

2005 PROGRESS REVIEW

OF THE NUNAVUT ECONOMIC DEVELOPMENT STRATEGY

FINAL REPORT



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Nunavut Economic Forum

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INTRODUCTION

The Nunavut Economic Development Strategy (the Strategy) is a comprehensive, modern and open approach to development, and is unique in Canada. Released in the summer of 2003, it established a new path for organisations throughout Nunavut to follow in addressing the Territory's challenges. The Nunavut Economic Forum (the Forum) was reintroduced to help these organisations focus their efforts toward the goals of the Strategy and to work collectively in the spirit under which the Strategy was formed.

In addition to the ongoing efforts of the Forum, it was recommended that Nunavut's progress in implementing the Strategy's action items be reviewed on a formal basis every few years. More specifically, action item 5.1.8 said,

Use the NEF to monitor and report on our progress in achieving the commitments agreed to in this Strategy. (Members must meet regularly to maintain close working relationships in this collaborative effort.)

Measuring progress and re-evaluating the objectives and priorities is an important component of the Strategy, and one to which everyone was committed. It provides an opportunity for key stakeholders to revisit the Strategy to ensure it remains relevant to the socio-economic and political environment in Nunavut.

The first of these evaluations was to take place after 2005. This report is a response to this request and will help the Forum establish its directions for the next few years while helping to ensure that its members' programs and policies are focused on the goals and objectives of the Strategy.



BACKGROUND AND METHODOLOGY

In 2003, a consortium of organisations and representative groups from within Nunavut, including government and non-government agencies, Inuit organisations, business, labour, youth and elders, came together in Rankin Inlet for the second Sivummut Economic Development Strategy Conference to form a consensus on Nunavut's short- and medium-term economic goals and objectives. The information gathered there became the basis for the Nunavut Economic Development Strategy and its 170 recommendations aimed at improving the Territory's economic, social and environmental performance.

The Strategy is a comprehensive document. Subtitled "Building the Foundation for Our Future" it takes a broad view of economic development, identifying issues related to the land, people and communities in addition to more traditional economic concerns. In this way, it sets Nunavut's goal as the attainment of a high and sustainable quality of life defined by income and material well being *and* such things as health status, education levels, cultural identity, civic engagement and political and economic freedoms.

The Strategy has a ten-year timeframe, with action items identified for the short, medium and long term. The recommendations aim to affect change in one of four areas of priority: Our Land; Our People; Our Community Economies; and, The Territorial Economy.

For this investigation, the Forum adopted a comprehensive methodology to analyse each action item including those made in the final two chapters, Building Capacity for Consensus and Measuring Progress. All relevant information on each action item was compiled and discussed. Highlights from these discussions are included as part of the commentary. The Forum also identified potential lead and support organisation(s) for promoting and/or implementing each action item. Although all action items were reviewed and included in the final report, it is understood that those with implementation dates beyond 2005 may not have any associated activities at this time.

By viewing these actions together, the Forum was able to learn more about the Strategy's progress. The authors of the Strategy had established a schedule for implementation as a guide and were unsure if every action item would be completed accordingly or that every item would receive attention. Therefore, this exercise was important in understanding how the Strategy has been implemented if it is to be improved upon in the future. Completing this detailed review serves as a starting point for acquiring this knowledge for future action.

The final action item in the Strategy recommends that another conference on Nunavut's economy be held in 2008 to update the goals and objectives of the Strategy. The success of this conference is dependent on how Nunavummiut approach the existing Strategy and their willingness to undertake an honest evaluation of its performance. For its part in this evaluation, the Forum has compiled its key takeaways regarding the lessons learned. These observations



form the basis of Part I of this report and should generate discussions amongst Forum members on their approach to working together on implementation and on potential alterations to the Strategy during the Sivummut III Conference.

REPORT LAYOUT

The report is laid out in two parts. As mentioned, the first part provides a review of some key findings from the Strategy's implementation thus far. The Forum has identified several issues through its detailed review of the Strategy, and highlights them in this section. While the purpose of Part I is to generate discussions amongst Forum members, it also clarifies and gives direction to the role and responsibilities of the Forum over the next two years.

Part II reports the detailed findings from the Forum's investigation of each action item in the Strategy. Each Strategic Priority is summarised to provide the reader with an understanding of the main goals and objectives without having to refer back to the Strategy document itself. This is followed by the results of the Forum's investigation. In each case, the format is as follows:

Action Item: Description of the recommendation

Lead: The organisation(s) identified as having the primary responsibility for implementation of this action item

Support: The organisation(s) identified as providing support to lead agency(s) in their efforts on implementation

Status: Status of implementation, including activities that are ongoing

Comments: Comments regarding the action item itself, its current relevance and how it is being interpreted. Also, comments on implementation are provided—if there has been difficulties and why, suggestions for future action, etc.

Most of the information in this section was provided by the Forum members during a workshop held in October, 2005. Members provided input regarding their organisation's activities. They also discussed whether any changes to Nunavut's socio-economic environment alter the relevance of the action item. Finally, members provided their suggestions regarding the lead and support agency(s). These suggestions are included in the report as such, and can be viewed by all stakeholders and be accepted or rejected accordingly.

After the member's input was compiled, any remaining gaps in information were subsequently researched on an item-by-item basis. In some cases, where activities have been extensive, only a portion of the information is included. In other cases, the status of implementation could not be fully determined. Any further omissions can be attributed to the Forum's research efforts.



PART I: OBSERVATIONS FROM THE IMPLEMENTATION REVIEW

In Part I of this report, the key takeaways from the Forum's investigation of the Strategy's implementation are provided. Many topics were discussed at length prior to their inclusion in this report. It was decided that Clarifying Priorities, Creating Effective Subject-Specific Strategies, Investing in Organisational Capital and Understanding How We Measure Success were themes most central in discussing the goals and objectives of the Strategy. Focus on these areas will provide an opportunity to rejuvenate interest in the implementation of the Strategy, and were subjects that the Forum could address in a constructive manner with its membership. This report should stimulate new discussions regarding the Strategy, but more importantly, it should provide Forum members with a greater appreciation of how to approach Strategy implementation and learn how their contributions influence the growth in the quality of life of all Nunavummiut.

CLARIFYING PRIORITIES

As we will discuss, one of the objectives of the Strategy was to bring organisations together to work toward common goals, and thus achieve greater efficiency and effectiveness in their actions. The Forum was formalised in part to provide organisations with a setting to discuss and formulate opportunities for collaboration. However, the process has not been without its challenges and at times, the Forum has seen progress fall short of expectations.

These challenges are not uncommon when a number of organisations attempt to coordinate with one another. An organisation's mandate is typically set according to strict guidelines and is rarely offered the flexibility to operate outside these boundaries. For cooperation to take place on a practical level an organisation must accept that its operations will be discussed openly amongst all stakeholders. It is not easy for organisations to achieve greater openness while maintaining necessary control over its operations. As a result, despite the best intentions of flexibility and cooperation, organisations struggle to deliver in this regard.

Nevertheless, Nunavut lacks the financial resources to operate without regard for improved efficiencies amongst its key stakeholders that are responsible for improving the quality of life of Nunavummiut. Responsible and coordinated programming is therefore crucial if Nunavut is to reach its goals, and thus cooperation in the manner described in the Strategy is essential.

The path forward will not be easy. The Forum will need to work at building trust between its member organisations. But also, greater cooperation can be achieved by finding common ground and, in particular, by helping organisations set common priorities.

As it stands, the Strategy specifies Our Land, Our People, Our Community Economies and The Territorial Economy as its strategic priorities. The Forum has found these subjects too broad to integrate the actions of its members



effectively. Often times, organisations don't see the linkages between their actions and the goals of the Strategy, and thus fail to report them or fail to look for opportunities for coordination.

The Strategy also established more specific priorities by giving each action item a target date for completion. This provides some guidance for organisations to create a timetable for their activities, but doesn't indicate which recommendation is more important, and certainly doesn't distinguish priorities between subject areas. For example, many Nunavummiut agree that improving the education system is a priority and therefore would agree that Action Item 2.2.4 is a priority.

Expand and strengthen math and science, numeracy and literacy programs in Inuktitut, Inuinnaqtun, as well as English and French.

However, the Strategy indicates no preference between this recommendation and that for continued investigation into a Nunavut-to-Manitoba road, recommended in Action Item 4.3.3.

Initiate community consultations and environmental impact analysis of proposed routes for the Nunavut to Manitoba Road.

Both action items were given the same target date of 2005 for completion, and thus might be perceived as being of equal importance. Of course, few Nunavummiut would make this argument; the level of support given to each shows clearly that education is the priority. Furthermore, one might even argue that prioritising between these two action items is unnecessary, since different proponents could carry each forward. But what about cases that are more subtle? For instance, there are more than 20 recommendations directed toward improving socio-economic performance at the community level; how do we choose which are more or less important? Which, if any, are more important than recommendations regarding education, government programming, or economic planning? With over 170 action items included in the Strategy, prioritising at this level of detail is difficult.

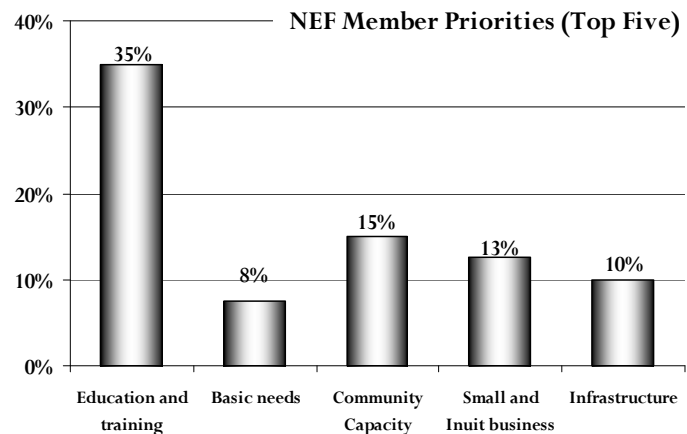
With this concern in mind, the Forum members were surveyed for their opinion regarding the priorities of the Strategy. Members were given a list of the 13 topics addressed in the Strategy, which include

- Respecting the Land
- Maintaining Our Mixed Economy
- Building on the Knowledge of Elders
- Economic Development for Our Youth
- Education and Training
- Basic Needs—Housing, Hospitals and Schools
- Community Capacity Development and Organisational Capital
- Small and Inuit Business Development



- Building the Knowledge Base of Our Communities
- Putting the Nunavut Land Claims Agreement to Work
- Sector Development and Support Services
- Infrastructure—From Buildings to Broadband
- Accessing the Global Marketplace

They were then asked to rank these subjects based on what they believed was the priority for Nunavut. Overwhelmingly, respondents indicated that “education and training” was the first priority (see Chart: NEF Member Priorities).¹ This same priority was recently echoed by Justice Thomas Berger in his report on the implementation of Article 23.² The rankings were less definitive after that. However, community capacity, small and Inuit business, infrastructure and basic needs were clearly identified as being in the top five.



The opinions expressed by Forum members are consistent with the results found through research on the Strategy’s implementation. Through the process of viewing the recommendations one-by-one, it was observed that some recommendations could be relocated to more appropriate sections of the report. This discovery led to an exercise of reorganising many of the recommendations which in turn provided evidence of some potential priority areas, with education being the most obvious. No fewer than 52 of the 170 recommendations in the Strategy deal in some manner with education or training; 23 recommendations deal with community development. Combined, these two topics represent almost half of all action items recommended in the strategy.

¹ This chart reveals the percentage of respondents that indicated these subjects were one of their top three priorities. For example, 35 per cent of respondents believed education and training was a priority over the other 12 possibilities. Looking exclusively at respondents’ first choice (rather than their top three) would generate the same ranking as shown in the chart.

² Thomas Berger, “The Nunavut Project” 2006. This report outlines recommendations for implementing Article 23 of the Nunavut Land Claims Agreement. Justice Berger was appointed conciliator by the federal government, Government of Nunavut and Nunavut Tunngavik Incorporated in 2005 to solve an impasse in negotiations for a new Implementation Contract.



EDUCATION

Establishing education as a priority in Nunavut is not new, but it remains important for several reasons.

- the large majority of Nunavummiut are under the age of 19 and still in school
- Nunavut's labour force lacks the necessary skills to participate fully in the growing economy
- Inuit are underrepresented in their own public government due to a lack of skills in the required areas

These are just some of the reasons, but they point to the need for *education or education enhancement* at many levels. The Strategy looked at the education needs of all Nunavummiut, and has recommendations that cover them all.³

- *education of children*—improving the quality of public education, improving children's knowledge of history and culture, giving them better tools for life-long learning, increasing their contact with Elders, professionals, and peers from within Nunavut, throughout Canada and abroad, and instilling in them the confidence to make productive decisions regarding their future
- *education of the labour force*—enhancing skills in multiple disciplines, creating and/or evaluating training programs for young and old, developing or improving college courses, providing greater opportunities for training, increasing or initiating on-the-job, on-the-land and co-op programs, transferring skills whether from one industry to another or from one economy to the other (non-wage to wage)
- *education of public servants and public leaders*—at all levels of government, within all levels of bureaucracy, throughout various disciplines (teachers, nurses, economic development officers, etc.)

Further investigation into the status of these action items reveals the importance of the *Nunavut Adult Learning Strategy* and the Nunavut curriculum in improving education outcomes. These two products address more than half of the recommendations regarding education, not to mention their influence on other priorities in the Strategy.

Unfortunately, neither the *Nunavut Adult Learning Strategy* nor the curriculum is finished and ready for implementation. The former is currently in draft form and undergoing an additional round of consultations while an implementation plan is being drawn up. Its target date for release is not set, but might be

³ Other action items that focus on increasing knowledge (of natural capital, economic opportunities, infrastructure gaps, or community skills) could be included under the heading *education*. Under such broad interpretation, the number of related items would surpass half of all those included in the Strategy.



ready for implementation in 2007. Meanwhile, the new curriculum has some elements that are finished and are being phased into the education system, but it is years from being completed in full.

The progress of these two products is a concern for the Forum because they are so important in influencing an area of the Strategy that has been identified as a priority. The Forum must clarify how its members can assist in a process that is exclusively the domain of a single organisation; in this case, the Department of Education. In this regard, the Forum believes *education* and the *education system* are too narrow a focus in setting priorities because so much responsibility falls to one department. A better approach is to ask, “What are the expected outcomes of an improved education system, more adult learning programs and better job training?” and focus broader attention on improving these outcomes.

Exhibit 1: Outputs versus Outcomes of Education Services

A more educated population is an *output* of better education services. The *outcome* is a population that is healthier, more capable, productive, innovative, and self-confident; outcomes that lend themselves to improvements in Nunavut’s economy, its social status, and even its environmental performance.⁴ When viewing the purpose of education in this light, one can also see that other social and economic issues become factors in achieving the desired outcome, such as housing, issues of crime and abuse, and access to productive opportunities. What’s more, it shows that many organisations apart from the Department of Education have a role to play in achieving the desired outcomes from an improved education.

This approach would lessen the burden of educational outcomes on the *Nunavut Adult Learning Strategy* and especially the new curriculum. As already pointed out, neither the strategy nor the curriculum is ready for implementation, and there are concerns that the curriculum, in particular, will face numerous and potentially insurmountable challenges associated with its costs and its requirements for qualified teachers and resource materials. If such speculation is true, then Nunavut must have a plan for introducing interim measures that would see Nunavummiut graduate with more knowledge and skills than they do now regardless of the *Nunavut Adult Learning Strategy* or new curriculum. These interim measures might include improving the environment where children live, influencing their approach to education, and providing them with hope through an increased number and variety of productive opportunities such as jobs.

⁴ The correlation between education and health is very high, with the correlation between education and productivity even higher.



This approach is not a significant deviation from the actions recommended in the Strategy. However, by identifying the *outcomes* of education and training as a priority for the Forum and also by acknowledging that many factors influence the success of the education system, the hope is to bring focus back to the goals and objectives established in the Strategy and to rejuvenate members' interest in working collectively toward these goals.

Exhibit 2: Why Set Priorities?

The discussion suggests that Education is a priority, but what does this mean in a practical sense? It is easiest to start with what it doesn't mean. It does not mean Nunavut should stop everything and concentrate solely on education. It does not mean mining, fishing, communities, small business, arts or tourism are not important, nor does it preclude these topics from being priorities themselves.

Instead, what it means is that, as a priority, education should receive more attention from a wider range of organisations than other subjects (even if the organisation does not see a role for itself in that area). It is also a way to raise the profile of an issue with the public; that is, if the consensus amongst members of the Nunavut Economic Forum is that education is a priority, then perhaps it is and Nunavummiut should give more thought to improving its outcomes.

At some point, establishing priorities might result in additional funding or perhaps even a diversion of funds, but this should not be taken as a threat to other interests. More importantly, it should be seen as an adjustment in attitude that says, "Nunavut is serious about improving the outcomes in this area, and all Nunavummiut will work together to achieve this result."

COMMUNITY ENHANCEMENT

The second most common theme in the Strategy involves improvement at the community level, with 23 recommendations directed toward this subject in one way or another. The topics covered can be organised as follows:

- *community planning*—more planning, better planning, more comprehensive planning, evaluation of planning, support for planning and support of plan implementation
- *community education and training*—of economic development officers, of civil servants (there is overlap here with the education theme)
- *community development*—through planning, through participation in economy and in government, through access to programming, through improved communication and communication networks, and through greater input into the decision-making process of public and private groups.

As in the case of education, recommendations focused on improving community success were not restricted to one area of the Strategy, but rather, were found throughout the document. However, one recommendation stood out as



encapsulating many of the recommendations. Action Items 3.1.4 recommended that Nunavut

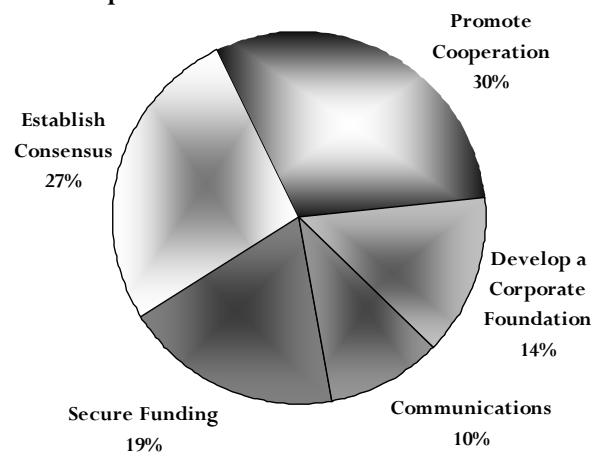
Establish a Community Development Initiative - or “Healthy Communities” Initiative - under the leadership of a single department, or small secretariat, to coordinate Government support for community and economic development.

Forum members showed particular interest in this idea. One member suggested progress at the community level “cannot occur through a fractured approach to programming. Community Development, economic development, and human and social development are so closely linked that a piecemeal approach will never gain enough momentum to make much of a difference.”⁵

From this action item, we learn that “healthy communities” is the outcome that the Strategy is attempting to achieve through recommendations to improve community outputs such as development plans, trained officials, and participation agreements. Focusing on this “healthy communities” outcome brings together the actions of many government departments, Inuit agencies and non-for-profit organisations for a single purpose, thus allowing for greater coordination and collaboration.

The Forum sees an important role here for itself. Members have already indicated through their recent survey that helping organisations find grounds for cooperation should be the primary role of the Forum, along with its assistance in establishing consensus on these priorities (see Chart on NEF Corporate Priorities).⁶ And in the absence of a secretariat as suggested action item 3.1.4, the Forum offers an environment that encourages open and respectful debate

NEF Corporate Priorities



⁵ Nunavut Arctic College. Commenting on the status of recommendation 3.1.4 of the Nunavut Economic Development Strategy during consultations organised by the Nunavut Economic Forum.

⁶ The Forum members were asked to rank these five responsibilities from one to five according to what the corporate priorities should be for the Nunavut Economic Forum. The results in the graph were generated by assigning a numerical value to the ranking (five through one), with the summation of these scores representing the order of priority.



amongst its members and can help organisations work toward practical solutions that address community needs.

In the months to come, the Forum members must make it a priority to discuss what “healthy communities” means and determine the organisations and programs that are influencing this outcome. Again, this should bring about greater collaboration, and breathe new life into the recommendations contained within the Nunavut Economic Development Strategy.

Exhibit 3: Role of NGOs in Reaching Desired Outcomes

The Nunavut Economic Development Strategy does not deal specifically with the role of non-government organisations (NGOs) or non-profit organisations, but their responsibilities in its implementation are substantial. These responsibilities are particularly noticeable in the development of communities. This has led the Forum to question whether a disconnect exists between their responsibilities and the support they receive.

The success or failure of organisations such as Nunavut Economic Developers Association, Nunavut Arts and Crafts Association, and the Nunavut Broadband Development Corporation can have a tremendous bearing on community outcomes, and can often contribute to the success or failure of comprehensive programming efforts of the Government of Nunavut, Nunavut Tunngavik Incorporated, of Indian and Northern Affairs Canada.

In southern Canada, it is becoming increasingly common for NGOs to be given a role in policy design—a responsibility that traditionally rests with government. In these cases, governments have recognised the level of expertise and the amount of knowledge these organisations possess far exceeds its own. And when given the opportunity, adequate support and specific guidelines in which to operate, NGOs can perform superbly, and more often than not, at a fraction of the cost typically incurred by government.

For any form of integrated community planning described by action item 3.1.4 to be successful, NGOs will have to be included as part of the team, given clear mandates, and supported accordingly. The Nunavut Economic Forum believes that this is something worth considering, and is interested in further discussion in this regard.



CREATING SUCCESSFUL SUBJECT-SPECIFIC STRATEGIES

Government and non-government organisations have been busy developing subject-specific strategies over the past few years (see Table 1). The Strategy recommended several of these and asked that they adopt an approach similar to what it used. Each subject-specific strategy was encouraged to establish its ultimate goal as a high and sustainable quality of life for Nunavummiut. Also, each should view the next ten years as a period of capitalisation, with efforts directed toward improving the Territory’s human, physical, social and natural capital. Finally, all spending should give consideration to maximising the benefits for Nunavummiut.

Table 1: Sector Strategies

Sector	Status
<i>Fishing</i>	Completed
<i>Sealing</i>	Completed
<i>Mining</i>	Draft Completed
<i>Arts and Crafts</i>	Draft Completed
<i>Carving Stone</i>	Completed
<i>Tourism</i>	In Progress
<i>Housing</i>	Completed
<i>Adulting Learning</i>	Draft Completed
<i>K-12 Curriculum</i>	In Progress
<i>Climate Change</i>	Completed

The response to these recommendations has been good with the subject-specific strategies developed to date showing consistency with the Strategy framework and giving consideration to building the foundation for Nunavut’s future.

The proliferation of new strategies does bring about some questions and concerns. From the Forum’s own experience, it can see challenges ahead as the proponents of these strategies compete for the resources necessary for implementation. How each goal within and between strategies will be supported is not clear and must be discussed amongst Nunavut’s leaders. The Forum can provide an opportunity for this discussion.

Furthermore, similar to issues faced in the Strategy, where specific actions are dependent on funding from an outside source, there should be some thought given to what action might take place in the absence of these funds. In other words, strategies can be aggressive, but should be based on reasonable expectations of Nunavut’s financial position as well as its future performance and potential.

As discussed in the previous chapter on setting priorities, the Forum has a role in assisting organisations identify areas of common interest and opportunities for collaboration. The same roles can apply in subject-specific strategy implementation. One example of this can be found in Action Item 4.2.7

Incorporate strategies to link the arts sector and cultural industries in Nunavut to other economic sectors and into sector action plans

Here it was determined that including objectives of the arts sector and cultural industries in a tourism strategy was fairly obvious while connections to the mining or fishing strategy were not practical. However, these industrial sectors



do represent market opportunities for artisans, through such things as visiting company executives, sector conferences, migrant labourers, etc. Through the Forum membership, these opportunities can be identified and communicated at an early stage, but this communication will likely happen only when members are aware of others' strategies.

In consideration of improving implementation of the Nunavut Economic Development Strategy, the Forum has compiled some rules or advice for its own use on how to avoid disappointing outcomes when creating and implementing a strategy. These are included below in the event they are useful for members in their own strategy development efforts.⁷

- *Get buy-in from all key stakeholders first/set achievable targets:* A strategy must receive active support from management and staff; it needs to be specific and realistic.
- *Don't stop once the strategy has been produced:* The strategy development process must include an implementation planning process.
- *Sell your plan or strategy:* This implementation plan should include a communication plan.
- *Assign accountability to ensure action:* People should be given clear and specific responsibilities for making the strategy work; it is not sufficient to develop an insightful strategy and hope that its logic will be enough to make it a reality.
- *Promote the role of champion:* Strong leadership is needed at every stage, including implementation; leaders need to explain the Strategy's vision and its importance on a regular basis.
- *Be flexible with the strategy:* It is important that the strategy represents a continuous activity. Periodic checks are necessary. Proponents must identify and anticipate events, both internal and external, which many require a revision or addition to the strategy. At the same time, one must guard against frivolous changes.

⁷ *Seven Deadly Sins of Strategy Implementation*, Diarmaid O Corrbui, Director, Prospectus Strategy Consultants, Dublin, Ireland (www.prospects.ie).



INVESTING IN ORGANISATIONAL CAPITAL

The Strategy's approach to organisational capital differentiates it from other regional economic development strategies. This can be seen in its affect on the Government of Nunavut that, by developing the Strategy through consensus rather than on its own, agreed to share authority over the direction and priorities of the Territory. A government sharing power in this way would be unthinkable in southern Canada. A similar comment can be made of Nunavut Tunngavik Incorporated whose primary responsibility is the implementation of the Nunavut Land Claims Agreement, but through its participation in the Strategy must consider the needs of all Nunavummiut. The Strategy also has ramifications for smaller non-government organisations. For them, it has meant a change in the way they approach government and appreciate the financial responsibilities that government must honour and the limitations that exist.

There are few practical ways to judge how much the Government of Nunavut, Nunavut Tunngavik Incorporated or other organisations have changed as a result of the Strategy. But, the level and extent to which the Strategy has brought these changes; that is, the extent to which organisational capital has improved will have tremendous bearing on the real success of the Strategy and what separates it from success measured by outputs, and not outcomes. Ultimately, this judgement on success will rest with the long-term success in achieving the desired outcomes in Nunavut's economic, social and environmental performance.

Nevertheless, the Forum believes that within each organisation or government department, people know themselves whether they have adopted the spirit and intent of the Strategy. Success cannot occur without a change in attitude and

Exhibit 4: What is Organisational Capital?

Organisational capital encompasses the environment in which other aspects of an economy including its human and physical capital interact to create wealth. For example, the questions below relate directly to the manner in which a region is organised and has a direct impact on the pace of development:

- Does the regulatory environment encourage mineral exploration?
- Are there concerns regarding public security that would reduce productivity?

Organisational capital also includes the concept of social cohesion, which, in very simple terms, is a reference to how well people and their organisations get along. For example, one could ask whether the working environment of an organisation or region is best characterised by one of cooperation, mutual respect, and openness or is it better described with examples of distrust where people and organisations work in isolation.

Measuring organisational capital is difficult because it is primarily a qualitative exercise and involves the major players involved with wealth creation, including government, private sector and non-governmental organisations.



approach at the individual level and without willingness from organisations and their staff in conceding to differing points of view.

Working to build trust and cooperation is a task for the Nunavut Economic Forum, and it understands success will not be achieved quickly. Over the next two to three years, the Forum will concentrate its efforts on achievable goals of building consensus amongst its membership and helping organisations find opportunities for cooperation. Using the success of the Strategy as a starting point and ensuring that positive outcomes are well known, the Forum hopes that member organisations will come to see the Forum as an effective intermediary for producing positive results.



UNDERSTANDING HOW WE MEASURE SUCCESS

The research for this report began with an investigation into the implementation results of each action item recommended in the Strategy. This meant researching the results of approximately 170 recommendations. Despite the level of effort required to investigate the number and complexity of recommendations and the volume of action item results, this was an important and necessary first step in gaining a deeper understanding of the real achievements of the Strategy; future reviews of the Strategy's implementation would be wise to start with this activity as it provides the only clear measure of outputs.

However, from this investigative approach, it became clear that the success or failure of organisations' attempts to address individual action items did not provide all the information required to make an assessment of progress in terms of the desired outcomes of implementation. Certainly, it would have been easier to base this report on the number of action items completed or nearing completion, but such a result would have no bearing, or shed no light, on whether the quality of life in Nunavut has improved as a result of these actions. Nor would it would say anything in regards to the quality of actions undertaken or speak to the efficiency and effectiveness of programming. Instead, it would indicate that the number of action items that have been addressed is higher than the number being ignored.

Some action items in the Strategy are more important than others, although priorities are not clearly identified in the Strategy except through the suggested timetable for implementation. Thus, progress in areas that are a priority is a positive result, even if progress in other areas that are of a lower priority has been slow. We also know that priorities will change over time as a result of successful implementation or in response to external factors.

Measuring outcomes is a long-term commitment, and the Forum must remain cognisant of this fact. Giving attention to outputs provides organisations with an action-oriented focus for its day-to-day activities and provides a tool for measuring progress on specific action. While this is important, the mistake is to lose sight of the purpose of these actions. A challenge for the Forum will be to translate its commitment to achieving greater outcomes into something tangible for organisations but work on. It will be the role of the Forum to communicate how individual activities influence broader objectives and how two organisations with unrelated mandates are, in fact, working toward the same goals, and then build on this understanding to achieve greater coordination of their programming.

There are some recent examples that provide further insight into the importance of maintaining focus on outcomes and how we measure progress toward the goals established in the Strategy. The Government of Canada has recently introduced two new programs, the Northern Strategy and the Strategic Investment in Northern Economic Development (SINED), that all but fulfil



Nunavut's request for an Economic Development Agreement and a Regional Development Agency. These programs came as a result of relentless lobbying efforts by many organisations throughout Nunavut, and should be celebrated as a success in collaboration on a shared priority. But more importantly, the Northern Strategy and SINED are the outputs that will provide a means to investing in wealth-generating capital in Nunavut, which is a goal of the Strategy.

Other examples exist and new challenges will arise. For example, the recent federal budget included moneys for new public housing in Nunavut. How will decisions regarding the location of these new houses be made? Will communities be involved in the decision-making process? How will this development contribute to the success of other activities such as training and the development of healthy communities? Will public works and Qulliq Energy Corporation be included in these discussions in an effort to develop a coordinated plan? In the end, the success of the Strategy will rest with how investments such as the ones discussed here are made, and whether organisations can come to agree on areas of priority and agree to work together in addressing them.



CONCLUSION AND NEXT STEPS

As explained throughout this report, the Strategy's real intent was to bring organisations together to work collectively on areas requiring a collective response to affect real change. In that respect, the Forum's investigation has returned mixed results, but at the same time has led to a deeper understanding of what is needed to improve outcomes in the future. The issue of bringing organisations together in a more open environment for communication and collaboration remains a central challenge of the Forum. Over the next two to three years, the Forum's will focus on

- working to gain further support for the priority areas identified in this report and possibly expanding them to include the top five identified by its members,
- improving opportunities for networks between and within organisations to address the issue of uncoordinated activities, while also building organisational capital through improved social cohesion and greater trust,
- communicating the goals of the Strategy in a manner that focuses attention on the achievement of outcomes; that is, focusing less on the achievement of organisations' individual implementation activities and more on the Forum's collective action that moves the Territory closer to the goals set out in the Strategy, and finally,
- in preparation for Sivummut III in 2008, working to ensure all debate on Nunavut's development is open, informed and based on quality research, and remains focused on achieving a high and sustainable quality of life for all Nunavummiut.

The Strategy can be viewed as a map on how the actions of organisations in Nunavut can be integrated to affect change in a more productive manner. However, we could not have expected the delegates attending the Sivummut II Conference back in 2003 to know how organisations could achieve this goal. The Forum was established to help with this. A commitment from Forum members to work within the Forum in the spirit it was intended will go a long way in ensuring Nunavut can progress in its efforts to improve the quality of life for all.



PART II: DETAILED REVIEW OF IMPLEMENTATION

Part II of this report provides readers with the results of the Forum's investigation into the implementation of each recommendation made in the Nunavut Economic Development Strategy. As indicated earlier, this information was compiled in part during a workshop held in October, 2005 with members of the Nunavut Economic Forum, with subsequent research conducted during the winter and early spring of 2006.

Part II should not be viewed as a report card. No grades are assigned based on the number of recommendations deemed complete. Instead, this exercise has provided the Forum valuable insight and greater appreciation for the goals and objectives of the Strategy, where there has been success and where gaps have emerged. This investigation formed the basis of the key takeaways reported in Part I. But more importantly, it has given the Forum information on where it must concentrate its efforts in the future and how it might work at forming consensus amongst its members and steer their actions in a collective and coordinated way.

Also, this portion of the review should not be considered final. Recording and analysing actions will be an ongoing activity for the Forum to ensure its members remain abreast of actions taking place across the Territory and to ensure the Strategy remains relevant to the current and future needs of Nunavummiut.



THE LAND

1.1 RESPECTING THE LAND

The Strategy establishes the importance of land management for the long-term sustainability of the Territory's economic, social and environmental success. Through the Nunavut Land Claims Agreement and the creation of Nunavut as a territory in Canada's confederation, the roles and responsibilities of managing the land, water, wildlife and fish were clearly identified. A majority of recommendations in this section of the Strategy deal with the creation of new management policies, plans, or strategies in these areas. For example, it recommends strategy development for climate change, land management, and energy generation and usage.

The Strategy also notes that limited experience and knowledge in the areas of economic planning, modern sustainable development concepts, and environmental issues will hinder the participation of community members in the planning process. Therefore, recommendations to address these gaps are included. However, what to do in the meantime is not addressed; that is, until the capacity exists in communities to participate in the planning process, how can Nunavut best proceed with its planning agenda?

This still leaves some obstacles that could further stall or derail the implementation of these policies, plans and strategies. There is a clear desire on the part of Nunavummiut to integrate Inuit Qaujimajatuqangit into modern science, economics and environmental planning. This idea remains difficult to understand from a practical standpoint, and is not easily implemented. Guidelines and support will be necessary to ensure this integration takes place on a more regular basis. Without such support, Inuit Qaujimajatuqangit will remain separate from modern practices. (Support for the integration of Inuit Qaujimajatuqangit is addressed in the section Building on the Knowledge of Our Elders but has many practical applications in this section.)

There is a need to reconcile Nunavut's approach to climate change. Currently, its focus is on informing governments and international organisations of the immediate impacts of climate change on Nunavut society. It is also taking some action to reduce its own green house gas emissions. Missing from this strategy is preparations for the effects of climate change to help individual Nunavummiut and their communities deal with the social and economic changes that are inevitable.

Strategic Priorities for 2005

1.1.1 Begin comprehensive implementation of the Nunavut Land Claims Agreement obligation to establish a general monitoring program for all of Nunavut



Lead: Nunavut Tunngavik Incorporated, Nunavut Planning Commission, Government of Canada, Government of Nunavut

Status: Article 12.7.6

There is a requirement for general monitoring to collect and analyse information on the long-term state and health of the ecosystem and socio-economic environment in the Nunavut Settlement Area. Government, in co-operation with the NPC, shall be responsible for developing a general monitoring plan and for directing and coordinating general monitoring and data collection

A General Monitoring Plan was proposed in February, 2002. Since then, the Nunavut Planning Commission has been attempting to initiate some monitoring processes, but progress has been slow due to the lack of an implementation agreement contract.

1.1.2 Implement a climate change strategy

Lead: Department of the Environment

Support: Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated, Environment Canada, Nunavut Wildlife Management Board, Regional Wildlife Organisations

Status: In 2003, the Department of the Environment released the Government of Nunavut's Climate Change Strategy. Status on an implementation plan is unknown; however they are pursuing the development of a Territorial Adaptation Plan. They have formed an Environmental Coordination Committee with the Department of Community Government and Services.

The Government of Nunavut signed a Memorandum of Understanding with the federal government. Also, in Pinasauqtavut, the government identifies the care of the environment as one of Nunavut's primary goals.

Nunavut Tunngavik Incorporated has held a follow up meeting in 2004 with Inuit Elders and Hunters and Trappers Organisations to discuss adaptation. A report on the meetings outcomes is pending.

Indian and Northern Affairs Canada's Sustainable Development Strategy includes Theme 4: Climate Change and Energy Management. It has two relevant action items:

To develop a long-term strategy to reduce greenhouse gas emissions from Aboriginal and northern communities

To develop long-term strategy to assist Aboriginal and northern communities to adapt to the impacts of climate change.



Inuit Tapiriit Kanatami has also been working on climate change adaptation. To date, the focus of this program has been on awareness.

The Department of Education is developing teaching modules on environmental topics.

Comments: A lot of effort has been directed toward the idea of climate change management; however, these efforts appear to be in the earliest of stages. More important at this point in time is an apparently lack of coordination across organisations with respect to activities. There is a possibility that duplication is taking place.

1.1.3 Establish a sustainable development policy for Nunavut

Lead: Nunavut-wide initiative that should be promoted by major economic, social and environmental organisations.

Status: No reported activity

Comments: The larger organisations involved should lead by example here. Indian and Northern Affairs Canada have a Sustainable Development Strategy in place. Similar strategies should be developed by the Government of Nunavut and Nunavut Tunngavik Incorporated.

1.1.4 Complete a comprehensive strategy to develop management plans and other required research

Lead: Nunavut Tunngavik Incorporated, Indian and Northern Affairs Canada

Support: Regional Inuit Associations, Municipalities, Government of Nunavut

Status: The Nunavut Wildlife Management Board released its Comprehensive Wildlife Survey in 2005.

Comments: This recommendation is too vague for specific comments. Clarification is needed to determine the type of planning sought. Examples include land use plans, wildlife protection and management plans, and/or water use plans. The importance of land, water and wildlife planning is addressed later in the Strategy,

Regardless, the notion of a Strategy to develop management plans seems overly bureaucratic.



Strategic Priorities for 2008

1.1.5 Introduce a program to enable communities to participate in planning for sustainable resource development

Lead: Regional Inuit Associations, Nunavut Economic Developers Association

Support: Municipal Training Organisation, Nunavut Adult Learning Strategy, Department of Economic Development and Transportation, Department of Community Government and Services, Regional CEDOs

Status: A lot of training programs proposed or operating, but none deal specifically with sustainable resource development.

Municipal Training Organisation is providing municipal training in a variety of areas related to public administration.

The Nunavut Adult Learning Strategy proposes a school of community government similar to what is found in the NWT.

The infrastructure moneys from the federal government to communities (gas tax and municipal rural infrastructure fund) must be spent on sustainable infrastructure. This will involve Nunavut Association of Municipalities and the Department of Community Government and Services.

1.1.6 Legislate a modernised Nunavut Environmental Protection Act that will be applicable to all devolved lands and resources

Lead: Department of the Environment, Government of Nunavut Legislative Assembly, Nunavut Wildlife Management Board

Support: Department of Economic Development and Transportation, Nunavut Tunngavik Incorporated

Status: No action reported

Comments: This Act would likely take place in conjunction with devolution since it is not needed earlier. Therefore, work should commence at the appropriate time, and not necessarily according to a schedule established in the Strategy.

1.1.7 Complete the regional land use plans required for all of Nunavut

Lead: Nunavut Planning Commission, Regional Inuit Associations; Government of Nunavut

Support: Nunavut Association of Municipalities, Nunavut Association of Municipal Administrators, Department of Community Government



and Services, Regional CEDOs, Department of Economic Development and Transportation (CED Division)

Status: Ongoing.

North Baffin and Keewatin Regional land use plans are completed. West Kitikmeot is nearing completion.

Government of Nunavut and Nunavut Planning Commission are working to establish broad planning policies as required by Article 11.4.1 of the Land Claims Agreement. Such a plan will improve the development process.

Comments: This is a large endeavour requiring input at many levels if it is to be done well. It will also confront issues of capacity at the community level which is being addressed by the Municipal Training Organisation and, when implemented, the Nunavut Adult Learning Strategy.

1.1.8 Fully implement the water policy developed by NTI and the Regional Inuit Associations for Inuit Owned Lands

Lead: Nunavut Tunngavik Incorporated, Regional Inuit Associations

Support: Government of Nunavut, Indian and Northern Affairs Canada.

Status: No action reported

Comments: It is uncertain how it differentiates itself from Article 13 of the Nunavut Land Claims Agreement.

1.1.9 In cooperation with the federal government, address the water, sewage and solid waste infrastructure needs of Nunavut's communities

Lead: Department of Community Government and Services

Support: Nunavut Association of Municipalities, Nunavut Association of Municipal Administrators

Status: Nunavut's hamlets will receive almost \$70 million for new infrastructure, under a gas-tax agreement signed by the federal, territorial, and municipal governments. Nunavut Community Infrastructure Advisory Committee formed in order to advise on the use of Municipal/Rural Infrastructure Fund (MRIF) and Gas Tax Initiative (GTI) funds. The Government of Nunavut has stated water, sewage and waste are their priority areas.

Comments: Important to ensure this money is well spent, and should not be offset by spending reductions in the budget.



Strategic Priorities for 2013

1.1.10 Fully implement the Nunavut Ikuma Energy Strategy to address alternative energy opportunities, greenhouse gas emissions reduction, and the impacts of climate change

Lead: Qulliq Energy Corporation

Status: Pre-feasibility on potential hydro generation sites is underway. Nunavut Energy Centre to be established and will focus on conservation.

Comments: Work has already begun on this recommendation suggesting it has taken on greater importance than originally conceived in the Strategy.

1.1.11 Complete detailed geoscience mapping of Nunavut's land and hydrographic research of Nunavut's marine areas to bring knowledge levels to national standards

Lead: Canada-Nunavut Geoscience Centre, Department of Economic Development and Transportation (Mining and Fishing Divisions)

Support: Natural Resources Canada, Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated.

Status: Through the Canada-Nunavut Geoscience Centre, approximately \$3 million to \$4million is spent annually on new mapping projects. This is in addition to private-sector activity that is closer to \$20 million annually.

Ongoing Strategic Priorities

1.1.12 Ensure that environmental stewardship is a component of all community development plans

Lead: Department of the Environment, Department of Community Government and Services

Support: Nunavut Association of Municipalities

Status: Work on community development plans is ongoing. Department of the Environment and Department of Community Government and Services are coordinating their efforts in the planning process.



1.2 MAINTAINING OUR MIXED ECONOMY

One of the central goals of the Strategy is to improve participation of Nunavummiut in the Territory’s economy. However, the Strategy emphasises that, in Nunavut, this economy is not restricted to wage-based activities. Productive roles exist within traditional pursuits such as subsistence hunting and fishing that contribute to the well-being of Nunavut society as well as its economic prosperity. But despite the importance of the land-based economy, it risks serious decline in the face of the advancing wage-based opportunities and the need for more disposable income. Nunavummiut do not want to see their culture decline in this way and therefore have included in their Strategy greater support for the land-based economy by its public government and Inuit organisations.

Nine recommendations are made in this section, supporting one of three objectives. First, the Strategy aims to provide all youth with basic land-based skills, knowledge of the land-based economy, and enough information to make intelligent decisions regarding a career in this area. Second, it recommends increasing public support for participants in the land-based economy in an effort to improve their success rate. Finally, the Strategy recommends actions that would support an academic career involving the land-based economy, suggesting a post-secondary degree in Inuit land-based skills and traditional knowledge be created while at the same time certifying instructors to teach this subject in Nunavut schools.

The recommendations can be organised into the three modules as follows (it should be noted that recommendations in support of the land-based economy are made throughout the Strategy, and are not confined to the Maintaining the Mixed-Economy section).

<p>All Youth Receive an Education in Basic Land-based Skills and Knowledge</p> <ul style="list-style-type: none"> 1.2.4) education from a certified instructor 1.2.7) involve elders in land-skills programs in schools 1.2.10) improve understanding of career options, opportunities and restrictions 1.3.2) renew participation of elders in schools 2.1.6) provide job experience through co-op programs (with a certified professional) 2.2.11) nurture strong connections with heritage 2.2.3) culturally relevant advice regarding the land-based economy
<p>Supporting a Career in the Land-based Economy</p> <ul style="list-style-type: none"> 1.2.2) revise hunters’ support policies 1.2.3) on-the-land training program 1.2.8) implement a land-skills certification program 1.3.3) research feasibility of Inuit Heritage School
<p>Supporting an Academic Career in Inuit Land-based Traditions</p> <ul style="list-style-type: none"> 1.2.3) on-the-land training program 1.2.4) create a certified program to teach land-based knowledge and skills 1.2.5) establish a college-level program on the traditional economy 1.3.3) research feasibility of Inuit Heritage School



Strategic Priorities for 2005

1.2.1 Develop career profiles and training and skills programs for all parts of Nunavut's economy, including both the wage-based and land-based economy.

Lead: Department of Education, Department of Economic Development and Transportation, Nunavut Arctic College

Support: CEDOs, Nunavut Tunngavik Incorporated, Department of Culture, Language, Elders and Youth, Dept of the Environment, and Human Resource Development and Skills Canada

Status: The Nunavut Arctic College would like to have offer courses in trapping, hunting, and skin preparation, but need hunting and trapping to be recognised occupational categories in Nunavut or by the Federal government, therefore are not eligible for funding under federal "skills development programs".

The Community Skills Information System will improve the knowledge of existing skills.

Comments: This recommendation is too broad to comment on specifically.

Human Resource Development and Services Canada have information on career development and profiling for jobs in the wage-based economy. Nunavut need not develop its own in this area.

Explaining the career opportunities and potential of land-based jobs is important, and there should be materials available for young people.

1.2.2 Revise the harvesters' support policies of the Government of Nunavut and NTI, so that they are complementary, and reflect a better understanding of how Nunavummiut divide their time between the wage-based and land-based economies

Lead: Nunavut Tunngavik Incorporated, Department of the Environment

Support: Hunters' and Trappers' Organisations, Nunavut Wildlife Management Board

Status: Hunter Support Programs were reviewed and reported on in March.

Government of Nunavut and Nunavut Tunngavik Incorporated intend to streamline their respective programs to make them more efficient. Work is now underway to develop a plan to complete this streamlining exercise.



1.2.3 Develop innovative on-the-job training programs for the wage-economy and on-the-land training programs for the land-based economy

On-the-land training

Lead: Nunavut Tunngavik Incorporated, Department of the Environment, Hunters' and Trappers' Organisations

Support: Department of Education (through High Schools and its Nunavut Adult Learning Strategy)

Status: No specific action reported on this item.

Comments: These wage-based and land-based programs should be dealt with separately. They have different lead and support agencies and require different approaches.

On-the-land training would be an important component in the creation of a career path for individuals choosing land-based activities as a component of their overall career. This would be the case for both those who choose a practical career (hunting, trapping, clothes making, etc.) and those who wish to pursue an academic career in the field, and potentially find opportunities to teach in Nunavut schools.

On-the-job training

Lead: Major Nunavut employers: Government of Nunavut, Nunavut Tunngavik Incorporated, Nunavut Fisheries Training Consortium, and private sector (major retailers, mining and construction industry)

Support: Chamber of Commerce, Regional CEDOs

Status: The impact benefit agreement signed between Tahera Resources and the Kitikmeot Inuit Association deal specifically with on-the-job training.

The Fisheries Training Program has on-the-job training components as well.

Many other examples exist where labour is receiving on-the-job training, some through specific programs, but others as a general practice by the employer.

Comments: A lot of on-the-job training is taking place in the absence of a specific program. This approach to training is now accepted and practiced.

1.2.4 Institute a certified program to teach the knowledge and skills required for participation in the land-based economy



- Lead:** Departments of Education, Department of Culture, Language, Elders and Youth
- Support:** Nunavut Arctic College, Hunters' and Trappers' Associations, Nunavut Arts and Crafts Association, Nunavut Tunngavik Incorporated
- Status:** At the local level, there is some interest and action regarding the teaching of land-based skills and knowledge, but there remains no formal program and no certification program.
- Comments:** This recommendation is an important link in the chain of land-based economic pursuits. If Nunavut is to encourage land-based activities, or at least promote them as a career option, the Territory should acknowledge it as a career. In addition, the certification of these skills offers a real career path in teaching these skills in schools. Finally, while perhaps controversial, the idea of certifying land-based skills brings legitimacy and a certain level of additional value to the career.
-

Strategic Priorities for 2013

1.2.5 Establish a college-level program on the traditional economy, either within the proposed silattuqsarniq (Inuit heritage school) or as a component of existing post-secondary educational and research institutes

- Lead:** Department of Education, Department of Culture, Language, Elders and Youth, Nunavut Arctic College
- Status:** Some of these skills are taught through the ETP and Guide Training programs
- Through funding from the Department of Education, Nunavut Arts and Crafts Association is assessing the needs for a new Arctic College program related to short fur training, which would include tanning, business skills, fashion design, and finished garments.
- Comments:** This is an important link in the land-based career chain. It provides an opportunity for someone academically inclined to pursue their interest through education. It should be carried out in conjunction with the certification of teachers for land-based skills and knowledge.
- If a new and specific program is desired, it might be necessary to gain support from a university in southern Canada that can offer a full complement of courses required to receive a Bachelors' of Arts Degree in some form of Nunavut or Inuit studies.
-



Ongoing Strategic Priorities

1.2.6 Develop training programs to meet the labour force needs of the land-based economy

Lead: uncertain

Support: Department of Education–Nunavut Arctic College, Department of Culture, Language, Elders and Youth, Department of Economic Development and Transportation–Tourism, Nunavut Tourism, Nunavut Arts and Crafts Association

Status: No reported action on this item.

Comments: Strictly speaking, the land-based economy offers opportunities for self-employment. Thus, it is unclear whether the land-based economy would have labour force needs.

1.2.7 Involve elders in land-skills programs in the schools

Lead: Department of Culture, Employment, Elders and Youth, Department of Education

Support: Hunters and Trappers Organisations

Status: The Department of Education is developing modules at all levels of the school system that involve Elders in teaching information to students in schools.

The new curriculum that is being developed is expected to include more land-based education and have a specified role for Elders in the classroom.

1.2.8 Help people transfer their land-based knowledge and skills to the wage-based economy through research, information sharing, and implementing land-skills certification programs

Lead: Department of Culture, Language, Elders and Youth

Support: Departments of Education and Economic Development and Transportation Communities, Hunters' and Trappers' Organisations

Status: Northern Strategy announced plans to develop Heritage Centre and Cultural School.

Draft Nunavut Adult Learning Strategy addresses the issue of skill transfer.

Community Skills Initiative Program will provide a source of information sharing on the skills of a community's labour force.



Comments: Elements of this recommendation are duplicating previous action items, such as the certification of land-based skills.

Land-skills certification can bring legitimacy to this work which can then be presented as work experience, but this does not change an individual's ability to perform in the wage economy.

1.2.9 Monitor economic development programming to ensure that there is an appropriate balance in support for the land-based and wage-based components of Nunavut's economy

Lead: Nunavut Tunngavik Incorporated, Legislative Assembly

Support: Hunters and Trappers' Organisations, Nunavut Tourism, Nunavut Arts and Crafts Association

Status: Monitoring is ongoing, but without specific debate

Comments: Monitoring implies some form of measurement. Outside budget allocations, this is difficult. Perhaps the intent of this recommendation is to influence mindset; ensuring traditional activities continue to receive support.

This recommendation points to a question that was raised in the 2005 Nunavut Economic Outlook, "to what extent is Nunavut willing to financially support land-based activities in the face of growing demands from throughout the Territory?"

1.2.10 Help youth to understand their options for sustainable livelihoods, and to know that all activities—whether based on the land, in the modern economy, or volunteering within the community—are valued, productive, and should be supported

Lead: Nunavut's leadership, Department of Education

Support: Nunavut Arctic College, Department of Culture, Employment, Elders and Youth, Nunavut Tunngavik Incorporated, Regional Inuit Associations, and Regional CEDOs and Nunavut Economic Developers Association, Baffin Regional Chamber of Commerce

Status: There are volunteer programs in Nunavut schools, and opportunities to connect students with a variety of experiences. There are also numerous youth organisations or youth-oriented programs, such as Nunavut's Promise, Inuit Taparisiit Kanatami's Youth Council, Future of Children and Youth of the Arctic.

The Baffin Regional Chamber of Commerce has been promoting sustainable livelihoods through their Trade Shows, will take place in numerous communities throughout the Baffin region.



Comments: This general theme is made several times and is centred on producing confident graduates able to make informed decisions about their future. This involves improving the quality of the education they receive, their early childhood education, and the general health and safety of their community. For this reason, responsibility lies with Nunavut leadership across all institutions both public, private and Inuit.



1.3 BUILDING ON THE KNOWLEDGE OF OUR ELDERS

Nunavummiut place great importance on Inuit culture and traditions and the knowledge of Elders. Throughout the Strategy a wide array of approaches are recommended in order that this knowledge is incorporated into modern decision-making processes as well as everyday life. In this section, the issues of Elders in schools, the role of Inuit Qaujimagatuqangit in science, the need for a heritage centre, and protecting intellectual property are raised.

While the recommendations in this section are quite distinct from one another, they serve to emphasise the role of Elders and their knowledge in the future of Nunavut. They can be summarised as follows:

Most Nunavummiut agree that youth need to have direct contact with Elders in order to appreciate their own heritage and the history of their people. In sections that follow, the role of Elders and youth is elaborated on.

As mentioned earlier, Nunavummiut feel there is a role for Inuit Qaujimagatuqangit in modern-day science, but this role must be better articulated so that scientists can work to involve this type of knowledge in their studies.

A heritage centre would have economic and social benefits. It would help showcase Inuit culture to the world while serving to promote Inuit art and cultural activities within Inuit society itself.

Over the course of hundreds of years, Inuit ingenuity has resulted in many innovative designs in clothing, transportation, and art to name a few. In today's global economy, these inventions are being adopted by non-Inuit for monetary gain. Through international law, there might be ways and means to protect these inventions from unauthorised usage.

Strategic Priorities for 2005

1.3.1. Publish the research into the use of Inuit Qaujimagatuqangit to understand the impact of global warming in Nunavut

Lead: Nunavut Tunngavik Incorporated

Support: Dept of the Environment, Department of Culture, Language, Elders and Youth

Status: Nunavut Tunngavik Incorporated held a climate change terminology workshop with Elders and translators from all the main dialect regions. Inuktitut and Inuinnaqtun equivalents were developed for common climate change terms and concepts. An Inuktitut/Inuinnaqtun/English glossary will be produced and distributed.



Department of Economic Development and Transportation has published research into the use of IQ related to Global Warming.

1.3.2. Renew the participation of elders in teaching in every school in Nunavut

Lead: Department of Education

Support: Department of Culture, Language, Elders and Youth

Status: Curriculum under development

Comments: This recommendation is similar to 1.2.7.

1.3.3 Publish a report on the feasibility of a silattuqsarniq (Inuit heritage school) in Nunavut, including a proposal for curriculum development

Lead: Department of Education, Department of Culture, Employment, Elders and Youth

Support: Nunavut Tunngavik Incorporated, Federal Government's Heritage Canada

Status: \$10 million of the Northern Strategy fund has been earmarked for the development of a Heritage School as announced in the Commissioners' Address to the Third Session of the Second Legislative Assembly of Nunavut.

Ongoing Strategic Priorities

1.3.4 Complement formal science with Inuit Qaujimajatuqangit for a better understanding of our land and its natural resources

Lead: Department of Education, Nunavut Wildlife Management Board, Indian and Northern Affairs, Hunters and Trappers Associations

Support: Dept of the Environment, Department of Culture, Language, Elders and Youth

Status: In terms of education, the new curriculum is proposing greater emphasis on IQ

Comments: For this recommendation to be adopted, more and better information is needed regarding how Inuit Qaujimajatuqangit can be incorporated in practice.

1.3.5 Support measures to protect Inuit intellectual property in Canadian law and international conventions

Lead: Department of Economic Development and Transportation



Support: Federal Government's Foreign Affairs, Nunavut Tunngavik Incorporated, EIA?

Status: Department of Economic Development and Transportation collaborates with the Government of Canada through the International Trade Committee to raise awareness about Nunavut intellectual property issues.

In 2003 Pauktutit secured legal recognition for the Amauti as an Inuit invention at world indigenous intellectual property conference.

International Trade Canada and Heritage Canada have formed a new federal/provincial/territorial forum on Trade and Culture where Intellectual property is a major focus.

The Government of Nunavut maintains two labelling programs: one that identifies sealskins by their origin in Nunavut; and another—the igloo tag program—that is applied to arts & crafts from Nunavut to identify them as genuine “Inuit Art.”



OUR PEOPLE

2.1 ECONOMIC DEVELOPMENT FOR OUR YOUTH

The Strategy begins its chapter on people, understood as the Territory's human capital, with a series of recommendations targeted at the Territory's youth population.

It is well known in Nunavut that the vast majority of its population is under the age of 25, and most of these people are of school age or younger. This presents the Territory with many challenges in providing so many people with quality education while also working to ensure the economy is ready and able to absorb them into the workforce. The challenge is made more difficult by the fact these children are situated in 25 small communities located across the great expanse of Nunavut eliminating opportunities for any meaningful economies of scale.

But, it also offers tremendous opportunities. A young and educated population can invigorate an economy and change society in unimaginable ways. Just as the Baby Boomers have shaped North American society through their values, economic choices and political decisions, Nunavut's own baby boomers will have a similar impact on their Territory. Young people throughout Nunavut have taken the opportunities given to them to express their desire to remain connected to their culture and heritage, but at the same time, have been forthcoming with their intentions to participate in the modern wage-based economy, and raise their standard of living and quality of life to something more inline with what they see in the rest of Canada.

Indeed, one must recognise that a failure to provide this young population with the tools necessary for success in both the land-based and wage-based economies will have serious repercussions for the Territory. Section 2.1 of the Strategy tackles these challenges directly. In all, thirteen recommendations were put forward with the goal of ensuring Nunavut youth have access to all of the economic, social and learning opportunities afforded to them. Ultimately, Nunavut wants to provide its youth with a quality education and a wide variety of experiences that will equip them with the knowledge and confidence needed in making informed decisions about their future. In the sections that follow 2.1, specific issues of education and skills training are addressed, while later sections deal with issues of health and safety within communities, infrastructure, and economic opportunities; all of which influence the development of children.



Strategic Priorities for 2005

2.1.1 Support youth organisations at the community, regional and Nunavut-wide level, to establish an advocacy network so that the voice of youth is heard

Lead: Multiple organisations including public, private and non-governmental (social).

Support: Government-run programs and financial support for NGOs.

Status: There are many programs in Nunavut that support youth organisations.

For example, the Nunavut Status of Women offers several programs:

Choices for Positive Youth Relationship Training Workshop, 2005

An abuse prevention program for youth that emphasises respect and safety for young men and women within their relationships

Coordination workshop for 40 individuals to training on the use of this resource.

Teen Girl Hip Hop Workshop Training Workshop 2005

Designed to help young women address the growing issue of teen violence in our school.

“Women’s work” drama, 2004

Other support mechanisms include Nunavut Sivuniksavut, National Inuit Youth Council, Nunavut Youth Consulting, and Nunavut Youth Abroad. There are many more.

Comments: There are a lot of support mechanisms for youth organisations. Conducting a review of these programs might provide useful information, such as which are most effective, most popular, most expensive, etc.

2.1.2 Implement a comprehensive inter-agency youth job program

Lead: Department of Culture, Employment, Elders and Youth

Support: Government of Nunavut, Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated

Status: There are many programs. Two examples are:

Nunavut Youth Abroad enables Nunavut youth aged 16 to 21 to acquire professional skills and training, hands on work experience, and high school credits through a cross cultural work and learning experience in southern Canada and abroad.



Nunavut Sivuniksavut is for Inuit youth from Nunavut who want to get ready for the educational, training, and career opportunities that are being created by the Nunavut Land Claims Agreement and the Government of Nunavut.

Comments: This recommendation is similar to 2.1.1.

2.1.3 Establish a culturally-centred job program for Inuit youth

Comments: What is a culturally-centred job program? This could be best described as a mix of on-the-job training in traditional Inuit activities, mentorship, and skills training. This item is similar to action items in The Land, particularly Chapter 2: Maintaining Our Mixed Economy.

2.1.4 Establish a Junior Achievement program in every Nunavut high school to promote interest in business and an understanding of the opportunities and risks

Lead: Department of Education

Support: Chambers of Commerce, Department of Culture, Employment, Elders and Youth, CEDOs.

Status: Effort has been given to establishing a Junior Achievement program in the Kitikmeot, but has been unable to institute the national program locally.

Department of Education is also investigating the Junior Achievement program for inclusion in its education system.

The Baffin Regional Chamber of Commerce is also looking at the creation of a program that would be similar to Junior Achievement.

Comments: Junior Achievement Canada markets and licences business and economic programs for youth across Canada. While likely more applicable in southern Canada where markets operate efficiently, Junior Achievements offers many programs that would be applicable to Nunavut youth, such as the Business Basics, Economics of Staying in School, and Big Dreams programs.⁸

The Baffin Regional Chamber of Commerce in partnership with the Department of Education has established an MOU with Junior Achievement of Central Ontario to deliver a program in Nunavut.

⁸ More information on Junior Achievement Canada can be found at www.jacan.org



2.1.5 Develop a youth strategy for Nunavut that addresses the role of youth in our economy

Comments: This recommendation is too vague for specific comment. If we assume it refers to the role youth will have in the economy, then specific actions should be oriented toward job creation for youth and an economic stimulus strategy.

Jobs typically filled by students in the south, such as those found in fast food restaurants, department stores, and through odd-job squad programs are rare in Nunavut. These entry level jobs provide teenagers experience in the workforce, teach responsibility, and help them understand the value of money. A program to increase the number of job opportunities for youth would have to target the larger employers in the Territory.

Ongoing Strategic Priorities

2.1.6 Create jobs and work experience opportunities for youth, particularly through co-op programs combining work and education

Lead: Nunavut Arctic College, Department of Education, regional CEDOs

Support: Apprenticeship, Trade and Occupations Certification Board, Department of Economic Development and Transportation, Chamber of Commerce, private sector

Status: Supported by Federal ARHDA and YES programs, delivered by regional CEDOs

Department of Education operates NEAT—Nunavut Early Apprenticeship Training, and is working to establish more co-op opportunities.

Some co-op programs exist in partnership between schools and local employers

Comments: Co-op programs are a valuable tool for the education system in transitioning students from a school environment to the workplace. However, they require a strong lead organisation and committed support from many sectors of the economy, and of course, funding.

2.1.7 Provide ways for youth to access information about youth programs supported by the federal and Territorial governments, and the Inuit organisations

Lead: Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated, Department of Culture, Language, Elders and Youth



Support: Department of Education through its high schools, various youth organisations throughout Nunavut

Status: No reported progress on this action item.

Comments: This recommendation is too general to comment on specifically. Broadband is now available in every community in Nunavut. This will improve the transfer of information from governments and Inuit organisations to students through schools, hamlet offices, community EDOs, etc. These public institutions must improve their on-line capacities, in particular in the area of information dissemination.

2.1.8 Involve Nunavut youth in the Arctic Council program on the Future of Children and Youth of the Arctic

Status: This program ended in 2003.

2.1.9 Develop programs for leadership, entrepreneurship and other skills

Lead: Department of Education, Department of Culture, Employment, Elders and Youth, Nunavut Arctic College

Status: This action item is expected to be a part of Nunavut's new curriculum.

Comments: This action item is quite general. Many programs exist that fit under the title of leadership, entrepreneurship and skills, and are dealt with more specifically in other areas of the Strategy.

2.1.10 Assist youth in developing proposals to make use of youth programs

Lead: Student/school councillors

Support: Department of Education, Nunavut Arctic College, Department of Culture, Employment, Elders and Youth, Regional CEDOs

Comments: The responsibility of many of these recommendations falls to student councillors in Nunavut's schools and perhaps its college. Does a qualified councillor need an established program to assist students write proposals, or apply for programs? Perhaps most important is to ensure student councillors are qualified and have access to information on every program available from all levels of government, Inuit organisations, and the private sector. Ensuring councillors are qualified is covered in action item 2.2.3.



2.1.11 Ensure that Inuit youth are able to nurture strong connections with their heritage through support for language and culture

Lead: Department of Education, Nunavut Arctic College, Department of Culture, Employment, Elders and Youth

Status: New curriculum is being developed. Efforts are being made to improve the teaching of Inuktitut in grade school. A number of other recommendations have been made throughout the Strategy that focus on bringing youth and elders together in a formal manner and ensuring schools have instructors certified to teach Inuit culture and land skills.

Comments: This recommendation is largely dealt with through more specific action items.

2.1.12 Address issues of women's economic autonomy and well-being, including unpaid work, sharing of family responsibilities, and women's entrepreneurship, to help ensure young women have options for participation in Nunavut's mixed economy

Lead: Nunavut Status of Women (Qullitt)

Support: Nunavut Society must support an equal role for women

Status: Nunavut Harvester Support Program increased its budget for women in 2004.

Pauktutiit runs workshops related to women interested in self-employment.

Department of Education new curriculum will have new teaching modules related to child, family and community care. There are also modules that include topics such as pregnancy and child care.

Comments: There are multiple recommendations here. What is the expected outcome or goals regarding unpaid work or family responsibilities? In the south, these issues were largely dealt with through improved access and acceptance of women in education. Recent statistics show Inuit women are performing better in school than men, and are more likely to graduate with a post-secondary degree.

2.1.13 Undertake a project to explore the alienation of young men from productive economic roles in our communities, and to determine ways in which traditional mentoring systems can be applied to modern economic life

Lead: Department of Culture, Employment, Elders and Youth

Support: Department of Education



Status: The previous recommendation for a certification program for people involved in hunting and trapping would assist here (Items 1.2.4 and 1.2.7) as would the many recommendations to bring elders into contact with youth.

Otherwise, no reported progress has taken place in this area.

Comments: This recommendation touches on a serious problem in Nunavut that must be addressed. In part, the issue is covered through the Nunavut Adult Learning Strategy, and the new curriculum, however, its urgency might suggest action is needed sooner rather than later.



2.2 EDUCATION AND TRAINING

Multiple examples exist throughout North America that show Aboriginal communities are most successful when they embrace their heritage, making it an integral part of the community's economic, social and political aspirations. The Strategy promotes human development by building on traditional skills, knowledge, and abilities of Nunavummiut. It recommends greater efforts be given to the transfer of traditional skills into the modern-day workplace. It also recommends more culturally-based education and training programs and more time and attention be given to adult education and life long learning. Further, to improve the success of youth in school, the Strategy has recommended the development of a new curriculum that has stronger ties to Inuit culture, including instruction in Inuktitut and Inuinnaqtun. Additional recommendations are geared toward improved training for municipal government staff, while others are focused on private-sector employment and training, in particular through a greater use of co-op programs.

Through the series of recommendations in this section, the Strategy has clearly identified that a strong basic education is necessary before extensive training programs can be met with broad success. In other words, people with a strong basic education can benefit from skills training and will retain what they learn, whereas people without basic education tend to fail such training programs or cannot retain what they learn. Furthermore, the training programs recommended are all based on a rigorous examination of labour market needs and gaps in community skills and capacities. This should greatly improve the effectiveness of new programs while avoiding programs that do not help serve an existing or future need.

Strategic Priorities for 2005

2.2.1 Work together to make Nunavut Arctic College a stronger resource for adult education and skills certification in Nunavut, including the completion of the development of a new funding allocation model for the College, which reflects the reality of delivering programs in Nunavut, and which allows for the strategic purchase of programs and services, and for the development of performance indicators, and accountability criteria.

Lead: Department of Education, Nunavut Arctic College

Status: Nunavut Arctic College and the Department of Education are working together to develop a new funding allocation model for the college that will also identify key performance indicators.

Nunavut Arctic College can access AHRDA funding through the Kitikmeot Economic Development Commission to deliver courses and programs tied to demonstrated labour market needs; depending on the results of the Nunavut Arctic College evaluation,



it might be possible to contract the College to deliver training to our business development clients.

Standing Committee on Health and Education is conducted public hearings regarding Nunavut Arctic College. A report is pending.

The Draft of the Nunavut Adult Learning Strategy deals extensively with this issue.

Comments: The draft Nunavut Adult Learning Strategy will play a significant role here. See action item 2.3.7.

2.2.2 Complete and maintain an inventory of facilities, which can be used to support community-based delivery of apprenticeship and trades programs

Lead: Department of Education, Nunavut Arctic College

Status: The Department of Education is developing an inventory of potential community delivery sites for trades' courses.

The Government of Nunavut committed \$10 million from its Northern Strategy money to construct a Trades School in Rankin Inlet. The government plans to renovate its own Plumbing Shop in Rankin Inlet rather than construct a new building. This should lower the total amount of funds needed and hasten the School's opening, planned for 2009.

Comments: Completed

2.2.3 Ensure student access to school guidance counsellors who are qualified to provide culturally relevant advice and direction and who have direct links to sources of current information about the economy and the Nunavut labour force

Lead: Department of Education, Nunavut Arctic College

Status: Nunavut Arctic College provides counselling at its three main campuses.

In grade school, the Department of Education offer Career Development Officers.

Nunavut Promise (program)—as part of school health, helping youth to see how their skills are marketable so they can transition from school to the workplace

Comments: This recommendation is being met on an on-going basis. To make this recommendation more complete, other items must be addressed, such as ensuring schools have instructors certified to teach land-based skills and traditional knowledge, and a instituting a formal role for elders in the school system.



2.2.4 Expand and strengthen math and science, numeracy and literacy programs in Inuktitut and Inuinnaqtun, as well as in English and French

Lead: Department of Education, Nunavut Arctic College

Support: Department of Culture, Employment, Elders and Youth, Francophone Association

Status: The Department of Education is developing a new math curriculum in Inuktitut for Gr. K-3, is developing a Gr. 3 Math assessment tool for all students and is developing new science teaching modules for junior and senior high school. Teaching modules for K-3 are also being developed in Inuktitut.

Nunavut Arctic College established the College Foundation Program that includes a strong math and science component

The draft Nunavut Adult Learning Strategy addresses this issue in part.

Comments: This recommendation is specific to a few subject areas, and some initial work has begun. The central issue for many of these recommendations regarding k-12 education is the need to improve the quality and quantity of Nunavut graduates. To do so requires many new or improved elements. This Strategy identifies some of these elements such as the ones in this recommendation (math and science), as well as previous recommendations regarding culture and subject relevance. The response to these recommendations has been the pending curriculum and the draft Nunavut Adult Learning Strategy. Creating the strategies is an important first step, but with so much resting on their success, their implementation and realising positive outcomes is critical. And in this regard, we must make certain the new curriculum and adult learning strategy do in fact bring about positive change.

2.2.5 Take the steps to ensure full use of currently available training programs that allow Nunavummiut to participate in our economic growth sectors, and in particular, in mining, fishing, and tourism

Lead: Multiple organisations

Status: Nunavut Tourism has a handbook on jobs in tourism has been written but is not yet printed that includes an introduction to tourism, the eight sectors of tourism, and the types of jobs in each. There is also a list of education requirements or experience needed for each position. Nunavut Tourism also has an on-going inventory of the jobs in tourism.



Nunavut Fisheries Training Consortium (NFTC) has secured \$5.1 million of funding for the purpose of a comprehensive training program.

Nunavut Arctic College in cooperation with NFTC is delivering courses in fisheries. The College has also developed and now delivers mine training. Courses on guiding (tourism) have been developed and delivered for the Hunters and Trappers Organisations.

The regional CEDOs offer AHRDA and Youth Employment Strategy funding for skills training.

Department of Education has Labour Market Development Agreement funding available for this purpose.

\$10 million of Northern Strategy money earmarked for trades training centre.

Comments: Coordination is needed to address overlaps and gaps.

2.2.6 Examine the establishment of industry focus groups on training to assist in ensuring that programs being developed meet corresponding needs, and which can be monitored to determine levels of success and impact

Lead: Nunavut Adult Learning Strategy, Nunavut Arctic College, local and regional economic development organisations

Status: Draft Nunavut Adult Learning Strategy (see 2.3.7)

Nunavut Arctic College has program advisory groups for ETP and Nursing and the Municipal Government Programs; is in the process of establishing industry focus groups for Human Services and Teacher Education.

Local and regional economic development organisations currently do this in an informal way through consultations with employers during community visits.

Workshops have been held to discuss options to improve apprenticeship programs.

Comments: Evidence exists with the example of Tahera whereby the private-sector assists in identifying labour needs.

2.2.7 Complete work on the Nunavut Adult Learning Strategy and identify priority areas for strategic investment in post-secondary education over the next 20 years, and develop a corresponding implementation strategy

Lead: Department of Education

Support: Nunavut Arctic College



Status: Draft completed. Proponents are currently soliciting input while developing an implementation strategy.

Comments: The Nunavut Adult Learning Strategy is a comprehensive strategy document for the Government of Nunavut. It contains multiple recommendations under numerous topics. Its implementation is critical, but implementation will require considerable commitments of government staff, time and money, as well as strong buy-in from Nunavummiut.

This strategy must clearly identify its priorities and an implementation plan that includes the identification of personnel and finances. It must establish implementation targets and measurements. Finally, it must receive commitments from Nunavut leadership.

2.2.8 Work to provide student allowances to adults who wish to take Adult Basic Education upgrading

Lead: Department of Education

Status: Included in the draft Nunavut Adult Learning Strategy (see 2.3.7)

Strategic Priorities for 2008

2.2.9 Conduct a comprehensive evaluation of our education and training programs to ensure they are meeting our basic needs

Lead: Department of Education, Nunavut Arctic College

Status: An external evaluation of Nunavut Arctic College was completed last year. A Standing Committee is now holding Public Hearings on Nunavut Arctic College and its programming. A report will follow.

This is also highlighted in the draft Nunavut Adult Learning Strategy

2.2.10 Adopt a Nunavut-based curriculum in our schools, which includes instruction in household and workplace economics

Lead: Department of Education

Support: All Nunavummiut, in particular, parents and students

Status: A Nunavut curriculum is a work in progress. The Department of Education is implementing a five-year strategy (2004-8) that will result in a Nunavut-based curriculum. Early stages of the strategy are concentrated on younger age groups. Some challenges include the identification of qualified bilingual instructors at each



teaching level, the creation of resource materials in three languages that reflect two cultures, and high costs of research and creating resource materials.

Comments: The challenges associated with developing and implementing a Nunavut-based Curriculum are considerable, many issues will be contentious, and expectations (especially near-term) should be measured.

Ongoing Strategic Priorities

2.2.11 Research and report on the educational and skill levels of Nunavummiut and identify gaps in relation to economic opportunities and share this information with communities

Lead: Department of Education

Support: Regional CEDO's, Department of Economic Development and Transportation, Nunavut Broadband, Bureau of Statistics

Status: Community Skills Information System is being developed that will help link the skill levels and interests of available labour with employment opportunities. This System has been tested as a pilot project in two communities and is now being further developed for wider distribution.

Bureau of Statistics is in the process of completing a Labour Force Survey.

2.2.12 Working with Nunavut-based community and regional organisations, develop a standardised needs assessment tool which can be applied across the Territory, and which can provide consistent, quality data for program planning and evaluation

Comments: There are elements of this covered in the draft Nunavut Adult Learning Strategy, and the pending Community Skills Information System. Otherwise, this recommendation is largely redundant with previous recommendations.

2.2.13 Develop programs and services to engage those Nunavummiut who are currently not in the work force or literacy and Adult Basic Education programs

Lead: Department of Education, Nunavut Arctic College

Status: Nunavut Arctic College delivers literacy programs, but cannot always attract students.

This item is dealt with extensively in the draft Nunavut Adult Learning Strategy.



2.2.14 Support research on the educational and skills levels of Nunavummiut and identify gaps in relation to economic opportunities

Comments: This item is identical to 2.2.11.

2.2.15 Support a Nunavut curriculum relevant to students' experience, including academic knowledge, vocational and trades training, land skills education and cultural education

Comments: A Nunavut-based curriculum is covered in 2.2.10.

2.2.16 Maintain and where required, extend the annual community needs assessment process to ensure the delivery of relevant adult education programs in every community, in every term

Lead: Department of Education, Nunavut Arctic College

Support: Interdepartmental collaboration on conducting learning needs assessments, including the College, Department of Economic Development and Transportation, and Department of Community Government and Services, Municipal Training Organisation

Status: On-going; the Community Skills Information System will catalogue the training needs of a community, and can be used to improve the relevancy of programs delivered.

Comments: The Municipal Training Organisation attempts to offer training in every community each year, and does its best to target community-specific needs.

2.2.17 Promote co-op education programs - where students spend time in both school and work placements - that are focused on private and co-operative sector opportunities

Comments: Identical to 2.1.6

2.2.18 Establish incentives within government and Inuit organisations that encourage high school graduates to seek post-secondary education and private sector experience

Lead: Department of Education, Department of Human Resources, Nunavut Tunngavik Incorporated, Nunavut Arctic College

Support: Government of Nunavut



Status: Financial Assistance for Nunavut Students (FANS) currently under review.

Through the Department of Human Resources a number of development programs already exist that aim to upgrade staff skills in a variety of areas.⁹

Comments: Currently, Inuit children receive funding to attain post-secondary education. In addition to this, any Nunavummiut with a college degree (whether Inuit or not) will find useful and well paid work in Nunavut. So, it is perhaps not necessary to create new incentives for higher learning. Certainly these organisations should offer programs that encourage employees to upgrade their skills, and children should be encouraged at home and at school to get an education, but otherwise and in relation to this recommendation, incentives to complete some form of post-secondary education already exist.

There is little emphasis to support gaining experience in the private sector. There is likely a conflict between this part of the recommendation and the government's own efforts to achieve a representational workforce.

2.2.19 Ensure that education and training opportunities in the community include the study of the local economy and development of entrepreneurial skills

Lead: Department of Education, Nunavut Association of Municipalities, Nunavut Association of Municipal Administrators, Municipal Training Organisation, Department of Economic Development and Transportation, Department of Community Government and Services, regional CEDOs

Status: Community economic development officers take courses in community development and community economic development delivered by the Municipal Training Organisation.

Regional CEDOs deliver small business planning and basic bookkeeping workshops.

The draft Nunavut Adult Learning Strategy recommends the establishment of a school of community government similar to what is available in the NWT. This is meant as complimentary to the Municipal Training Organisation.

⁹ See Government of Nunavut website www.gov.nu.ca under the Department of Human Resources for a complete list of programs offered.



Comments: Municipal Training Organisation is a major contributor to success in area of community management and skills development. This Organisation is in its final year of its three-year operating plan.

2.2.20 Partner with municipalities to ensure training for municipal staff

Lead: Nunavut Association of Municipalities, Nunavut Association of Municipal Administrators, Municipal Training Organisation, Department of Community Government and Services

Comments: This item can be assumed as being implied in 2.2.19.

2.2.21 Support an internship program to ensure the development of a representative senior management corps in government

Lead: Department of Human Resources

Support: Government of Nunavut

Status: Sivuliqtiksat Internship Program¹⁰

In accordance with Article 23 of the Nunavut Land Claims Agreement, Sivuliqtiksat provides an opportunity for Beneficiaries to develop in leadership positions within the Government of Nunavut—at the director and manager level. The Department of Human Resources supports a total of 14 internship positions in the program. Orientation, development of a learning plan, on-the-job training, mentoring, completion of distance education courses and participation in formal classroom learning are all important elements of the program.

¹⁰ See Government of Nunavut website www.gov.nu.ca



2.3 BASIC NEEDS—HOUSING, HOSPITALS AND SCHOOLS

The introduction to this section describes briefly the shortfall in housing stock and its impact on human development. However, most of the recommendations deal with the issue of utilising Nunavut labour in Nunavut construction projects. In the past, too many projects were completed without regard for their role in training local labour and providing local business with opportunities.

Large-scale private sector projects are addressing this issue directly through the negotiation of impact benefit agreements that typically include guarantees of hiring locally, training, rewarding service contracts to community or regional businesses, and communicating openly with the general public on issues regarding operations and future opportunities.

The Strategy further recommends that more information on the skills and training of local labour be collected and used in establishing construction schedules for public infrastructure, and making this information available to the private sector to assist them in hiring locally.

Recommendation 2.3.5 is of particular importance because it introduces the issue of opportunity cost associated with on-the-job training, scheduled work slowdowns, and other initiatives aimed at turning commercial operations into trades training opportunities. The additional direct costs and opportunity costs of this approach are often not appreciated in full when such ideas are discussed. For example, if Nunavummiut had to choose between ten new houses this year with limited training and business opportunities or five new houses built over several years with multiple training and business opportunities, which option would they choose? The question remains, does Nunavut have the financial capacity to make up the difference; that is, in this example, build all ten houses while maximising local opportunities?

Strategic Priorities for 2005

2.3.1 Develop and implement policies and best practices to ensure capital projects help to achieve training and business development objectives

Lead: Department of Economic Development and Transportation, Department of Community Government and Services

Support: Interdepartmental Committee of Capital Planning, NNI Policy

Status: Specific policies or best practices have not been established outside the work of the Interdepartmental Committee on Capital Planning, the NNI Policy, and individual success stories.

Comments: Regardless of the existence of a program, finding mechanisms to upgrade the skills of Nunavummiut is an important goal, and capital projects are one avenue to pursue it.



2.3.2 Use the provisions of the NLCA to obtain additional infrastructure funding from the federal government

Lead: Nunavut Tunngavik Incorporated

Support: Executive and Intergovernmental Affairs, Department of Community Government and Services

Status: The work of Nunavut Tunngavik Incorporated regarding Aboriginal housing is an example of using the Agreement in arguments for more federal money, however, to date, these arguments have not resulted in additional funds.

Comments: In his report on implementation of the Nunavut Land Claims Agreement, Thomas Berger has suggested that Nunavut Tunngavik Incorporated uses the Agreement for too many funding requests that lie outside the Agreement's intent. Infrastructure is one that is pointed to specifically.

2.3.3 Include an assessment of the readiness of the local labour force and business sector in the timing of our capital projects

Lead: Department of Education, Department of Economic Development and Transportation, Department of Community Government and Services

Support: Nunavut Bureau of Statistics

Status: Community Skills Information System is being developed that will link with projects of all kinds, not just those in the public sector.

Statistics Canada is working with the Bureau of Statistics to begin a proper Labour Force Survey in Nunavut similar to what Statistics Canada provides in the rest of the country.

Comments: This item is largely dealt with under the sub-chapter Education and Training.

2.3.4 Encourage the enhancement of incentives to promote Inuit employment through government and other contracting procedures, as was done by the federal government with the DEW-line cleanup, and is done to a limited extent under the NNI policy

Lead: Department of Economic Development and Transportation and its NNI Policy

Comments: Impact Benefit Agreements have been signed in the Kitikmeot and Kivalliq regions with the private sector regarding mining projects.



Otherwise, this recommendation is too vague to make specific comments.

2.3.5 Explore and report on how housing development can best support trades training and local construction businesses while remaining timely and cost effective

Lead: Interdepartmental Committee of Capital Planning, Nunavut Housing Corporation

Support: Canada Housing and Mortgage Corporation

Status: No report has been generated regarding this topic.

Comments: A model or best practice would be useful here. Also, there is a dire need for greater interagency collaboration, such as that between the CMHC and the Nunavut Housing Corporation.

2.3.6 Support housing design that meets the needs of Nunavummiut, and that is energy efficient

Lead: Nunavut Housing Corporation

Support: Department of Community Government and Services, Nunavut Power Corporation

Status: New designs are being developed such as the new five-plexes engineered in Cambridge Bay. These new units will be built with stronger and more energy efficient materials, and will be more fire safe and have improved air flow. The first of these structures were being built across Nunavut starting in 2005.

More work is needed.

2.3.7 Promote private home ownership and personal investment in housing, taking into account the need for measures to assist with maintenance and upkeep costs

Lead: Government of Nunavut, Nunavut Housing Corporation

Support: Other organisations throughout Nunavut, Construction industry

Status: The Government of Nunavut is working to promote home ownership. It recently unveiled a new down payment assistance plan that will provide qualifying Nunavummiut with \$15,000 to \$75,000 for the purchase or construction of a home, with the amount varying depending on the community you live in.



The Government of Nunavut also announced earlier this year that it would reduce the number of public sector jobs that include housing as part of its compensation package.

Comments: Other organisations need to follow the government's lead in eliminating housing as part of compensation for this recommendation to have a wider impact.



OUR COMMUNITY ECONOMIES

3.1 COMMUNITY CAPACITY BUILDING AND ORGANISATIONAL DEVELOPMENT

The Strategy dedicates an entire chapter to the development of communities signifying both its importance to the Territory's future and its current state of need. Many of Nunavut's communities are struggling under increased pressures of a rising population, stressed municipal infrastructure, and greater economic, social and environmental demands from its population.

The first step in meeting these pressures is to improve the capacity of people working within local government and development agencies, and at the same time, improve the organisational effectiveness of the communities' administration. There have been many complaints in the past regarding how organisations operate in silos, and fail to communicate with one another. Several recommendations in this section make reference to these complaints by calling for improved coordination and cooperation between the many organisations operating in communities.

The 19 recommendations found in this section can be loosely reorganised under four subject areas:

- Clarifying the roles and responsibilities of the community and all other levels of government, including Inuit organisations;
- Improving the level, extent and effectiveness of training for and support of community sustainable development planning;
- Supporting the initiatives within communities' plans; and,
- Linking communities with one another through improved communications and information sharing.

Strategic Priorities for 2005

3.1.1 Create inter-agency (government and Inuit organisations) Community Development Committees to support community planning, and to prepare a joint response to community initiatives

Lead: Department of Economic Development and Transportation, Nunavut Tunngavik Incorporated and its Regional Inuit Organisations

Status: Department of Economic Development and Transportation is developing a communications plan around community development.

Otherwise no progress was reported on this action item.



Comments: This recommendation is the first of many that deal with the need for better cooperation, coordination and communication between and within organisations operating in Nunavut.

3.1.2 Support collaborative “circle-of-support” organisational structures at the community level

Lead: Nunavut Economic Developers’ Association

Support: Regional CEDOs, Department of Community Government and Services, Department of Economic Development and Transportation, Regional Inuit Associations

Status: Nunavut Economic Developers’ Association is updating an Economic Development Toolkit.

Comments: These could operate as local versions of Nunavut’s Federal Council. With 25 communities however, there will be issues of time and money to keep them running on a regular basis. Some options are needed to address this.

This item is similar to 3.1.1.

3.1.3 Ensure a strong presence of program officers from both the federal and Territorial governments throughout Nunavut, in all regions

Lead: uncertain

Support: Indian and Northern Affairs Canada, Government of Nunavut

Status: No direct action reported on this item.

Comments: The Government of Nunavut has decentralised, and the federal government is not likely to establish more positions throughout Nunavut’s regions.

There is some thought that putting development officers in communities is not productive. Instead, some Nunavut Economic Forum members believe giving local economic development officers more support through funding, training, and other actions would be more beneficial.

3.1.4 Establish a Community Development Initiative - or “Healthy Communities” Initiative - under the leadership of a single department, or small secretariat, to coordinate Government support for community and economic development



Lead: Health and Social Services, Department of Economic Development and Transportation, or Department of Community Government and Services

Support: Government of Nunavut, Regional CEDOs

Status: No action taken reported on this item.

Comments: It is not clear how this initiative would fit in with ongoing community activities, and in particular, how it would work with existing efforts under community planning.

However, there is strong support for this concept within the Nunavut Economic Forum. Those long involved in development issues in Nunavut cannot see any progress achieved through a fractured approach to programming. Community development, economic development, human and social development are all so closely linked that a piecemeal approach will never gain enough momentum to make much difference.

3.1.5 Make training in CED available to municipal council and community economic development committee members

Lead: Nunavut Economic Development Association

Support: Municipal Training Organisation, Department of Community Government and Services, Department of Economic Development and Transportation, Nunavut Association of Municipalities, the draft Nunavut Adult Learning Strategy's propose School of Community Government

Status: While there may not be a very specific course on Community Economic Development, there are numerous activities to report.

All municipal staff and EDOs' and GN employees have access to courses that enhance their skill level. Some provided through outside agencies, such as the Council for the Advancement of Native Development Officers.

The Municipal Training Organisation is offering select courses on community management that are relevant.

CEDA created and staffed with a full time co-ordinator with core funding from ED&T and Annual meetings of CEDA and all Nunavut EDOs.

Comments: To meet this recommendation more directly requires some expertise developed in CED and the creation of a training program. Moreover, in the previous chapter on Our People, there were numerous recommendations for training municipal staff



regarding community planning. This recommendation should be a part of those recommendations.

3.1.6 Clarify the roles and responsibilities of the federal and territorial governments, the Inuit organisations, and the municipal government, in terms of service delivery, and community development. This should form a major part of the development of a common, inter-organisational, CED strategy

Lead: Nunavut Economic Development Association

Support: Nunavut Economic Forum

Status: No formal action taken place on this item.

Comments: The Nunavut Economic Forum was formed in part to deal with organisational effectiveness in the Territory. While the Forum is not active in service delivery, it does provide those that do an opportunity to discuss their activities in communities and these active groups should use the Forum to improve their service delivery.

What are the expectations regarding a CED Strategy for Nunavut? Prior to initiating such an exercise, the lead agency would need some assurances that such a strategy would be supported financially, and through the transfer of some authority.

3.1.7 Prepare an inventory of CED and community development programs, including associated mandates and funding commitments

Lead: Canada-Nunavut Business Centre

Status: The Canada-Nunavut Business Centre has offices in Iqaluit, Rankin Inlet and Cambridge Bay. They offer a listing of all government programs and services, including those regarding CED programs.

Comments: Completed

3.1.8 Provide assistance to Hunters and Trappers Organisations to help them pursue sustainable economic objectives

Lead: Nunavut Tunngavik Incorporated

Support: Government of Nunavut, Regional CEDOs

Status: Ongoing financial support.

Comments: Nunavut's Hunters and Trappers Organisations are provided funding through Government of Nunavut, Nunavut Tunngavik Incorporated and regional CEDOs for multiple purposes.



3.1.9 Address and resolve community governance issues by establishing effective training programs that focus on the CED agenda

Lead: Department of Community Government and Services

Support: Municipal Training Organisation, draft Nunavut Adult Learning Strategy's School of Community Government

Comments: This item is identical to 3.1.5.

Strategic Priorities for 2008

3.1.10 Design legislation to define and sanction the role of the community development corporation

Lead: Department of Economic Development and Transportation

Status: Department of Economic Development and Transportation will supply staff to Nunavut Development Corporation board.

Otherwise, no reported activity on this action item.

Comments: It is not clear that a community development corporation is required in every community in Nunavut. Clarification on this point would assist in the completion of the recommendation.

3.1.11 Develop a support system for communities that can provide technical expertise, help those communities secure resources and education and training, foster community planning, and coordinate economic development agencies' responses to these plans

Comments: This item is a combination of previous recommendations in this chapter such as 3.1.2 and 3.1.4 and some from the chapter Our People.

3.1.12 Support the strategies developed by communities through their independent planning processes

Lead: Department of Economic Development and Transportation, Department of Community Government and Services

Support: Government of Nunavut, Nunavut Economic Developers Association

Status: Ongoing support has taken place in an ad hoc fashion. The Regional CEDOs have expressed interest in delivering the government's business development fund and the community futures program as a way to support community planning more directly.



Comments: This recommendation seeks funding for community plan implementation. To be successful, the Government of Nunavut will have to make community economic development and community planning a priority.

3.1.13 Ensure that the long-term nature of the development process is reflected in government and other economic development agencies' program design

Lead: Nunavut Economic Forum

Support: Government of Nunavut, Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated

Comments: Some clarification of this recommendation is needed. In absence of that, greater commitment to multi-year funding on the part of all levels of government would facilitate improved long-term planning and development.

3.1.14 Provide training and mentoring programs that extends to all community members

Comments: This item is very general. It is covered by more specific recommendations throughout the Strategy. In particular, in the Chapter Our People multiple recommendations are made regarding education, training, youth involvement in the land- and wage-based economies, and performing gap analysis on communities' labour force and follow up with targeted training programs. Furthermore, in this chapter, there have already been action items dealing with training regarding community planning and community economic development.

3.1.15 Encourage the federal and territorial governments, and the Inuit organisations, to direct their efforts not simply toward the delivery of programs and services, but toward community development

Comments: There is general agreement that this recommendation has merit, but some real concerns about how it might be put into practice. A strong lead agency is necessary to explain how program delivery needs to change to improve community development, and then help program managers in government make this transition.

3.1.16 Strengthen inter-regional linkages among Inuit organisations—notably the regional development corporations, the Regional Inuit Associations, the Community Land and Resource Committees, Community Liaison Officers, and



Hunters and Trappers' Organisations—with respect to the economic and community development aspects of their mandates

Lead: Nunavut Tunngavik Incorporated

Support: Regional development corporations, the Regional Inuit Associations, the Community Land and Resource Committees, Community Liaison Officers, and Hunters and Trappers' Organisations, Nunavut Economic Forum

Status: No reported activity on this action item.

Comments: Strengthening these organisations would have many positive benefits. The issue is primarily one of capacity, and partially one of funding.

3.1.17 Review the transfer of funds for program and service delivery from both the federal and territorial governments and agencies to municipalities, to identify current funding patterns and gaps, and publish the findings, with recommendations for changes

Lead: Government of Nunavut, Nunavut Economic Developers Association, regional CEDOs

Support: Nunavut Association of Municipalities

Status: The Kitikmeot Economic Development Corporation has proposed that it deliver Department of Economic Development and Transportation's "Business Development Fund" program and the Community Futures loan program in the Kitikmeot, thereby establishing itself as a one-window economic development agency for the Kitikmeot region.

The Department of Community Government and Services has formed the Nunavut Community Infrastructure Advisory Committee in order to discuss capital projects with input from Nunavut Association of Municipalities.

While not exactly related to this recommendation, the Gas Tax Agreement is a transfer of revenues from the federal government to provincial and territorial governments to be spent on community infrastructure.



3.2 SMALL AND INUIT BUSINESS DEVELOPMENT

The second phase in improving the well-being of Nunavut's communities is to strengthen its business community, and in particular, strengthen Inuit business. Small business ventures are inherently risky, but in Nunavut, high input costs, weak labour markets, and a small local market make the prospects for business even more tenuous. Nevertheless, there are several options available to improve the success rate of entrepreneurs in spite of the heightened challenges. The Strategy makes 13 recommendations in this section that cover the available options.

Nunavut's small business community needs a mechanism to acquire business loans and risk capital outside traditional lending institutions that are reluctant to lend money to high-risk businesses that lack valuable assets to back the loan. This need has been met to some degree by Atuqtuarvik, Nunavut Business Development Corporation, and Baffin Business Development Corporation. While these provide an alternative to traditional lending institutions, Nunavut small business continues to be confined to government business support programming and subject to the guidelines and limitations established by each program.

Small business would also benefit from manipulation of existing economic activity in a manner that improves their chances of becoming involved. This could mean altering contracting timelines, dividing large contracts into several smaller ones, or increasing the preferential treatment given to local business under tendering evaluation guidelines.

There is also a need for more business training and aftercare support to improve the sustainability of small businesses once up and running.

Similar to the comments made earlier, many of the proposed support mechanisms in this section mean improved local participation, but also mean increased costs for the developer. This would lower the total level of activity in Nunavut, meaning a choice is needed between the quality and quantity of local business versus total economic activity and decisions on implementing these recommendations must consider this choice.

Strategic Priorities for 2005

3.2.1 Develop and implement measures to improve how public sector and non-government institutions currently administer business loans and risk capital

Lead: Nunavut CEDOs

Support: Government of Nunavut, Government of Canada

Status: No concrete measures have been put in place. CEDOs currently review their own programs and practices. Effort to find a tenable solution for banking institutions to be more involved in lending to Inuit small business is on going.



Comments: This recommendation is ongoing in practice, with no established “measures” for improvement.

There is a definite need for public business grants to come with improved rules and regulations defining the basis under which money will be awarded. At the same time, greater efficiencies are still needed in the transfer of federal money to Nunavut organisations, such as the CEDOs, who often must bridge finance projects due to a slow transfer process.

3.2.2 Expand the Business Development Centre Program to all Nunavut communities. This effort will involve persuading the federal government to fund the program, as it does in southern Canada

Lead: Department of Economic Development and Transportation, Chamber of Commerce

Support: Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated business development division.

Status: A Business Development Centre has long been established for the Baffin region. More recently, a second Centre opened in the Kivalliq region, and discussions are now underway for a third Centre in the Kitikmeot region.

The program that sponsors these centres is funded by Department of Economic Development and Transportation.

Comments: Having this Program available in every Nunavut community is unlikely. Currently, there is enough business activity to warrant expansion into Nunavut’s major centres outside Iqaluit. It might be necessary to expand these centres into communities that are experiencing rapid business sector growth, such as might occur in Baker Lake as a result of the Meadowbank Gold Project.

3.2.3 Strengthen the role and capacity of the Chambers of Commerce in Nunavut to better accommodate the circumstances and explicitly meet the needs of Inuit small business

Lead: Chambers of Commerce associations across Nunavut

Support: Local business community, financial support would likely have to come from Government of Nunavut, further support potentially from Canadian Chamber of Commerce

Status: There are some efforts ongoing to establish a new Chamber of Commerce in Cambridge Bay.

A Nunavut-wide Chamber of Commerce is being established with support from the Government of Nunavut.



The Baffin Regional Chamber of Commerce was able to enhance its presence through Trade Shows offered throughout the Baffin Region. As well they have secured funding and are now actively supporting Chambers of Commerce in the Baffin region.

3.2.4 Review the impacts of government policies, programs, and incentives on the development of local business capacity, with a view to implementing improvements

Lead: Community economic development officers, regional CEDOs, and Department of Economic Development and Transportation, other government departments with business development programs

Status: No formal review has taken place.

Comments: This should be an on-going exercise with a strong communication link between regional program officers and CEDOs and the funding agency.

3.2.5 Assess and where required reform government purchasing to strengthen its contribution to community economic development

Lead: NNI Policy of Department of Economic Development and Transportation

Support: Department of Community Government and Services

Status: A Comprehensive Review of the NNI Policy was completed in 2003. To review report, go to: www.gov.nu.ca/Nunavut/nni/nnie.pdf

Established the NNI Secretariat.

Action item completed.

3.2.6 Re-examine the ‘claw-back’ provisions of the income support program. These provisions reduce individual entitlements in order to offset other income, but the result is an erosion of personal savings that could be used to foster business growth

Lead: Government of Nunavut, Government of Canada

Status: Discussions are on-going with the Department of Finance regarding discontinuing the reduction of the National Child Benefit Supplement (NCBS).

Comments: There are differing opinions regarding the claw-back provisions. There is a need for more discussion and some resolutions on this matter and on other support programs. Perhaps the Forum could conduct a study and produce a briefing on this item to better understand the issues.



Arctic coops recently announced that after many years of discussion with Government of Nunavut, regulations for the income support program were changed to exclude the coop patronage refunds under as a source of income under the program.

3.2.7 Design and implement a “business aftercare” program to help small firms maintain and expand their operations

Lead: Regional CEDOs, Department of Economic Development and Transportation, INAC Aboriginal Economic Business Development Division

Support: Chamber of Commerce

Status: Regional CEDOs offer programs that support businesses, while BBDC, and to a lesser extent, NBCC and Atuqtuarvik provide mentorship to small business, but there is no comprehensive program that specifically deals with business aftercare.

Comments: Offering would-be entrepreneurs business support is a service that could be provided through a number of different agencies already established in Nunavut, such as the CEDOs, Inuit Economic Development Corporations, or possibly through the local EDO office. Work is needed to help these organisations set up their operations to provide this service. It would require funding support as well as a commitment of staff time.

3.2.8 Create a community savings and loans network, such as co-operatives, credit unions, community bonds, or other measures, as a means of increasing the availability of capital for business development

Lead: Nunavut Tunngavik Incorporated, Atuqtuarvik

Support: Will require support from the financial sector.

Status: Kitikmeot Economic Development Organisation is looking to support a pilot project in this area. Somewhat related, KEDC has done some research on the Individual Development Account (IDA) asset development and financial literacy concept. KEDC is prepared to support a pilot project in this area with the assistance of a bank.

Various studies on a financial institution for Nunavut have been undertaken. Atuqtuarvik has studied a bank and trust company model for a Nunavut banking system and ACL has studied a Credit Union Approach.



Nunavut Tunngavik Incorporated and Atuqtuarvik continue to pursue results in this area.

Thus far, with numerous financial institution studies completed, an appropriate and viable option has not been found.

3.2.9 Work with financial institutions to investigate how risk capital can be secured using the current property system in Nunavut

Lead: Department of Economic Development and Transportation

Support: Nunavut Development Corporation, Baffin Business Development Corporation, Atuqtuarvik.

Status: No action reported in this area.

Comments: This item is similar to 3.2.8.

3.2.10 Work with Nunavut's local businesses to help them win government contracts, particularly through full implementation of the obligations of Article 24 of the NLCA, by improving access to governments' electronic tendering systems, and by splitting projects into smaller contracts that local firms can manage

Lead: Nunavut Tunngavik Incorporated, Government of Nunavut

Support: Individual government departments, Indian and Northern Affairs Canada, regional CEDOs

Status: Regional CEDOs work with businesses on a one-on-one basis to improve contract bidding success.

Nunavut Economic Developers Association encourages Nunavut-based and Inuit companies register with NNI and NTI.

Comments: This recommendation is dealt with, in part, by action item 3.2.5.

The issue regarding the splitting of contracts is one of trade-offs. It asks government to trade efficiency in its spending in exchange for private sector development. Can this trade-off be quantified? And if so, at what point are private sector benefits maximised and government opportunity costs minimised under this tendering scenario?

3.2.11 Monitor and report on the outcome and socio-economic benefits of government contracting

Lead: Department of Economic Development and Transportation

Support: NNI Secretariat



Status: No specific action taken on this item outside the Comprehensive Review of the NNI Policy.

Comments: This is a difficult task. What outcomes and socio-economic benefits do you attribute to the government tendering program, versus education, economic growth, political and social circumstance, individual personalities, etc?

3.2.12 Support the Nunavut Development Corporation in fulfilling its commitment to transfer to community ownership the assets of the community-based businesses it funds

Lead: Nunavut Development Corporation, Department of Economic Development and Transportation

Status: No action taken on this item.

Comments: Forum membership report this recommendation will not be fulfilled in the short or medium term and suggest it should be reviewed for possible removal.

3.2.13 When planning the timing of capital projects, take into account the readiness of local businesses to supply goods and services. Whenever possible, projects should be initiated only after communities have had time to prepare for the benefits that may arise from these projects

Comments: A recommendation such as this can only be updated on a case-by-case basis by the organisations and communities involved. There is some thought within the Forum membership that it should be removed altogether. An argument can be made in some cases that a community will never be “ready”. This is especially true when the capital project includes or is related to education, training, business development, industrial development, etc.



3.3 BUILDING THE KNOWLEDGE BASE OF OUR COMMUNITIES

In an effort to improve the knowledge base of Nunavut's communities, the Strategy focused its recommendations in this section, Building the Knowledge Base of Our Communities, on increasing the support for Economic Development Officers (EDOs), improving how economic information flows to communities, and creating greater assurances that developers will work with communities throughout the life of their project.

The success of Nunavut's communities is heavily dependent on the abilities of its Economic Development Officer. The people who take these jobs must have numerous and wide-ranging skills. But in order to find and retain skilled people, Nunavut must increase its commitment to these professionals through substantial investments in training, organisational support and compensation.

This section also recommends an improved system of information sharing. The isolation of Nunavut's communities necessitates a strong communication network between government, Inuit organisations, the private sector, and communities. There are several examples of valuable research that has long been completed, such as the Bureau of Statistics 2001 Household Survey, that have not been shared effectively and therefore the results remain largely unknown.

Information sharing will be particularly important with the rise in mining activity. Community members have few options to learn of these activities outside the resource developers themselves, therefore they must insist that the developers engage in a comprehensive information sharing program. This will improve the community's knowledge of the project, and will afford Nunavummiut an opportunity to comment and input into economic activities taking place throughout the region.

Strategic Priorities for 2005

3.3.1 Work with the Nunavut Economic Developers' Association, the Nunavut Association of Municipal Administrators, Nunavut Arctic College, the Municipal Training Organisation, and the Council for the Advancement of Native Development Officers to establish a permanent education program for EDOs, and to link EDOs with regional and territorial support organisations

Lead: Nunavut Economic Developers' Association

Support: Nunavut Association of Municipal Administrators, Nunavut Arctic College, the Municipal Training Organisation, and the Council for the Advancement of Native Development Officers, Department of Economic Development and Transportation

Status: Nunavut Arctic College has a program in place that meets this recommendation. Specifically, it developed a specialization in its "Management Studies" program with support from Department of



Economic Development and Transportation that is certified by CANDO.

The issue for delivery is that Hamlets have responsibility for economic development officers (EDO) in most communities but are not adequately funded to deliver EDO programs let alone support training and development.

Similarly, regional CEDOs have lobbied for more effective training and education for EDOs, including basic literacy and numeracy programs.

Comments: This is an important action item, but requires a commitment from the Government of Nunavut. Ultimately, if the Territory wants well-educated, trained and effective EDOs, then greater financial and non-financial support is necessary.

3.3.2 Provide information on Nunavut's economy, sector opportunities, and available economic development programs, in a CED directory

Lead: A lead agency is needed to complete the compilation, until then, territorial, regional and local program providers can deliver this information on an individual basis.

Support: Nunavut Economic Forum

Status: Economic updates and sector opportunities are widely available through government and other organisations. Presumably, economic development programs come with some form of communication to the program users.

Comments: The responsibility here is shared. A CED Directory would be a valuable product for the government to offer. In its absence, gathering this information should be a component of every EDOs job description and they should have the capacity to do so.

3.3.3 Initiate an annual "economic development week" and trade exhibition for communities

Lead: Department of Economic Development and Transportation and/or Chamber of Commerce

Support: Multiple public and non-government agencies would have to support this concept

Status: For a specific "economic development week", a lead agency would be needed; likely candidates include Department of Economic Development and Transportation and the Chamber of Commerce. Otherwise, economic development promotion and various trade exhibitions are ongoing throughout the Territory,



such as those offered by Baffin Regional Chamber of Commerce. In some cases, such as Nunavut Tourism, community tours are planned or underway to promote industry development and career development.

KEDC regional strategy conference was held in March, 2006 for the Kitikmeot region. Kivalliq is planning a similar regional strategy.

3.3.4 Make the implementation of the community development plan the primary task of the community economic developer

Lead: Community economic development officers

Support: Nunavut Economic Development Administrators, Regional CEDOs, Department of Community Government and Services, Department of Economic Development and Transportation,

Status: No formal directive has been given across Nunavut to make development plan implementation the principal task of the EDO.

Comments: Clearly, this recommendation must be coordinated with those referencing the creation of a community development plan. The Economic Development Officer is a logical choice for local champion of the plan.

3.3.5 Include the community economic developer as a member of the community labour force development team - the “circle of support.”

Comments: This recommendation is perhaps not necessary. If this Circle of Support is to be created in each community, as recommended in action item 3.1.2, the economic development officer would be an obvious choice as a sitting member.

3.3.6 Ensure that guidelines are established under Article 12 of the NLCA for proposed resource development projects, and that these guidelines lead to assessments that address community priorities effectively while enabling the review process to proceed efficiently. This process should involve the federal and Territorial governments, the Institutions of Public Government, and communities

Lead: Nunavut Tunngavik Incorporated, Nunavut Impact Review Board

Support: Government of Nunavut, Government of Canada

Status: Article 12: “Development Impact establishes the Nunavut Impact Review Board to assess project development and impacts.”

Comments: In the case of Tahera’s Jericho Diamond Project, full community consultations were undertaken. Similar activities are ongoing in



the case of Cumberland Resources in the Kivalliq region. Generally speaking, communities are now being provided with adequate opportunities to participate and comment on projects taking place within their region.

3.3.7 Ensure that data collected in communities, such as Nunavummiut Kiglisiniartiit's 2001 Nunavut Household Survey, is made available to and promoted in all communities

Lead: Nunavut Bureau of Statistics, Nunavut Economic Forum

Support: Regional CEDOs, Nunavut Economic Development Association, Community Economic Development Officers

Status: There was never a full report developed alongside the Household Survey, however, all data is available.

Comments: The Bureau's 2001 Household Survey is available. To facilitate its widespread use, the Bureau could distribute the results to each community.

3.3.8 Assist communities to take the lead in community economic development planning and development initiatives

Lead: Department of Community Government and Services, Nunavut Economic Development Administrators, Department of Economic Development and Transportation

Support: Department of Education, Regional Inuit Associations

Status: Department of Economic Development and Transportation is currently working on updates in seven communities. To what extent the department is able to transfer some knowledge while completing these plans is unknown.

Comments: Every community has some form of CED plan, but not all are up-to-date.

This recommendation coincides with some made in the previous chapter on Our People. Specifically, that chapter recommended education and training programs for community officials.

3.3.9 Inform communities at the earliest stage of proposed developments and include affected communities in oversight committees for all proposed development

Lead: Various Public or private developers



Support: Regional Inuit Associations, Department of Community Government and Services, Department of Economic Development and Transportation

Status: Tahera Resources and Cumberland Resources have been active in disclosing development updates.

The Nunavut Community Infrastructure Advisory Committee is the latest example of an oversight committee that will provide communities with direct link to decision-making for their communities.

3.3.10 Promote the teaching of economics—including home economics—in our schools, and connect the school curriculum to the productive life of the community

Lead: Department of Education

Status: Home Economics is already a part of Nunavut’s School Health curriculum.

The new curriculum discussed in the previous chapter, Our People, is under development.

Comments: This recommend should be included in the previous chapter, Our People, under the heading Education and Training and is somewhat redundant with recommendations in that section.

3.3.11 Support the growth of the Nunavut Economic Developers Association, and commit to informing its members of all government and development agency activities, as a matter of routine

Lead: Nunavut Economic Developers Association

Support: Department of Economic Development and Transportation, Department of Community Government and Services, Regional CEDOs, other program providers

Status: Providing information to Nunavut’s economic developers is ongoing, while past support has continued.

Comments: Supporting the growth of this association will require funding, but as yet, no new funding has been identified.

This recommendation is vague in describing the information economic developers are missing.

This recommendation is similar to 3.3.1.



3.3.12 Increase financial support for EDOs through partnerships, and encourage municipalities to build partnerships and secure matching funds for community development

Lead: Government of Nunavut, Department of Economic Development and Transportation

Support: Nunavut Economic Developers' Association

Comments: Having quality economic development officers in Nunavut is critical to the success of community economies. Previous recommendations were made in improving the quality of these officers through increased education and assistance with planning. If these recommendations are implemented and have positive results, then increasing community development through partnerships will be possible.

The role of the EDO needs to be defined better and standardised across communities where possible.

3.3.13 Support the Nunavut Broadband Development Corporation, to help ensure that every community has access to high-speed Internet services, and that these services are available at a public access centre where translation and interpretation assistance is available

Lead: Government of Nunavut, Government of Canada, Nunavut Tunngavik Incorporated

Support: Regional CEDOs, Department of Education

Status: Community access to high speed Internet services is now available in all 25 communities. Public access sites are now available in 11 communities.



OUR TERRITORIAL ECONOMY

4.1 PUTTING THE NUNAVUT LAND CLAIMS AGREEMENT TO WORK

The Nunavut Land Claims Agreement (the Agreement) is the Territory's single most important asset in terms of economic development since it outlines the mechanisms under which the economy will grow. After an initial period of successful implementation, progress has stalled on a number of key Articles. Inuit representation in public institutions, their access to government contracts and their access to government programs designated for Aboriginal Canadians are the most notable. The Strategy does its part to highlight these as well as other Articles which must remain priorities for the Territory.

Of course, the deeper question for bringing greater attention to these and other Articles is 'how to achieve progress in their implementation'. This question remains unanswered, but the Strategy points to the organisations responsible, and ultimately issues a challenge for them to continue working toward this goal.

Other recommendations in this section include a focus on education, with an aim to bring deeper understanding of the Agreement to youth and public servants. The Strategy also calls for further study of the overall implementation of the Agreement, in particular, as it relates to economic development.

Strategic Priorities for 2005

4.1.1 Support the establishment of a mandatory training program on Land Claim awareness for public servants of the federal and Territorial governments

Lead: Department of Human Resources

Support: Nunavut Arctic College, Nunavut Tunngavik Incorporated

Status: Nunavut Arctic College is in the process of developing a credit course on the NLCA that could be delivered as part of the GN staff training program.

4.1.2 Begin aggressive implementation of a work plan to implement Article 23, with the aim of achieving 50% Inuit in government by 2007 and 60% by 2013

Lead: Nunavut Tunngavik Incorporated, Government of Nunavut

Support: Government of Canada

Status: Negotiations continue between Nunavut Tunngavik Incorporated and the Government of Canada regarding this issue.

Comments: There is widespread recognition across Nunavut that Article 23 targets cannot be reached simply through an aggressive



implementation plan. The issue is largely one of education which will take a generation to resolve, with many other socio-economic factors affecting it, such as housing, health status, standards of living, and others.

In addition, current demographic projections for Inuit in Nunavut indicate the population will not grow fast enough to reach Article 23 targets over the next 20 years or more. This is especially true if Nunavut also wants to increase the number of Inuit teachers, nurses, miners, fishers, lawyers, business owners, and so on. It is likely that a balance is the real objective. This balance needs to be reconciled within any investments directed toward implementation of Article 23.

4.1.3 Complete negotiations between the federal government and NTI on a policy that gives effect to the federal government's Article 24 obligations

Lead: Nunavut Tunngavik Incorporated

Support: Government of Canada

Status: Negotiations have been slow in this regard.

Comments: Implementation of the Nunavut Land Claim Agreement is being reviewed by PriceWaterhouseCooper as part of Nunavut Tunngavik Incorporated's five-year review.

4.1.4 Establish a collaborative process between NTI, the Government of Nunavut and the federal government designed to ensure that Inuit enjoy access to federal programs as required under Article 2.7.3 of the NLCA

Lead: Nunavut Tunngavik Incorporated

Support: Government of Nunavut, Government of Canada

Status: This recommendation is discussed or debated with every new program or policy developed by the federal government for Aboriginal Canadians, but that excludes Inuit. No system is in place to deal with these concerns directly.

Article 2.7.3: Nothing in the Agreement shall:

(a) be construed so as to deny that Inuit are an aboriginal people of Canada, or, subject to Section 2.7.1, affect their ability to participate in or benefit from any existing or future constitutional rights for aboriginal people which may be applicable to them;

(b) affect the ability of Inuit to participate in and benefit from government programs for Inuit or aboriginal people generally as the case may be; benefits received under such programs shall be



determined by general criteria for such programs established from time to time; or

(c) affect the rights of Inuit as Canadian citizens and they shall continue to be entitled to all the rights and benefits of all other citizens applicable to them from time to time.

The Inuit Accord was signed in May, 2005 and acknowledges Inuit as Aboriginal people and the Inuit's land claim. It also established the Inuit Secretariat.

Comments: There may have been some recent setbacks regarding Article 2.7.3, including housing money and child care programs developed by the previous government.

4.1.5 Mandate the Nunavut Implementation Panel to give priority to implementation of Land Claim provisions related to economic development

Lead: Nunavut Tunngavik Incorporated

Support: Government of Nunavut, Indian and Northern Affairs Canada

Status: No reported action on this item.

Comments: It is not certain if the Implementation Panel would make this prioritisation or whether it would have an impact on implementation. For instance, Article 23 will not be met faster by concentrating on it, and thus ignoring others.

Strategic Priorities for 2008

4.1.6 Support the inclusion of the NLCA in the curriculum of Nunavut schools and in appropriate Nunavut Arctic College courses

Lead: Department of Education

Support: Nunavut Tunngavik Incorporated

Status: Nunavut Arctic College already offers this course.

A Nunavut-specific curriculum is under development and is being implemented in stages.

Comments: This recommendation could be combined with 4.1.1.

4.1.7 Arrange for the third 5-year independent review of Land Claim Implementation required by Article 37, to include a specific section examining progress on implementing the provisions that relate to economic development

Lead: Nunavut Tunngavik Incorporated



Nunavut Economic Development Strategy 2005 Progress Review

Support: Department of Economic Development and Transportation, Indian and Northern Affairs Canada

Status: A Review is being conducted by PriceWaterhouseCooper.



4.2 SECTOR DEVELOPMENT AND SUPPORT SERVICES

The recommendations in the section Sector Development and Support Services follow the elements of the sustainable development framework that the Strategy is based on. The ultimate goal of a high and sustainable quality of life is achieved in part by ensuring Nunavut's economy develops in a manner that improves participation of Nunavummiut, provides opportunities for training and skills enhancement, and increases the stock of physical capital in communities. Perhaps most important is that the economy develops with input from a broad cross-section of Nunavummiut regarding local priorities and development timelines.

Each of the nine recommendations in this section details a specific component of this approach to development. They could be organised under the following four areas:

- Linking broad government planning with specific sector strategies;
- Establishing investment priorities for communities around the idea of wealth-creating capital;
- Increasing local participation at every stage of development to retain a greater share of the benefits; and,
- Linking development of sectors to one another to achieve greater economies of scale.

Strategic Priorities for 2005

4.2.1 Direct policy and program spending toward initiatives that are supported by multiple communities, and across the different regions of the Territory

Lead: Government of Nunavut, Indian and Northern Affairs Canada, Nunavut Tunngavik Incorporated, and any other program provider

Support: Various regional and territorial associations such as Nunavut Economic Developers Association, Nunavut Association of Municipalities, Regional CEDOs, Regional Inuit Associations

Status: Over the past year, several programs have been announced by the various levels of government to provide new spending dollars across the Territory. The decision on where to spend is being made in consultation with multiple stakeholders.

Some examples of new program spending initiatives and the consultation process for decision making include

Strategic Investment Program—Government of Nunavut

Strategic Investment in Northern Economic Development—Indian and Northern Affairs Canada



Municipal/Rural Infrastructure Fund (MRIF) and Gas Tax Initiative (GTI)—Nunavut Community Infrastructure Advisory Committee (Department of Community Government and Services, Nunavut Association of Municipalities)

Comments: This recommendation is too general to comment on specifically.

4.2.2 Assess the opportunities that sector developments provide to community-level businesses and support efforts to improve access to these opportunities. For example, in the fishing industry, work must continue on attaining greater control of the adjacent resource

Lead: Sector proponents, Department of Economic Development and Transportation, Department of the Environment, Nunavut Tourism, Nunavut Arts and Crafts Association

Support: Regional CEDOs, Nunavut Association of Municipalities, Nunavut Economic Developers Association, private and non-government industry organisations

Status: The Nunavut Fishing Strategy was completed in 2005 and deals with community issues and access to resources. Other strategies for mining, tourism and arts and crafts are at various stages of development. They too will include sections dealing with community issues.

Qikiqtaaluk Corporation is currently investigating this recommendation.

Comments: Work is needed to understand the business opportunities in greater detail than currently exists. IIBA's require companies list its business needs.

4.2.3 Create action plans for each of Nunavut's economic growth sectors

Lead: Sector proponents, Department of Economic Development and Transportation, Department of the Environment, Nunavut Tourism, Nunavut Arts and Crafts Association, etc.

Support: Regional CEDOs, Nunavut Association of Municipalities, Nunavut Economic Developers Association, private and non-government industry organisations

Status: The Nunavut Fishing Strategy was completed in 2005. Other strategies for mining, tourism, arts and crafts, and carving stone are at various stages of development.

Comments: Action plans would be the next phase after completion of the strategies.



4.2.4 Assess community assets in these sector action plans and establish priorities for investment based on community initiatives

Lead: Sector proponents, Department of Economic Development and Transportation, Department of the Environment, Nunavut Tourism, Nunavut Arts and Crafts Association, etc.

Support: Community Skills Information System, Department of Community Government and Services, Nunavut Association of Municipalities, Nunavut Economic Developers Association, private and non-government industry organisations

Status: The Nunavut Fishing Strategy was completed in 2005. Other strategies for mining, tourism and arts and crafts are at various stages of development.

Comments: Prioritisation of recommendations within these strategies is a very important point.

4.2.5 Ensure that sector plans take into account the ability of Nunavummiut to gain an acceptable share of the benefits from development

Comments: Action items 4.2.2 through 4.2.5 can be summarised into one recommendation which is to complete comprehensive plans for Nunavut's economic growth sectors and ensure they follow the framework established in the Nunavut Economic Development Strategy, which is "Building a Foundation for the Future".

4.2.6 Support development activities that contribute to the requirements for capital formation in each of four areas required for wealth creation in the Territory

Comments: This recommendation is too general to report on any specifics. We can see that wealth creation has received considerable attention by the mining industry; with both Tahera Resources and Cumberland Resources signing Impact Benefit Agreements with regional Inuit groups that include many development issues.

Development, by nature, invests in wealth-creating capital. But it is worth noting that the production has expanded in Nunavut in the past with little or no development taking place.

4.2.7 Incorporate strategies to link the arts sector and cultural industries in Nunavut to other economic sectors and into sector action plans



Lead: Nunavut Tourism, Department of Economic Development and Transportation

Support: Community Economic Development Plans, Nunavut Arts and Crafts Association, Regional CEDOs, Nunavut Economic Developers Association

Status: An Arts and Crafts Strategy and a Tourism Strategy are under development along with community economic development plans in several communities.

Comments: This item is likely to take place on an ad hoc basis.

The linkage for Arts and Crafts and Tourism is obvious, but perhaps not so much for sectors such as mining or fishing. A separate strategy to link strategies is too bureaucratic. Instead, the arts and crafts strategy and the tourism strategy should include a methodology for identifying market opportunities that arise from activities in other sectors. For example, if the mining industry were to hold a conference in Cambridge Bay, the arts community and tourism industry should be able to mobilise itself to have a presence there.

4.2.8 Work with business and community leaders, and with women, youth, and elders to ensure that development proceeds in the best interest of Nunavummiut over the long term

Lead: Communities and industry proponents

Support: Regional Inuit Associations, Department of Economic Development and Transportation, Nunavut Tunngavik Incorporated, Indian and Northern Affairs Canada

Status: The consultation process is becoming increasingly common. Both Tahera Resources and Cumberland Resources undertook community consultations with their respective mining projects. Further to this, these companies have signed impact benefit agreements with regional Inuit.

Ongoing Strategic Priorities

4.2.9 Assist individual communities and local businesses to adapt to emerging economic opportunities. For example, a local hunter can participate in both the land-based and wage-based economies. Using the skills and knowledge derived from subsistence harvesting, he or she can adapt to other economic roles, such as conservation or wildlife officer, eco-tourism operator, hunting or fishing guide, or commercial harvester



Status: Nunavut Tourism has Sector Specialists in Hunting and Fishing, Adventure and Ecotourism, Cultural Tourism and Accommodations/Corporate Travel. They offer support to people that have a business in their sector. Nunavut Tourism has also created different booklets on different and new business opportunities that are emerging, from bird watching tours, cruise ship visits, and guidelines for starting a bed & breakfast.

Comments: This recommendation has been made in previous chapters dealing with the transfer of land-based skills and knowledge to the wage-based economy. More specifically, the chapter on Our Land, recommendation 1.2.8 deals with this issue.



4.3 INFRASTRUCTURE - FROM BUILDINGS TO BROADBAND

Numerous studies and reports have detailed the infrastructure shortfalls that plague Nunavut and its communities. In this section of the Strategy, several recommendations are put forward to address these issues. The specific infrastructure targeted in these recommendations includes that for transportation, communications and municipal works. There are also calls for investments in the knowledge of Nunavut's natural capital through greater geoscience and hydrographic charting.

It is clear from the recommendations that funding is the most pressing issue. Several of the recommendations suggest a need for investment partners beyond the Government of Nunavut. Thus, successful implementation of these recommendations hinges on the ability to secure additional partners and securing greater support from the federal government, in particular.

Strategic Priorities for 2005

4.3.1 Establish broadband networks in all Nunavut communities that are accessible by municipal government, community-based organisations, and by the private sector

Status: Broadband is now available in every Nunavut community.

A working group between Nunavut Association of Municipalities and Department of Economic Development and Transportation has been established to develop websites for each Hamlet.

Comments: This item is a duplication of previous broadband recommendations.

4.3.2 Continue to encourage the federal government to proceed with the environmental review process for the Bathurst Port and Road Project, with a view to initiating construction by 2005

Lead: Nunavut Impact Review Board

Status: The Federal government ruled in May 2004 that the project would require a Part 5 review under the Nunavut Land Claim Agreement. This is a review conducted by Nunavut Impact Review Board (NIRB) and not the Federal Government.

NIRB drafted guidelines for the draft Environmental Impact Statement; these were finalised in December 2004.

Comments: While completing this Progress Report, a mining interest in the Kitikmeot has indicated a possible alternative to the Bathurst Port and Road Project. It is too early to know if this new proposal will be pursued further.



4.3.3 Initiate community consultations and environmental impact analysis of proposed routes for the Nunavut to Manitoba Road

Status: Community consultations are the responsibility of the project proponent and Nunavut Impact Review Board and form a key part of the environmental review process. The Department of the Environment will work with the proponent to provide baseline data, expertise and other information for preparation of an environmental impact assessment.

Comments: Nunavut requires some leadership on this issue. It is not clear whether this project is in the medium-term outlook for the government. And if it is not, valuable time and resources should not be given to it at this time.

4.3.4 Renew and enhance the partnership between the federal and Territorial governments, and NTI, for the support of the Nunavut Geoscience Centre

Lead: Natural Resources Canada, Indian and Northern Affairs Canada, Government of Nunavut

Support: Nunavut Tunngavik Incorporated

Status: The Canada-Nunavut Geoscience Centre continues to receive funding to the tune of \$450,000 for operations from Natural Resources Canada, Indian and Northern Affairs Canada, and Government of Nunavut. In addition, the Centre spends \$3 million to \$4 million annually advancing Nunavut's geoscience.

Comments: This is similar to 1.1.11.

4.3.5 Under the fisheries Memorandum of Understanding with the federal government, secure an agreement to conduct exploratory activities on new fish species

Lead: Department of the Environment (Nunavut Fishing Strategy)

Support: Baffin Fisheries Coalition, Nunavut Wildlife Management Board, Nunavut Tunngavik Incorporated, Government of Canada's Fisheries and Oceans (through the Nunavut Federal Council)

Status: The Nunavut Fishing Strategy was completed in 2005 and included a section identifying an interest in exploring market possibilities of new fish species.

Department of Economic Development and Transportation and Department of the Environment have completed several test fisheries and pilot projects including:



Benthic Stock Assessment Clam - Ongoing;
Turbot Assessment Offshore - Ongoing;
Kivalliq South Baffin Char-ongoing; and,
Cambridge Bay area exploratory fishing-completed.

Also, a feasibility study on the Qikiqtarjuaq clam fishery which is based on its earlier pilot project has been deferred until 2006.

4.3.6 Negotiate an agreement with the federal government to address Nunavut's economic infrastructure needs, in addition to the current agreement to fund social infrastructure (water and sewage facilities)

Lead: mostly a political negotiation process

Support: Department of Community Government and Services, Nunavut Association of Municipalities, Department of Economic Development and Transportation, Indian and Northern Affairs Canada

Status: The federal government has established the \$40 million Northern Strategy program and the \$30 million Strategic Investments in Northern Economic Development, which are de facto, the Economic Development Agreement (EDA) and Regional Development Agency (RDA), respectively, that Nunavut was asking for.

Strategic Priorities for 2008

4.3.7 Secure a commitment to undertake a hydrographic charting program for Nunavut's coastal communities

Lead: Department of the Environment, Department of Fisheries and Ocean's Canadian Hydrographic Service

Support: Department of Economic Development and Transportation

Status: The Department of Fisheries and Oceans has identified several coastal areas in Nunavut that requires charting and has made a proposal to complete this work.

Ongoing Strategic Priorities

4.3.8 Invest in air, marine, and surface transportation infrastructure that support community access to economic opportunities

Lead: Department of Economic Development and Transportation



Support: Indian and Northern Affairs Canada's Strategic Investments in Northern Economic Development fund, Department of Community Government and Services, Nunavut Association of Municipalities, Nunavut Tunngavik Incorporated

Status: The 2005-06 capital appropriations for this infrastructure totalled \$2.7 million.

City of Iqaluit has completed a deep water port strategic planning study for Iqaluit.

Announced in April, 2005, the Government of Canada is contributing \$11.5 million towards safety improvement projects at the Iqaluit, Gjoa Haven, Kugluktuk and Rankin Inlet airports, while the Government of Nunavut will contribute \$1.2 million.

Comments: This recommendation is very broad.



4.4 ACCESSING THE GLOBAL MARKETPLACE

For Nunavut to gain greater economic autonomy from the rest of Canada, it must find new sources of currency in the global marketplace. Most of what Nunavummiut produce apart from its public operations has value outside the Territory, including raw materials, raw and processed fish and wildlife, art, culture, recreation and landscapes. The challenge is in overcoming existing barriers that has limited any meaningful growth in these areas in the past. Besides the production of raw materials that is driven by international demand that is outside the influence of Nunavummiut, the Territory's exports suffer from high production costs, high transportation costs, low production volumes, underdeveloped niche marketing, and poor international exposure. But it is not unreasonable to suggest that the global marketplace offers Nunavut exporters opportunities beyond what is currently being achieved. However, accessing and maintaining these markets requires significant commitments throughout Nunavut, including a commitment from government, Inuit organisations, communities and the private sector.

This section recommends some of the actions needed to increase the volume and value of Nunavut's exports and to improve the performance of exporters, themselves. High on the list of recommendations is the creation of an Export Development Agency that could carry out several of the latter recommendations, such as investigating and highlighting niche market opportunities, preparing local business for the export market, participating in international promotions, and studying specific export sector development.

This section also highlights another issue unrelated to global trade but nevertheless important to the region, which is related to the supply and distribution of food. Nunavut society depends on wildlife for a source of nutrient-rich food, and to a lesser extent, for a source of income and clothing materials. Knowing that climate change and an expanding population will increase the pressure on wildlife numbers, some communities may soon find themselves without an adequate supply of these types of foods. Thus, it is important to establish some reliable trade links between communities for the purpose of sharing this type of food. It also suggests that efforts should be made to increase our current knowledge of country food consumption and country food replacement options. This forms the basis of the recommendation that Nunavut establish a Commission on Food Autonomy.

Strategic Priorities for 2005

4.4.1 Complete a collaborative study on the feasibility of establishing an Export Development Agency to provide export readiness support and mentoring to Nunavut businesses, assist in product development, implement a Nunavut Branding Strategy, and organise trade missions and other promotional events

Lead: Department of Economic Development and Transportation



Support: Nunavut Development Corporation, Nunavut Tunngavik Incorporated, Chamber of Commerce, Nunavut Arts and Crafts Association

Status: Some activities have taken place, such as a branding exercise by Nunavut Tourism, and some participation in Trade Missions. However, no formal work has been completed regarding the feasibility of an Agency.

Department of Economic Development and Transportation has established a working relationship with the Business Link that assists with export development. At this stage, no formal work has been completed.

Comments: It is important that Nunavut determine whether it has any export capacity beyond what it is currently engaged in, and whether that capacity can be developed cost-effectively. Most organisations already engaged in the manufacturing business have fully-developed export markets. An Export Development Agency could help support these businesses grow, nurture new businesses, and potentially attract investors.

4.4.2 Establish programs that encourage the development of niche markets for Nunavut land-based products

Lead: Department of Economic Development and Transportation

Support: Regional CEDOs, Regional Inuit Associations, Nunavut Development Corporation, Nunavut Tourism, Indian and Northern Affairs Canada

Status: The Government of Nunavut established a \$4 million business investment program in 2005 that is supporting businesses involved in niche markets, among others.

Comments: This item is dealt with in part in previous chapters that recommended additional education and training in land-based skills, and supporting people working in land-based economic activities.

4.4.3 Complete a Nunavut Investment Strategy, including an assessment of the potential for the participation of the Territory in Canada's immigrant investment program

Lead: Government of Nunavut (various departments), Indian and Northern Affairs Canada

Support: Nunavut Economic Forum, Nunavut Association of Municipalities, Nunavut Economic Developers Association, Regional CEDOs,



Status: Indian and Northern Affairs Canada established an Investment Strategy in conjunction with its Strategic Investments in Northern Economic Development.

The Government of Nunavut determines its priority capital spending in each year's budget.

Comments: This action item is quite broad and needs some clarification to comment on specifically.

4.4.4 Establish programs that support trade of food products among Nunavut's communities

Lead: Department of Economic Development and Transportation, Indian and Northern Affairs Canada's Food Mail Program

Support: Nunavut Tunngavik Incorporated, Regional CEDOs, Nunavut Development Corporation, Hunters and Trappers Organisations.

Status: There are no provisions with the Food Mail Program regarding intercommunity trade.

Strategic Priorities for 2008

4.4.5 Establish a Nunavut Commission on Food Autonomy that will explore how Nunavummiut can improve their diet and nutrition, how communities can strengthen local food production and distribution, and how reliance on southern food imports can be reduced

Lead: Nunavut Tunngavik Incorporated, Department of Health and Social Services

Support: Department of Culture, Employment, Elders and Youth, Department of the Environment, Nunavut Wildlife Management Board

Status: No reported activity to date

Comments: This is a very important, but not well understood recommendation. Needs a champion to explain the concept and to kick-start the process.

Ongoing Strategic Priorities

4.4.6 Work through the "Northern Dimension of Canada's Foreign Policy," the Arctic Council, and the Inuit Circumpolar Conference to promote Nunavut's economic interests with our Arctic neighbours

Lead: Department of the Executive and Intergovernmental Affairs



Support: Nunavut Tunngavik Incorporated, Indian and Northern Affairs Canada, Nunavut Federal Council, Chamber of Commerce

Status: Department of Economic Development and Transportation provided evaluation feedback of the NDFP, represented Nunavut's interests in the Canadian delegation of the Arctic Council, and provided Inuit Circumpolar Conference with \$75,000 in annual contributions and office space.

Greenland has recently stated it will increase trade with Nunavut and Nunavik.

4.4.7 Investigate other areas where inter-community trade might be practical and supportive of Nunavut's overall economic development

Lead: Department of Economic Development and Transportation

Support: Regional Inuit Associations, Regional CEDOs, Nunavut Economic Developers Association

Status: The Kitikmeot Economic Development Corporation held a Regional Economic Development Strategy summit where this topic was touched on.

Otherwise there has been no reported action on this item.

4.4.8 Review the marketing system currently used for the arts & crafts to determine its effectiveness and identify opportunities for cooperation

Lead: Department of Economic Development and Transportation

Support: Nunavut Arts and Crafts Association, Nunavut Tourism, Nunavut Development Corporation, Chamber of Commerce

Status: An Arts and Crafts Strategy currently under development.



BUILDING CAPACITY THROUGH CONSENSUS

5.1 IMPLEMENTATION: THE NUNAVUT ECONOMIC FORUM

The Nunavut Economic Forum was designated as the organisation to oversee the implementation of the Strategy. Its role is to bring Nunavut's many organisations together in an open forum to share information, discuss economic development options and opportunities, and to gain knowledge from others' operations.

This section of the Strategy also reiterates the recommendations already made. In particular, it seconds the call to develop the sector-specific strategies and plans, and reaffirms the commitment to sustainable development practices.

Ultimately, this section serves to remind Nunavummiut of their responsibilities to the future success of the Territory through the implementation of the Strategy. While seemingly redundant, this section has proven itself relevant given the need to revitalise enthusiasm around the Strategy in some areas and within some organisations. After three years, the Strategy remains by-in-large relevant and a strong starting point for future development.

Strategic Priorities for 2005

5.1.1 Re-vitalise the NEF, and jointly fund a small secretariat to support it

Status: The Forum was established through contributions from NTI, Government of Nunavut, Indian and Northern Affairs Canada, and other member organisations.

5.1.2 Complete detailed work plans based on this Strategy

Lead: Member Organisations of Nunavut Economic Forum

Support: Nunavut Economic Forum

Status: Nunavut Economic Forum held a strategic workshop in October, 2005 to discuss progress in implementation of the Strategy.

Development of work plans is ongoing.

5.1.3 Prepare a communications plan for the Forum to use to promote economic development and the implementation of this Strategy

Lead: Nunavut Economic Forum

Status: Nunavut Economic Forum created a website to disseminate information. The workshop held in October, 2005 was in part to promote the implementation of the Strategy.



Comments: The Nunavut Economic Forum membership needs to be more conscious of their actions in relation to the Strategy. For example, the investment decisions made related to the Northern Strategy, and in fact, the Northern Strategy itself, have direct linkages to the Economic Development Strategy, yet leadership has not drawn those connections in their communication efforts regarding the spending and program announcements.

5.1.4 Develop collaborative and consistent strategies for working with communities and for the development of the territorial economy

Lead: Department of Economic Development and Transportation, Nunavut Economic Forum

Support: Nunavut Association of Municipalities, Nunavut Economic Developers Association, Department of Community Government and Services

Status: This is ongoing.

Comments: This recommendation is a roll-up of many recommendations found throughout the Strategy. Nunavut Economic Forum member organisations need well-articulated strategies or approaches in developing Nunavut's economy from community and territorial perspectives.

5.1.5 Support the Clyde River Protocol between the Government of Nunavut and NTI, and add co-operation on economic development to its list of agreed priorities

Lead: Government of Nunavut, Nunavut Tunngavik Incorporated

Support: Nunavut Economic Forum can be an intermediary if that is useful.

Status: The Iqqanaijaqatigiit Protocol was drafted and signed on May 28, 2004. This new document is an update to the Clyde River Protocol. Senior officials from Nunavut Tunngavik Incorporated and the Government of Nunavut attend weekly meetings to discuss areas of concern of both parties.

<http://www.gov.nu.ca/Nunavut/iqqanaijaqatigiit/>

5.1.6 Co-operate in a program review process to improve the service that organisations provide to Nunavummiut and their communities

Lead: Executive and Intergovernmental Affairs

Support: Nunavut Economic Forum membership



Status: A program review exercise began in 2002. Two year exercise resulted in an inventory of Government programs and services, including the cost and resources associated with these programs and services. The review also contributed to Nunavut's fiscal review, which is a joint study between the Government of Nunavut and Finance Canada on fiscal needs and circumstances that include looking at the Formula Financing Agreement.

5.1.7 Assist in the creation of detailed sector development strategies for all the economic growth sectors identified in this Strategy

Lead: Sector proponents

Support: Nunavut Economic Forum

Comments: For the most part, the Nunavut Economic Forum has not been invited into the process of sector strategy developments. The Forum could serve as a peer review in the strategy development process.

Strategic Priorities for 2008

5.1.8 Use the Forum to monitor and report on our progress in achieving the commitments agreed to in this Strategy. (Members must meet regularly to maintain close working relationships in this collaborative effort.)

Lead: Nunavut Economic Forum executive

Support: Nunavut Economic Forum membership

Status: This report constitutes the Nunavut Economic Forum's first review of the Strategy's implementation.

Comments: The Nunavut Economic Forum is working to become a more effective contributor to economic development in Nunavut.

Ongoing Strategic Priorities

5.1.9 Work within our own organisations to implement the commitments made in this Strategy

Lead: Nunavut Economic Forum membership

Status: Ongoing

Comments: The Nunavut Economic Development Strategy needs reaffirmation and a greater level of support.



5.1.10 Share information on spending on economic development, in order to avoid duplication and wherever possible, to enhance the sum of our individual efforts

Lead: Nunavut Economic Forum and its members

Status: Work to streamline programs is ongoing. Nunavut Economic Forum's website should help disseminate information.

There is also collaboration in terms of Indian and Northern Affairs Canada's spending through its Strategic Investments in Northern Economic Development program and the Government of Nunavut's Strategic Investment Program.

The Government of Nunavut and Nunavut Tunngavik Incorporated recently underwent an investigation of their respective hunters' support programs with an eye to eliminating duplication and improving joint administration (see 1.2.2).

Many other examples exist.



5.2 FINDING THE REVENUES TO IMPLEMENT THE STRATEGY

The recommendations in this Strategy represent a significant financial commitment. The Government of Nunavut alone does not have the funds available. But looking across all organisations operating in Nunavut, both public and private, there is a sizeable pool to draw from. However, this money must be spent efficiently, and the activities of independent organisations must be coordinated. It is also worth noting that a lot of the recommendations call for an investment of time and effort, and in a commitment to the principles of sustainable development. In many ways, these latter types of investments are more difficult to secure since people are often reluctant to give up their own ideas or agendas in support of common goals.

On the financial side, the Strategy recommends a review of economic development programming to ensure efficiency and effectiveness. It also looks at its major income supports, namely the Territorial Formula Financing agreement, as a potential area to increase revenues. Other potential sources of revenue include improving the business climate for private sector investment, accessing resource royalties through a devolution agreement with the federal government, alterations to the federal taxation regime on personal income, and using specific Articles within the Nunavut Land Claim Agreement to gain access to further federal dollars.

Strategic Priorities for 2005

5.2.1 Negotiate an Economic Development Agreement with the federal government to help ensure federal investments in our economy are directed toward the priorities identified in this Strategy

Status: Completed with the establishment of the Northern Strategy and the Strategic Investments in Northern Economic Development programs, which combine to total \$70 million in economic spending in Nunavut by the Government of Canada.

The MRIF and Gas Tax programs represent federal support for economic development in the North, though these would not constitute an Economic Development Agreement.

Nunavut Economic Forum continues to be consulted regarding the investment strategy for the Strategic Investments in Northern Economic Development.

Comments: Longer term commitments (beyond the five-year programs) are needed. In some cases, these programs are already nearing their end. Without knowledge of what comes next, planning cannot take place.



5.2.2 Secure agreement from the federal government to double the amount of the Northern Residents Deduction for the residents of Northern communities that do not have road access, remove the 20 percent cap, and change the deduction to a refundable tax credit

Lead: Political leadership within Government of Nunavut and Nunavut Tunngavik Incorporated as well as Nunavut's Member of Parliament

Support: Nunavut Economic Forum membership, Government of Canada (through Canada Customs and Revenue)

Status: No reported progress on this action item.

Comment: Nunavut Economic Forum recently met with the Assistant Commission of the Canada Revenue Agency for Ontario and Nunavut to discuss this as well as other issues.

5.2.3 Begin accessing federal program resources utilising Article 2 of the NLCA

Lead: Nunavut Tunngavik Incorporated

Support: Government of Canada

Status: Ongoing

Comments: This is identical to 4.1.4.

5.2.4 Begin accessing additional new federal resources for implementation of Article 23 of the NLCA

Lead: Nunavut Tunngavik Incorporated

Support: Government of Canada, Government of Nunavut

Status: Thomas Berger recently released his report on implementation of Article 23. He stated that much more funding would be needed in the education system for this target to be achieved. He also spoke of the need for a new education system that taught Inuktitut and English from grades K to 12. The report identified the need for \$20 million per year for education up front, plus an undisclosed amount to change the system to the one he proposed. Sources for these increases have not been identified.

Comments: This recommendation could be combined with 4.1.2.

5.2.5 Renegotiate the formula financing agreement, and build in flexibility to permit more of Nunavut's revenues to flow toward economic development

Lead: Government of Nunavut's Department of Finance



Support: Government of Canada
Status: New formula completed.

5.2.6 Review all government subsidy programs to determine their impact on economic development, and their contribution to capital formation

Lead: Executive and Intergovernmental Affairs
Support: Nunavut Economic Forum and its membership, Government of Canada
Status: No reported progress on this action item.

5.2.7 Conduct a review of social-economic initiatives in Nunavut - expenditures, programs, services, and systems - by all economic development agencies, to eliminate duplication of effort and overlapping expenditures, and to optimise program effectiveness

Lead: Nunavut Economic Forum
Support: Nunavut Economic Forum membership, in particular, Department of Economic Development and Transportation.
Status: No formal progress reported on this action item.
Comments: This is a similar but more detailed recommendation to 5.1.10 and 5.2.6.

Strategic Priorities for 2008

5.2.8 Conclude an agreement with the federal government on the devolution of land and resource management

Lead: Executive and Intergovernmental Affairs, Government of Canada
Status: Negotiations at early stages.
Government of Nunavut has a mandate to begin negotiations with the federal government and Nunavut Tunngavik Incorporated and has created a devolution division within its Executive and Intergovernmental Affairs branch.
Comments: The 2008 timeline for this recommendation appears to be optimistic.

5.2.9 Begin planning for investment of interest due to become available from the NLCA capital settlement

Lead: Nunavut Tunngavik Incorporated



Support: Nunavut Economic Forum
Status: No progress reported on this action item.
Comments: It is absolutely critical that a steadfast plan is in place for this funding well in advance of its arrival, with strict rules dedicating future spending.

Ongoing Strategic Priorities

5.2.10 Explore legislative, regulatory and policy options for improving the climate for outside investment in Nunavut's economy

Lead: Nunavut Economic Forum
Support: Department of Finance, Department of Economic Development and Transportation, Nunavut Impact Review Board, Indian and Northern Affairs Canada
Status: Nunavut has made some changes to its tax system to encourage investments, and is working to improve the efficiencies of the Nunavut Impact Review Board.

5.2.11 Negotiate Inuit Impact and Benefit Agreements for major development projects that secure strong benefits for community and Territorial economic development, including training and employment programs that will have lasting benefits for Inuit

Lead: Nunavut Tunngavik Incorporated, Regional Inuit Associations
Status: Ongoing. Two impact and benefit agreements have been signed with mining companies; one in Kitikmeot and the other in Kivalliq.
Comments: Impact and benefit agreements need not be limited to the mining industry. Negotiations are underway for Impact and Benefit Agreements in conjunction with the creation of National Parks.

5.2.12 Explore and where appropriate enter into IIBA-type agreements with private investors undertaking projects in Nunavut that are smaller than major developments

Lead: Nunavut Tunngavik Incorporated, Regional Inuit Associations
Status: No progress reported on this action item.
Comments: This is an important initiative, where opportunities have come up in the past. However, the approach to negotiations must be much more flexible when dealing with smaller operations; clearly, this



is not intended to limit business sector opportunities by lowering corporate profitability.



MEASURING PROGRESS

The final section of the Strategy looks at measuring the progress and effects of implementation. It also recommends a commitment to community and regional reporting on development that would ultimately lead to a Sivummut III Economic Development Strategy Conference in 2008.

This Strategy must be flexible if it is to remain relevant and effective. Recommending a follow-up conference five years after the initial Strategy was developed ensures this relevance and allows Nunavummiut to build upon their past efforts.

Strategic Priorities for 2005

6.1.1 Identify what we need to measure in order to indicate significant positive or negative impacts in each of these areas

Lead: Nunavut Economic Forum

Support: Nunavut Bureau of Statistics, Statistics Canada

Status: This Progress Report identifies areas of concern regarding the implementation of the Strategy, but this is separate from identifying specific measures.

Comments: Some clarification on this action item is needed in order to correctly establish a system of measurements.

6.1.2 Use these indicators to measure the contribution of our policies, programs, and work plans to capital formation in each of the four fundamental areas in which we must invest for development: land, people, organisations, and infrastructure

Lead: Nunavut Economic Forum

Status: The 2005 Nunavut Economic Outlook, Update of Five Year's of Progress was published by the Nunavut Economic Forum. It combines traditional quantitative measures of performance with discussion on qualitative performances.

6.1.3 Focus our efforts on those activities that produce the greatest return in terms of capital formation

Lead: Nunavut Economic Forum member organisations

Support: Nunavut Economic Forum



Status: The workshop held in October, 2005 was in part to help bring focus to member organisations activities and coordinate across organisations.

Comments: This recommendation is broad, but important. Nunavut’s leaders must look seriously at this concept and when setting priorities make it clear what the expectations are of investment dollars.

6.1.4 Support communities in monitoring the status of their community’s development through an annual “State of Our Community” report

Lead: Nunavut Economic Forum

Support: Department of Community Government and Services, Nunavut Economic Developers Association, Nunavut Association of Municipalities

Status: No progress reported.

Comments: For the “State of Our Community” reports to be completed requires dedicated funding, either to the Nunavut Economic Forum or whichever organisation is identified as the lead agency.

6.1.5 Prepare an annual territorial progress report based on the “State of Our Community” reports combined with an assessment of Territory-wide social and economic factors

Lead: Nunavut Economic Forum

Status: The 2005 Nunavut Economic Outlook, Update of Five Year’s of Progress was published by the Nunavut Economic Forum.

Comments: For an annual report based on the “State of Our Community” reports to be completed requires dedicated funding, either to the Nunavut Economic Forum or whichever organisation is identified as the lead agency.

Strategic Priorities for 2008

6.1.6 Convene Sivummut III Economic Development Strategy Conference

Lead: Nunavut Economic Forum

Support: Government of Nunavut, Nunavut Tunngavik Incorporated, Indian and Northern Affairs Canada

Status: This progress report can be viewed as the first step in preparing for Sivummut III.



Comments: Many lessons have been learned through Sivummut II, its resulting Strategy, and the implementation of that Strategy. Beginning with this Progress Report, Nunavut Economic Forum member organisations should, in addition to continued work on implementing the recommendations made in the Strategy, begin preparing for the next round of discussions on Nunavut's future economic development.
