



# **Standing Committee on Oversight of Government Operations and Public Accounts**

## ***Report on the Review of the 2009-2012 and 2013-2015 Summary Reports of the Inuit Qaujimagatuqangit Katimajit***

**3<sup>rd</sup> Session of the 4<sup>th</sup> Legislative Assembly of Nunavut  
Fall 2015 Sitting**

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## Introduction

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The role of the Inuit Qaujimajatuqangit Katimajit is defined in its terms of reference, which state that:

“The Inuit Qaujimajatuqangit Katimajit provides advice and assistance with Inuit Qaujimajatuqangit to the Government of Nunavut. The Katimajit is an external body providing a non-governmental advisory resource for all departments to consult on their Inuit Qaujimajatuqangit initiatives. Working with the inter-departmental Tuttarviit, the Katimajit assists in government efforts to achieve an Inuit Qaujimajatuqangit approach in its service delivery and day-to-day operations. The Inuit Qaujimajatuqangit Katimajit does not limit departments in pursuing additional consultations, as required.”

Members of the Inuit Qaujimajatuqangit Katimajit are appointed by Cabinet to serve for terms of up to three years.

The most recent appointments to the Inuit Qaujimajatuqangit Katimajit were made on March 19, 2009, and March 1, 2013.

The 2009-2012 and 2013-2015 summary [annual] reports of the Inuit Qaujimajatuqangit Katimajit were backdoor tabled on August 31, 2015, pursuant to the provisions of Rule 44(2) of the *Rules of the Legislative Assembly of Nunavut*. The 2009-2012 and 2013-2015 summary [annual] reports detail the activities and recommendations of the Inuit Qaujimajatuqangit Katimajit during these periods of time.

On June 1, 2015, the Legislative Assembly unanimously passed a motion to amend the terms of reference for the standing committee on Oversight of Government Operations and Public Accounts to “explicitly address the integration of Inuit societal values and Inuit Qaujimajatuqangit into laws, policies, programs, and services of the Government of Nunavut, including the holding of public hearings on the annual reports of the Inuit Qaujimajatuqangit Katimajit.”

In June of 2015, the standing committee announced its plans to hold televised hearings in the fall of 2015 to enable Members of the Standing committee to consider, in detail and in a public forum, the most recent annual reports of the Inuit Qaujimajatuqangit Katimajit. Similar televised hearings concerning the Qulliq Energy Corporation and Nunavut Tourism were held in September of 2014 and June of 2015, respectively.

The September 23, 2015, appearance of witnesses from the Inuit Qaujimajatuqangit Katimajit before the standing committee took place in the Chamber of the Legislative Assembly. The standing committee’s hearing was televised live across the territory and was open to the public and news media to observe from the Visitors’ Gallery. Transcripts from the standing committee’s hearings are available on the Legislative Assembly’s website.

## Observations and Recommendations

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**Issue: Inuit Qaujimajatuqangit Katimajit Terms of Reference and Annual Reports**

The terms of reference for the Inuit Qaujimajatuqangit Katimajit state that:

“The Katimajit will produce an annual report for Cabinet detailing government Inuit Qaujimajatuqangit initiatives and recommendations.”

However, according to its terms of reference, the role of the Inuit Qaujimajatuqangit Katimajit is to provide advice to the departments on its various approaches to incorporate Inuit Qaujimajatuqangit. The terms of reference of the Inuit Qaujimajatuqangit Katimajit indicate that:

“The Inuit Qaujimajatuqangit Katimajit: provides advice to the Government of Nunavut departments on their policies and approaches with regards to the delivery of programs and services in order to support the GN to adapt a basis of Inuit Qaujimajatuqangit; provides advice to departments on their efforts to demonstrate traditional Inuit Values through their day-to-day operations; provides advice to departments on the viability of suggested approaches for improving governmental progress on Inuit Qaujimajatuqangit issues; may offer advice to the government on Inuit Qaujimajatuqangit issues at any time; and, identifies and records *Inuit maligallaringit* (Inuit laws) for future generations of professionals implementing programs and services within the GN.”

The standing committee is of the view that the expectations that are set out in the terms of reference for the Inuit Qaujimajatuqangit Katimajit should clearly reflect the mandate, roles and responsibilities of the committee.

It is important to note that the Department of Culture and Heritage is responsible for providing administrative support to the committee and, as such, is responsible for producing the annual reports of the Inuit Qaujimajatuqangit Katimajit.

The standing committee is of the view that the terms of reference of the Inuit Qaujimajatuqangit Katimajit must reflect the actual division of responsibilities between its committee members and administrative support.

It is also important to note that the government has been tabling reports on the activities the Inuit Qaujimajatuqangit Katimajit on an annual basis.

This issue was discussed during the standing committee's September 23, 2015, hearing. During the hearing, the Chair of the standing committee noted that:

"One of the things that we have been talking about is these summary reports that are provided to the department. The earliest one we have encompasses a four-year period and the latest one we have encompasses a three-year period. From the terms of reference, it speaks to an annual report.

I'm just thinking out loud, but it seems to me that maybe because of the length of time before each report is provided to the government, it may be a hindrance into losing the focus on some of the recommendations."

The Standing committee emphasizes the importance of producing comprehensive reports on the activities of the Inuit Qaujimajatuqangit Katimajit on an annual basis and in a timely manner.

The terms of reference of the Inuit Qaujimajatuqangit Katimajit also indicate that:

"The Katimajit consists of a minimum of six and a maximum of nine members, geographically and linguistically selected to represent the territory of Nunavut."

This issue was discussed during the standing committee's September 23, 2015, hearing. Testimony provided by the Director of the Department of Culture and Heritage's Inuit Qaujimajatuqangit Division indicated that:

"The committee changed and we added two members. We didn't have an Inuit traditional knowledge committee before for Inuinnaqtun, so that was added. In the Kivalliq, there was only one member, so we needed another committee member from that region. Therefore, we added two members to the committee."

The standing committee notes the importance of appointing members to the Inuit Qaujimajatuqangit Katimajit that represent Nunavut geographically and linguistically. The Standing committee is of the view that the provisions in the terms of reference of the Inuit Qaujimajatuqangit Katimajit must reflect the number of members that may be required to allow for this representative membership.

The terms of reference of the Inuit Qaujimajatuqangit Katimajit also indicate that:

"At its discretion, Cabinet and/or Ministers may choose to meet with the Inuit Qaujimajatuqangit Katimajit at any time. The Katimajit meets as needed, but at a minimum of three times annually in locations determined by the members."

However, it is important to note that the Inuit Qaujimajatuqangit Katimajit, according to its own reports, has not been meeting the requisite number of times.

According to its 2009-2012 and 2013-2015 summary [annual] reports, the Inuit Qaujimajatuqangit Katimajit met a total of eleven times between March 19, 2009, and March 19, 2015.

However, testimony provided during the Standing committee's September 23, 2015, hearing indicated that the Inuit Qaujimajatuqangit Katimajit has been meeting the requisite number of times. Testimony provided by the Director of the Inuit Qaujimajatuqangit Division of the Department of Culture and Heritage indicate that:

“They do meet three times as per the schedule, but within the year, when there's an invitation, sometimes not all committee members show up, but we have people attending our meetings for clarification or if an elder is invited to a workplace for clarification on Inuit traditional values, that does happen.”

The standing committee notes with concern that the summary [annual] reports of the Inuit Qaujimajatuqangit Katimajit may not reflect the actual number of times that the committee has met. The Standing committee emphasizes the importance of providing accurate and comprehensive information in the annual reports of the Inuit Qaujimajatuqangit Katimajit.

It is important to acknowledge that members of the Inuit Qaujimajatuqangit Katimajit are not, in their role on the committee, government employees.

However, it is also important to note that a number of the government's initiatives may require the full attention of the Inuit Qaujimajatuqangit Katimajit.

The Standing committee emphasizes the importance of ensuring that the Inuit Qaujimajatuqangit Katimajit is given the opportunity and support to meet as many times as possible and if not, at the very least, as many times as is required in its terms of reference.

It is important to acknowledge that the 2009-2012 and 2013-2015 summary [annual] reports of the Inuit Qaujimajatuqangit Katimajit include information on its presentations, discussions and recommendations. However, these reports do not indicate if the Inuit Qaujimajatuqangit Katimajit has developed any specific goals or objectives by which it prioritizes its activities and meetings.

According to its terms of reference, Members of the Inuit Qaujimajatuqangit Katimajit may serve for terms of up to three years and that there is no limit to the number of times an Elder may be reappointed to the Inuit Qaujimajatuqangit Katimajit.

Given the potential for turnover within the membership of the Inuit Qaujimajatuqangit Katimajit, the standing committee emphasizes the importance of developing specific goals and objectives that may be carried over for new members to consider and amend, at the discretion of the Inuit Qaujimajatuqangit Katimajit.

## **Standing Committee Recommendation #1**

**The standing committee recommends** that the terms of reference for the Inuit Qaujimajatuqangit Katimajiit be revised to explicitly clarify its requirements in the following areas:

- The production of the annual reports of the Inuit Qaujimajatuqangit Katimajiit;
- The content of the annual reports of the Inuit Qaujimajatuqangit Katimajiit; and,
- The number of members that may be appointed to the Inuit Qaujimajatuqangit Katimajiit.

**The Standing committee further recommends** that the future annual reports of the Inuit Qaujimajatuqangit Katimajiit provide explicitly clear information in the following areas:

- The total number of meetings held by the Inuit Qaujimajatuqangit Committee each year;
- The departments or public agencies to which its recommendations are directed; and,
- The priorities, goals and objectives of the Inuit Qaujimajatuqangit Katimajiit.

**The standing committee further recommends** that the Minister of Culture and Heritage begin the practice of tabling the annual reports of the Inuit Qaujimajatuqangit Katimajiit on an annual basis and in a timely manner.

**Issue: Government Responses to the Recommendations of the Inuit Qaujimajatuqangit Katimajit**

The terms of reference of the Inuit Qaujimajatuqangit Katimajit state that:

“The mandate of the Inuit Qaujimajatuqangit Katimajit is to make recommendations to the government on how to incorporate Inuit Qaujimajatuqangit to meet the Sivumut Abluqta Mandate.”

According to its 2009-2012 and 2013-2015 summary [annual] reports, the Inuit Qaujimajatuqangit Katimajit has made a total of thirty-four formal recommendations to the government since 2009. These recommendations have focused on government laws, policies, programs and services concerning to a number of issues, including:

- Health and wellness;
- Poverty reduction;
- Education;
- Court services;
- Hunter support initiatives;
- Childrearing practices;
- Services for Elders;
- Suicide Prevention; and,
- Family abuse intervention.

The standing committee notes with concern and disappointment that the government has only provided one formal response to the thirty-four recommendations that have been made by the Inuit Qaujimajatuqangit Katimajit since 2009.

It is important to note that the 2009-2012 and 2013-2015 summary [annual] reports do not indicate if the Inuit Qaujimajatuqangit Katimajit followed up with any departments to determine the extent to which the recommendations have been implemented.

This issue was discussed during the standing committee’s September 23, 2015, hearing. Testimony provided by the Director of the Department of Culture and Heritage’s Inuit Qaujimajatuqangit Division indicated that:

“We don’t monitor the departments on whether they’re adhering or acting upon the recommendations, whether it’s the Department of Health or Family Services. When they start coming to our office, we realize that they need support. If we have such policies sometime in the future to monitor the department, if we have that authority through policies, we would be able to do that.”

However, it is important to acknowledge that, according to its terms of reference, the Inuit Qaujimagatuqangit Katimajit is not responsible for ensuring that departments respond to or implement recommendations. The terms of reference indicate that:

“Departments remain ultimately responsible for decisions made on how and when to incorporate advice from the Inuit Qaujimagatuqangit Katimajit.”

It is also important to note that the 2009-2012 and 2013-2015 summary [annual] reports of the Inuit Qaujimagatuqangit Katimajit indicate that a number of departmental representatives provided verbal responses to concerns that were raised during the meetings of the Inuit Qaujimagatuqangit Katimajit.

This issue was discussed during the standing committee’s September 23, 2015, hearing. Testimony provided by the Director of the Department of Culture and Heritage’s Inuit Qaujimagatuqangit Division indicated that:

“[G]overnment department workers do attend our meetings to get advice or information, and then they document it. However, afterwards, they don’t come back to us and say, ‘This is how we’re implementing them.’ They don’t do that. They don’t give us the information later on whether or not they’re implementing them. They come with questions about *Inuit Qaujimagatuqangit* and usually about what this means, what this aspect of *Inuit Qaujimagatuqangit* means.”

The standing committee notes with concern that only one department, the Department of Health, has made an effort to formally respond to the thirty-four recommendations that have been made by the Inuit Qaujimagatuqangit Katimajit since 2009.

This issue was discussed during the standing committee’s September 23, 2015, hearing. In her opening comments, the Director of the Department of Culture and Heritage’s Inuit Qaujimagatuqangit Division indicated that:

“The Katimajit has made approximately 34 recommendations to the Government of Nunavut over the last six years aimed at improving government operations. To date, the Department of Health has responded to one recommendation, that on suicide prevention.”

It is important to acknowledge that the government has provided some information on its initiatives to incorporate Inuit Qaujimagatuqangit into its laws, policies, programs and services in its 2013 *Incorporating Inuit Societal Values* report, which the Minister of Culture and Heritage tabled in the Legislative Assembly on March 6, 2014.

However, the government did not indicate in this report the extent to which these initiatives were guided by the advice and recommendations of the Inuit Qaujimagatuqangit Katimajit.



It is the standing committee's position that it is incumbent on the government to take the time and make the effort to respond formally to the recommendations of the Inuit Qaujimajatuqangit Katimajit.

### **Standing Committee Recommendation #2**

**The standing committee recommends** that the Government of Nunavut, in its response to this report, provide formal responses to each of the thirty-four recommendations that have been made by the Inuit Qaujimajatuqangit Katimajit since 2009.

**The standing committee further recommends** that the Government of Nunavut begin the practice of providing formal responses to the recommendations of the Inuit Qaujimajatuqangit Katimajit on an annual basis.

**The standing committee further recommends** that the Premier, on behalf of the Government of Nunavut as a whole, begin the practice of tabling the Government of Nunavut's formal responses to the recommendations of the Inuit Qaujimajatuqangit Katimajit in the Legislative Assembly.

**Issue:           Development of the Inuit Qaujimajatuqangit Strategy**

On March 20, 2014, the Commissioner of Nunavut delivered an opening address to mark the commencement of the 2<sup>nd</sup> Session of the current Legislative Assembly. In her opening address, the Commissioner acknowledged a number of the government's priorities under its Sivumut Abluqta Mandate, which states that:

“From its start in 1999, our government has been guided by Inuit societal values. We continue to be guided by these principles as we address our challenges and step forward together towards a brighter future.”

It is important to acknowledge the progress that the government has made in its efforts to incorporate Inuit Qaujimajatuqangit. The Department of Culture and Heritage's Inuit Qaujimajatuqangit Division coordinates the development of Inuit Qaujimajatuqangit initiatives across the government, provides administrative support to the Inuit Qaujimajatuqangit Katimajit and leads the interdepartmental Tuttarviit Committee.

It is also important to acknowledge that, on March 6, 2014, the Minister of Culture and Heritage tabled the government's 2013 report on *Incorporating Inuit Societal Values*, which describes the government's various initiatives to incorporate Inuit Qaujimajatuqangit.

However, this report does not indicate how the government currently monitors its initiatives to ensure that its laws, policies, programs and services reflect Inuit Qaujimajatuqangit and that any laws and policies related to Inuit Qaujimajatuqangit are adhered to and implemented.

In its 2013 report on *Incorporating Inuit Societal Values*, the government indicates that:

“While this report encompasses all departments' activities associated with implementing Inuit Qaujimajatuqangit and Inuit Societal Values, it is the responsibility of individual departments to ensure *Acts* are followed and initiatives and programs are implemented.”

It is important to note that the terms of references for the Inuit Qaujimajatuqangit Katimajit and Tuttarviit Committee do not include any requirements to monitor the government's work to incorporate Inuit Qaujimajatuqangit.

It is important to acknowledge that the Department of Culture and Heritage's Inuit Qaujimajatuqangit Division is currently in the process of developing a government-wide Inuit Qaujimajatuqangit Strategy. The Department of Culture and Heritage has indicated in its 2015-2018 Business Plan that one of the priorities of the Inuit Qaujimajatuqangit Division for the 2014-2015 fiscal year was to:

“Develop a government-wide Inuit Qaujimajatuqangit Strategy that is culturally relevant with tools for monitoring and implementing Inuit Qaujimajatuqangit in government programs, policies and services.”

The standing committee emphasizes the importance of developing clear and department-specific goals and objectives that will provide direction for government staff on how to incorporate Inuit Qaujimajatuqangit into its delivery of services and day-to-day operations.

The standing committee also emphasizes the importance of developing benchmarks and criteria by which the government can clearly measure its progress in incorporating Inuit Qaujimajatuqangit into its laws, policies, programs and services.

The standing committee also emphasizes the importance of developing oversight measures by which the government can monitor the degree to which its Inuit Qaujimajatuqangit legislation and policies are adhered to and its programs and services to incorporate Inuit Qaujimajatuqangit are successfully delivered in Nunavut.

### **Standing Committee Recommendation #3**

**The standing committee recommends** that the Government of Nunavut, in its response to this report, provide a clear timeline by which it plans to complete and make publically available its Inuit Qaujimajatuqangit Strategy.

**The standing committee further recommends** that the Government of Nunavut, in its response to this report, indicate what specific tools for monitoring and implementing Inuit Qaujimajatuqangit will be included in its Inuit Qaujimajatuqangit Strategy.

**The standing committee further recommends** that the Government of Nunavut, in its response to this report, provide a clear timeline by which it plans to develop and produce the following mechanisms:

- Department-specific goals and objectives that will guide government staff in incorporating Inuit Qaujimajatuqangit in its delivery of services and day-to-day operations;
- Policies and procedures by which it will ensure that its laws, policies, programs and services reflect Inuit Qaujimajatuqangit;
- Benchmarks and criteria by which it will measure its progress to incorporate Inuit Qaujimajatuqangit in its laws, policies, programs and services.
- Oversight measures that it will implement to ensure that its Inuit Qaujimajatuqangit legislation and policies are adhered to and implemented and that its programs and services are delivered through an Inuit Qaujimajatuqangit approach.

**Issue:           Tuttarviit Committee Terms of Reference**

The terms of reference for the Tuttarviit Committee state that:

“Members of the Tuttarviit Committee will develop an overall Inuit Qaujimajatuqangit strategic plan, and are responsible, through their Deputy Ministers, for addressing advice and/or recommendations from the Katimajit with specific application to their home departments.”

It is important to acknowledge the progress that has been made on the part of the Department of Culture and Heritage’s Inuit Qaujimajatuqangit Division in developing resources to assist the government in its efforts to incorporate Inuit Qaujimajatuqangit.

According to the Department of Culture and Heritage’s 2015-2018 Business Plan, the Inuit Qaujimajatuqangit Division has developed and completed guidelines to incorporate Inuit Societal Values in the workplace, including an Inuit Qaujimajatuqangit Day Workbook, and has submitted these guidelines to the Department of Finance for inclusion into the government’s Human Resources Manual.

However, the extent to which these resources have been developed in coordination with the Inuit Qaujimajatuqangit Katimajit is unclear.

It is important to note that the Tuttarviit Committee is not currently required to communicate departmental initiatives concerning Inuit Qaujimajatuqangit to the Inuit Qaujimajatuqangit Katimajit.

According to its terms of reference, the Tuttarviit Committee serves as the primary means of communication between the departments of the Government of Nunavut and Inuit Qaujimajatuqangit Katimajit, through the Director of the Inuit Qaujimajatuqangit Division, who also serves as chairperson on the Tuttarviit Committee. The lines of communication between these entities are established in the terms of reference for the Tuttarviit Committee, which state that:

“Each Deputy Minister determines which departmental issues and initiatives require the advice or assistance of the Inuit Qaujimajatuqangit Katimajit. Each [Tuttarviit member] is briefed on the issues and bring them to the Tuttarviit. This coordinating body, chaired by the [Culture and Heritage] Director, considers the issue and offers constructive advice on how it will bring it forward to the Katimajit. This issue is presented by Departments to the Katimajit for consideration. Recommendations are recorded by the [Culture and Heritage] Director and are presented at the Tuttarviit: if recommendations have government-wide implications, they will be presented to the Deputy Ministers Committee; if recommendations are department-specific, they will be taken back to the originating department for consideration.”

This issue was discussed, in detail, during the standing committee's September 23, 2015, hearing. Testimony provided by the Director of the Department of Culture and Heritage's Inuit Qaujimajatuqangit Division indicated that:

"When Tuttarviit is going to be having a meeting, we usually get the information required from the departments. It's usually through the Tuttarviit representative and there is usually correspondence going back and forth between the departments and IQK. Every time that the Inuit Qaujimajatuqangit Katimajit is going to be having a meeting, we keep them informed also. We usually ask for agenda items that the Tuttarviit would like to see included in IQK. That's the working relationship between the two entities. We usually keep each other informed about when the board meetings are going to be and if they need any information, we get it for them and also get the materials translated, and so on."

However, the extent to which the Tuttarviit Committee is required to inform the Inuit Qaujimajatuqangit Katimajit on its decisions to develop and implement initiatives to incorporate Inuit Qaujimajatuqangit is unclear.

According to its terms of reference, the role of the Tuttarviit Committee is to consider approaches to implement the recommendations of the Inuit Qaujimajatuqangit Katimajit and incorporate Inuit Qaujimajatuqangit in each department. The terms of reference for the Tuttarviit Committee indicate that its chairperson will:

"Establish an Inuit Qaujimajatuqangit Information Repository to record Katimajit recommendations and the details of government and departmental Inuit Qaujimajatuqangit initiatives. This repository will be accessible to all departments; and,

Produce an annual report in conjunction with Tuttarviit on Inuit Qaujimajatuqangit initiatives when requested."

It is important to acknowledge that the government's 2013 report on *Incorporating Inuit Societal Values* includes information on the Tuttarviit Committee's various initiatives.

However, this report does not indicate the extent to which Tuttarviit Committee's initiatives were guided by or developed in coordination with the Inuit Qaujimajatuqangit Katimajit.

It is important to acknowledge that the terms of reference of the Tuttarviit Committee indicate that:

“The deliberations of Tuttarviit will not constrain any department from developing and implementing department-specific initiatives aimed at satisfying the Government’s Inuit Qaujimajatuqangit commitments. However, the existence of Tuttarviit as a sounding board and repository of Inuit Qaujimajatuqangit expertise should help ensure that departmental initiatives are carried out within the context of an overall government strategy.”

The standing committee recognizes that the government may implement Inuit Qaujimajatuqangit initiatives that have not been developed in coordination with the Inuit Qaujimajatuqangit Katimajit.

However, it is important to note that the Inuit Qaujimajatuqangit Katimajit is a regionally-representative and Cabinet-appointed committee that provides expertise on Inuit traditional knowledge and Inuit Societal Values. The terms of reference of the Inuit Qaujimajatuqangit Katimajit indicate that:

“The Katimajit consists of a minimum of six and a maximum of nine members, geographically and linguistically selected to represent the territory of Nunavut. Members will be respected individuals in their home communities with previous experience in working on community or territorial committees where consensus decision-making is the norm. Members will have well-formed views on Inuit Qaujimajatuqangit, and on its potential for improving government operations.

It is also important to note that the members of the Tuttarviit Committee, in contrast, are public servants who are appointed internally and that their responsibilities as members of the Tuttarviit Committee are additional to their duties as government employees.

It is also important to note that the terms of reference of the Tuttarviit Committee do not currently require that every department and public agency of the Government of Nunavut appoint a representative to sit on the committee.

This issue was discussed during the standing committee’s September 23, 2015, hearing. During this hearing, Members of the standing committee raised concerns that the Tuttarviit Committee may not include representatives from every department. Testimony provided by the Director of the Department of Culture and Heritage’s Inuit Qaujimajatuqangit Division indicated that:

“The Department of Family Services does have a Tuttarvik. It may not be written down in the document. The health department’s Tuttarvik will be replaced in the future, as well as the environment department. Our Minister and Deputy Ministers are informed about the Tuttarviit in the departments. They were informed that all departments don’t have Tuttarviit. They will be told that they need a Tuttarvik.”

#### **Standing committee Recommendation #4**

**The Standing committee recommends** that the Government of Nunavut revise the terms of reference of the Tuttarviit Committee to:

- Require each department and public agency to appoint a representative to the Tuttarviit Committee;
- Clarify the circumstances under which the Tuttarviit Committee must consult with the Inuit Qaujimajatuqangit Katimajit;
- Clarify the circumstances under which the Tuttarviit Committee must follow-up on the recommendations of the Inuit Qaujimajatuqangit Katimajit; and,
- Clarify how often the Tuttarviit Committee is required to meet.