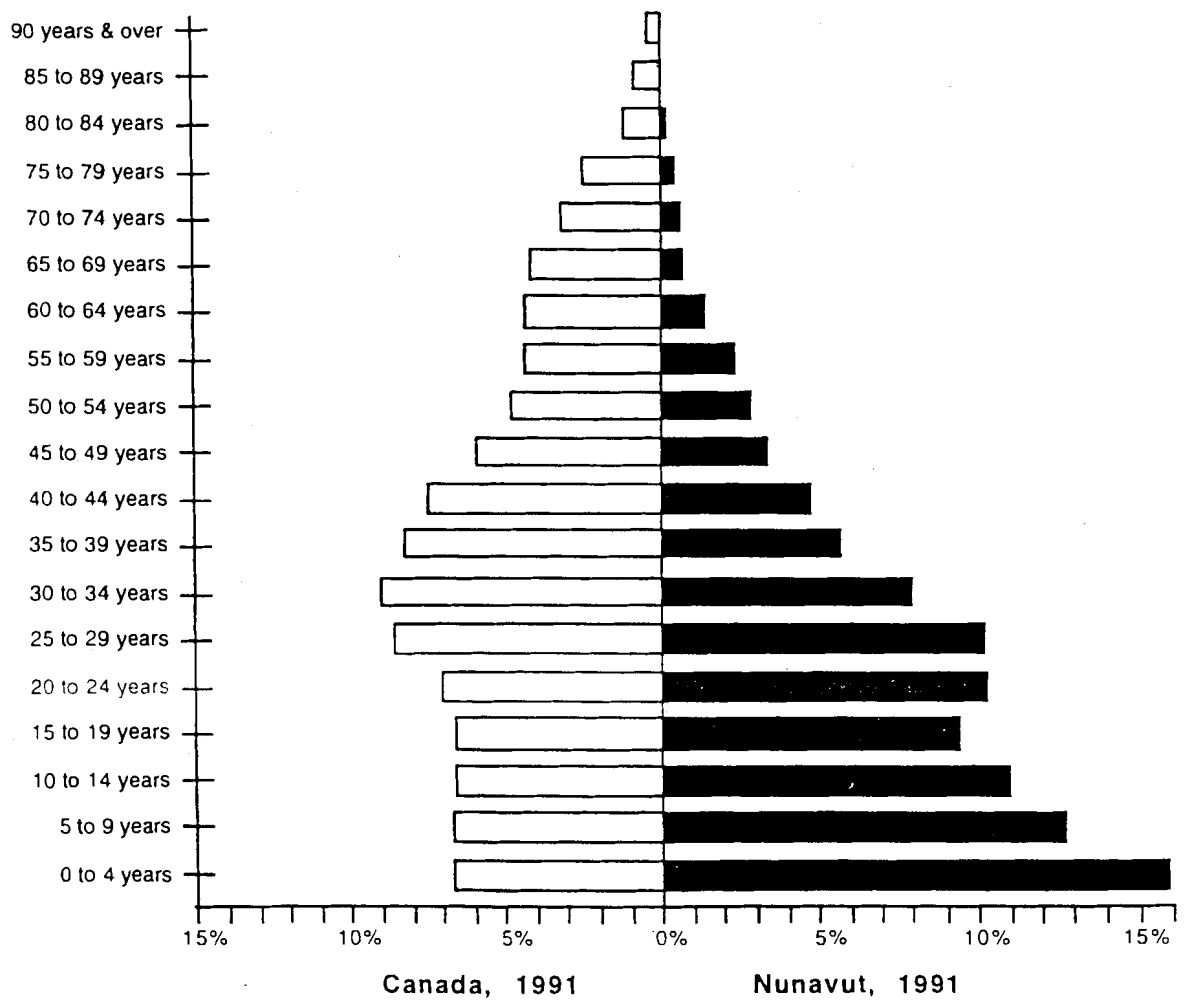
Nunavut Communities (population 1996)

Arctic Bay	639
Arviat	1,559
Baker Lake	1,385
Broughton Island	488
Cambridge Bay	1,351
Cape Dorset	1,118
Chesterfield Inlet	337
Clyde River	708
Coral Harbour	669
Gjoa Haven	879
Grise Fiord	148
Hall Beach	543
Igloolik	1,174
Iqaluit (Capital)	4,220
Kimmirut	397
Bathurst Inlet (unorganized)	18
Kugluktuk	1,201
Nanisivik	287
Bay Chimo (unorganized)	51
Pangnirtung	1,243
Pelly Bay	496
Pond Inlet	1,154
Taloyoak	648
Sanikiluaq	631
Rankin Inlet	2,058
Repulse Bay	559
Resolute	198
Whale Cove	301
Total	24,307

APPENDIX F

NUNAVUT/CANADA DEMOGRAPHICS 1991

Population Distribution by Age, Canada and Nunavut, 1991



APPENDIX G

SECTORAL EMPLOYMENT IN NUNAVUT 1991

Sectoral Employment 1991

(Number of people employed by sector, rounded by 5)

11/29/95

	Fishing	Mining/Oil	Construction	Communc.	Retail	Real Est.	Accomm/Rest.	Govern't.	Health Serv.
Community (Alternate)	Agriculture	Logging	Manufact.	Transp.	Wholesale	Finance	Bus. Serv.	Other Serv.	Ed. Serv.
Nunavut	0	0	25	0	10	10	0	0	0
Arcic Bay (Ikpiajuk)	0	0	0	25	10	10	0	0	10
Arial (Esimo Point)	0	0	0	40	10	10	0	25	140
Baker Lake (I)	0	0	10	30	10	10	0	15	30
Bathurst Inlet (Umngmakik (Bay Chmo))	0	0	0	0	0	0	0	0	0
Broughton Island (Oikqiajuag)	0	0	25	0	30	0	0	10	15
Cambridge Bay (Ikakutlak)	0	0	10	45	10	20	0	35	50
Cape Dorset (Kingait)	0	10	0	10	15	0	10	45	20
Chesterfield Inlet (Iquliyagaapik)	0	0	0	10	0	0	0	50	15
Clyde River (Kangqiyugaapik)	0	0	0	0	10	0	10	45	10
Coppermine (Kujukuk)	0	10	35	10	10	10	0	110	30
Coral Harbour (Salig)	0	0	10	10	0	0	0	90	10
Gjoa Haven (Ursuqut)	0	0	10	15	55	0	0	110	15
Grise Ford (Ajuutiq)	0	0	0	0	0	0	0	40	0
Hall Beach (Sanitajak)	0	0	10	15	10	0	15	35	25
Iqloolik (Iqulik)	0	10	0	15	45	0	0	50	45
Iqaluit (Frobisher Bay)	0	15	0	145	15	15	40	100	210
Lake Harbour (Kaminui)	0	10	0	10	25	0	10	55	15
Nanisivik (I)	0	125	0	0	10	0	20	10	15
Pangnirtung (Pangnirtug)	0	25	0	40	10	60	0	100	55
Pelly Bay (Arvikjuat)	0	0	0	10	25	0	10	40	20
Pond Inlet (Mittimataik)	0	20	0	10	45	0	10	80	50
Rankin Inlet (Kangiqting)	0	10	0	55	80	0	15	35	45
Repulse Bay (Naujat)	0	0	0	0	15	0	0	50	20
Resolute (Gausittiq)	0	0	0	10	10	0	0	30	10
Sanikiluaq (Belcher Islands)	0	20	0	10	25	0	0	30	20
Takoyoak (Spence Bay)	0	0	0	0	25	0	10	85	10
Whale Cove (Tikrajuag)	0	0	0	0	10	0	0	45	15
27 communities	0	120	10	260	110	455	385	390	125
	0	110	110	455	385	390	125	945	15
	95	130	380	430	2,455	890	495		