



TABLE OF CONTENTS

PART ONE

INTRODUCTION	1
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PART TWO

POST WORKSHOP PRESS CONFERENCE REMARKS BY HON. NELLIE COURNOYEA AND MR. FRED E. KOE, MLA, OCTOBER 13, 1993	3
POST WORKSHOP PRESS CONFERENCE COMMUNIQUES	9

PART THREE – CAMBRIDGE BAY WORKSHOP INFORMATION PACKAGE

3-1	EVENTS FLOW CHART	21
3-2	FINANCIAL ISSUES	23
	Formula Financing Presentation	27
	Intergovernmental Agreements	33
	Division of Assets and Liabilities	35
3-3	OPERATION OF CONSENSUS GOVERNMENT	
	Operation and Accountability of Standing Committees	45
	Election of Government Leader	47
3-4	LEGAL/CONSTITUTIONAL ISSUES	
	Nunavut Implementation Commission and Western Constitutional Process Update	65
	Claims and Self-Government Status	73
	Legislative Amendments for Elections and Boundaries	77
3-5	EDUCATION/HUMAN RESOURCES AND TRAINING ISSUES – OVERHEADS	
	Social Context	85
	Labour Market Context	86
	Education and Training Context	88
	Future Job Access Context	89
	Topic 1: Leadership and Management Programs	90
	Topic 2: Programs for Youth	92
	Topic 3: Motivation and Academic Excellence	93
	Topic 4: Entry Level Standards and Criteria	94
	Topic 5: In House Training	95
	Topic 6: Upgrading Existing Skills	96
	Topic 7: GNWT Human Resource Planning	97
3-5	EDUCATION/HUMAN RESOURCES AND TRAINING ISSUES	
	Working Papers for Topics 1 through 7	98
3-6	STRATEGIC PLANNING WORKSHOPS	
	Approval and Reporting Process	122
	Third Strategic Planning Workshop	124

CAMBRIDGE BAY STRATEGIC PLANNING WORKSHOP WORKING PAPERS AND OVERHEAD SUMMARIES

PART ONE: INTRODUCTION

The Legislative Assembly Caucus met in Cambridge Bay from October 4 - 8, 1993 for the second of its Strategic Planning Workshops. The first Workshop was held in Fort Providence from April 4 - 7, 1993.

The purpose of the Workshops is to provide Members with the opportunity to consider a wide range of issues in a less formal atmosphere and to make recommendations on how these issues should be addressed by Cabinet or the Legislative Assembly.

The focus of the Fort Providence and Cambridge Bay Workshops was on the operation of consensus government and division of the Northwest Territories.

While the Caucus has kept the public informed of its deliberations through post Workshop press conferences and the release of communiqués providing more detail on Workshop recommendations, the practice has been established of also releasing working papers and overhead summaries used by Members during the Workshops. The first set of documents from the Fort Providence session was released on August 24, 1993.

This volume contains most of the working papers and overhead summaries which were used for the Cambridge Bay Strategic Planning Workshop. It includes documents relating to the following subjects:

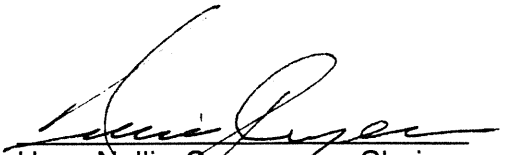
- * an updated Events Flow Chart from the present to 1999;
- * formula financing, intergovernmental agreements and division of assets and liabilities;
- * the operation of Standing Committees and election of the Government Leader;
- * updates on the Nunavut Implementation Commission and Western Constitutional Development process;
- * updates on claims/self government negotiations/implementation;

- * legislative amendments which are required for future elections and constituency boundaries;
- * education, training and human resource development; and
- * reporting on the results of Strategic Planning Workshop and planning for the next workshop.

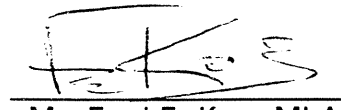
Information on some of the issues considered at Cambridge Bay, such as the mid-term review of the Premier and Ministers, is provided in the Workshop communiques provided in Part Two of this Volume.

Other issues, such as the Guidelines for Member's Conduct and a mechanism to facilitate information exchange and decision making on division issues by the Assembly and GNWT will be discussed publicly during this Session. Documents on these matters will be made available when they are addressed by the Assembly.

The next Strategic Planning Workshop is scheduled for April 1994 in Fort Smith. In keeping with the practice to date, working papers and overhead summaries will again be provided to the public to keep them informed of issues being considered by their elected representatives.



Hon. Nellie Cournoyea, Chairperson
Reshaping Northern Government
Working Group



Mr. Fred E. Koe, MLA
Caucus Chairperson
Legislative Assembly

December, 1993

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LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

SECOND STRATEGIC PLANNING WORKSHOP

CAMBRIDGE BAY, NORTHWEST TERRITORIES

OCTOBER 4-8, 1993

NOTES FOR REMARKS TO PRESS CONFERENCE BY
HON. NELLIE COURNOYEA, CHAIRPERSON
RESHAPING NORTHERN GOVERNMENT WORKING GROUP

AND

MR. FRED E. KOE, MLA, CAUCUS CHAIRPERSON

OCTOBER 13, 1993

LEGISLATIVE ASSEMBLY OFFICE
YELLOWKNIFE, NORTHWEST TERRITORIES

INTRODUCTION/WORKSHOP OBJECTIVES
(Ms. NELLIE COURNOYEA)

Good afternoon and welcome to the first formal press conference in our new building.

As you know, the Legislative Assembly has just finished a four day Strategic Planning Workshop in Cambridge Bay.

The Session was held to address a number of issues arising out of our first Strategic Planning Workshop which was held last April in Fort Providence.

Holding Strategic Planning Workshops on a regular basis has been endorsed by the Caucus as an effective means for Cabinet and Members to jointly deal with issues in a less structured and informal setting, recognizing that they still must also be addressed publicly in the Legislative Assembly.

In both Workshops, our agenda has focused on the operation of our government and legislature; and preparing for the creation of two new territories; with updates on the settlement and implementation of Aboriginal claims and Aboriginal self-government.

The Session last week was timely, particularly in view of recent developments including parliamentary approval this summer for the Inuit land claim and the creation of a Nunavut territory; progress being made in the Western Constitutional Process; and

ratification of the Sahtu claim.

More specifically, the objectives of the Cambridge Bay Strategic Planning Workshop in relation to the operation of our government and legislature included:

- making decisions on how a mid-term review of the Premier and Cabinet Ministers will be conducted at the conclusion of the legislature's November Session;
- consideration of approaches to reviewing the operation and accountability of the legislature's Standing Committees; and
- making recommendations on guidelines for the conduct of MLAs which will be debated at our upcoming Session.

Workshop objectives dealing with creation of two new territories included:

- a review of the federal-territorial formula financing agreement and inter-governmental agreements as they relate to creation of two new territories;
- making decisions and recommendations on how best to prepare for elections in two new territories when the NWT is officially divided in 1999;
- reviewing options for how the Legislative Assembly and GNWT can work cooperatively on exchanging information and making decisions related to the creation of two new territories;
- consideration of issues which are related to education and training of northern residents in order that they may take advantage of opportunities associated with the reform of public institutions and implementation of claims settlements.

Finally, Caucus had to consider items relating to the operation of Strategic Planning Workshops, including:

- making recommendations on the approach which the Caucus should use in reporting the results of its Strategic Planning Workshops to the Legislative Assembly; and
- deciding on the timing and location of a third Strategic Planning Workshop.

Members also reviewed mining development prospects in the Kitikmeot region and the GNWT's approach to dealing with the mining industry.

I will now ask Mr. Koe to provide you with a brief summary of Caucus deliberations at the Cambridge Bay Workshop.

MID-TERM REVIEW OF PREMIER AND MINISTERS

Thank you. I will start by reviewing matters related to the operation of our government and legislature.

First, Caucus has reaffirmed that there will be a public mid-term review of the Premier and Ministers immediately following prorogation of the 4th Session. Members also reached agreement on rules and guidelines for conducting the review.

A communique is available providing more detail on this matter.

OPERATION AND ACCOUNTABILITY OF STANDING COMMITTEES

Second, Caucus agreed that a Committee composed of those Members who chair Standing Committees of the legislature should develop guidelines to aid in the operation and accountability of Standing Committees.

The guidelines, which will be considered at a future Caucus meeting, will focus on the following:

- a mechanism for reassigning Members to different Committees;
- criteria to be used by the Striking Committee to balance Standing Committee workloads among all Members; and
- a standard approach to guide Committee Chairpersons in disciplining Committee Members.

GUIDELINES FOR MEMBERS' CONDUCT

Third, Caucus considered a Rules Committee report on guidelines for the conduct of Members of our Legislative Assembly.

Agreement was reached on having this matter considered through a formal motion during the upcoming Session.

REVISED EVENTS FLOW CHART

I will now briefly outline discussions relating to the creation of two new territories.

First, Members received an update on events which have taken place since our Fort Providence Workshop, including decisions on the Inuit claim, creation of Nunavut and ratification of the Sahtu claim.

They were also provided with a revised events flow chart which is on display and which you have in your press kit.

LEGISLATIVE AMENDMENTS FOR ELECTIONS/BOUNDARIES

Second, Members reviewed steps which the current Assembly could take to prepare for the election of two territorial Assemblies in 1999.

It was agreed at Cambridge Bay that a motion will be made during the upcoming Session to have the Electoral District Boundaries Commission review and make recommendations in February 1994 on alterations to existing constituency boundaries to conform with the boundary as established in the *Nunavut Act*.

Legislative amendments and revised constituency boundaries will be made in the fall of 1994 and will be in place for the next territorial election.

A future Strategic Planning Workshop will consider options for how new constituency boundaries in both the east and the west could be developed during the period 1995 - 1997.

Any conclusions reached on this matter would be after consultation with the Nunavut Implementation Commission and the Western Constitutional Process and would be in the form of recommendations to the next Legislative Assembly.

A communique is available which provides you with additional information on elections and constituency boundary issues.

You may also wish to note that the government has been encouraged by Caucus to seek federal support for proceeding with modernizing of the *NWT Act*, including amendments to provide the legislature with the ability to call elections any time within a five year term. This time frame is enshrined in the Canadian constitution and applies to parliament and all provincial legislatures.

Members agreed that any amendments must be without prejudice to the work of the Western Constitutional Process.

INFORMATION EXCHANGE/DECISION MAKING ON DIVISION ISSUES

Third, Caucus reaffirmed that the issues of financing two new territories and the relationships which they will have with each other and with other governments in Canada are of fundamental significance to the process of division.

As requested at Fort Providence, the second Strategic Planning Workshop provided Members with more information on the federal-territorial formula financing agreement, which is due for renegotiation in the coming months.

To develop a better understanding of the formula financing implications for two new territories, Caucus has directed that a paper be prepared on how the existing agreement would be applied in what will be Nunavut and the new western territory.

The financial issues communique from the legislature's Fort Providence Workshop, which addresses some issues related to formula financing, has been provided in your press kit.

Members were also provided with information on the scope and magnitude of intergovernmental agreements which will be required at the territorial, provincial and federal levels.

Caucus directed that a report on intergovernmental agreements, which is expected by the end of the year, should include information on the origin and rationale for the agreements, and current and long term liabilities pursuant to government's obligations to implement land claim settlements.

To address the matter of how the legislature and government will deal with ongoing information exchange and decision making on division issues, the eastern and western Caucuses each nominated two Members to make recommendations to Caucus during our November Session.

The Caucus Working Group, which includes Mr. Ng and Mr. Arvaluk, representing the Nunavut Caucus, and Ms. Marie-Jewell and Mr. Ballantyne, representing the west, have been directed to consider a mechanism or mechanisms for information exchange and decision making on all division issues with a particular focus on an approach to the division of assets and liabilities.

EDUCATION, TRAINING AND HUMAN RESOURCE ISSUES

Members were also provided with a detailed status report on education, training and human resource issues as they relate to preparing northern residents for public sector employment opportunities arising from the creation of two new territories.

Caucus reaffirmed the significance of these issues and directed that future Strategic Planning Workshops continue to consider education, training and human resource matters.

The training communique prepared after the Fort Providence Workshop has been provided for your information.

APPROVAL/REPORTING PROCESS FOR WORKSHOP DECISIONS

I will now provide you with a few comments on how the legislature will deal with recommendations and decisions from Strategic Planning Workshops and the location and timing for our third Workshop.

With respect to the former, the reshaping working group will prepare a report from our Fort Providence and Cambridge Bay Workshops and upon approval from Caucus, the report will be tabled during our upcoming Session and moved into Committee of the Whole for discussion. This approach will be used for all future Workshops.

With respect to our next Workshop, it will be held in Fort Smith in April of 1994.

MINING DEVELOPMENT ISSUES

Finally, Members briefly discussed on-going mining development issues.

Recent mineral exploration activity has made some regions of the Northwest Territories an attractive economic opportunity for mining companies.

Members agreed on the importance of local benefits from mining activities as a key element of the government's policy on encouraging mining activity in the Northwest Territories.

CONCLUSION

This concludes our review of the Cambridge Bay Strategic Planning Workshop.

Thank you.

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

STRATEGIC PLANNING WORKSHOP

CAMBRIDGE BAY, NORTHWEST TERRITORIES

OCTOBER 4-8, 1993

SUMMARY OF AGREEMENTS AND RECOMMENDATIONS

MID-TERM REVIEW OF PREMIER AND MINISTERS

1. There will be a public mid-term review of the Premier and Ministers immediately following prorogation of the 4th Session.

OPERATION AND ACCOUNTABILITY OF STANDING COMMITTEES

2. The Chair's Liaison Committee develop guidelines to aid in the operation and accountability of Standing Committees for consideration at a future Caucus meeting. These guidelines should address:
 - a) a mechanism for reassigning Members to different committees
 - b) criteria to be used by the Striking Committee to balance Standing Committee workloads among all Members
 - c) a standard approach for disciplining Committee Members to guide Committee chairs

MEMBERS' CONDUCT GUIDELINES

3. The proposed "Members' Conduct Guidelines" be incorporated into a formal motion for consideration during the 4th Session.

LEGISLATIVE AMENDMENTS FOR ELECTORAL BOUNDARIES

4. A motion be prepared for introduction at the 4th Session to have the Electoral District Boundaries Commission review and recommend to the House at the resumption of the 5th Session in February '94, alterations to the existing constituency boundaries to conform with the boundary as established in the *Nunavut Act*.
5. Appropriate amendments to the *Legislative Assembly and Executive Council Act* be prepared for consideration by the Assembly no later than the fall Session of 1994 to implement the recommendations of the Boundaries Commission.
6. Revised constituency boundaries, conforming to the *Nunavut Act* boundary, will be in place for the next Territorial election.

7. Options for separate boundary commission processes will be identified for consideration at a future Strategic Planning Workshop. These processes will have to be initiated in the period 1995-97 in order for the establishment of new constituency boundaries in the east and west.
8. In order for elections to occur in 1999 for the two new territories, the *Elections Act* will have to be reviewed, in consultation with the Nunavut Implementation Commission and Western Constitutional Process, and amendments made by the 13th Assembly by 1998.
9. The GNWT respond to recent communications from the Federal Government indicating a willingness to modernize the *NWT Act*, including amendments to give the NWT power to call its own elections any time within a five year term.

INFORMATION EXCHANGE AND DECISION MAKING ON DIVISION ISSUES

10. An information item outlining the application of the existing formula financing agreement to Nunavut and the Western Territory be prepared for the next Strategic Planning Workshop.
11. The inventory of all existing GNWT intergovernmental agreements currently being prepared should include the following:
 - a) current and long term liabilities pursuant to the implementation of land claims agreements
 - b) clarification of the nature of all agreements (i.e. transfer, devolution, delivery on behalf of third party, etc.)
12. The Eastern and Western Caucuses nominate Mr. James Arvaluk, Hon. Michael Ballantyne, Ms. Jeannie Marie-Jewell and Mr. Kelvin Ng to form a Caucus working group to make recommendations to Caucus in November '93 on a mechanism or mechanisms for information exchange and decision making on all division issues, and in particular:
 - a) a decision making forum to make recommendations on the division of assets and liabilities;
 - b) the terms of reference for that process;
 - c) the general principles to guide the work of the forum;
 - d) the magnitude of the work of the forum; and
 - e) suggested experts on public finance to provide technical support for the division of assets and liabilities process.

EDUCATION, TRAINING AND HUMAN RESOURCE ISSUES

13. Members reaffirm the significance which Caucus places on Education, Training and Human Resource issues. It is understood that this issue will be part of an ongoing update at future Strategic Planning Workshops and that a report will be prepared on the success of the construction worker training program.

APPROVAL/REPORTING PROCESS FOR WORKSHOP RECOMMENDATIONS

14. The Reshaping Northern Government Working Group prepare a summary report on the Fort Providence and Cambridge Bay Strategic Planning Workshops for consideration at the November 16, 1993 Caucus meeting. Following Caucus review, the report is to be tabled at the 4th Session and moved to Committee of the Whole for discussion.

THIRD STRATEGIC PLANNING WORKSHOP

15. A third Strategic Planning Workshop will be held in the community of Fort Smith in April of 1994.

COMMUNIQUE

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

STRATEGIC PLANNING WORKSHOP

CAMBRIDGE BAY, NORTHWEST TERRITORIES

OCTOBER 4-8, 1993

MID-TERM REVIEW OF PREMIER AND MINISTERS

On November 12, 1991 a motion was passed by the Territorial Leadership Committee stating that there would be a mid-term review of the Premier and Ministers and that the Cabinet would report to and be accountable to Members of the Legislative Assembly on progress to date and plans for the remainder of the term.

Following discussion at both the Fort Providence and Cambridge Bay Strategic Planning Workshops, Caucus agreed on a process to govern the mid-term review. The review shall be conducted after the prorogation of the 4th Session in the Leadership Committee forum.

The following rules and guidelines will apply:

Rules

1. The mid-term public review will be held in the Territorial Leadership Committee forum immediately following the prorogation of the 4th Session. The Chair will make a brief opening statement to the Committee on the nature and purpose of the review.
2. The order of Ministers' reviews will be determined by ballot draw, conducted by the Clerk of the House. The Premier will be reviewed last. The Clerk of the House will advise all Members of the review order prior to the convening of the Territorial Leadership Committee.
3. Each Minister will make a statement to the Committee not to exceed 20 minutes on their overall contribution to the operation of Cabinet and realization of GNWT/Legislative Assembly priorities during the first two years of the 12th Assembly. Premier's/Ministers' presentations should include, but not be restricted to, Cabinet Committee and portfolio assignments and joint Legislature/Cabinet Committee assignments. Further, each should state how they generally perceive their leadership and Cabinet roles and responsibilities in planning for the remainder of the term.

4. Following each Minister's statement, every Member may ask up to 12 questions. Members' inquiries on past portfolio assignments should be restricted to general questions on how policies were implemented at the time, taking into account direction from Cabinet and/or the Legislative Assembly and considering circumstances which contributed to or determined a course of action.
5. The Chair will call to order any Member who deviates from the agreed process or is in violation of the rules and conventions governing question period. Motions of non-confidence introduced in the Territorial Leadership Committee will be ruled out of order.
6. After conclusion of the Premier's review the Chair will make a concluding statement to the Committee and declare the matter of the mid-term review of the Premier and Ministers concluded.

Guidelines

7. All Members should be extremely cautious about remarks made during the course of the review because parliamentary immunity does not apply in the Territorial Leadership Committee.
8. Members should avoid asking detailed questions requiring technical answers or on matters not normally in the present knowledge of the Minister. Ministers should avoid unnecessarily lengthy responses.
9. Other than the exceptions noted in this process, all the rules and conventions of the House governing question period apply to the questions during the mid-term review.
10. These arrangements for the Territorial Leadership Committee's mid-term review of Cabinet shall not create a precedent for or change the existing rules of the House.

COMMUNIQUE

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

STRATEGIC PLANNING WORKSHOP

CAMBRIDGE BAY, NORTHWEST TERRITORIES

OCTOBER 4-8, 1993

LEGISLATIVE AMENDMENTS FOR ELECTIONS/BOUNDARIES

With the passage of the *Nunavut Act*, the new territory and Legislative Assembly will be created on April 1, 1999. On the date that the Nunavut Territory is created, all Members of the Northwest Territories Legislative Assembly who represent Nunavut communities will cease to be Members of the Northwest Territories Legislative Assembly. Writs for the first election of Members of the Nunavut Assembly must be issued within thirty days after the section of the *Nunavut Act* creating Nunavut comes into force (section 3).

The Western Territory will also be faced with a 1999 election, which, under the current *Northwest Territories Act*, will require an additional riding because the Act states that there shall be no fewer than 15 members in the Legislative Assembly of the Northwest Territories.

These circumstances raise a number of issues relating to preparing for and conducting elections of the two new territories in 1999. For example:

- Prior to the actual creation of the Nunavut electoral boundaries, are there any amendments required or desirable to the existing Northwest Territories boundaries?
- How will the boundaries for the Nunavut Assembly be established?
- Given the creation of the Nunavut Assembly, what will be the legal consequences to the Northwest Territories' Assembly's boundaries?
- What existing legal mechanisms are available to the current Northwest Territories Assembly to review its electoral boundaries?
- What legislative changes, if any, will be required to hold elections in both territories in 1999?
- Would it be appropriate to hold elections for Nunavut and the new Western Territory simultaneously, as quickly as possible, following April 1, 1999?

Recommendations:

In considering these questions and issues, Caucus was guided by the fact that Members of the current Legislative Assembly cannot bind future Assemblies, and that the 13th Assembly and advisory forums, such as the Nunavut Implementation Commission (NIC) and Constitutional Development Steering Committee (CDSC), or its successor, will take the lead role in recommending on and implementing new constituency boundaries in both Nunavut and the west.

Given these circumstances, Caucus made the following recommendations on matters over which it has jurisdiction during the remainder of the Legislature term:

- A motion will be prepared for introduction at the 4th Session, in November, to have the Electoral District Boundaries Commission review and recommend to the House, at the resumption of the 5th Session in February 1994, alterations to the existing constituency boundaries to ensure that they conform with the boundary established in the *Nunavut Act*.
- Changes to constituency boundaries will mean that the *Legislative Assembly and Executive Council Acts* will have to be amended to reflect these changes. Caucus recommended that these amendments be prepared for consideration by the current Assembly, no later than the fall Session of 1994. Revised constituency boundaries, conforming to the *Nunavut Act* boundary, will be in place for the next territorial general election.

On matters which will have to be concluded by the 13th Assembly, Caucus made the following recommendations:

- Options for separate processes to make recommendations on constituency boundaries for both the east and the west, with due consideration given to the role of NIC and the CDSC, will be identified for consideration at a future Strategic Planning Workshop. The current Legislative Assembly can only make recommendations on these processes, which would have to be initiated by the 13th Assembly in the period 1995-97 in order for the establishment of new constituency boundaries in the east and west.
- In order for elections to occur in 1999 for the two new territories, the *Elections Act* will also have to be reviewed, in consultation with NIC and CDSC, and amendments made by the 13th Assembly by 1998. This recommendation represents advice to the next Legislative Assembly, although steps will be taken during this term to advise NIC and CDSC of this initiative.

Finally, Caucus agreed that it would be worthwhile to pursue amendments to the current *Northwest Territories Act* prior to the creation of two new territories and made the following recommendation:

- The GNWT should respond to recent communications from the federal government, indicating a willingness to modernize the *Northwest Territories Act*, including amendments which will give the Northwest Territories power to call its own elections any time within a five year period.

The Constitution of Canada establishes that the term of the House of Commons, and all provincial legislative assemblies, shall not exceed five years.

For additional information, contact:

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COMMUNIQUE

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

STRATEGIC PLANNING WORKSHOP

FORT PROVIDENCE, NORTHWEST TERRITORIES

APRIL 4-6, 1993

FINANCING NEW GOVERNMENTS AND BUDGET ALLOCATION PROCESS PRIOR TO DIVISION

Members reviewed the following issues relating to the financing of two new governments and the budget allocation process prior to division:

- The creation of two new governments in the Northwest Territories in 1999 will require early financial planning and direction.
- Both new governments will be heavily dependent on federal funding. There will still be a large gap between own-sourced revenues and expenditure needs in the west, and a larger gap in the east.
- Base funding and new funding agreements will need to be renegotiated with Canada.
- Before negotiating new agreements, the applicability of formula financing for each territory needs to be re-examined.
- New data bases will be required. Deficiencies in the current formula will have to be changed. Assets and debts will need to be allocated fairly between both new territories.
- Budget allocation decisions, programs and policy directions taken by the Legislative Assembly before 1999 may affect funding for each territory.
- The Government of the Northwest Territories also enters into multilateral and bilateral intergovernmental agreements which may impose responsibilities on both new governments.

Members recommended the following:

- Ongoing responsibilities to govern the Northwest Territories prior to division and to provide services and programs to northern residents cannot be set aside.
- Capital budget allocation will continue to be based on capital needs assessment and policies of the GNWT.

- Expenditure based formulas are important for both the eastern and western governments.
- A new data base should be developed with Stats Canada and Canada on fiscal capacity for east and west.
- Additional information be prepared on the cost of division, formula financing and on tax related issues for their review and for consultation with the Nunavut Implementation Commission, the Western Constitutional Process and Tungavik.
- A list of existing intergovernmental agreements and GNWT assets and liabilities be prepared to provide a basis for assessing future financial planning and division negotiation requirements.

COMMUNIQUE

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES

STRATEGIC PLANNING WORKSHOP

FORT PROVIDENCE, NORTHWEST TERRITORIES

APRIL 4-6, 1993

TRAINING FOR POST-DIVISION PUBLIC SECTOR EMPLOYMENT OPPORTUNITIES

Members devoted the entire discussion of models of government for the east and the west to training issues as they relate to current circumstances and preparing the Northwest Territories' existing and future work forces for employment in the Nunavut administration and new institutions of government in the west.

Members concluded that establishing new models of government in the east and west and at the regional and local levels will not have accomplished much if Aboriginal residents, in particular, are not adequately trained to manage and administer these institutions.

In particular, Members focused upon the following:

Long Term Challenges with a Focus on Northwest Territories Youth

- Innovation leadership and management programs based in the north and the south, to prepare youth for employment opportunities arising out of restructuring of government in the east and west prior to and following division; and,
- Programs for youth which also address their current environment, insofar as the social, family and community environment can be a barrier to success and achievement.

Medium Term Challenges for the 20-40 Year Age Group

- Programs for public and private sector Aboriginal employees to upgrade their existing skills and prepare them for government employment opportunities arising out of government restructuring and division; and,
- Reviewing entry level standards and criteria for government positions, including recognition of traditional or practical skills and experience, as a substitute for academic training.

Short Term Initiatives to Address Current Training Issues and Prepare for the Future

- Encouraging greater use of in-house training in both the public and private sectors for employees who are not able to leave the workforce for academic upgrading; and,
- Placing more focus on career planning with the GNWT as a means of preparing existing employees for short, medium and long term opportunities within the public service.

Recommendations:

Members recommended that more work will be required to develop these themes for consideration at a future workshop.

3-1
Events Flow Chart

REAL/PROPOSED EVENT FLOW FROM PRESENT TO

DRAFT June 1993

	1993				1994				1995				1996				1997			
	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter
GOVERNMENT OPERATIONS	<ul style="list-style-type: none"> ✓ LA approves 93/94 O&M budget ✓ MLA workshop 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital Plan (94/95-98/99) ★ Stats Can/GNWT develop financial data base ✓ new Prime Minister 	<ul style="list-style-type: none"> ✓ GNWT review 5yr Capital Plan ✓ FMB review 5yr Capital Plan and OPPLAN ✓ negotiate new Canada/NWT Languages Agreement ✓ Cabinet direction Formula Financing negotiations 	<ul style="list-style-type: none"> ✓ SCOF review 5yr Capital Plan and 94/95 projects ✓ LA approves 94/95 Capital ✓ SCOF reviews 94/95 O&M ✓ federal election 	<ul style="list-style-type: none"> ✓ FMB sets priorities for 5yr Capital Plan (95/96 - 99/2000) ✓ LA approves 94/95 O&M ✓ begin negotiations on new formula financing agreement ✓ Canada/NWT language agreement expires 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital Plan (95/96 - 99/2000) ✓ new Canada/NWT Languages Agreement 	<ul style="list-style-type: none"> ✓ FMB review 95/96 Capital Plan and OPPLAN ✓ negotiate new EDA 	<ul style="list-style-type: none"> ✓ SCOF review 95/96 Capital/O&M ✓ LA approve 95/96 Capital ✓ RCAP recommendations 	<ul style="list-style-type: none"> ✓ LA approves 95/96 O&M ✓ formula financing agreement expires 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital Plan (96/97 - 2000/01) ✓ new formula financing agreement 	<ul style="list-style-type: none"> ✓ FMB review 96/97 Capital Plan & OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 96/97 Capital and O&M ✓ territorial election ✓ LA approves 96/97 Capital 	<ul style="list-style-type: none"> ✓ LA approves 96/97 O&M ★ complete financial data base ✓ EDA expires 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital plan (97/98 - 2001/02) ✓ new EDA 	<ul style="list-style-type: none"> ✓ FMB review 97/98 Capital and OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 97/98 Capital/O&M ✓ LA approve 97/98 capital ✓ devolution of land and water 	<ul style="list-style-type: none"> ✓ LA approve 97/98 O&M 	<ul style="list-style-type: none"> ✓ communities and MLAs review Capital plan (98/99 - 2002/03) 	<ul style="list-style-type: none"> ✓ FMB review 98/99 Capital Plan and OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 98/99 Capital/O&M ✓ LA approve 98 Capital
ABORIGINAL CLAIMS SETTLEMENTS AND IMPLEMENTATION	<ul style="list-style-type: none"> ✓ Establish Gwich'in RR Board ✓ GNWT approve TFN claim ✓ Feds approve TFN claim ✓ Establish Gwich'in LUP Board ✓ Initial Sahtu Claim 	<ul style="list-style-type: none"> ✓ Parliament approves TFN claim ✓ GNWT review Gwich'in Surface Rights Board Legislation 	<ul style="list-style-type: none"> ✓ TFN claim proclaimed ✓ Establish Nunavut Wildlife Board ✓ Sahtu Ratification Vote ◆ begin TLE negotiations ✓ begin Gwich'in self-government negotiations 	<ul style="list-style-type: none"> ◆ begin Metis self-government discussions ◆ begin Dogrib claim negotiations ◆ begin Inuvialuit self-government negotiations 	<ul style="list-style-type: none"> ✓ establish Nunavut Surface Rights Tribunal ✓ Sahtu claim to Parliament 	<ul style="list-style-type: none"> ✓ begin Sahtu self-government negotiations 	<ul style="list-style-type: none"> ✓ establish Gwich'in Surface Rights Board 	<ul style="list-style-type: none"> ✓ establish Gwich'in public government institutions ★ Feds approve Gwich'in self-government 	<ul style="list-style-type: none"> ◆ begin Deh Cho negotiations 	<ul style="list-style-type: none"> ◆ Feds approve Dogrib claim 	<ul style="list-style-type: none"> ✓ establish Nunavut public government institutions ◆ begin Dogrib self-government negotiations 	<ul style="list-style-type: none"> ◆ Feds approve TLE ★ Feds approve Sahtu self-government 			<ul style="list-style-type: none"> ◆ Feds approve Dogrib self-government 	<ul style="list-style-type: none"> ✓ establish Sahtu public government institutions 	<ul style="list-style-type: none"> ◆ begin South Slave self-government negotiations 	<ul style="list-style-type: none"> ◆ Feds approve Deh Cho agreement 	<ul style="list-style-type: none"> ◆ establish Dogrib public government institutions 	<ul style="list-style-type: none"> ◆ Feds approve Metis self-government
DIVISION: EAST AND WEST	<ul style="list-style-type: none"> ✓ DIAND brief GNWT re Nunavut ✓ Feds approve Nunavut 	<ul style="list-style-type: none"> ★ Stats Can/GNWT develop financial data base ✓ Parliament approves Nunavut Act 	<ul style="list-style-type: none"> ✓ Nunavut Act proclaimed ✓ GNWT nominates members for NIC 	<ul style="list-style-type: none"> ✓ Western Constitutional Workshop ✓ NIC established 	<ul style="list-style-type: none"> ✓ begin development of western constitution ✓ begin Nunavut HRTF ★ begin Human Resources Master Plan for east and west ★ begin Organizational Structure Plan for east and west ★ initiate labour relations plan for east and west 		<ul style="list-style-type: none"> ✓ NIC recommendations re infrastructure/Capital 		<ul style="list-style-type: none"> ★ decisions re Nunavut infrastructure/capital 			<ul style="list-style-type: none"> ★ finalize draft constitution 	<ul style="list-style-type: none"> ◆ Nunavut Leg Bldg tender ★ begin public consultation on western draft constitution ★ complete financial data base ★ decisions re hiring Nunavut senior officials 	<ul style="list-style-type: none"> ★ process for division of assets/debts between east/west 	<ul style="list-style-type: none"> ★ plan east/west electoral boundary commissions 	<ul style="list-style-type: none"> ★ ratify new east/west constitutions through plebiscite 	<ul style="list-style-type: none"> ★ draft Public Service legislation for east and west ★ LA appoint east/west electoral boundary commissions 	<ul style="list-style-type: none"> ◆ construction of Nunavut leg bldg ★ final decisions re NWT Act amendments ★ name for western territory 		<ul style="list-style-type: none"> ★ LA approve NV Act amendments ★ report of elect boundary commissions to LA ★ LA approve amendments to Elections Act for east/west elections

✓ Real #1 - Events which have occurred or are required by law/policy. Timing may vary slightly.

★ Real #2 - Events which must occur before 1999 although timing of events may vary.

◆ Proposed - Events which may occur as proposed or may happen in a different manner. Timing may change and may not occur before 1999.

KEY EVENT FLOW FROM PRESENT TO DIVISION IN 1999

1994		1995				1996				1997				1998				1999					
4th Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter	1st Quarter	2nd Quarter	3rd Quarter	4th Quarter		
<ul style="list-style-type: none"> Review 95/ Capital Plan OPPLAN Initiate new 	<ul style="list-style-type: none"> ✓ SCOF review 95/96 Capital/O&M ✓ LA approve 95/96 Capital ✓ RCAP recommendations 	<ul style="list-style-type: none"> ✓ LA approves 95/96 O&M ✓ formula financing agreement expires 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital Plan (96/97 - 2000/01) ✓ new formula financing agreement 	<ul style="list-style-type: none"> ✓ FMB review 96/97 Capital Plan & OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 96/97 Capital and O&M ✓ territorial election ✓ LA approves 96/97 Capital 	<ul style="list-style-type: none"> ✓ LA approves 96/97 O&M ★ complete financial data base ✓ EDA expires 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital plan (97/98 - 2001/02) ✓ new EDA 	<ul style="list-style-type: none"> ✓ FMB review 97/98 Capital and OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 97/98 Capital/O&M ✓ LA approve 97/98 capital ✓ devolution of land and water 	<ul style="list-style-type: none"> ✓ LA approve 97/98 O&M 	<ul style="list-style-type: none"> ✓ communities and MLAs review Capital plan (98/99 - 2002/03) 	<ul style="list-style-type: none"> ✓ FMB review 98/99 Capital Plan and OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 98/99 Capital/O&M ✓ LA approve 98/99 Capital 	<ul style="list-style-type: none"> ✓ LA approve 98/99 O&M 	<ul style="list-style-type: none"> ✓ communities and MLAs review 5yr Capital Plan (99/2000 - 2003/04) 	<ul style="list-style-type: none"> ✓ FMB review 1999/2000 Capital and OPPLAN 	<ul style="list-style-type: none"> ✓ SCOF review 1999/2000 Capital Plan/O&M ✓ LA approve 1999/2000 Capital 	<ul style="list-style-type: none"> ✓ LA approve 1999/2000 O&M 			<ul style="list-style-type: none"> see division 	<ul style="list-style-type: none"> see division 	
<ul style="list-style-type: none"> Establish In Surface Rights Board 	<ul style="list-style-type: none"> ✓ establish Gwich'in public government institutions ★ Feds approve Gwich'in self-government 	<ul style="list-style-type: none"> ◆ begin Deh Cho negotiations 	<ul style="list-style-type: none"> ◆ Feds approve Dogrib claim 	<ul style="list-style-type: none"> ✓ establish Nunavut public government institutions ◆ begin Dogrib self-government negotiations 	<ul style="list-style-type: none"> ◆ Feds approve TLE ★ Feds approve Sahtu self-government 			<ul style="list-style-type: none"> ◆ Feds approve Dogrib self-government 	<ul style="list-style-type: none"> ✓ establish Sahtu public government institutions 	<ul style="list-style-type: none"> ◆ begin South Slave self-government negotiations 	<ul style="list-style-type: none"> ◆ Feds approve Deh Cho agreement 	<ul style="list-style-type: none"> ◆ establish Dogrib public government institutions 	<ul style="list-style-type: none"> ◆ Feds approve Metis self-government 							<ul style="list-style-type: none"> ◆ Feds approve Deh Cho self-government 	<ul style="list-style-type: none"> ◆ Feds approve South Slave self-government 		
<ul style="list-style-type: none"> Recommendations Infrastructure/ Capital 		<ul style="list-style-type: none"> ★ decisions re Nunavut infrastructure/ capital 			<ul style="list-style-type: none"> ★ finalize draft constitution 	<ul style="list-style-type: none"> ◆ Nunavut Leg Bldg tender ★ begin public consultation on western draft constitution ★ complete financial data base ★ decisions re hiring Nunavut senior officials 	<ul style="list-style-type: none"> ★ process for division of assets/debts between east/ west 	<ul style="list-style-type: none"> ★ plan east/west electoral boundary commissions 	<ul style="list-style-type: none"> ★ ratify new east/ west constitutions through plebiscite 	<ul style="list-style-type: none"> ★ draft Public Service legislation for east and west ★ LA appoint east/ west electoral boundary commissions 	<ul style="list-style-type: none"> ◆ construction of Nunavut leg bldg ★ final decisions re NWT Act amendments ★ name for western territory 		<ul style="list-style-type: none"> ★ LA approve NWT Act amendments ★ report of electoral boundary commissions to LA ★ LA approve amendments to Elections Act for east/west elections 		<ul style="list-style-type: none"> ★ prepare for two (east/west) territorial elections in 1999 ★ table Public Service legislation for east/west 			<ul style="list-style-type: none"> ✓ finalize intergovernmental agreements ✓ territorial elections (east/west) 	<ul style="list-style-type: none"> ★ amend NWT Act ★ Nunavut Act in full force ★ Nunavut Government in operation 	<ul style="list-style-type: none"> ★ FMBs review 2000/01 Capital Plans and OPPLANS (east/ west) ★ identify interim Executive Councils (east/ west) 	<ul style="list-style-type: none"> ★ SCOFs review 2000/01 capital/ O&M budgets (east/ west) ★ New public service legislation for east/ west comes into force ★ new governments have separate legal authority and accountability ★ transfer of program responsibility 		

★ Real #2 - Events which must occur before 1999 although timing of events may vary.

◆ Proposed - Events which may occur as proposed or may happen in a different manner. Timing may change and may not occur before 1999.

3-2
Financial Issues

FINANCIAL ISSUES

TOPIC:

Formula Financing Agreement

FACTORS:

- It costs more than \$1 billion every year for the GNWT to provide programs and services.
- However, the GNWT can only pay for about \$350 million of this amount by using the taxes it collects and the money it receives from other revenue sources. The rest of the budget – about 70 per cent of it – comes in the form of a grant from the federal government.
- The size of the grant is calculated according to the terms of a Formula Financing Agreement between the GNWT and the federal government.
- The Formula Financing Grant calculation has two parts:
 1. The Gross Expenditure Base (GEB) which represents the budget Ottawa believes is needed by the GNWT to operate its programs and services; and
 2. Eligible Revenues which include GNWT tax revenues, other revenues such as interest income and transfer payments such as the money we get to help pay for social assistance.
- The Formula Financing Grant is the difference between these two parts.

Provisions

- Under our existing agreement, the year-to-year growth in the amount of money Ottawa believes we need per person can't be any greater than the growth in the Canadian Economy per person.
- Any increase we do receive, takes into consideration population growth and how much provincial governments spend.

FINANCIAL ISSUES

Factors (continued):

Limitations

- The federal government believes our tax rates are too low and that they should be similar to the rates used by the provinces.
- If we collect more revenue because we have increased tax rates, then we get to keep all the money.
- But, for every new dollar we collect because of increased economic activity, the federal government subtracts \$1.30 from our grant. This is what is called the "Perversity Factor", because we end up being penalized for encouraging economic development.
- The amount of money Ottawa deducts each year because of the perversity factor increases every time the provinces increase their tax rates.

Renewal of Formula Financing

- The Formula Financing Agreement was changed by the federal government in 1990 and runs for five years. It is likely that changes will be made to the Formula Financing Agreement when it is renegotiated at the end of this period.
- The Agreement also calls for a review of Formula Financing to take place in 1993-94, after which changes may be made if both the territorial and federal governments agree.

ISSUES:

1. More than 70 per cent of the GNWT's revenues come from the Formula Financing Grant. This percentage is likely to be even higher in Nunavut after division. Will agreements similar to the Formula Financing Agreement be appropriate for the two new territories?
2. The Formula is the most important element which determines how much money the government has to spend. Financing arrangements are the most important item each territory will have to negotiate with Ottawa. How and when should work be initiated on determining levels of funding required for each of the new territories?

FINANCIAL ISSUES

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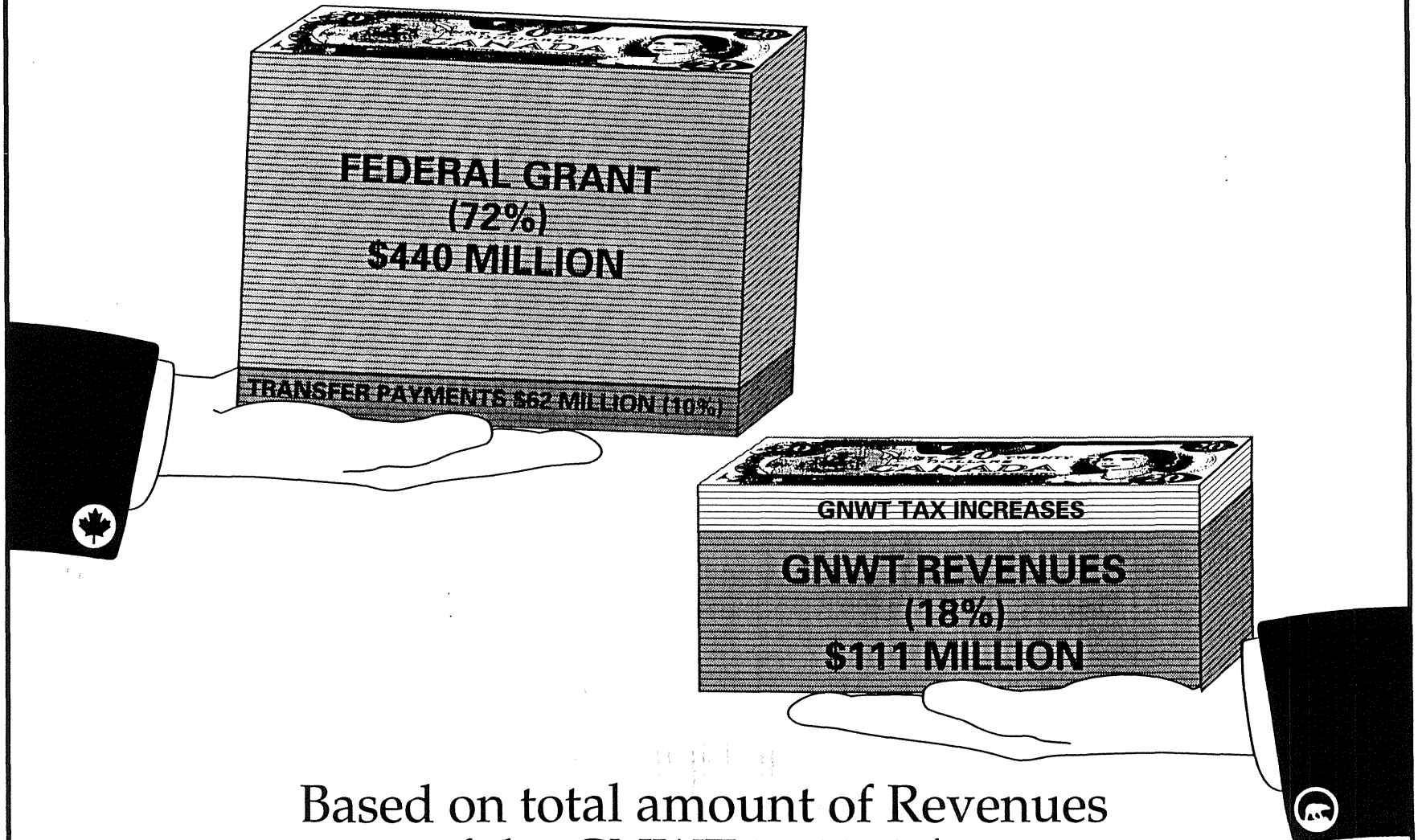
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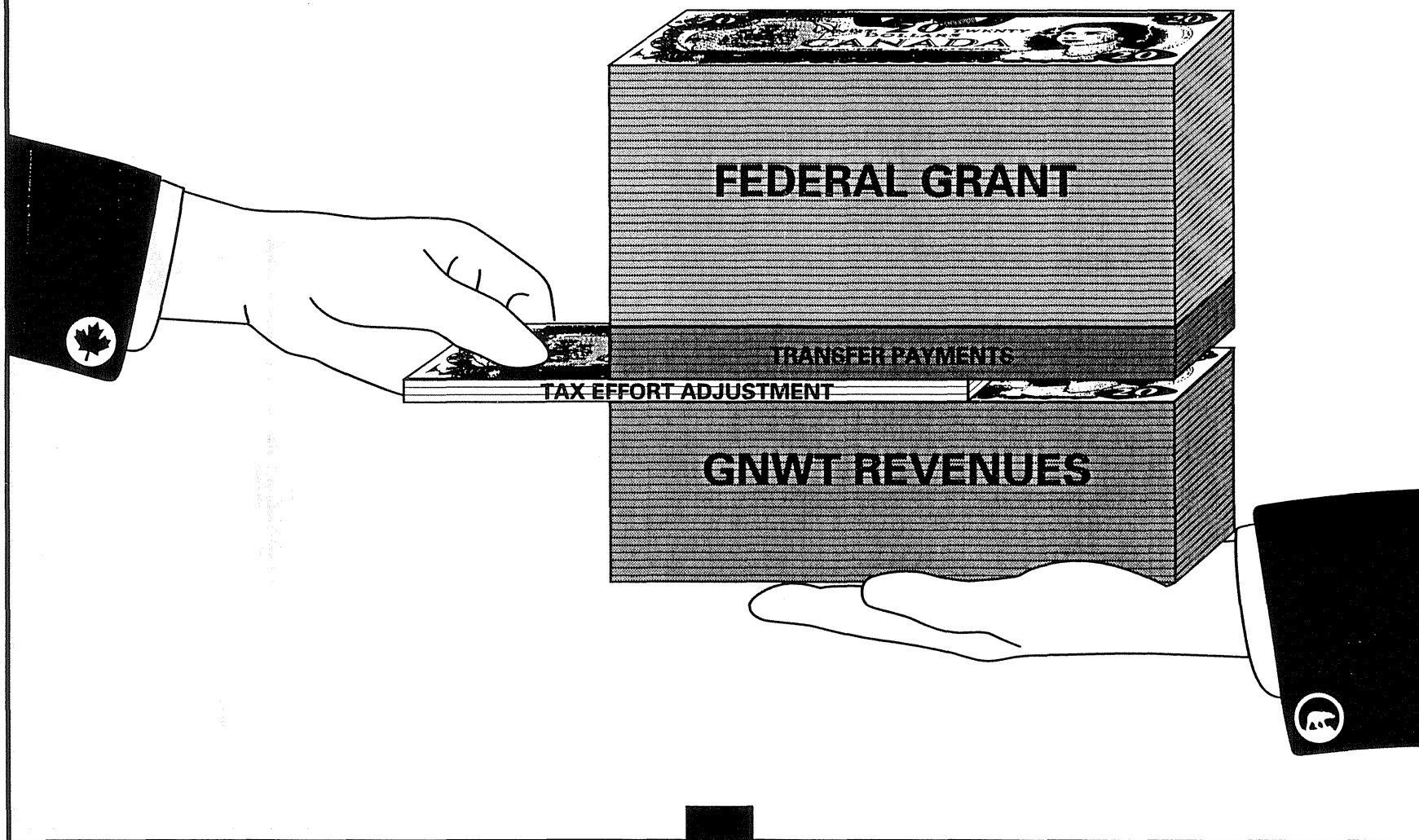
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Formula Financing Agreement 1985/86

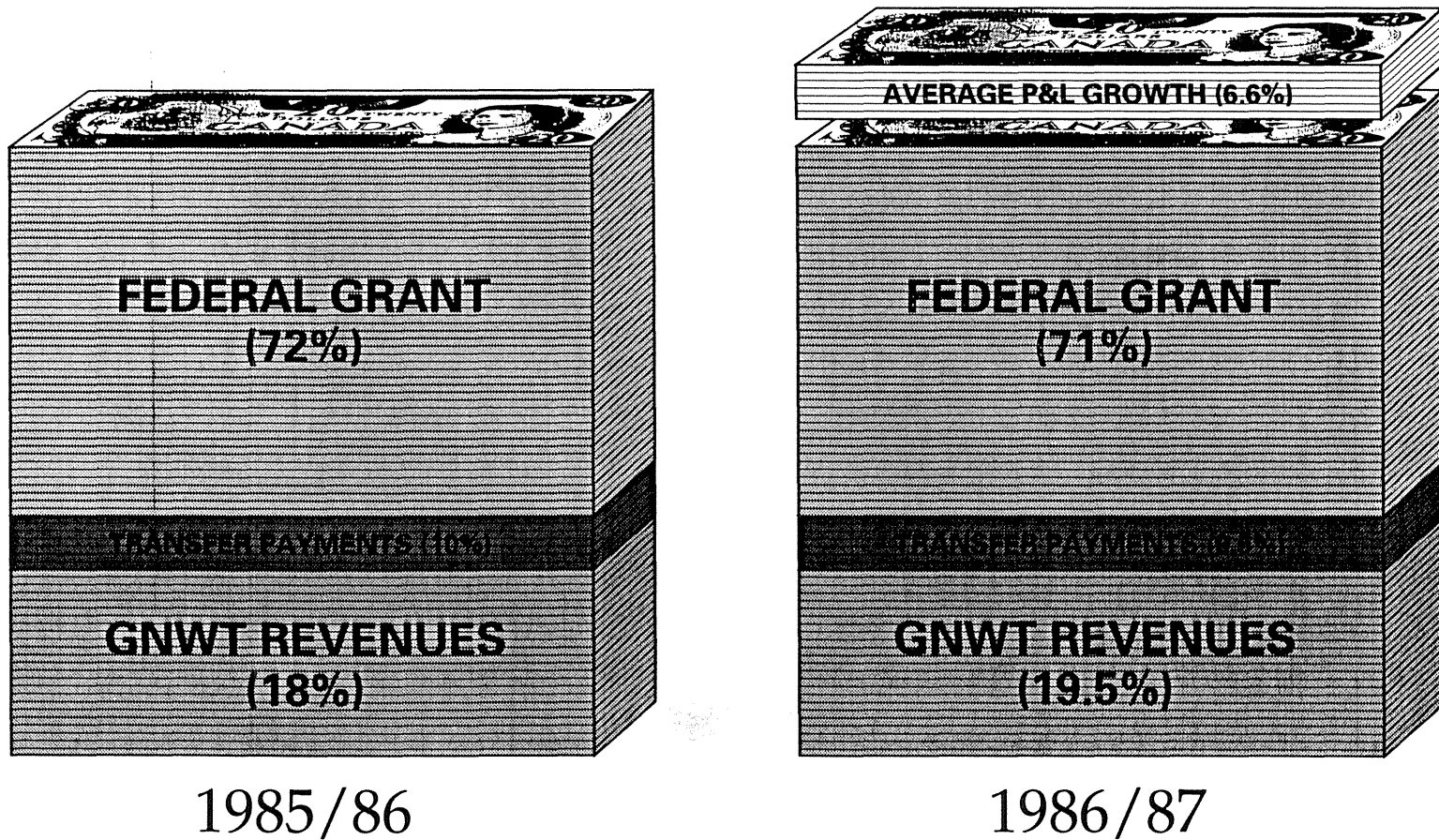


Based on total amount of Revenues
of the GNWT in 1982/83

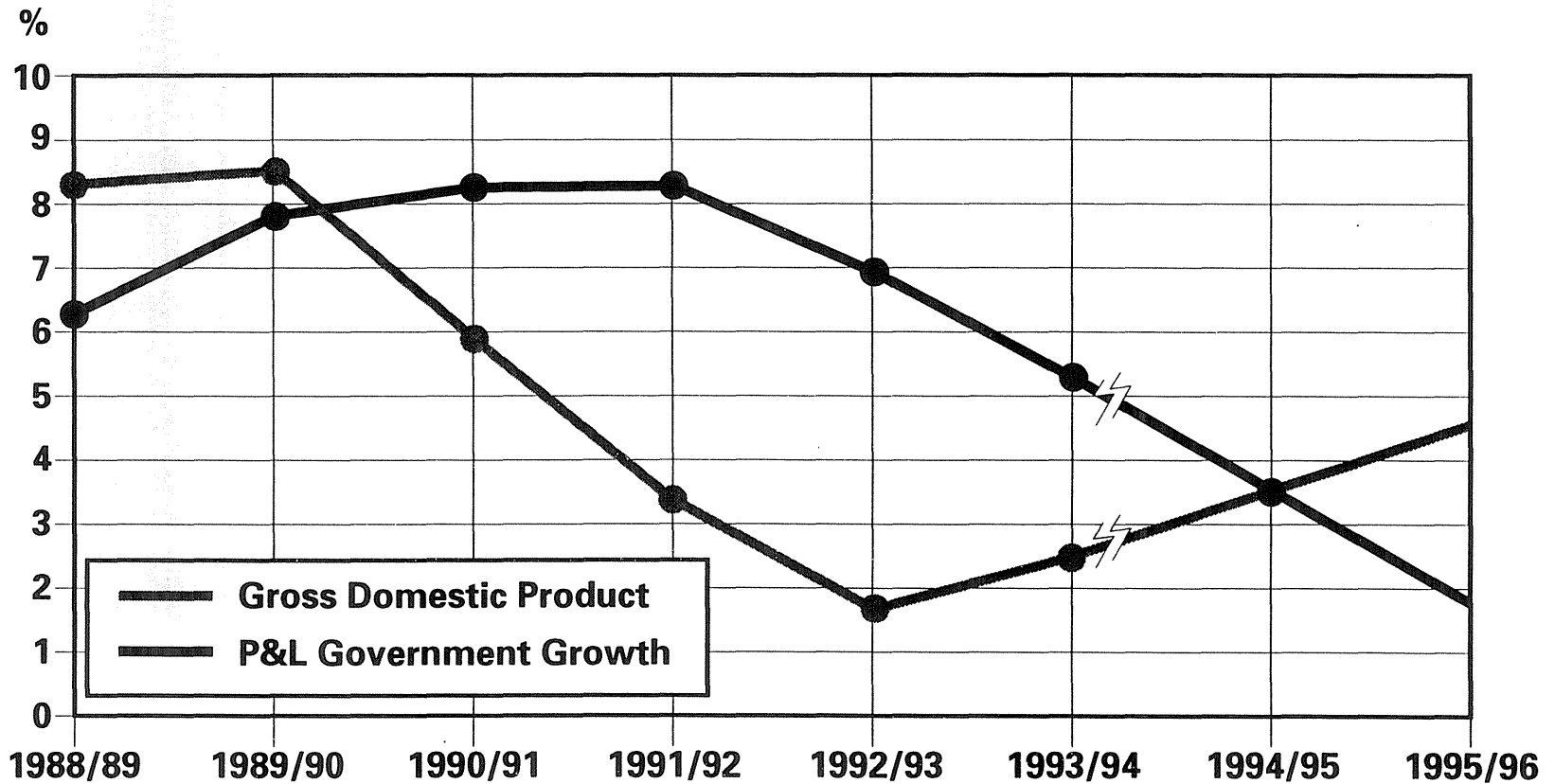
Perversity Factor 1990/91



Grant Escalated by Average of Provincial & Local Growth



Comparison of GDP and P&L Growth



Expenditure base escalated by GDP or
P&L whichever is lower

⚡ Future Expected Growth

INTERGOVERNMENTAL AGREEMENTS

TOPIC:

The GNWT is party to, and continues to negotiate, a number of intergovernmental agreements. Each territory will have to renegotiate some of these agreements, including new agreements between Nunavut and the Western Territory.

FACTORS:

- There are a number of federal-territorial intergovernmental agreements which the GNWT is party to, including:
 - the federal-territorial formula financing agreement;
 - agreements for the permanent transfer of programs;
 - agreements for the provision of services by the GNWT on behalf of the federal government;
 - agreements where the federal government provides the GNWT with fixed contributions for the provision of a service by the GNWT; and
 - agreements not involving money, including sharing of information, tax collection, GST arrangements and so forth.
- The GNWT is also party to provincial-territorial agreements for the provision of services by one level of government to the other.
- A third category is agreements between the GNWT and more than one other government.
- An inventory of existing intergovernmental agreements will be prepared by December 1993.

INTERGOVERNMENTAL AGREEMENTS

ISSUES:

- Negotiation of future intergovernmental agreements with a time frame which extends beyond 1999 must be monitored by Cabinet for implications to the two new territories.
- Consideration is required on the kinds of intergovernmental agreements (i.e. wildlife management) which will be required between the two new territories.
- Intergovernmental agreements may also be required to address programs and services to be delivered by the Western Territory or another government on behalf of the Nunavut administration until it is fully operational.

INTERGOVERNMENTAL AGREEMENTS

TOPIC:

The Government of the Northwest Territories is party to a number of intergovernmental agreements and continues to negotiate agreements in areas within its jurisdiction. There will also be a requirement for the renegotiation of some of these agreements by each territory and also for future intergovernmental agreements between the Western Territory and Nunavut.

FACTORS:

- The Government of the Northwest Territories is party to a number of intergovernmental agreements covering a variety of subject matters and areas of responsibility. Each of these agreements will have a time limit for it being in force and provisions for renegotiation/extension if appropriate.
- There are various kinds of intergovernmental agreements negotiated by the GNWT, including:

Agreements between the federal and territorial governments:

- The Formula Financing Agreement. The most important financial agreement. For 1992-93 it provided a grant of \$781 million to the Government of the Northwest Territories. New or different agreements will have to be negotiated by each territory.
- Agreements for the permanent transfer of programs. The division of the Northwest Territories would normally not lead to a renegotiation of the financial terms of these agreements.
- Agreements for the provision of services by the Government of the Northwest Territories on behalf of the federal government. These agreements can apply to single year or to more than one year and are subject to renegotiation when they expire. They would likely be negotiated separately by each territory after 1999.
- Agreements under which the federal government agrees to provide the Government of the Northwest Territories with a fixed amount as its contribution to the provision of a service by the Government of the Northwest Territories. These agreements can apply to single year or to more than one year and are subject to renegotiation when they expire. They would likely be negotiated separately by each territory after 1998.
- Agreements not involving money. These agreements include sharing of information, tax collection, treatment of the Government of the Northwest Territories under the GST, etc. These agreements can apply to single year or to more than one year and are subject to renegotiation when they expire. They would likely be negotiated separately by each territory after 1999.

Agreements between a provincial and territorial government:

- Agreements for the provision of services by the Government of the Northwest Territories on behalf of a provincial government, or vice versa. These agreements can apply to single year or to more than one year and are subject to renegotiation when they expire. They would likely be negotiated separately by each territory after 1999.

Agreements between the territorial government and more than one other government:

- The agreements generally are negotiated by GNWT departments on issues within their mandate. In all instances, the negotiation of inter-governmental agreements would include advice from the Department of Justice and the Department of Finance with respect to any fiscal aspects of the agreement.
- An inventory of existing intergovernmental agreements is in preparation and is scheduled for completion by December 1993.

ISSUES:

- The negotiation of future intergovernmental agreements, particularly those with a time limit that would extend beyond 1999, is being carefully monitored by Cabinet. Negotiators are required to provide Cabinet with progress reports on the negotiations.
- A second issue which will have to be addressed in the future with respect to intergovernmental agreements relates to the relationship between the Western Territory and Nunavut after 1998. There will be a requirement to negotiate agreements with respect to matters such as wildlife management. There may also be requirements to negotiate agreements, before 1999, for the delivery of programs and services from the Western Territory to Nunavut after 1998. Consideration must be given to how these agreements will be negotiated and who is mandated to negotiate on behalf of the two new territories prior to 1999.

ASSETS AND LIABILITIES OF THE GNWT

TOPIC:

When the Northwest Territories splits into two territories in 1999, all its assets and liabilities will have to be split between the two territories.

FACTORS:

- Many of the assets and liabilities of the Northwest Territories can be measured and are recorded in the GNWT's financial statements.
- Many of the physical assets such as buildings, land, roads and other infrastructure cannot be moved and would presumably be allocated to the territory in which they are located.
- There may be some assets or liabilities whose value will not be known on the date of division, but which will become known at a later date.

ISSUES:

- How should assets and liabilities be valued?
- How should such assets and liabilities be divided?
- How should the location and division of capital assets be accounted for?
- How should assets and liabilities whose values are not known as of the date of division be allocated?
- The Nunavut Caucus favours setting up a non-political commission to make recommendations on the orderly division of assets and liabilities.

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- Many of the physical assets such as buildings, land, roads and other infrastructure would likely be allocated to the territory in which they are located.
- There may be some assets or liabilities whose value will not be known on the date of division, but which will become known at a later date.

ISSUES:

- Given that most assets and liabilities, other than capital assets, are recorded with a value in the government's financial records, are these values acceptable, and how should such assets and liabilities be divided?
- How should the location and division of capital assets be accounted for?
- How should assets and liabilities whose values are not known as of the date of division be allocated?
- The Nunavut Caucus favours setting up a non-political commission to make recommendations on the orderly division of assets and liabilities.

ASSETS AND LIABILITIES OF THE GNWT

The following is a brief summary of the assets and liabilities of the Government of the Northwest Territories. In each case, decisions will have to be made about the basis on which the asset or liability is to be allocated between the two future territories.

ASSETS OF THE GNWT

Assets are all things which are owned by the government. They can be split into two groups, physical assets, which are material things, and financial assets, which include money and other financial items which are worth money.

Physical Assets: Physical assets are all material things which the government owns. They can be split broadly into capital assets and inventories.

1. Capital Assets

These assets are not for resale and would normally be longer-term in nature, that is would not be consumed over a short period of time. Governments in Canada usually do not record capital assets on their books. These assets could be valued at their historical cost to the government. Because of inflation and depreciation, historical cost may not be an accurate indication of value. Because most such assets cannot be moved, they would presumably be allotted to the government of the territory in which they are situated, and it may not be necessary to assign a value to them.

The following are some of the capital assets owned by the Government of the Northwest Territories:

- Buildings
- Land
- Vehicles
- Furniture and Equipment
- Roads
- Ferries
- Airport Facilities
- Tank Farms
- Water and Sewer Facilities
- Parks

2. Inventories

Inventories are supplies of goods, for resale or for use by the government. The Government normally values them on its balance sheet at the lesser of cost or estimated market value. Smaller inventories, such as supplies held by individual departments, are usually not valued because of the cost involved if such records were kept.

Inventories of the Northwest Territories government at the end of March, 1992 include:

Fuel	\$28,406,000
Liquor	\$ 2,787,000
Supplies — Paper, office supplies	\$711,000
Gravel — held in the Granular Program Revolving Fund	\$4,902,000
Goods for sale	\$821,000

Financial Assets: Financial assets are the money and other paper assets of the government. They include:

1. Cash

Money the government has in bank accounts in Yellowknife and various other locations - none as of March 31, 1992 since the bank accounts were overdrawn.

2. Investments

Money the government has invested to earn interest. The government has Treasury Bills, Bankers' Acceptances and other short-term investments which are held by our bankers in Toronto to earn interest (\$6,327,000 as of March 31, 1992).

3. Accounts Receivable

Money that individuals, businesses and governments owe to the GNWT for a number of reasons:

- Goods we have sold (fuel, liquor, crafts, etc.)
- Taxes which have been charged to them but they have not yet paid
- Travel advances to employees and others
- Advances to hunters and trappers for furs
- Other advances

In total these accounts receivable amounted to \$34,183,000 at the end of the 1991-92 fiscal year.

4. Prepaid Expenses

Amounts that the government has already paid for goods and services it will not receive until later. This amounted to about \$5,287,000 at the end of March, 1992.

5. Due from Canada

Amounts that the federal government owes the Northwest Territories Government for items such as the grant, income tax, other transfers, cost sharing programs, health care.

The federal government disagrees with some of these amounts, such as Health Care billings, so we may not eventually receive all that is included here.

The value of many of these items can be revised for several years after the end of the year, because they are based on data that is not available at the end of the year. For example, the income tax owing to us for 1992 will get revised annually after that date because some people are late filing returns, or Revenue Canada reassesses their returns several years

after they are filed. Established Programs Funding (EPF - money we get from the federal government for health and education) and the grant are based on population and economic data that may change for several years after the fact.

As of March 31, 1992, the Northwest Territories Government was owed \$88,653,000 from the federal government, after subtracting \$19,435,000 for health and other amounts which we may not receive.

6. Loans to Municipalities and School Boards

The GNWT has loaned money for capital projects to municipal governments and school boards. On March 31, 1992, there was \$45,737,000 owing from municipalities and school boards.

7. Student Loans

The government lends money to students to attend college and university. The government will eventually forgive some of these loans, if the student returns to the Northwest Territories to work. \$4,976,000 in student loans was owed to the government at the end of March, 1992, after deducting an estimated \$4,869,000 for loans which will be forgiven or written off.

8. Loans to Business

The government lends money to businesses from the business loans and guarantees fund. On March 31, 1992, \$10,446,000 in loans to businesses was outstanding.

LIABILITIES OF THE GNWT

Financial liabilities are money that we owe to individuals, businesses, and other governments. This includes:

1. Bank Loans and Overdraft

Amounts the government has borrowed from the bank to cover operating expenses. At the end of March, 1992, the government had a short-term loan and bank overdraft totalling \$56,330,000.

2. Amounts Owing to Canada

This can be for such things as overpayments of tax, the grant, or other transfer payments. At the end of the 1991-92 fiscal year, Canada owed the GNWT money.

3. Employee Source Deductions

We may deduct income tax, union dues, etc. from employee pay cheques in March but not have remitted it yet to the federal government, the union, or other agency. About \$9,681,000 in payroll deductions was owing at the end of the 1991-92 year.

4. Accounts Payable

These are amounts we owe businesses and individuals for goods and services we have received, but not yet paid for. On March 31, 1992, these totalled \$76,018,000.

5. Deferred Revenue

Amounts the government has received but which relate to future years. This amount was \$1,428,000 on March 31, 1992.

6. Employee Leave and Termination Benefits

Amounts we will have to pay at some time in the future for vacation pay and termination benefits which employees have earned for prior service. At the end of March, 1992, \$23,778,000 was owing for future vacation pay and termination benefits.

This is the amount which would be payable if these employees resign in the normal fashion. This amount could be much greater if some public servants do not receive employment with either government, or if the government decides to offer any severance packages to employees who do not wish to accept a transfer.

7. Long-Term Note Payable

The only liability now in this class is the balance of the \$53.5 million borrowed to purchase the NWT Power Corporation, which will be paid off in 1998. There may be other bonds or debentures issued before division. \$37,450,000 was still owing at the end of March, 1992.

Contingent liabilities are possible amounts the government might have to pay in the future. If the government does have to pay such amounts, it would be based on events that may occur in the future, for example the outcome of lawsuits against the government, or the default of a bond or debt guaranteed by the government. The amount of such liabilities will not be known at the time of division. It will, however, be necessary to agree as to how any liabilities of the GNWT determined after division will be allocated to the two successor governments.

Although the government financial records show a value for all financial assets and liabilities, these amounts may be subject to adjustment, and there will be changes after the end of the year. A process for allocating any adjustments if they are significant will have to be part of any agreement.

ASSETS AND LIABILITIES OF RELATED ENTITIES

In addition to the assets and liabilities of the government, many related entities have assets and liabilities that are not covered above. To keep this summary brief, these assets or liabilities are only mentioned below if they have not already been covered.

NWT Power Corporation

Fixed Assets: Power plants, equipment, transmission and distribution systems. The Power Corporation, unlike government, does carry its capital assets on its financial records at cost less accumulated depreciation. At the end of March, 1992, the Power Corporation owned \$144,200,000 worth of property and equipment.

Debt: The Power Corporation had \$67 million outstanding in long term debt on March 31, 1992. This is money that the Corporation borrowed so the Government of the Northwest Territories could buy it from the federal government, and buy assets such as buildings and equipment. It is not linked to any specific capital assets.

NWT Housing Corporation

The principal asset of the Housing Corporation is land and buildings in various communities around the Northwest Territories. In some cases the Corporation is a 25% partner in housing projects, with Canada Mortgage and Housing Corporation (CMHC) holding the other 75%. These assets are carried on the books of the Corporation at cost, less accumulated depreciation. The Corporation also holds mortgages on some property. The Corporation also has a number of mortgage loans from CMHC, which are tied to specific properties. At the end of March, 1992, the Housing Corporation owned about \$139,477,000 in land and buildings, but owed \$95,210,000 to CMHC.

Workers' Compensation Board

The Workers' Compensation Board has significant actuarial liabilities for pensions to workers who have been injured, and for future claims liability for accidents that have already occurred but which have not been settled. These amounts are not specifically matched to workers in the East or West, but it should be possible to allocate the liability for both pensions and future claims based on where workers were working at the time of their accident. These liabilities are offset by investments of the Board, which could be allocated to the two territories in proportion to the liabilities.

On December 31, 1991, the Board held \$117,977,000 in investments, and \$13,728,000 in other assets. This was offset by a liability for future claims and pensions of \$118,652,000.

Legislative Assembly Retiring Allowances Fund and Legislative Assembly Supplementary Retiring Allowance

There are two funds set up to pay pensions to retired members of the Legislative Assembly. The funds are administered by the Management and Services Board. Since the pensions are paid under the two plans to retired members from both the east and west, it may be appropriate to split the plans in 1999 to have separate plans for each territory.

REVENUES

The preceding identifies close to \$256 million in financial assets of the Government of the Northwest Territories in addition to the assets of related entities (\$518 million) and fixed capital assets whose value is not recorded. The allocation of the government's revenues is also important.

TRANSFERS FROM CANADA

Grant

In 1991-92 the government received \$784,752,000 as a grant from Canada. This grant is paid according to a formula negotiated between Canada and the NWT. A fair split of the grant, and any additional funding to cover the increased costs of running two governments, will have to be negotiated between the federal and two territorial governments.

OTHER FEDERAL TRANSFERS

The territorial government also receives transfers for education and health care under Established Programs Financing (EPF) and for social assistance under the Canada Assistance Plan (CAP). EPF is based on population and income tax revenues, and will be allocated by Canada. CAP is normally half of allowable social assistance expenditures, and will also be determined automatically.

There are a number of other revenues from the federal government in specific areas such as economic development, social assistance, health, official languages, employment training. Agreements for these programs will have to be negotiated with the federal government for the two territories after 1999.

OWN SOURCE REVENUES

Taxes

Tax revenues can easily be allocated to the two territories based on the location of the income, sale, or property being taxed.

OTHER REVENUES

Almost all other government revenues are based on goods or services provided to businesses, individuals, or governments. These revenues can be assigned to the territory in which the service is provided.

Prepared by: Fiscal Policy Division

Date: September 28, 1993

TABLE

ASSETS AND LIABILITIES OF THE GNWT AND RELATED ENTITIES

The following table lists the major assets and liabilities on March 31, 1992.

Assets

Owing from Canada	\$ 88,653,000
Accounts Receivable	\$ 34,183,000
Inventories	\$ 37,627,000
Prepaid Expenses	\$ 5,287,000
Cash and Investments	\$ 6,327,000
Loans	\$ 49,157,000
Business Loans	\$ 15,663,000
Student Loans	\$ 6,131,000

Liabilities

Bank Loans	\$ 62,702,000
Accounts Payable	\$ 85,699,000
Deferred Revenue	\$ 1,428,000
Legislative Assembly Retiring Allowance	\$ 6,542,000
Employee Leave and Termination Benefits	\$ 23,778,000
Note Payable	\$ 37,450,000
Contingent Liabilities	\$ nil

Related Entities

NWT Power Corporation

Plant and Equipment	\$144,200,000
Other Assets	\$ 35,305,000
Long-Term Debt	\$ 67,100,000
Other Liabilities	\$ 42,384,000

NWT Housing Corporation

Land and Buildings	\$139,477,000
Other Assets	\$ 56,755,000
Mortgages owing to CMHC	\$ 95,210,000
Other Liabilities	\$ 41,359,000

Workers' Compensation Board

Investments	\$117,977,000
Other Assets	\$ 13,728,000
Future Claims and Pension Liabilities	\$118,652,000
Other Liabilities	\$ 5,553,000

Other, Not Included Above

Assets	\$ 24,561,000
Liabilities	\$ 9,065,000

3-3
**Operation of Consensus
Government**

OPERATION AND ACCOUNTABILITY OF STANDING COMMITTEES

TOPIC:

There will be a mid-term review of the Premier, Ministers and the Speaker. Is there a need to also review the operation and accountability of Standing Committees?

FACTORS:

Provincial and Federal Systems

- The operation and accountability of Standing Committees is primarily a political determination under control of the party in power.
- Members nominated by party to fill committee seats available.

Municipal Systems

- In Yellowknife, committees are reviewed yearly by the mayor in consultation with individual councillors; no rules re: removal of committee members but could happen possibly by resolution of council following discussion between mayor/chair/other council members.
- In other larger municipalities, partisan coalitions play a role in the operation and accountability of Standing Committees - i.e. "party" blocks control appointment to and operation of Standing Committees.

NWT Legislature

- Committee members appointed by House but chairs elected by Standing Committee members.
- Rule 92(1) - members can be removed by formal motion of the House.

ISSUES:

- If review of Standing Committees advisable, who would conduct review and how would it be conducted?

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- If review of Standing Committees advisable, who would conduct review and how would it be conducted?

ELECTION OF THE GOVERNMENT LEADER

The consequences of electing the Government Leader are very far-reaching.

Fundamental changes in the system of government:

- a stronger, more cohesive cabinet;
- more coherent government policy;
- a somewhat more accountable government;
- dominance of the Government Leader over Cabinet and MLAs;
- fundamental changes in the nature and power of the Assembly; and
- need for explicit legal framework regarding powers of Government Leader.

Strong likelihood that political parties would emerge.

ISSUES:

Do the likely benefits of electing the Government Leader outweigh the likely costs?

What formal constraints should be placed on an elected Government Leader?

What should the process be for removing an elected Government Leader?

How should the Government Leader be elected?

Should election of the Government Leader be treated as an experiment to guide development of new territories?

The following paper was prepared at the request of Caucus by Professor Graham White from the University of Toronto. The paper was presented and reviewed at the Cambridge Bay Strategic Planning Workshop. It represents the views of the author and should not be interpreted or presented as the position of the Legislative Assembly.

ELECTION OF THE GOVERNMENT LEADER

TOPIC:

Adopting popular election of the Government Leader in the NWT would result in far-reaching changes. Most changes would occur within the Assembly and within the cabinet. However, given the great likelihood that electing the Government Leader would lead to the emergence of political parties, the effects would be felt throughout the political system of the NWT.

This paper makes no recommendation about the overall advisability of electing the Government Leader. It does, however, urge that the potential consequences of such a change be considered carefully before any action is taken.

FACTORS:

Popular election would confer far greater power and legitimacy on the Government Leader than that office currently enjoys. With a strong popular mandate behind her, an elected Government Leader could impose substantially greater discipline and cohesion on cabinet than currently exists. In turn, this would promote more consistent, coherent public policy. Cabinet could be expected to become significantly less a collective entity and more a reflection of the preferences of the Government Leader and his close political associates. An elected Government Leader would in all probability have – and use – the power to select and to dismiss her ministers.

Although technically still an MLA, an elected Government Leader would no longer be in any real sense an equal of the other MLAs. More generally, distinctions in status among MLAs would likely become more pronounced in the Assembly. An Assembly dominated by an elected Government Leader might become less fractious and confrontational, but this is by no means assured.

Having an elected Government Leader would result in improved accountability of government to the people, though it would not address a number of significant impediments to full accountability.

The Westminster-style cabinet-parliamentary system currently in place in the NWT is not compatible with an elected Government Leader. British-style 'responsible government' is premised on the capacity of the Assembly to remove the first minister or the cabinet. By contrast, a Government Leader elected by the people could normally be removed only by the people. The end of the Westminster system, with its well-understood conventions, would require clear, explicit rules for removing a Government Leader from office.

No inherently correct or 'best' method exists for the territorial-wide election of the Government Leader. Among the fundamental electoral issues which would need to be resolved are: whether the election of the Government Leader should be held simultaneously with elections for the Assembly; whether the winner should be determined by

actual vote totals ('one-person-one-vote') or by some form of electoral college; whether mechanisms such as run off elections or a preferential ballot should be employed to ensure that the winning candidate represents a majority of the voters. As well, because territorial-wide elections would be qualitatively different from constituency elections, election finance legislation would need to be rethought and rewritten.

Political parties would almost certainly emerge in territorial politics were the Government Leader to be elected, although they would not necessarily be territorial branches of the southern Canadian parties. Nor would they necessarily be as disciplined or as stable as traditional southern parties. Nevertheless, to have any chance of victory, candidates for territorial-wide election would require substantial amounts of money and extensive organizations that only parties could provide. Moreover, the political pressure on MLAs and on candidates for the Assembly to align themselves with particular Government Leader candidates would be very strong, and would promote contending 'teams' of candidates – which would in effect be political parties.

Since the NWT will exist in its present form only until 1999, a decision to move to a system centred on an elected Government Leader could be viewed as a short-term experiment to assist in the design of the governmental institutions of the new territories. If the experiment proved unsatisfactory, it could be abandoned in 1999, though once established, political parties could be expected to persist through the transition to whatever forms of government were created in the new territories.

ISSUES:

- Electing the Government Leader would strengthen cabinet and make it more cohesive; it would also make government policy more coherent and government more accountable. How important is it to achieve these goals?
- Electing the Government Leader would greatly enhance the power of the Government Leader over ministers and MLAs, and would fundamentally alter the nature of cabinet and the Assembly. Are these acceptable consequences?
- Political parties are very likely to follow a shift to an elected Government Leader. Is this an acceptable consequence?
- What formal constraints should be placed on an elected Government Leader? What should the process be for removing an elected Government Leader from office?
- By what method should the Government Leader be elected?
- Is there any value in experimenting with election of the Government Leader in the NWT as a precursor to developing governmental institutions in the new territories?

ELECTION OF THE GOVERNMENT LEADER IN THE NORTHWEST TERRITORIES

A DISCUSSION PAPER

University of Toronto, September, 1993

TABLE OF CONTENTS

I. Introduction

Scope of the Paper	51
The Argument of the Paper	52

II. An Elected Government Leader and the System of Governance

Enhancing the Government Leader's Power	52
The Government Leader in Cabinet: From Influence to Power	53
A Less Collegial Cabinet	53
A More Cohesive Cabinet	54
A More Hierarchical Assembly	54
A More or Less Adversarial Assembly?	54
A More Accountable Government	55
Remaining Barriers to Accountability	55
Only the People Could Remove an Elected Government Leader:	
The End to Westminster-style 'Responsible Government'	56
A Role for the Assembly in Removing the Government Leader?	56
The Government Leader's Power to Select the Cabinet	57
The Need for an Explicit Legal Framework	57

III. Methods of Electing the Government Leader

Simultaneous Elections for the Assembly and Government Leader?	58
One-Person-One-Vote or Electoral College?	58
Does an Elected Government Leader Require Majority Support?	59
The Need to Rethink Electoral Law	59

IV. The Emergence of Political Parties

The Need for Money and Organization	59
Pressures on MLAs/Candidates to Form Alliances	60
Parties Would Not Necessarily Follow Southern Models	61
The Emergence of Parties May Take Time	61

V. Conclusion

Experimenting with an Elected Government Leader as a Precursor to 1999?	61
Notes	62

I. INTRODUCTION

No political system is without serious flaws. Among the criticisms made of "consensus" government in the Northwest Territories are that the cabinet lacks coherence and focus, that government is overly vulnerable to destructive attacks by non-cabinet MLAs (the 'ordinary members'), and that accountability of government to the people is weak because MLAs only seek and receive electoral mandates as individuals. Election of the Government Leader on a territorial-wide basis has been proposed as a solution to these problems.¹

This paper examines possible consequences of electing the Government Leader. It also reviews various methods of election, and explores the larger political ramifications of adopting such a major change.

Scope of the Paper

The scope of the paper is limited in several ways. First, the presumption is made that no constitutional impediment, either in the provisions of the "Northwest Territories Act" or in the policy of the federal government, restricts the territorial Assembly from making any of the changes discussed in the paper. Before concrete action is taken to adopt a system for electing the Government Leader, it would be prudent for this assumption to be examined more closely. Secondly, it is assumed that the Government Leader would remain an MLA and that she would head a cabinet composed of other elected members.²

Thirdly, the analysis begins from a framework established by the current structure of government in the NWT; no attempt is made to relate the election of the Government Leader to possible changes in the system of governance in the NWT, such as the changes contemplated in the "Reshaping Northern Government" policy, or the recommendations made by the Commission on Constitutional Development (the "Bourque Commission"). Finally, the paper adopts no position on the advisability of electing the Government Leader; rather, it attempts to set out some of the more important consequences of choosing this course.

Much of the paper is necessarily speculative. I have tried to be explicit about the assumptions on which the speculation is premised. The paper's analysis is set out in terms of institutions and processes, independent of the persons who might hold positions in those institutions. In other words, the personalities, talents and approaches of members of the Twelfth Assembly, regardless of what office they may occupy, do not, either explicitly or implicitly, underlie any of the observations, speculations or analyses in the paper. Nor are any assumptions made about the personal characteristics of elected Government Leaders, or of the MLAs who would sit in an Assembly with an elected Government Leader.

The Argument of the Paper

The argument of this paper may be summarized as follows:

- 1) whether or not the election of the Government Leader would satisfactorily resolve the problems it was designed to address, it would bring about substantial changes in the basic model of government in the NWT.
- 2) these changes cannot all be foreseen; experiments in institutional engineering, such as the contemplated move to elect the Government Leader, often produce consequences that are *unexpected* and quite possibly *undesirable*.
- 3) the shortcomings of the consensus system mentioned above to a substantial degree reflect the absence of political parties in the territorial Assembly. Thus the proposal to elect the Government Leader is at least in part premised on a rejection of party politics as a solution to these problems. Yet it is highly likely that some form of party politics would result from electing the Government Leader.

Thus, while the paper neither opposes nor supports the proposal to elect the Government Leader, it does conclude that *the proposal has very far-reaching consequences which require careful thought and evaluation*.

II. AN ELECTED GOVERNMENT LEADER AND THE SYSTEM OF GOVERNANCE

Enhancing the Government Leader's Power

Since the early 1980s, the Assembly has gradually been expanding the power of the Government Leader.³ Two important steps in this process were the 1987 resolution of the House authorizing the Government Leader to discipline ministers, and the adoption, at the beginning of the current Assembly of a new method for choosing a Government Leader in which candidates spoke and answered questions from MLAs in a "Territorial Leadership Committee" prior to a secret ballot of MLAs. The first illustrates a change in the formal powers accorded the Government Leader, whereas the second is an example of enhancing her⁴ power by investing her office with greater political legitimacy. The Assembly has been reluctant, however, to increase the authority of the Government Leader as extensively as some have wanted. For example, it has not given him the power to select his own cabinet, reserving that power for itself.

Electing the Government Leader would very substantially enhance her power in relation to the Assembly and the cabinet. A mandate from the entire NWT would imbue the Government Leader with far greater legitimacy and popular support than any other MLA could claim. This would be true in two senses: first, the Government Leader would necessarily have attracted far more votes, from a far wider 'constituency', than any MLA; secondly, in securing territorial-wide electoral support, the Government Leader would at the same time have secured popular support for his policies as head of the government, whereas MLAs - even ministers running for re-election - are elected *as MLAs rather than as ministers* (though members' records as ministers will doubtless be taken into account by the voters).

The Government Leader in Cabinet: From Influence to Power

It is useful to think of changes that would occur in the Government Leader's role resulting from popular election as a shift from *influence* to *power*. Influence, in this context, is the ability to convince someone to adopt a course of action; the person influenced exercises choice in the matter. By contrast, power is the capacity to make someone adopt a course of action through application of sanctions or coercion; the person has little choice but to comply.

Currently the *influence* the Government Leader exercises over cabinet derives primarily from intangible personal qualities rather than from the formal authority vested in her office. Thus she leads mainly by force of personality, by her ability to present convincing arguments, by her political acumen and experience, and by her capacity to mold consensus among ministers. Certainly, she enjoys some advantages over cabinet by virtue of her prerogatives to assign and to reassign ministers to portfolios and to appoint deputy ministers, and through her office's central, strategic, position with its more extensive staff support. As discussed below, there is good reason to expect that election of the Government Leader will lead to the emergence of political parties. The combination of a popular mandate from the people and the leadership of what is in effect a political party would greatly strengthen the Government Leader's *power* over individual ministers and the cabinet as a whole.

It is said of Canadian prime ministers and premiers that they are "the 51 per cent shareholders" or "the guys with 19 votes in a cabinet of 18"; that is, they can and do dictate policy decisions opposed by a clear majority of cabinet. Like all political leaders, they cannot govern exclusively through raw power, but must rely heavily on leadership skills, though they can selectively impose their wills on cabinet on issues they consider of great importance. Although, as discussed below, the form of government in the NWT would by no means simply be a replica of southern systems, an elected Government Leader could certainly be expected to exercise similar power - setting government-wide policy and directing individual ministers in the performance of their duties. The basis of this power would of course be his broad mandate from the electorate.

A Less Collegial Cabinet

The relationship between individual ministers and the Government Leader would be much less collegial than it is at present. Instead, it would reflect their very great difference in status and be more akin to an employee-employer relationship. The Government Leader would certainly not hesitate to dismiss ministers if he felt circumstances warranted such action.

Given the Government Leader's enhanced authority and her more direct relation with the entire territorial electorate, her office would very likely increase in size, sophistication and scope of activity (the Government Leader's office, for example, would have legitimate reason to become involved in any constituency issue or individual complaint/request, since everyone would be her constituent.) This growth in her personal staff would reinforce her advantage over her ministers, whose offices would not expand at anything like the same rate.

A More Cohesive Cabinet

The Government Leader's strong powerbase, his dominance over cabinet and his power to determine government policy would certainly produce greater cohesion in cabinet and greater coherence in public policy than currently exists. In the present system, policy necessarily reflects the dynamics of cabinet, which is a loose coalition of individual ministers, whose only common characteristic may be that they won the support of enough MLAs to gain entry to cabinet. Having been, like the Government Leader, elevated to cabinet by the House, each minister has his own claim to power and legitimacy, and owes relatively little to the Government Leader. This makes it difficult for the Government Leader to set policy direction and to maintain a cohesive, disciplined cabinet. An elected Government Leader would not lack authority to mold cabinet into a truly collective body, whose policies would in large measure reflect her priorities and choices.

A More Hierarchical Assembly

Within the Assembly, the Government Leader under the current system is clearly the strongest political figure, but he remains essentially an MLA who has been elevated to that position by his fellow MLAs and retains office only on their suffrance. An elected Government Leader, though still an MLA, would enjoy a qualitatively different status in the Assembly and could with some justification claim that his broad public support made him the equal of all MLAs. Likewise, the status of ministers in the House would depend not so much on the respect and trust of fellow MLAs, as it does now, as on their closeness to the Government Leader and the confidence he demonstrated in them. The exact dimensions of these relationships are impossible to predict, but at a minimum, the House would likely become significantly more hierarchical. In other words, the status of MLAs would vary a good deal more than it does at present, and power and influence would be notably less equally distributed among members than is currently the case. If the institution of 'caucus' continued to exist, its method of operation would likely change substantially.

A More or Less Adversarial Assembly?

During the Twelfth Assembly, criticism of the increasingly adversarial relationship between the cabinet and the ordinary members has been widespread. Whether that criticism is warranted is not the issue here. The question is whether electing the Government Leader would reduce confrontation between the two sides of the House. Any number of imponderables, such as the personalities of the Government Leader and the MLAs, make this especially difficult to predict, but there is good reason to expect the House to be more adversarial and confrontational with an elected Government Leader. If, as argued below, political parties emerge once the Government Leader is elected, they would certainly promote adversarial politics. Even in the absence of parties, though, confrontation might well increase because of the imbalance in power between the Government Leader and the ordinary members. It is often the case in Westminster parliaments that the most powerless members are the most disruptive and obstructionist, since they have little to lose. With or without parties, the Government Leader could

well become the clear focus of concerted attacks by ordinary members; an elected Government Leader gives rise to the possibility of institutionalizing a conflictual, Government Leader-versus-Assembly politics that is all but impossible at present.⁵

Conversely, of course, it might well be that with the Government Leader and her cabinet firmly in charge (that is, with the incentives for ordinary members to be aggressive and confrontational removed), a mature, cooperative relationship would develop between cabinet and ordinary members. The point is that election of the Government Leader will by no means guarantee a more consensual atmosphere in the Assembly, and could well promote heightened confrontation.

A More Accountable Government

Accountability relationships would unquestionably shift following the election of the Government Leader. Under the present structures, the accountability of the Government Leader and the cabinet to the Assembly is high; not only do MLAs call them to answer for their policies in the House, but the threat of removal by the MLAs is everpresent. Accountability to the people, however, is weak. Cabinet is of course accountable to the public through its MLAs, and through the press, meetings and other mechanisms, but beyond embarrassment and pressure (which should not be lightly discounted) the people can apply no direct sanctions to the cabinet collectively or to ministers individually. Governments do not run for re-election and thus do not offer the voters an opportunity to pass judgement on their performance. Moreover, ministers run for re-election as individual members, so that while they can be judged on how well they fulfill constituency-related campaign promises, since they are not running as part of a government (or a would-be government) it is difficult to hold them accountable for major policy matters. And of course only their constituents can reward or punish them electorally for their performance as ministers.

Electing the Government Leader would establish three critical conditions necessary for clear government accountability to the people. First, candidates for Government Leader - and their allies running for the Assembly under their banner - would be running for government (i.e., cabinet), not just for the Assembly. As such, they would have to set out clear platforms on major territorial issues on which they could be judged by the people come the next election. Secondly, *all* voters, not just those in a handful of ridings, would have the capacity to cast their ballots according to their evaluation of the government's record. Thirdly, cabinet would be an identifiable, ongoing entity which would have to face the people on its record at election time, rather than, as is currently the case, a temporary grouping, often without a clearly defined policy programme, which effectively disbands just prior to elections and is literally recreated once the election has taken place.

Remaining Barriers to Accountability

In actual practice, however, it is by no means assured that the direct accountability to the people possible with an elected Government Leader will turn out to be all that better than the current indirect accountability through the MLAs. In any regime, accountability to

the people is easy to talk about in the abstract, but difficult to attain in real life. Any number of factors render truly effective accountability problematic: a weak or uninformed press; overlap of jurisdictional responsibilities, which allows government to blame other levels of government for its failings; the complexity of modern policy issues, which makes it difficult to determine how effective government has been in fulfilling its responsibilities; and the range of issues in which government is involved, which greatly increases the possibility that people's overall assessment of government will be a mixture of contradictory evaluations. (For example, suppose two major issues were of prime concern to a voter, but her view was that the government's record was terrible on one but terrific on the other; when it comes to voting, should she support or oppose the government?)

In short, some obstacles to genuine public accountability will be removed through the election of the Government Leader, but certainly not all.

Only the People Could Remove an Elected Government Leader: The End to Westminster-style 'Responsible Government'

Adding an elected Government Leader to the current system would mean far more than a stronger, more accountable Government Leader with the moral and political power to forge coherent policy from a disciplined cabinet, and to weather attacks from ordinary members. It would in fact bring about a fundamental change in the overall model of government in the NWT since the current British-style 'responsible' government would quite simply no longer be possible.

The central principle of responsible cabinet government, as currently practiced in the NWT and elsewhere in Canada, is that the government (cabinet) holds power only so long as it maintains the "confidence" of the House, and that if the government is defeated on an explicitly-worded confidence motion it must resign or seek a new mandate through an election. An elected Government Leader, however, renders this principle inoperative. The key is that if the people have elected a Government Leader, only the people have the right and the authority to *remove* her from office.⁶ Once elected, a Government Leader would surely hold power until the next election. No mechanism could exist for the House to remove and replace a Government Leader; how could it? Surely it would not be legitimate for the House simply to pass a motion (even by, say, a two-thirds majority, let alone a 12 to 11 vote) removing a popularly-elected Government Leader and replacing her with an MLA who lacked a mandate from the people?

Thus in moving to a system with an elected Government Leader, a key issue to be considered would be whether he could be removed from office by the House or if, he would enjoy, in effect, a fixed term.

A Role for the Assembly in Removing the Government Leader?

The Assembly could be given power to remove a Government Leader and force new elections for Government Leader and, presumably, for the House as well. (Unless MLAs were subject to new elections themselves, removing a Government Leader in this way

would likely be seen as illegitimate; moreover, if MLAs faced little personal risk, they would be much more inclined to employ this tactic to an unacceptable degree.) At its worst, such a system could lead to great instability, with frequent (and costly) elections; at its best, it could produce a strong executive which was still subject to dismissal by the Assembly - and thus responsive to it - on major issues of policy.

On the surface, this may appear to be essentially the same as the existing system, but it is not. The current British cabinet-parliamentary system is characterized by the ability of the House to choose the Government Leader and cabinet it wishes and to replace them if it sees fit. The scheme outlined in the previous paragraph gives the House no choice in the initial selection of Government Leader, and no ability to replace her beyond the possibility of forcing new elections. This may or may not be a "better" system than that currently in place; much depends on how one defines a "good" system. It would most certainly, though, be a different system; perhaps a very much different system. (This judgement applies whether the Government Leader was elected for a fixed term or until the Assembly forces new elections.)

The Government Leader's Power to Select the Cabinet

Another critical issue would be whether the Government Leader had the power to select his own cabinet. Unless clear, formal legislation specified that the Assembly would continue to select the ministers, it is hard to imagine that an elected Government Leader, with the democratic will of the people as his authority, could be refused the right to appoint his own cabinet.

Given that a principal reason for considering election of the Government Leader is the bolstering of her authority over cabinet and the Assembly so as to make government more stable, coherent and effective, it would seem inconsistent not to grant her the power to select her cabinet. Nonetheless, this could be a workable model; it would in effect be the same as the mayor and board of control/executive committee model found in some Canadian municipalities.

The Need for an Explicit Legal Framework

One important side issue evident from this discussion is the need for an extensive, explicit legal framework setting out the processes for electing and removing a Government Leader as well as the limits to his power. The British cabinet-parliamentary system works on the basis of clearly-understood but unwritten conventions, but these would be inapplicable to a system with an elected Government Leader. Certainly some elements of the relations among Government Leader, ministers, and MLAs could be allowed to evolve, but others, such as the capacity of the Assembly to remove the Government Leader and the process for replacing a Government Leader who left office due to resignation, death or incapacity, would need to be clearly specified. (As a rule of thumb, it could generally be presumed that the Government Leader's popular mandate would enable him to assume any significant power not legally denied him.)

III. METHODS OF ELECTING THE GOVERNMENT LEADER

A decision to adopt a system with an elected Government Leader, who may or may not be removable by the Assembly, leaves unanswered a number of critical questions about the electoral process involved. Certain essentially mechanical issues, such as eligibility requirements for candidates, deposits, nomination processes, and the like would need to be resolved, but these are not fundamental to the process. Let us examine three important questions.

Simultaneous Elections for the Assembly and Government Leader?

First, would the election for Government Leader be held simultaneously with Assembly elections? The issue is not whether Government Leader and Assembly elections would be staggered (as in the fashion of the United States Senate and the President). Instead, the question is whether only those successful at winning a seat as an MLA would be eligible to run for Government Leader in a subsequent election a few weeks later, or whether separate elections would take place on the same day for Government Leader and the Assembly. At first glance, the latter course would seem the more efficient, and certainly the less expensive; moreover, it would avoid having several weeks with a caretaker government (although under the current system, some time can elapse between an election and the selection of a government and this has not been widely perceived as a major problem). And yet, the first option has benefits as well. Limiting the field to elected MLAs would ensure that only serious candidates participated in the election for Government Leader. (This approach would unquestionably produce fewer candidates for the top office, though not all would see this as desirable.) Perhaps of greater consequence, holding the election for Government Leader after the Assembly was elected would not require candidates to decide whether they wished to run for the top office or for MLA. The pool of experienced, able NWT politicians is not so large that government can afford to lose talented people, but this is exactly what might happen if the three best MLAs opted to run for Government Leader since the two losers would necessarily be lost to public service.

A compromise solution might permit candidates to run both for local MLA and for Government Leader in the same election. This approach is not without problems; by way of illustration, what would happen in the case of a candidate elected as Government Leader who spent insufficient time and attention to her local riding and was defeated in her bid to become an MLA?

One-Person-One-Vote or Electoral College?

A second question relates to the method of tabulating the votes. Should all votes simply be totalled across the NWT on a 'one-person-one-vote' principle, so that the winner would be the candidate with the largest number of votes? Or should some form of indirect election through an 'electoral college' be employed? The former has the advantage of simplicity and adherence to a widely-accepted form of democracy, whereas the latter may be more likely to produce a winner with support throughout the NWT rather

than in particular, heavily-populated areas. For example, under a one-person-one-vote scheme, a Yellowknife candidate might enjoy a significant advantage over candidates from smaller communities.

Possible variations on the indirect election method are many. An electoral college could be constituted on the basis of existing constituencies, individual communities, or even ethnic groupings. The electoral college votes could be allocated on a winner take all basis, whereby the candidate with the largest number of popular votes in a particular division wins all that division's electoral college votes. Alternatively, each division's electoral college votes could be pro-rated according to the candidate's share of popular votes.⁷ Both methods have the disadvantage of permitting a candidate with a minority of the popular vote to win over a candidate with a majority.

Does an Elected Government Leader Require Majority Support?

A third issue: if several candidates contest the Government Leadership, the likelihood increases that the winner will attract less than half the votes. If this is thought to be a problem, methods are available to ensure that the winner has the support of more than half the voters. One possibility is to hold run-off elections, as are common in Europe. If no candidate receives 50 per cent of the votes in the initial election, a second election takes place a week or so later for which only the top two candidates are eligible. Thus the winner necessarily receives a majority of the votes. The single transferable ballot, which is used in Australia and Ireland, achieves the same result in a different manner. Voters indicate their preferences by rank ordering all candidates. If no candidate receives a majority of first preferences, the candidate with the fewest first choices is eliminated and her second choices redistributed as first choices; the process is repeated until one candidate obtains a majority.⁸ These methods tend to be expensive or complex.

The Need to Rethink Electoral Law

Whatever choices are made about the method for electing the Government Leader, it will certainly be necessary to rethink and to rewrite the election expenses laws. As well as involving much larger numbers of voters, territorial-wide elections can also be expected to be qualitatively different from constituency elections. For example, because of its high cost and inefficiency, constituency candidates in the NWT do not employ television advertising, but candidates for Government Leader might well use it extensively. Thus, limitations on donations and spending restrictions for territorial-wide elections cannot simply be increased by a factor of (say) 24. Moreover, for territorial-wide elections, it may be necessary to regulate aspects of election finance which do not require legislation at the constituency level.

IV. THE EMERGENCE OF POLITICAL PARTIES

The Need for Money and Organization

The enormous distances and the transportation problems which characterize the NWT would make a territory-wide election campaign a far more difficult undertaking than a constituency campaign. At a minimum, serious candidates in a territorial-wide election

for Government Leader would have to visit each region at least once during the campaign, and would be under great pressure to campaign personally in as many individual communities as they would require organized campaigns in at least every riding, perhaps in each sizeable community.

Inevitably, then, any candidate who wished to mount a serious attempt to win the Government Leadership would require a substantial amount of money - easily \$100,000, perhaps significantly more - and an extensive organization. Raising funds of that magnitude and putting together a large, effective, territorial-wide organization is probably beyond the personal capacity of most prospective candidates. Conversely, raising money and maintaining extensive networks of local political organizations are principal strengths of political parties. It would be very difficult for a candidate to turn down a political party's offer of financial and organizational backing in a run for the Government Leadership. Similarly, if an established party committed its resources to a particular candidate, she would enjoy a great advantage over her competitors.

It is no coincidence that in Britain and in Canada disciplined political parties developed - and independent MPs largely disappeared - in the late nineteenth century, just as expansion in the size of the electorate made it impossible for candidates for parliament to mount effective campaigns without the financial and organizational support of a major party. A similar process would likely occur in the NWT.

Public financing, perhaps coupled with strict election finance legislation, could significantly reduce the need for candidates to raise money, but this could become very expensive and raises difficult issues.⁹ It is also true that many residents of the NWT have demonstrated indifference or aversion to the traditional southern political parties. Both these factors would mitigate against the involvement of parties in Government Leadership campaigns. Yet the need for organization would likely exert a stronger influence in favour of party involvement.

Pressures on MLAs/Candidates to Form Alliances

Beyond the candidates' need for financing and organizational support, another set of factors would make the emergence of political parties all but inevitable. It would be difficult for MLAs (and would-be MLAs) to avoid expressing their preferences among the candidates for Government Leader, for two quite separate reasons. First, given the obvious importance of the office, their electors would rightly want to know who MLAs and candidates for the Assembly supported for Government Leader. Secondly, many MLAs and candidates for MLA would find it in their political interest to ally themselves with Government Leadership candidates. In the Assembly, this would improve their chances of being selected for cabinet, and on the hustings it might enhance their electoral prospects to be associated with a popular candidate. And if the constituency politicians had incentives to declare their support for and to campaign on behalf of Leadership candidates, those candidates would be even more likely to seek the assistance of popular local MLAs in their bids for territorial office.

Parties Would Not Necessarily Follow Southern Models

The outcome would by no means necessarily be the entry of the traditional southern parties into territorial politics. Yet it would seem unavoidable that, for reasons of finance, organization and mutual political need, 'teams' of politicians would campaign together for the Assembly under the leadership of a candidate for Government Leader, and, once elected to the Assembly, follow a common course of action. (The emergence of one grouping would of course strongly encourage the organization of other groupings since individual MLAs and leadership candidates would not wish to be without dependable allies in the face of organized opponents.) These 'teams' or 'groupings' might not correspond to the familiar parties of national politics, and they might not be as disciplined, as stable or as permanent, but, for all intents and purposes, they would be political parties. Political institutions in the NWT have evolved in different ways than they have in southern Canada, and parties might well take on uniquely northern features. Yet whatever northern adaptations they took on, they would still essentially be political parties. And the presence of political parties would dramatically alter the operation of the Assembly and indeed, fundamentally change the nature of territorial politics.

The Emergence of Parties May Take Time

The proposition that political parties, perhaps of a uniquely northern type, will necessarily follow the introduction of popular election of the Government Leader is, to me, unassailable. One important qualification bears noting, however, and that is the timing of this development. It could well take three or four elections before full-fledged parties became the norm for Leadership elections, as the election process evolved, as the advantages of organized party support for candidates became apparent, and as politicians gained experience with this fundamental shift in the nature of territorial politics. And of course only one more election is likely to take place before the division of the NWT in 1999, with all the fundamental institutional changes that division will entail. This point is examined in the Conclusion.

V. CONCLUSION

This paper has examined some of the likely consequences of introducing territorial-wide election of the Government Leader in the Northwest Territories. It suggests that the greatly heightened political authority of an elected Government Leader would in all probability increase the discipline and cohesion of cabinet, thereby making for more consistent public policy, and it would also improve the accountability of government to the people. Whether it would make the Assembly more or less confrontational and conflictual is difficult to predict. The paper also demonstrated, at least in general outline, the nature of the fundamental changes which would mark the end of Westminster-style 'responsible government' in the NWT. Various options were presented as to how the Government Leader might be elected; the underlying point in this discussion was that no obvious or inherently superior method of territorial-wide election exists. Finally, the paper argued that election of the Government Leader would inexorably lead to the emergence of political parties, though not necessarily parties on the southern model.

One evident conclusion from the analysis presented above is that moving to adopt election of the Government Leader would have very far-reaching, long-term consequences well beyond altering the political dynamics in the Assembly. Changes of this magnitude clearly need to be thought through very carefully before any decisions are made.

Experimenting with an Elected Government Leader as a Precursor to 1999?

An unusual feature of the possible adoption of an elected Government Leader system is the issue of timing. Some of the probable or possible consequences would occur immediately, but others would evolve over a longer period. Yet the NWT in its current form will only exist for another six years, during which time only one election is likely. In a sense, then, a decision to move to electing the Government Leader would be significantly less risky than it otherwise might be, since it could be abandoned in a few years, when the governmental institutions in Nunavut and in the Western Territory are created, if it did not work out satisfactorily. (The premise here is that, in the NWT as elsewhere, once established, government institutions are not easily reformed in fundamental ways.) In other words, a decision to elect the Government Leader could be viewed as an experiment in governance, prior to designing the governmental institutions of the new territories which will come into existence in 1999.

This is not to say that the experiment could be abandoned in 1999 without lasting consequences should it prove unsatisfactory. Most notably, once established, political parties would likely persist through the transition to whatever forms of government were created in the new territories.

NOTES

1. Henceforth, unless otherwise stated, the term 'election' with respect to the Government Leader means territorial-wide election.
2. If the Government Leader were not an MLA and if her cabinet were also composed of non-MLAs, then this would be, in effect, an American presidential-congressional system. Some semi-parliamentary systems, such as France and Sri Lanka, combine a popularly-elected president with a cabinet of elected members, headed by a prime minister, which is responsible to the legislature. The assumption here is that neither of these systems are desired in the NWT.
3. In formal constitutional terms, governmental authority in the NWT is exercised by the Commissioner, who is subject to direction by the Minister of Indian Affairs and Northern Development. The political reality, of course, is that effective power in the NWT is held by the Legislative Assembly and the cabinet.
4. In order to avoid the cumbersome "he/she" and "his or her", the Government Leader is referred to in both the male and female gender.
5. In the current system, if opinion among ordinary members were to run very

strongly against the Government Leader, she would likely be forced to resign or she would be replaced by the MLAs. As discussed below, however, the Assembly would have at best limited capacity to remove an elected Government Leader.

6. The House might be empowered to remove a Government Leader in the case of serious criminal wrongdoing, but this is a very different issue.
7. For example, each riding would have 100 'points' (electoral college votes), which would be allocated to candidates according to the proportion of actual votes they polled in the riding. Thus a candidate who attracted 40 per cent of the popular vote in a riding would win 40 per cent of its 'points'. The candidate with the largest number of 'points' overall would win the election. This approach has been used to elect party leaders in several provinces.
8. The process is similar to that followed at most party leadership conventions, except that voters' choices are all indicated on one ballot rather than in successive ballots.
9. For example, would everyone who wished to run be subsidized? It might seem reasonable only to subsidize candidates who attracted a certain percentage of the vote (say 10 or 15 per cent), but without the money to conduct an effective campaign, many candidates would be unable to reach this threshold.

In addition, unless the subsidy were very substantial – perhaps as much as \$100,000 per candidate – it wouldn't really remove the requirement for extensive private financing of campaigns.

3-4
Legal/Constitutional Issues

NUNAVUT IMPLEMENTATION COMMISSION

TOPIC:

Status Report on Nunavut Implementation Commission

FACTORS:

- Nunavut Implementation Commission (NIC) is a body established to advise the federal and territorial governments and Nunavut Tunngavik on issues arising from the creation of Nunavut.
- The NIC is composed of a Chairperson and nine Commissioners appointed by Order in Council. The GNWT, the federal government and Nunavut Tunngavik will each nominate three Commissioners, and all three parties must agree on the appointment of a Chairperson.
- Mandate is to provide advice on the following subjects:
 - timing of take-over of responsibilities;
 - process for establishing first Legislative Assembly;
 - design and funding of training programs;
 - process for choosing location of capital;
 - principles and criteria for dividing assets and liabilities;
 - plan for construction of necessary infrastructure;
 - administrative design of new government;
 - transitional delivery of programs; and
 - any other matter referred by the parties.

NUNAVUT IMPLEMENTATION COMMISSION

ISSUES:

- The GNWT and the Nunavut Tunngavik have nominated their members to the NIC; however, the federal government has yet to make any appointments. There is a statutory requirement that the NIC be appointed before December 10, 1993. The appointments are expected to be completed early in December.

WESTERN CONSTITUTIONAL DEVELOPMENT

TOPIC:

Status Report on Constitutional Development Steering Committee Meeting, Norman Wells, September 24 - 25, 1993

ISSUES:

Principles to Guide the Western Constitutional Process

- Members reaffirmed the following:
 - commitment to develop a western constitution and structure of government
 - recognition/support of Aboriginal peoples' inherent right of self-government
 - community, regional and central structures of government in the west
 - support for the CDSC process.
- Members also agreed that it would be desirable to hold a plebiscite on proposals for a constitution and structure of government for the west.

WESTERN CONSTITUTIONAL DEVELOPMENT

ISSUES:

Structure and Mandate of CDSC and its Working Group (CDSCWG)

- Representatives agreed that the membership and mandates of the Constitutional Development Steering Committee (CDSC) and its Working Group (CDSCWG) should remain the same.
- To address its large work load, CDSCWG has been directed to set up small sub-committees of CDSC members to draft recommendations for review by the full CDSC in December, 1993. The sub-committees include:
 - Constitutional Sub-Committee
 - Constitutional Conference Sub-Committee
 - Intergovernmental Relations Sub-Committee
 - Division of Assets, Liabilities and Finances Sub-Committee
 - Boundaries and Elections Sub-Committee
 - CDSC Workplans and Budgets Sub-Committee

CDSC Workplans and Budgets

- In addition to agreement on a number of issues respecting completing research projects and preparing for constitutional conferences, members agreed that following a constitutional conference, it would be desirable to establish a group to draft proposals on a constitution and structure of government and a western equivalent of the Nunavut Implementation Commission.

Division of Assets, Liabilities and Financing

- Assuming the Legislative Assembly establishes a special committee to address this matter, western MLAs on this committee would also constitute the CDSC sub-committee on division of Assets, Liabilities and Finances.

NUNAVUT IMPLEMENTATION COMMISSION

TOPIC:

Status Report on Nunavut Implementation Commission

FACTORS:

- The Nunavut Implementation Commission (NIC) appears in legislation in Part III of the Nunavut Act. It is a tripartite body established to advise the federal and territorial governments and Nunavut Tunngavik Inc. (NTI) on issues relating to the establishment of Nunavut.
- The NIC was developed during negotiations which lead to the Political Accord, as an advisory body in which all three parties could contribute to the development of Nunavut. It was established as an advisory body as it was recognized that the ultimate decision-making authority rested in the two governments and the Nunavut Tunngavik. It was also agreed that any financial discussions concerning funding of Nunavut would only be between the federal and territorial governments.
- The NIC is composed of a Chairperson and nine Commissioners appointed by Governor in Council. The two governments and Nunavut Tunngavik each nominate three Commissioners, and all three parties must agree on the appointment of the Chairperson. Each member will be appointed for a term not exceeding three years, with the possibility of re-appointment on the conclusion of a term. At least six of the Commissioners must be resident in Nunavut.
- The mandate of the NIC is to advise and recommend action to the two governments and Nunavut Tunngavik on issues relating to the establishment of Nunavut, including:
 - 1) a timetable for the assumption of responsibility of services by the Government of Nunavut;
 - 2) the process for the first election of the Legislative Assembly of the new territory, including the number of members and the establishment of the electoral districts;
 - 3) the design and funding of training programs;
 - 4) the process for determining the location of the new capital of Nunavut;
 - 5) the principles and criteria for the equitable distribution of assets and liabilities between Nunavut and the new Western Territory;

- 6) the infrastructure made necessary by the creation of Nunavut and the scheduling of its construction;
- 7) the administrative design of the first Government of Nunavut;
- 8) arrangements for the delivery of programs and services to the residents of Nunavut in those programs where the responsibility for delivery is to be phased in; and
- 9) any other related matter referred to it by the Minister of DIAND, with the agreement of the Government Leader and the President of Nunavut Tunngavik.

ISSUES:

- In the Political Accord it states that the NIC must be established within six months following the proclamation of the Nunavut Act. This would necessitate that the NIC members be named by December 10, 1993. The Government of the NWT has nominated three members (Joe Ohokannoak, Guy Alikut and Kenn Harper), and the Nunavut Tunngavik have nominated their two members (Bill Lyall and David Alagalak). As well, the GNWT and the NTI have proposed that John Amagoalik be considered as a candidate for the Chairperson of the Nunavut Implementation Commission.
- It is expected that as soon as the Commissioners are appointed, the hiring of staff and the establishment of an office will commence immediately in order to begin the task ahead.

WESTERN CONSTITUTIONAL DEVELOPMENT

TOPIC:

The Constitutional Development Steering Committee (CDSC) met in Norman Wells September 24 - 25, 1993. Twenty-one members attended, discussions were positive, and members left with a sense of accomplishment.

ISSUES:

Principles to Guide the Western Constitutional Process

- Members reaffirmed their commitment to develop a constitution and establish a structure of government for a western territory and they reaffirmed their recognition and support for Aboriginal peoples' inherent right of self government.
- They generally agreed there should be some form of community, regional and central governments within a single western territory.
- They also reaffirmed their support for the CDSC process.
- It was agreed that it would be desirable to hold a plebiscite on the final constitutional proposal and structures of western government.

Structure and Mandate of the CDSC and its Working Group (CDSCWG)

The current membership of the CDSC is 26 and the CDSCWG is 11. Some members felt the CDSC is too large and unwieldy to operate effectively. After considerable discussion, it was agreed that:

- the membership and the mandates of the CDSC and CDSCWG will remain the same;
- however, to speed up the work, CDSC will delegate tasks to the CDSCWG which will create smaller sub-committees of CDSC members to draft recommendations for the full CDSC to review;
- sub-committees to be established immediately include:
 - **Constitutional Sub-Committee** which will draft principles to guide the CDSC process and identify themes/issues for the 1994 constitutional conference;
 - **Constitutional Conference Sub-Committee** which will plan and host the 1994 constitutional conference;
 - **Intergovernmental Relations Sub-Committee** which will consider division of powers issues and relations between community, regional and central governments;

- **Division of Assets, Liabilities and Finances Sub-Committee** which will represent the west on any special committees or forums set up by the Legislative Assembly to address these issues;
- **Boundaries and Elections Sub-Committee** which will consider numbers of constituencies, boundaries, etc. for electing members to a western Legislative Assembly; and a
- **CDSC Workplans and Budgets Sub-Committee** which will draft short and longer term workplans and budgets for the CDSC process including strategies for federal funding and involvement.

CDSC will meet again in November to review proposals from the CDSCWG and its sub-committees.

CDSC Workplans and Budgets

The meeting produced general agreement that the following steps are required:

- complete group research projects;
- approve principles to guide CDSC process;
- identify themes for the first constitutional conference;
- conduct public information and consultation campaigns;
- conduct two constitutional conferences, the first in the spring or fall of 1994;
- formally designate an appropriate group to draft a proposal for a constitution and structure of government;
- conduct a campaign and plebiscite on the proposal; and
- establish a western equivalent to the Nunavut Implementation Commission.

It was agreed that it would be desirable to hold the plebiscite before the next territorial election in the fall of 1995.

Division of Assets, Liabilities and Financing Between East and West

It is assumed that the Legislative Assembly will form a special committee comprised of equal numbers of eastern and western MLAs to address this issue. The western MLAs on this committee would also constitute the CDSC's Sub-Committee.

CLAIMS AND SELF-GOVERNMENT NEGOTIATIONS/IMPLEMENTATION

TOPIC:

Status Report on NWT Claims and Self-Government Initiatives

NUNAVUT

- Process of implementing the claim and Nunavut are now underway but both await federal approval of appointments to Nunavut Claims Implementation Board, Nunavut Training Committee and the Nunavut Implementation Commission.

WESTERN NWT

All aboriginal groups noted below are participants in the western constitutional development process.

- **Inuvialuit:** IRC has changed its focus from self-government negotiations to jointly developing a regional public government proposal with the Gwich'in.
- **Gwich'in:** The Gwich'in claim is in the early stages of implementation; however, the federal government has yet to formally approve appointments to a number of boards.
- **Sahtu:** The Sahtu claim was signed in September and now awaits settlement legislation.
- **Dogrib:** Comprehensive claims negotiations are expected to start in 1994. The Dogrib Treaty 11 Council has advocated self-government in presentations to the western constitutional process.
- **Deh Cho:** No regional claims negotiations are taking place in the Deh Cho.
- **NWT Treaty 8 Dene:** Treaty Land Entitlement discussions are currently taking place. The Treaty 8 Council is currently developing its position on relations with a new Western Territory.
- **Metis Nation:** The Metis Nation is seeking ways to protect its membership's interests during Treaty Land Entitlement Negotiations with Treaty 8 Dene.

CLAIMS AND SELF GOVERNMENT NEGOTIATIONS/ IMPLEMENTATION

TOPIC:

Status Report on NWT Aboriginal Claims and Self Government Negotiations and Implementation

NUNAVUT:

Nunavut claim settlement legislation and the *Nunavut Act* were proclaimed July 9, 1993 in Coppermine and the process of implementing the claim is underway. A current outstanding issue is the delay in the appointment, by Order-in-Council, of members on the Nunavut Claim Implementation Board and the Nunavut Training Committee. Appointments to the Nunavut Implementation Commission are also delayed until after the federal election.

WESTERN NWT:

Inuvialuit

Until recently, the Inuvialuit Regional Corporation (IRC) had been seeking to secure a commitment from the federal government to begin self-government negotiations. The Inuvialuit claim guarantees that they can secure Aboriginal rights similar to other claimant groups. IRC was seeking self-government negotiations on the basis of the obligation to negotiate that was secured by the Gwich'in and Sahtu claimant groups in their recent claims agreements. However, the IRC's focus has recently changed as they, the Gwich'in Tribal Council and the Town of Inuvik are now collaborating on a regional public government proposal for consideration in the western constitutional development process.

Gwich'in

The Gwich'in claim is in the early stages of implementation. One of the first steps requires the establishment of various management boards; however, because of the national election, the federal government has not formally approved appointments of board members. The Gwich'in Tribal Council has received \$200,000 from the federal government to prepare for self-government negotiations, although no schedule for talks has been set.

Sahtu

The Sahtu claim was signed in September and now awaits settlement legislation. The Sahtu claim contains provisions for self-government negotiations with the region's Dene and Metis residents. They have recently received funding from DIAND to prepare for negotiations. In addition, the Sahtu Tribal Council has presented its position on self-government to the Constitutional Development Steering Committee.

Dogrib

The Dogrib Treaty 11 Council is arranging to begin comprehensive claim negotiations with the federal government in 1994. The Council has outlined its approach to Aboriginal self-government in presentations to the Constitutional Development Steering Committee.

Deh Cho

The Deh Cho Tribal Council has rejected the comprehensive claims process and has yet to agree with the federal government on any other process. The federal government maintains its position that Aboriginal claims will be dealt with through the settlement of a comprehensive claim based on the April 9, 1990 Dene/Metis final agreement or implementation of treaty provisions regarding reserve lands. The Tribal Council is participating in the western constitutional development process and has made presentations outlining its approach to self-government.

NWT Treaty 8 Dene

The NWT Treaty 8 Council has rejected the comprehensive claims process and initiated discussions with the federal government based on the Treaty Land Entitlement process. The Council is currently developing a position on how Treaty 8 First Nations would "get involved and participate in approaching a new Western Territory".

Metis Nation

The Metis Nation has outlined its vision for public and self-government in the western constitutional process and is seeking ways to ensure that the claims interests of its membership in the Treaty 8 region are protected during the Treaty Land Entitlement negotiation process.

LEGISLATIVE AMENDMENTS FOR ELECTIONS/BOUNDARIES

TOPIC:

Establishment of Electoral Boundaries for 1999 Elections for Nunavut and Western Assemblies

FACTORS:

With the passage of the *Nunavut Act*, a new territory and legislature will be created on April 1, 1999. Writs for the first election of members of the Nunavut Assembly must be issued within thirty days after the section of the *Nunavut Act* creating Nunavut comes into force (section 3) (contemplated to be April 1, 1999). On the date that the Nunavut Territory is created, all members of the Northwest Territories Legislative Assembly who represent "Nunavut" communities will cease to be members of the NWT Legislative Assembly. Given this fact, and bearing in mind administrative and cost factors, it is suggested that it would be appropriate to hold elections for Nunavut and the new Western Territory simultaneously as quickly as possible following April 1, 1999.

ISSUES:

1. Prior to the actual creation of the Nunavut electoral boundaries, are there any amendments required or desirable to the existing NWT boundaries?
2. How will the boundaries for the Nunavut Assembly be established?
3. Given the creation of the Nunavut Assembly, what will be the legal consequences to the NWT Assembly's boundaries?
4. If desired, what existing legal mechanisms are available to the NWT Assembly to review its electoral boundaries?
5. What legislative changes, if any, will be required to hold elections in both territories in 1999?

LEGISLATIVE AMENDMENTS FOR ELECTIONS/BOUNDARIES

RECOMMENDATIONS:

Time Frame for Preparing for Two Territorial Elections in 1999

- (a) Motion during the November '93 Session to have the Electoral District Boundaries Commission review and recommend to the House at the February '94 Session alterations to existing constituency boundaries to conform with the boundary as established in the *Nunavut Act*.
- (b) Appropriate amendments to the *Legislative Assembly and Executive Council Act* for consideration by the Assembly no later than the fall Session of '94.
- (c) Territorial-wide elections, with the new boundaries, would be held in 1995.
- (d) Following the '95 election, separate processes would be initiated to recommend new constituency boundaries in the east and west. To allow for amendments to the *Legislative Assembly and Executive Council Act* in time for elections in 1999, these processes should be completed no later than early 1998.
- (e) Similarly a review of the *Elections Act*, in consultation with the Nunavut Implementation Commission, will have to be completed no later than early 1998 to determine what amendments, if any, are required for elections in 1999.

OPTIONS PAPER

TOPIC:

Establishment of Electoral Boundaries for 1999 Elections for Nunavut and Western Assemblies

FACTORS:

With the passage of the *Nunavut Act*, a new territory and legislature will be created on April 1, 1999. Writs for the first election of members of the Nunavut Assembly must be issued within thirty days after the section of the *Nunavut Act* creating Nunavut comes into force (section 3) (contemplated to be April 1, 1999). On the date that the Nunavut Territory is created, all members of the Northwest Territories Legislative Assembly who represent "Nunavut" communities will cease to be members of the NWT Legislative Assembly. Given this fact, and bearing in mind administrative and cost factors, it is suggested that it would be appropriate to hold elections for Nunavut and the new Western Territory simultaneously as quickly as possible following April 1, 1999.

DISCUSSION ON ISSUES RAISED:

1. Existing NWT Electoral Boundaries

Prior to the actual creation of the Nunavut electoral boundaries, are there any amendments required or desirable to the existing NWT boundaries?

The boundary of Nunavut Territory and the Western Territory does not neatly coincide with existing electoral boundaries. Some western arctic constituencies extend into the Nunavut Territory and vice versa. It is our understanding that no people reside in the overlap area. In order to properly divide functions relating to the establishment of electoral boundaries for both territories, consideration should be given to revising the existing electoral boundaries so as to ensure that electoral boundaries conform to the boundary dividing the two territories. This could be achieved by requesting the Electoral District Boundaries Commission, already established under the *Electoral District Boundaries Commission Act*, to review and recommend alterations to the existing boundaries. A resolution of the Assembly would be required for such a request (s. 5(2)). Given that reform to the current electoral boundaries does not affect any people or communities, and given that the boundary between the Nunavut Territory and the Western Territory has already been determined, it is expected that the Commission could complete its review and make its recommendations to the Assembly relatively quickly. The appropriate amendments could then be made to Schedule A of the *Legislative Assembly and Executive Council Act* which would allow the 1995 election to be held with the new electoral boundaries in place.

2. Boundaries for the Nunavut Territory

How will the boundaries for the Nunavut Assembly be established?

The *Nunavut Act* establishes the Nunavut Implementation Commission and expressly contemplates that the number of members and the electoral boundaries of the first Assembly in Nunavut will be established by the Governor in Council (federal) taking into account advice of the Commission (s. 14(2) and 58(b)). The relevant provisions read as follows:

- s. 14(2) For the first Assembly, the Governor in Council shall, by order, prescribe the number of members of the Assembly and describe and name the electoral districts in Nunavut, but in no event shall the number of members of the first Assembly be less than ten.
- s. 58 The mandate of the Commission is to advise the Government of Canada, the Government of the Northwest Territories and Tungavik on the establishment of Nunavut and, in particular, to advise on
- (b) the process for the first election of the members of the Assembly, including the number of members and the establishment of electoral districts.

Accordingly, while the prerogative of establishing electoral districts in Nunavut is exclusively within the realm of the federal government, the *Nunavut Act* clearly contemplates that the Nunavut Implementation Commission will play a role in advising the Government of Canada, the Government of the Northwest Territories and Tungavik. The legislation does not preclude other bodies or governments from advising the Government of Canada on this issue and what role, if any, the Legislative Assembly and other entities will play in this regard will have to be decided.

3. Legal Consequences to the NWT Legislative Assembly

Given the creation of the Nunavut Assembly, what will be the legal consequences to the electoral boundaries of the NWT Legislative Assembly?

The *Nunavut Act* does not alter the legal status of the existing NWT Legislative Assembly. Upon the creation of Nunavut, the *NWT Act* is amended so as to reduce the geographic boundaries of the Northwest Territories to that portion of the existing Northwest Territories that is not within Nunavut (s. 77). This is the only consequential amendment made to the *NWT Act* by the *Nunavut Act*. Accordingly, upon the creation of Nunavut on April 1, 1999, those members of the NWT Legislative Assembly representing communities in Nunavut will no longer be members of the NWT Legislative Assembly. Members representing communities in the western arctic will continue to be members and the NWT Legislative Assembly will continue to have all the powers it currently exercises by virtue of the *NWT Act* within the newly defined Northwest Territories.

It should be noted, however, that an amendment to the *NWT Act* will be required if changes are not made to the electoral boundaries of the "new" Northwest Territories which result in an increase in the number of members. Section 9(2) of the *NWT Act* provides that the Council of the Northwest Territories shall consist of no less than fifteen members. It is agreed that this requirement should not affect the legal status of the NWT legislature during the interim period between the time that Nunavut is formed and new elections are held in a Western Territory, but, if amendments are not made to the *NWT Act*, it will be necessary to have fifteen ridings at the time of the first election in 1999 for the new Western Territory.

4. Western Territory Boundaries

If desired, what existing legal mechanisms are available to the NWT Legislative Assembly to review its electoral boundaries?

The existing *Electoral District Boundaries Commission Act* provides a legal mechanism for a review of the electoral boundaries in the new Western Territory. Section 5(2) provides that the Electoral District Boundaries Commission shall review the areas, boundaries, name and representation of one or more existing electoral districts as specified by resolution of the Assembly. The Commission is already in existence and is composed of Richard I. Hardy, Rosemary Kuptana, and Justice Tallis of the NWT and Saskatchewan Court of Appeal (it is a requirement that one member be a judge of the Supreme Court or the Court of Appeal). Unless changes are made to the Act, or to the appointments made, this will be the Commission that will review the electoral boundaries of the new territory. If this is not desirable, consideration may be given to a resolution of the Assembly revoking one or all of the existing appointees and substituting new appointees (bearing in mind that there is a statutory requirement that one appointee be a judge of the Supreme Court or the Court of Appeal). This "new" Commission would then be tasked with creating new boundaries. Alternatively, consideration may be given to the creation of a new Act of the Assembly which would set forth in greater detail the process of establishing electoral boundaries of the new Western Territory.

Finally, it must be noted that all members of the Northwest Territories Legislative Assembly would legally have the right to vote upon issues and legislation which would only impact upon the new Western Territory. It would most likely be unconstitutional to enact legislation which would provide that only western arctic members could vote on legislation pertaining to the new territory. Practically, however, all members may agree by political convention that only western arctic members will debate or vote on those matters which clearly affect only the new territory while retaining the right for all members to vote on those issues which have an impact on both territories.

5. Legislative Changes for Elections in 1999

What legislative changes, if any, will be required to hold elections in both territories in 1999?

The *Nunavut Act* expressly provides that the laws in force in the Northwest Territories continue to be in force in Nunavut in so far as they are not repealed, amended, or rendered inoperable in respect of Nunavut (s. 29). Further, the *Elections Act (Canada)* is consequentially amended so as to allow the Chief Electoral Officer to enter into agreements with Nunavut to conduct elections in accordance with laws continued in Nunavut (being the *NWT Elections Act*). If it is determined that an election be conducted in accordance with the existing *Elections Act*, amendments to that Act will be required, but the basic structure will be available to be used. One example of a required amendment is that the definition of "electoral district" refers to an electoral district set out in the *Legislative Assembly and Executive Council Act*. Depending on the structure which is adopted, this definition may have to be amended so as to ensure that the Nunavut electoral districts are clearly referable. Similarly, "member" is defined as member of the Legislative Assembly and this will have to be amended so as to refer to the election of members of the Nunavut Assembly. Alternatively, a separate *Nunavut Elections Act* may be contemplated for enactment by the NWT Legislature prior to the creation of the new territory. This Act could deal specifically with the 1999 elections and model large parts of the existing *Elections Act*.

RECOMMENDATIONS:

Time Frame for Preparing for Two Territorial Elections in 1999

What time frames are appropriate for ensuring that the transition to two territories is handled efficiently?

- (a) It is recommended that the Legislative Assembly of the Northwest Territories consider a resolution during the November 1993 session seeking to have the Electoral District Boundaries Commission review and recommend alterations to the existing boundaries so as to ensure that the boundaries of existing constituencies conform with the boundary of Nunavut Territory and the Western Territory. The Commission should be asked to report to the NWT Legislative Assembly in February 1994.
- (b) Following receipt of the Boundaries Commission's report in February 1993, appropriate amendments should be drafted to Schedule A of the *Legislative Assembly and Executive Council Act* for consideration by the Assembly in the spring of 1994 or, at the latest, during the fall session in 1994.

- (c) Territorial-wide elections, with the new electoral boundaries, would be held in 1995.
- (d) **Nunavut Boundaries** - Pursuant to s. 58(b) of the *Nunavut Act*, the Nunavut Implementation Commission is mandated to provide advice to the federal government, Government of the Northwest Territories and Tungavik on the issue of new electoral districts for Nunavut. The number of members and electoral boundaries for the first Nunavut Assembly will be set by the Governor in Council. As other bodies or governments are not precluded from similarly advising the federal government, the government of the Northwest Territories and Tungavik, a decision will have to be made as to whether other entities should be involved in providing advice on the electoral districts for Nunavut. In addition, a decision must be made as to the process and time frame for providing advice on the electoral districts in Nunavut. Ideally, this process should begin as early as possible and should, in any event, be completed by no later than early 1998 so as to allow for appropriate legislative changes.

It is recommended that the Nunavut Implementation Commission, and possibly other agreed-upon organizations, review the existing *NWT Elections Act* to determine what, if any, amendments are required for elections in 1999. This review should take place and be completed no later than early 1997 so as to ensure early passage through the NWT Legislative Assembly of appropriate amendments by no later than late 1998.

- (e) **Western Territory Boundaries** - A framework already exists within the NWT for advising the NWT Legislative Assembly on new electoral districts. A decision must be made as to whether to continue with the existing Electoral Boundaries Commission, either with its current or new members, or develop a new structure to determine the boundaries of the new Western Territory. Ideally, this process should begin as early as possible and must be completed no later than early 1998 so as to allow for appropriate amendments to the *Legislative Assembly and Executive Council Act* in time for elections in 1999. At the same time, and depending on how many constituencies are recommended for the new Western Territory, an amendment to the *NWT Act* may be required if less than fifteen constituencies are proposed.

The above process for establishing new western electoral boundaries is predicated on the assumption that the structures currently in place in the Northwest Territories (i.e. the *NWT Act* and NWT Legislative Assembly) will continue to be the operative structures for decision making in the new Western Territory. It is important to note that the selection of new electoral

boundaries in the western arctic is one of many decisions that may be affected by the development of a new constitution for the Western Territory. Currently, the *NWT Act* is the "constitution" of the Northwest Territories. In the broader context, three options are possible in the Western Territory.

- (i) Agreement is reached on a new constitution and the federal government enacts legislation to reflect that agreement and repeals the *NWT Act*.
- (ii) Agreement is reached on the need for amendments to the existing *NWT Act* and the federal government enacts amendments which have the effect of making the powers of the new Western Territory similar to those of Nunavut.
- (iii) No agreement is reached by 1999 and the existing provisions of the *NWT Act*, including those pertaining to the number of elected members, remain in force.

3-5

**Education/Human Resources and
Training Issues**

SOCIAL CONTEXT

HEALTH AND SOCIAL FACTORS

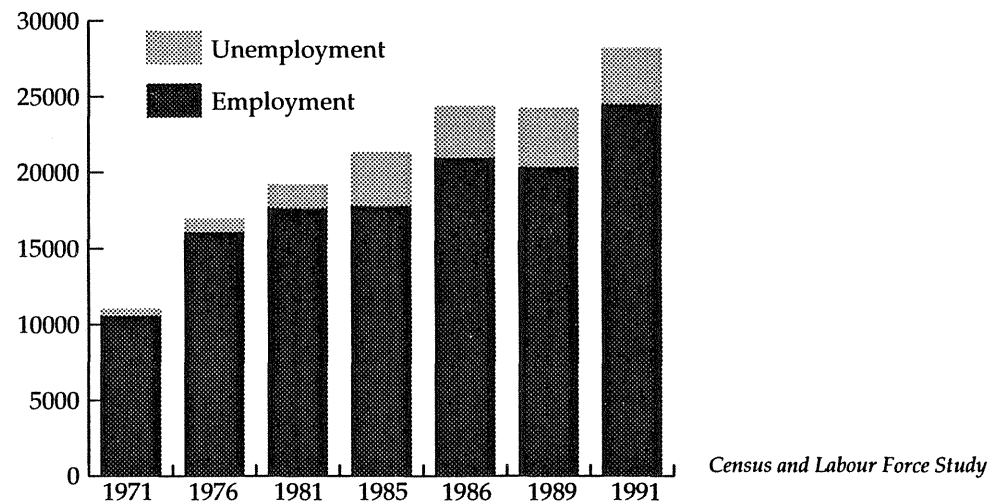
- Socio-economic conditions can either hinder or promote the development of healthy individuals, healthy communities, and a healthy economy. Conditions in many N.W.T. communities hinder individual and community development.
- One quarter of all households in the N.W.T. have a serious housing problem. Crowding is the major problem.
- Suicide rates among 15 to 24 year olds is five times the national average.
- Family violence, abuse, alcoholism and fetal alcohol syndrome are problems many families and communities experience.
- 25% of students have special needs. They require additional support in school and/or require their school program to be modified.

EMPLOYMENT AND INCOME

- Most people in the N.W.T. participate in the wage economy.
- More than 60% of all aboriginal people work for wages at some point during the year. One or more people in 89% of aboriginal households in the East, and 85% in the West, worked for wages in 1989.
- Unemployment for aboriginal people was 25% in June 1991. This does not include discouraged workers.
- 81% of total income for aboriginal households is from wages and salaries. 6% is from social assistance.
- However, many families don't get enough work to get an acceptable level of income. The incidence of unemployment and poverty is much higher among aboriginal people than non-aboriginal people.
















THE LABOUR MARKET

EMPLOYMENT AND UNEMPLOYMENT 1971 TO 1991



- Between 1985 and 1989 total employment in the NWT grew by 14% - an increase of 2500 new jobs.
- Aboriginal peoples employment grew by 25%, an increase of about 1500 new jobs and \$41 million in income.
- Between 3500 and 4000 jobs "turn over" every year.
- 3000 to 4000 people move to the N.W.T. each year. Most are adults moving here for jobs.
- Equitable participation in the labour market would mean 3700 more jobs for aboriginal people and \$204 million in additional income.
- Job access has major potential for employment development in the NWT Improving access is dependent on improving levels of education and training.

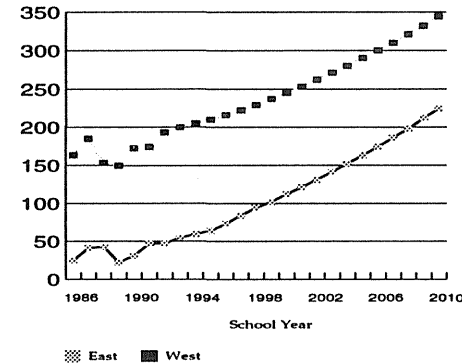
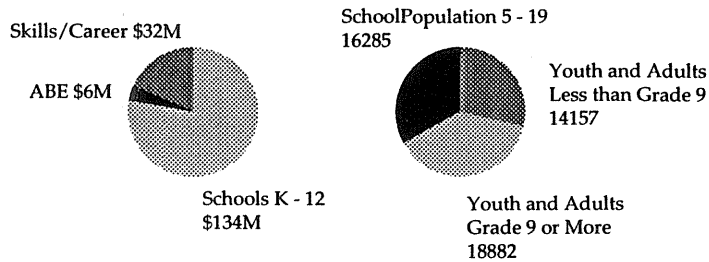
THE LABOUR MARKET

Level of Education Unemployment Rate	Number of People 15 years and over	Number of Jobs and Number of Jobs per Person	Type of Work and Average Income
Grade 8 or Less 38% unemployment	11,152 	3,056 jobs 0.27 per person  	Clerks, Salespeople, Construction Labourers, Truck Drivers, Service Workers, Wait Staff, Food Preparation \$ Average Income: \$13,621
Grade 9-11 22% unemployment	5,715 	2,962 0.51 jobs per person  	Administrators, Clerks, Salespeople, Construction Labourers, Truck Drivers, Service Workers \$\$ Average Income: \$21,370
High school Diploma 8% unemployment	5,307 	4,109 .77 jobs per person  	Managers, Administrators, Clerks, Secretaries, Bookkeepers, Service Workers, Salespeople. \$\$\$ Average Income: \$29,276
Certificate or Diploma, Trades, College Education 10% unemployment	8,394 	6,667 0.79 jobs per person  	Managers, Administrators, Carpenters, Plumbers, Welders, Secretaries, Bookkeepers, RCMP, Park Wardens, Fire Fighters, Child Care Workers, Language Specialists, Teachers' Aids, Community Health Representative. \$\$\$\$ Average Income: \$32,056
University Degree 1% unemployment	3,611 	3,381 0.94 jobs per person  	Managers, Teachers, Lawyers, Social Workers, Psychologists, Biologists, Geologists, Engineers, Architects, Doctors, Nurses, Dieticians, Pharmacists, Laboratory Technologists. \$\$\$\$\$ Average Income: \$48,809

EDUCATION AND TRAINING

DIRECT EXPENDITURES AND NUMBER OF POTENTIAL CLIENTS

SECONDARY SCHOOL GRADUATES EAST/WEST 1986-2010



Expenditures (Millions)

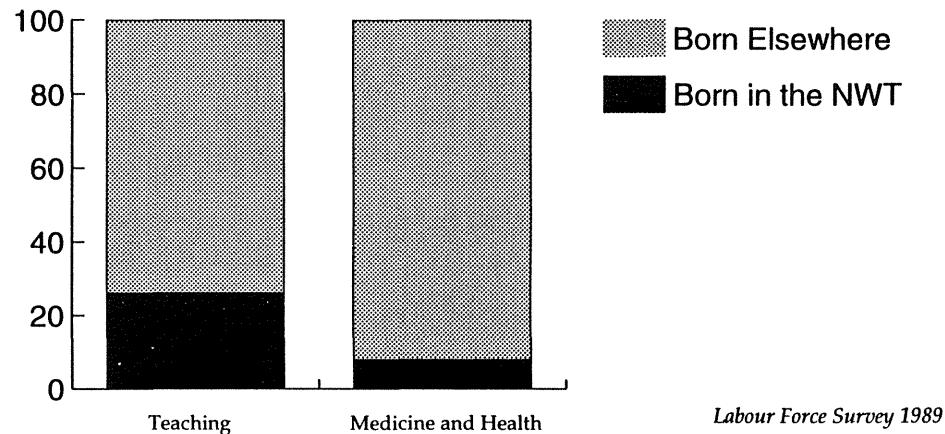
Potential Clients

Secondary School Graduates

- There is an extreme mismatch between the skills of the resident population of the NWT and the needs of employers.
- Of all people with a Grade 8 or less, about 25% are employed, because there are not enough jobs. Employment rises to 50% for those with Grade 9 to 11, with no post secondary education. It is almost 80% for high school and other diplomas, such as trades and colleges, and 94% for people with University degrees.
- Adult basic education funding is very low when compared to the number of potential clients.
- Senior secondary school enrolment increased by 70% from 1988-89 to 1992-93, from 1397 students to 2379 students.
- Senior secondary school participation by aboriginal students increased from 683 students to 1193 students, between 1987 and 1991.
- Graduation rates have remained constant at about 24% and are expected to increase to 42% in the 1996 school year and will continue to rise.

JOB ACCESS: THE FUTURE

PEOPLE EMPLOYED IN TEACHING, MEDICINE, AND HEALTH BY PLACE OF BIRTH



- The NWT requires a highly skilled labour force. 70% of jobs require certificates or diplomas, including high school diplomas, or university degrees.
- Human Resources and Labour Canada predicts that in the next ten years, people will need 13 to 17 years of education for 43% of new jobs.
- 930 new jobs are expected in East with the creation of Nunavut. 85% of these jobs are at the Officer level and above. In 1989, less than 15% of Inuit in Nunavut had Grade 10 or more.
- In 1989, only 8% of people in health care occupations and 27% in teaching occupations were born in the NWT. Modest turnover means about 350 job openings each year in those occupations alone. Innovative programs are being designed and implemented to make these jobs more accessible and more northern specific.
- Improving aboriginal peoples' access to existing jobs has the potential to lower the level of unemployment significantly. Other benefits include more equitable income distribution and a work force representative of the population.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 1:

Innovative leadership and management programs based in the north and the south are needed to prepare youth for employment opportunities arising from the restructuring of government in the East and West prior to and following division.

FACTORS:

- School indicators show a marked increase in enrolment and attendance between 1987 and 1992. Graduation rates are expected to increase almost 20% by 1996.
- Schools are preparing youth to take advantage of future employment opportunities through community-based programs geared to individual student needs in a culturally relevant setting.
- Expansion of high school grades in many community and regional schools is improving access to education.
- Opportunities to upgrade are offered through the schools and Arctic College, and career centres help Northerners plan their working life. The dropout rate in the NWT is about 76%, compared to 32% for Canada as a whole.
- Schools are working towards fostering confidence and self esteem, which promote leadership qualities. Seventy-five per cent of executive and officer level positions in Nunavut are expected to be filled through local aboriginal hire. In the West, land claims initiatives have also identified the need for aboriginal managers.
- Innovation in post-secondary training includes specific highly skilled occupations, like education, medicine and management training.
- Boards and communities are developing long-term strategies to improve student outcomes.
- Strengthened community control will contribute to improved outcomes for students.

EDUCATION, TRAINING AND HUMAN RESOURCES

ISSUES:

- There is a continued need for resources for programs and infrastructure to meet increasing student enrolment in times of restraint.
- Funding is also an issue in specific areas, like language training for aboriginal educators.
- Restructuring the north has raised training expectations.
- Governance and community control contribute to student success and continue to be an issue.
- New linkages between the schools and the post-secondary system need to be explored.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 2:

Programs for youth must address their social environment through a stronger commitment to community development and career counselling initiatives.

FACTORS:

- The NWT has the youngest population in Canada and the highest birthrate.
- Youth (people age 15 to 25) comprise 22% of the labour force and 40% of the unemployed.
- The two most influential factors affecting the ability of youth to find jobs is their level of education and where they live.
- Youth often drop out of school before completing their program and then return for upgrading at high school or adult upgrading classes a few years later.
- Young people in the NWT are generally unaware of their education and career options.
- Youth face many social and health problems which impede their personal and career development.
- Stay-in-school initiatives and programs are needed to support young people so they can continue their education and training.

ISSUES:

- Attempts to address the needs of youth by government have often been done in isolation. More co-ordination is required among GNWT departments and agencies and between federal and territorial governments.
- Increased emphasis should be placed on career counselling to make NWT youth and their parents, particularly in smaller communities, more aware of, and encouraged by, education and career options.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 3:

A renewed focus on motivation and academic excellence is required to encourage the development of a highly skilled work force.

FACTORS:

- There is a high demand now in the NWT for highly skilled workers.
- Restrained budgets, program consolidation, downsizing management and changing technologies require innovation in the public service, drawing on teamwork and high production to get the job done.
- The federal government predicts that in the next 10 years people will need 13 to 17 years of education for 43% of new jobs.
- Motivation and academic excellence in training programs play an important role in achieving a highly skilled work force.
- Programming that meets student's needs, generates enthusiasm, recognizes success and uses high-quality programs in schools and at the College all contribute to student success.

ISSUES:

- Schools and the College alone cannot motivate students and staff to achieve academic excellence. Experience has demonstrated that involvement by the community, local business, and local leaders can produce change.
- Although results are improving, relatively few aboriginal people graduate from Grade 12 and acquire post-secondary certificates or university degrees.
- Motivating aboriginal students is critical at this time.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 4:

Review of entry-level standards and criteria for public sector jobs may be required and where possible, this review should recognize traditional or practical skills and experience and the valuable role they can play in developing jurisdictions in the NWT.

FACTORS:

- Aboriginal people are not adequately represented in management, technical and professional positions in the GNWT.
- Downsizing and restructuring government require highly skilled staff.
- Some job descriptions require qualifications that act as barriers for affirmative action candidates.
- Where specific qualifications are necessary, training and working partnerships could be established to match traditional knowledge with academic knowledge.

ISSUES:

- In many cases, hiring staff on the basis of equivalencies and competencies means that they need time and training.
- Programs and resources will be required to ensure that additional training is provided to complement experience and practical skills.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 5:

A renewed focus on taking full advantage of in-house training opportunities in the public and private sector is required.

FACTORS:

- The GNWT currently offers a number of in-house training programs designed to offer opportunities for training in a range of occupations at a variety of levels, from entry-level positions to senior management.
- Other departments, boards and agencies provide internal on-the-job training opportunities for existing or new employees.
- The GNWT works in partnership with employers to develop part-time literacy training for employees.
- Significant demand, government restraint, minimum education requirements, limited opportunities in smaller communities and low management turnover must be considered.
- Options to increase in-house training opportunities must be considered.

ISSUES:

- Increasing amount of in-service training will require more financial resources.
- Resources available for training in Nunavut will fall far short of the identified need (6% of the estimated requirement).
- Allocation of funds must reflect government priorities and community and individual needs.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 6:

Programs should be established for public and private sector aboriginal employees to upgrade their existing skills and prepare them for government employment opportunities arising from restructuring of government.

FACTORS:

- Government at all levels, from community to federal and aboriginal organizations such as tribal councils, dominates the jobs and economy of the NWT.
- There is a critical need for aboriginal people to upgrade their education levels and enhance their work skills to take advantage of employment opportunities.
- Student financial assistance figures demonstrate the growth in aboriginal students in post-secondary education and training.
- Arctic College programs have expanded to include training for many common occupations in government, as well as teacher training and a nursing program.
- Access to training and upgrading opportunities is critical.

ISSUES:

- Job opportunities will improve with decentralization of programs, self-government initiatives and the restructuring of government.
- There is a wide gap between the education levels and skills of aboriginal people currently in the work force and the current and projected skills requirements in the labour force.
- Human and financial resources to meet the needs will continue to be an issue.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 7:

More emphasis should be placed on the GNWT's Human Resource Plan for employee career planning and to prepare existing staff for future opportunities.

FACTORS:

- It is more economical to train an existing employee for a future job than to recruit a new employee.
- Performance appraisal is the foundation for good human resource planning and must focus on employee development.
- Career counselling and career pathing will be a major focus of this strategy.
- The GNWT, Arctic College and other partners have developed programs to encourage Northerners to train in key areas.

ISSUES:

- A system for human resource planning exists within the GNWT, but is not fully implemented.
- Workers' training needs must be provided for during fiscal restraint.
- The GNWT must identify the most important areas for staff development and training.
- Many administrative policies, like open recruitment, impair the government's ability to develop career paths for specific employees.
- Job sharing and combining studies with work are extremely difficult with GNWT's administrative policy.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 1:

Innovative leadership and management programs based in the north and the south are needed to prepare youth for employment opportunities arising from restructuring of government in the East and West prior to and following division.

FACTORS:

School Indicators

- Over 15,000 students attend school from kindergarten to grade 12. Most of the NWT curricula for kindergarten to grade 9 is northern developed curricula. Grade 10 - 12 includes Alberta courses and mandatory northern studies courses.
- There are 10,090 youth (15-24 years old) in the NWT. Of these 4,000 are enrolled in the school system and 990 are enrolled in post-secondary education in total.
- Attendance increased from 79% in 1981-82 to 85.7% in 1991. Truancy rates decreased from 17% in 1983 to 7.5% in 1991.
- Senior secondary school enrolment increased by 70% between 1988 and 1992.
- Senior secondary school participation by aboriginal students increased from 683 students to 1193 students, between 1987 and 1991.
- Graduation rates have remained constant at about 24% and are expected to increase to 42% in the 1996 school year and will continue to rise.

School Programs

- Youth are being prepared to participate in current and future employment opportunities through a continuum of community based school programs based on individual student needs in culturally relevant programs. Support for students with special needs is provided through Consultant Support, Support Teachers and Educational Assistants.
- Presently a number of new school curricula including Dene Kede, Inuuqatigiit, Social Studies, and Career and Technology Studies are being developed or implemented.
- Greater emphasis is placed on Maths and Sciences in all course sequences and the Northern Studies Program is a northern based graduation requirement in addition to the Alberta graduation requirements.

Access to School Programs

- Secondary school education access is being increased through the expansion of high school grades in many community schools. In 1993-94, twenty-six schools are offering senior secondary grades, so that students can finish their education without leaving their home community. High schools are being established in each region so that students who must travel to attend high school do not have to move far from home and can remain in a community in their own cultural area.
- Education programs to students in remote communities are being improved through Television Northern Canada programming, teleconferencing and distance education learning programs. Modularized secondary school courses provide flexibility in the system and make it easier to offer courses through distance education.

Opportunities for Youth to Upgrade

- The 1991 Census figures state that 3,160 youth between 15-24 years attained less than grade nine. For that year, 4,635 youth in that age group achieved grade nine to thirteen, 2,170 achieved some post-secondary education and 135 received a university degree.
- There is a strong relationship between grade level, achievement and employment. Each grade level achieved is important and particularly each high school grade level after grade 9. For example, only 30% of those with grade 6 are employed and almost all of these young people are aboriginal people. In contrast 85% of those with grade 12 are employed.
- The NWT school drop-out rate is about 76% compared to 32% for Canada as a whole. Considering only aboriginal students, the drop-out rate is closer to 90%.
- In the NWT there are more than 2600 out of school youth between grades 7 and 9 who could benefit from upgrading. Amongst aboriginal people 15 and over, 12% reached their highest grade level through upgrading. (This means that 88% receive their highest grade level through school.)
- Strategies such as the training of more aboriginal teachers to reflect the cultures of the students, the extension of school grades into communities and the offering of programs to attract drop-outs back into school resulted in increases in the secondary school enrolments of 28% in 1991-92, and 19% in 1992-93. In 1992-93, 379 students returned to school after having been out of school for one or more years. In 1982-83, there were only 144 students who returned to school after being out of school for one or more years.

- Through grade extensions in Rae-Edzo in 1992-93, 115 grade 10 students and 57 grade 11 students “dropped back in” to school.
- A higher completion rate of about 42% and a lower drop-out rate of about 58% is expected by 1996-97. Continued efforts by all partners in education will be necessary to continue to decrease the number of drop-outs from NWT schools.
- Youth who dropped out of school also receive upgrading through Arctic College and community literacy projects which are offered through small group learning, individual tutors and classroom programs. Communities are participating in the planning and delivery of programs to encourage literacy in the NWT’s official languages.
- Arctic College also offers academic upgrading to people who have left school before graduating, as well as a number of programs to train people for jobs in a variety of fields.
- Six career centres established in all regions of the NWT in 1993, provide services to northerners for a variety of programs from job search to career planning. Career counsellors and the centre’s resource library provide information on career options and northern residents’ educational needs. Counselling in life skills and self-management is also available.

Leadership

- Schools foster confidence and self esteem which promotes learning through appropriate programs and support initiatives. Some senior secondary students are able to develop leadership qualities and skills through integrated accommodation programs fostering the development of leadership.
- A range of innovative leadership programs is being developed between the College and other institutions based on current and future employment needs including Inuktitut Language Management Courses for first and second language learners which are offered at Nunatta Campus to prepare youth for employment in Nunavut. Atii in partnership with Arctic College also offers short term leadership training through interactive TVNC based training.

Management Programs

- Seventy-five percent of the executive and officer level positions in Nunavut are expected to be filled through local aboriginal hire. The Gwich’in and the Sahtu Claims have also identified training for management positions as a priority.

- Through the Public Service Career Training Program (PSCTP) affirmative action candidates are trained in management level positions in the GNWT on a full-time or part-time trainee program for GNWT Departments, Boards and Agencies. New management development components for the PSCTP are being piloted to train 8 to 12 GNWT affirmative action employees for management positions within the GNWT. Once the components are piloted they will be available through the PSCTP full-time or part-time training programs in every region.
- TVNC delivered an Arctic College developed board development program in Inuktitut with a specific emphasis on being a member of a board. There are diploma courses in Fort Smith and Iqaluit in management training as well as part-time courses in management offered in Yellowknife. There are also certificate programs in management areas offered in every region.
- Currently there are discussions between Arctic College, the Gwich'in and the University of Lethbridge to develop a management training program based on the needs identified within the Claim.
- The College is currently working in conjunction with Athabasca University on the development of a Cooperative Education Program in Management Studies.
- Innovation is occurring in post-secondary education training, supported by Student Financial Assistance, in specific highly skilled occupations such as education, medicine, and management training.

ISSUES:

- There will be a continued need for additional resources for programs and infrastructure to meet the increasing school student enrolment in times of financial restraint.
- Funding is also an issue in specific areas. Desire for increased aboriginal language and cultural programming particularly will increase the need for resources and training. For example, Tungavik will want to address the gap that exists between elementary school programs offered now and the need to offer junior and secondary instruction in Inuktitut. Similar needs will likely be identified in the Western Territory. Aboriginal teachers will be needed in high school programs and those who have completed their 2 year NWT program will need to continue their studies towards their B.Ed. Currently the federal government is providing \$550,000 in support of the community based teacher education programs in the NWT. The level of future federal funding for aboriginal languages is uncertain.

- If students are to achieve their potential they need an education that will serve them throughout their lives. They need staff with up-to-date and relevant knowledge and skills who work at developing strong partnerships between the school, the community and other agencies to meet student needs. Innovation in aboriginal training initiatives will be necessary.
- The establishment of Nunavut and the expressed goal to have 75% of their executive and officer positions be local aboriginal people has also raised further expectations for training.
- As communities gain control and responsibility for their schools they have considerable success in meeting student needs and in turn, students experience more success and stay in school longer. Strengthening community control of education will contribute to improved outcomes for students. Governance and community control of schooling will continue to be an issue.
- New linkages provided between schools and the post-secondary system need to be explored so that the students can be better assisted to achieve success.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 2:

Programs for youth must address their social environment through a stronger commitment to community development and career counselling initiatives.

FACTORS:

General

- The NWT has the youngest population in Canada and the highest birthrate. Thirty-five percent of the population is under the age of 15 years and 50% of these young people are Inuit. Because we have a very young and fast growing population, as many as 1000 new young people could enter the labour market every year in the 1990's, and more than 1500 per year by the year 2010.
- Youth (people age 15 to 25) comprise 22% of the labour force, and 40% of the unemployed. The unemployment rate for all youth is 27%, but the rate for aboriginal youth is almost four times the rate for non-aboriginal youth.
- The two most influential factors affecting the ability of youth to find jobs is their level of education and their home community. Fewer than 30% of youth in small communities who have dropped out of school with grade 9 or less are employed.
- As noted in Topic 1, youth in the NWT often drop out of school before completing their program, and then choose to return to community high schools or join adult upgrading classes a few years later.
- Young people in the NWT, particularly young people in small communities, are generally unaware of the range of education and career options available to them. Similarly, many are not aware of the impact their school program choices may have on future opportunities.

Social Context

- Youth is a critical time for most people to complete their basic schooling, and gain job experience and specific job skills. At the same time youth face many social and health problems in their communities which act as barriers to their personal and career development, and the development of their communities:
- Twenty percent of children in the NWT live in poverty. The parents of many children are young women who are single parents.
- The suicide rate among youth is five times the national average.

- There is a high incidence of alcohol, drug and substance abuse among youth. In one study conducted in Hay River it was estimated that at least 50% of grade nine students are already mid-range alcoholics.
- Family violence and sexual abuse is a serious problem affecting many northerners.
- The degree of need for services for children and youth is increasing. The number of children taken into care under the *Child Welfare Act* increased by 42% between 1990 and 1991. The two most common reasons cited were parental neglect and emotional/behavioural problems.

Youth Stay-in-School Initiatives

- Stay-in-School initiatives are needed to help youth stay in school. The GNWT actively supports the federal Stay-in-School initiative and has been involved in a consultative and/or direct role in a number of related projects. Stay-in-School initiatives include:
 - Post-secondary information sessions which are offered each year to provide students, parents and the general public with information to help them make more informed decisions about their education choices.
 - Trades Fair held annually to provide students with insights into occupations, both traditional and non-traditional, through interactive displays.
 - Discovering Choices Conferences which are intended to foster interest in Maths and Sciences among young women through "hands on" workshops and to stress the importance of these subjects in broadening career options. Conferences have been held in Yellowknife, Iqaluit and Fort Smith. Roberta Bondar, the first Canadian woman in space, was the keynote speaker at the conference in 1992.
 - Peer career counselling programs were piloted in Yellowknife and Iqaluit via teleconferencing to train students in interpersonal and career counselling skills. The pilot project has now been completed and the peer career counselling program will be modified for use in smaller communities.
 - A Natural Helpers project was piloted in Fort Providence in 1992. Through the project, interested individuals were identified and trained to counsel and provide support to others within the community. After completion of the project, planning packages will be available to other communities.
 - Through storefront career centres, staff are providing assessment and counselling services, labour market information and group workshops, educational planning and access to career resource libraries. Aboriginal youth have been identified as a priority target group.

- Career information partnerships between the GNWT and the federal government have formed and have collectively developed and distributed a career information newspaper to youth in all communities in the NWT. It is intended that this publication will be published twice a year. The focus of the newspaper entitled "Prospects" is to provide NWT specific career and labour market information.

Youth Programs

- The Youth Business Works Program encourages students to participate in cooperative small business ventures. Projects include elements of teamwork, problem solving, business awareness, record keeping and work skills. Participants are between the primary school age and 21 years of age. In 1992-93, 14 projects were approved under the program.
- In 1992-93, youth in the NWT received training through the funding provided through the Social Assistance Recipients (SAR) program. Services and programs are provided to social assistance clients receiving training including: counselling and career planning, a variety of training-on-the-job programs, and referral to skill development training, courses and services.

New initiatives are being developed to increase the education and training provided for people who receive social assistance in the NWT.
- These programs support youth so that they can continue their education and training. They are minor in comparison to the programs supporting youth provided through Social Services and Health.

ISSUES:

- Attempts have been made by various government departments and agencies, and non-government organizations, to address the needs of youth but these have often been undertaken in isolation of one another. Government, other agencies and communities will have to work together to ensure youth are able to gain the knowledge, attitudes and skills they need to be prepared for the future.
- The challenge is to develop innovative programs, services and approaches, and to evaluate existing ones, to meet the critical needs of youth. Youth need access to programs, supports and opportunities necessary to experience successes. Current initiatives will have to be examined and new initiatives developed.
- Increased emphasis should be placed on career counselling to make NWT youth and their parents, particularly in smaller communities, more aware of, and encouraged by, education and career options.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 3:

A renewed focus on **motivation and academic excellence** is required to encourage the development of a **highly skilled workforce**.

FACTORS:

The Need for a Highly Skilled Workforce

- There is a high demand now in the NWT for highly skilled workers. Twenty percent of jobs in 1989 were held by people with a high school diploma, 33% were held by people with certificates and diplomas, and 17% percent were held by people with university degrees (NWT Labour Force Survey). The unemployment rate for people with a university degree was 1%.
- Restrained budgets, program consolidation, downsizing management and changing technologies require people in the public service to be as innovative as possible, to work in teams to get the job done, and to be more productive. People working in the public service require a high level of knowledge, experience and work skills to be effective.
- Human Resources and Labour Canada predict that in the next ten years people will need 13 to 17 years of education for 43% of new jobs.

The Importance of Motivation and Academic Excellence in Education and Training Programs to Achieve a Highly Skilled Workforce

- To be motivated people first have to believe they can be successful and they have to have a clear understanding of what they can achieve by working hard. Positive results, easily identified role models and high expectations encourage individuals.
- Programming that meets students' needs is important to motivate learners to continue in their studies. College programs often incorporate adult basic upgrading and basic school programs which can be shaped to reflect the strengths and needs of students.
- Enthusiasm to do your job to the best of your ability is essential for success throughout the system. For example, the success of Qitiqliq School in Arviat, which has been recognized by the Conference Board of Canada, was the result of the combined efforts of students, families, the community, school staff and local businesses.

- Recognizing student and staff successes is also important. The College is working to build a reputation for success by participating in national awards programs. Over the past three years the Kw'antindee Bino Community Teacher Education Program was recognized internationally by UNESCO, the Keewatin Teacher Training Program was recognized by the Association of Community Colleges of Canada and the Conference Board of Canada recognized the Academic Studies Program offered in partnership with the N'dilo Band and the Atii partnership for management and administration seminar.

Developing High Quality School Programs which Promote Academic Excellence:

- Curriculum development follows an approved process similar to that in other Canadian jurisdictions. Curriculum documents identify learning objectives and handbooks are produced to provide NWT schools with information on approved curricula and courses, and on required time allocations for each subject area. Monitoring and evaluation of curricula is carried out regularly. The NWT is also participating in the Canada School Achievement Indicators Program which is measuring the basic mathematics, reading and writing skills of 13 and 16 year old students.

The graduation requirements in the NWT are more rigorous than they are in many other southern jurisdictions.

As of January 1993 all 922 teachers in the NWT were certified and over 180 teachers have participated in the Principal Certification Program and Summer Institute Program for educators.

Developing High Quality College Programs which Promote Academic Excellence:

- Consistent objectives and outcome measures have been established for college programs. Business and other employers have had direct input into the design and content of programs to ensure that the skills students develop are the skills the jobs require. A new performance appraisal system has been developed for college instructors which reinforces teaching excellence and requires input from students and clients on program results. Also, approximately seven agreements are in place with southern universities and colleges recognizing program credits.

ISSUES:

- Schools and the College cannot achieve motivated students and staff, or academic excellence alone. Simply focusing on inputs such as high quality curriculum, instruction and teaching materials won't produce motivated and successful students. Educators, families, communities and employers have to work together to encourage students to succeed. Teachers/instructors have to have high standards and high expectations. Students themselves have to recognize that acquiring the knowledge, skills and attitudes they need to succeed in the work force requires hard work. Territorial and local strategies will have to be developed to ensure that all partners are doing their part.
- Although results are improving, fewer aboriginal people graduate from grade 12 and acquire post-secondary certificates or university diplomas. According to the 1991 Census only 170 aboriginal people in the NWT held university degrees compared to over 3,500 non-aboriginal people. Non-aboriginal people dominate the more highly skilled occupations. For those working in occupations in medicine and health, for example, only 8% were born in the NWT.

The importance of motivating aboriginal students to succeed is particularly critical for the future, given the plans to increase the representation of aboriginal employees in Nunavut and the Western Territory governments. Strategies addressing the strengths and needs of aboriginal students, such as increased access to programming in the NWT and student support initiatives, will also have to be developed in partnership with communities and land claims groups.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 4:

Review of entry level standards and criteria for public sector jobs may be required and where possible, this review should recognize traditional or practical skills and experience and the valuable role they can play in developing jurisdictions in the NWT.

FACTORS:

- In 1992, aboriginal people held about 15% of GNWT management positions, 9% of professional positions and 10% of technical jobs. However, they made up about 35% of positions in administration services, 65% in labour and trades, and 42% in program delivery.
- Downsizing, re-sizing and restructuring means that GNWT staff are expected to do more with less. As a result, highly skilled staff are required.
- Qualifications for public service positions are established by managers in consideration of job competency requirements. Classification ratings are determined by education and experience necessary to carry out the job, and labour market conditions.
- It may be that some job descriptions require qualifications, such as a specific certificate or diploma, that acts as barriers for affirmative action candidates.
- Several initiatives are under way to address this problem. The GNWT is implementing a job evaluation system (classification system) that is based on job competencies and does not evaluate formal education, years of experience or any form of certification, except where they are legal requirements of the job.
- There are some jobs where people with traditional knowledge can do better than people with academic training. Innovative approaches could match the two knowledge sources to improve training partnerships, such as using the knowledge of elders to enhance the work of archaeologists.
- In many cases, hiring staff on the basis of equivalencies means that they need time and training. This developmental approach requires resources – human and financial.

ISSUES:

- All staff must meet the increased expectations that have been placed on public sector workers.
- Where the emphasis is placed on hiring people based on competencies and experience, more human and financial resources may be required to help people gain the skills they need to carry out their jobs. Staff training will have to be given higher priority in the future.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 5:

A renewed focus on taking full advantage of in-house training opportunities in the public and private sector is required.

FACTORS:

- The GNWT currently operates a number of in-house training programs, including:
 - Public Service Career Training Program (full-time)
 - Public Service Career Training Program (part-time)
 - In-Service Apprenticeship Program
 - In-Service Training offered by other GNWT departments
 - Education Leave Program
 - GNWT Staff Training delivered by Arctic College
- The territorial government also supports in-service training in the private sector through:
 - Training-On-The-Job/Employability Enhancement Agreement
 - NWT Workers Training Fund
 - Apprenticeship Training Assistance Program
 - Workplace Literacy Program
- These programs are designed to offer opportunities for training in a range of occupations.
- They are also designed to offer training opportunities at a variety of levels, from entry-level positions to senior management.
- A significant demand on GNWT Departments, Boards and Agencies to provide additional in-house training may diminish their ability to deliver programs and services.
- Recent government restraint required departments to provide equal or better service with fewer resources. In-house training requires a significant time commitment in order to produce concrete results. Increased responsibilities in this area may hamper suitable delivery of government programs.
- Grade 10 education is usually the minimum education required to enter and succeed in in-house trainee programs, particularly at the officer and management level. Approximately 26% of aboriginal people, or 5,075 individuals, have grade 10 or more. Of these people, 18%, or 723 individuals are unemployed. There is therefore a small pool of people to draw from for these programs.

- There are very few new opportunities for in-house training in smaller communities.
- Turnover in staff in management positions, particularly in larger communities, is limited. This restricts the number of permanent target positions that can be accessed by trainees on successful completion of training.
- Increased partnerships with the private sector could be examined with the understanding that the business community will be resistant to any measure that will add to their costs. These could include incentives such as:
 - training funds for specific sectors of the economy
 - employer tax credit
 - increased wage subsidies
 - cooperative education
- Atii has completed a forecast of training needs in Nunavut, and estimates that approximately \$212 million will be required. The Nunavut Implementation Training Trust has received \$13 million, approximately 6% of that amount.
- Gwich'in Tribal Council has received \$761,250 to enable them to identify their training needs, adapt existing programs, and supplement existing programs to meet training needs arising from implementation of the land claim agreement.
- The Sahtu Tribal Council will receive \$850,000 (which will be adjusted for inflation) for training needs arising from the land claim.

GNWT Initiatives

Public Service Career Training Program (full-time)

- Trains affirmative action candidates for guaranteed permanent employment with GNWT Departments, Boards and Agencies at officer and management levels.
- Ninety-five percent of trainees are aboriginal. Approximately 22 new trainee positions are filled each fiscal year across the NWT, with approximately 70 trainees supported during the fiscal year.
- The program has had a graduation rate of 83% for the last two years.
- It costs approximately \$53,000 a year to train an employee through this program.

Public Service Career Training Program (part-time)

- A new program which trains existing GNWT affirmative action employees who have potential for promotion to higher level positions.

- Approximately 10 part-time management trainees are starting in the Fort Smith region this fall. Sixty to 70 part-time trainees could be supported each year across the NWT.
- It costs approximately \$2,500 per trainee per year to cover the costs of courses.

In-Service Apprenticeship Program

- Trains affirmative action candidates for certification at the journeyman level.
- More than 90% of the apprentices are aboriginal, and approximately 55 are supported during a fiscal year.
- Eighty percent are employed at the journeyman level after they have completed their training.
- It costs approximately \$100,000 to \$120,000 to train an apprentice over four years.

Education Leave Program

- Provides 50% of salary, tuition, travel costs, and one full removal in and out for employees who undertake post-secondary studies for at least one academic year.
- Fifteen recipients are receiving support during 1993/94, at an average cost of approximately \$28,000 per year.

Affirmative Action Business and Economic Development Education and Employment Program (Economic Development and Tourism)

- Provides salary support to affirmative action candidates to obtain a diploma or degree in business at an educational institution, then train on the job for a year before taking a permanent position with the department.
- Approximately four trainees a year supported.

Other In-Service Training Opportunities

- Other departments, boards and agencies provide internal on-the-job training opportunities for existing or new employees.

Initiatives with the private sector

Training-On-The-Job/Employability Enhancement Agreement

- Provides financial support to employers to train northern residents for up to two years, generally targeting entry level positions.
- In 1992/93, 160 people received training under this program, for a total cost of \$900,000, or an average of \$5,625

NWT Workers Training Fund

- Provides funding to community governments to support projects that provide training and/or work experience.
- A \$6 million, one-year program which started in April, 1993.

Apprenticeship Training Assistance Program

- Provides financial support to employers to provide training for certification at the journeyman level.
- Supports approximately 130 apprentices during the year; permanent positions are usually guaranteed at the completion of training.
- \$1.1 million is allocated to this program.

Workplace Literacy Program

- Education, Culture and Employment works in partnership with employers to develop part-time literacy training for employees; funds are available to support these programs.
- Programs can include providing part-time literacy instructors in the workplace, organizing volunteer literacy instructors who provide support to employees in improving reading and writing skills in the context of their jobs.
- Workplace literacy programs are now being developed in two communities; there is potential for programs to be developed in many communities at a moderate cost.

ISSUES:

- Current GNWT programs provide access to training in a number of areas, from apprenticeships to management. If new initiatives, such as co-operative education, are introduced, funding will have to be re-allocated, or new funding be provided. Increasing the amount of in-service training will require more resources to be allocated to these programs. Greater priority will have to be given to increase the amount of training available through GNWT in-house programs.
- The resources available for training in Nunavut fall far short of the identified need.
- More resources may be needed to increase incentives to private sector employers to provide training.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 6:

Programs should be established for public and private sector aboriginal employees to upgrade their existing skills and prepare them for government employment opportunities arising out of restructuring of government.

FACTORS:

Government Employment Opportunities

- Government (at all levels from community to federal, and aboriginal organizations such as tribal councils) dominates the jobs and economy of the NWT.

Approximately half of the jobs in the NWT are in direct government employment. Government expenditures on goods and services make up about half of the NWT gross domestic product. Government expenditures also create jobs indirectly through purchase of goods and services.

Goods-producing industries (including the mining industry) are a relatively minor component of total employment (at 15%) and have been decreasing since 1985, in absolute numbers as well as in percentage of the total. Government employment in comparison is relatively stable, particularly when compared to mining, oil and gas industries.

Government jobs are more representative of the employment opportunities available in all communities, although the range and number of opportunities vary with the size of the community. There are nurses, accountants, administrators, wildlife officers, teachers and police in most communities.

- Government training for its own needs will have positive "spinoff" effects for the private sector. Trained workers can choose to leave the government if the private sector is more attractive and many of the skills they have acquired will be transferable.
- There will be new jobs (approximately 900) created by the restructuring of government. Job opportunities will also be created in communities with the decentralization of government programs.

Programs to Upgrade Skills

- According to the 1991 Aboriginal Peoples Survey conducted by Statistics Canada, over one-third of individuals age 15 to 49 have some high school education, and less than one-third have some post-secondary education, a degree or certificate. The remainder have less than grade 9. There is a critical need for aboriginal people to upgrade their education levels and enhance their work skills so that they can take advantage of employment opportunities.
- There are a variety of programs offered in-house by government (as described in Topic 5), provided through Arctic College to the general public and supported through the Student Financial Assistance Program.
- Looking at the broad expenditures for education and training made by the GNWT, about 3.5% of the funding (approximately \$6 million) is provided for adult upgrading. About 78% of education and training resources is provided for schooling, and over 9% each for skills and career training programs, and career and student support programs. A balance of expenditures is necessary, and this comparison shows that the main system for preparing youth for the future is the school system. It may be necessary, however, to provide additional resources for upgrading.
- According to the 1991-92 College enrolment statistics, 73% of students were aboriginal, 61% in the West and 88% in the East. In 1991-92, 736 full-time students and 1,723 part-time students were enrolled in academic upgrading. In comparison over 540 full-time and over 2,000 part-time students were enrolled in certificate, diploma, trades or career development programs. The majority of these students were aboriginal students.
- Student financial assistance figures also demonstrate the growth in aboriginal students in post-secondary education and training. Whereas the number of non-aboriginal students receiving student financial assistance has stabilized over the past seven years, the number of Dene and Inuit students receiving assistance has risen sharply. Overall enrolments for Dene have increased from 64 students in 1986-87 to 194 students in 1992-93, enrolments for Metis students have increased from 98 students to 131 students and enrolments for Inuit students have increased from 88 students to 293 students for this same period. The majority of aboriginal students taking post-secondary education and training programs are Arctic College students, and the remainder are studying in southern colleges and universities.

- Arctic College programs have expanded to include training for many of the common occupations in government. The College offers programs in management and accounting, and programs for specific government positions such as wildlife officers and social workers.
- The College also works with boards of education and government to deliver teacher education both through their campus based program and in community based programs in the regions. Teaching is the largest occupational group in most communities and the number of teaching positions will continue to grow.
- At present 23% of teachers are aboriginal. If aboriginal people were to take over 5% of available teaching jobs each year, approximately 50 positions per year - growth in aboriginal income would be \$3 million (in 1989 dollars). This year 160 student teachers are enrolled in teacher education. With continued efforts by communities, boards of education and government it will be possible to realize a goal of 50% aboriginal teachers, or about 500 aboriginal educators, by the year 2000. These efforts however take a great deal of planning and require substantial resources. This year over \$3 million is being spent on educator training programs.
- Similarly an NWT Nursing Program is being developed by the College, the Department of Health and the NWT Registered Nurses Association and is scheduled to be introduced in 1994-95. The access year of that program is being offered this year. It is providing an opportunity largely for aboriginal students to upgrade their skills so that they can take the nursing program the following year. Forty-two students are enrolled in the access year. The full cost of this program is over \$600,000, including the access year. This represents direct delivery costs, and does not include support, accommodation or student financial assistance.
- Access to training and upgrading opportunities is critical. The College has become more flexible and innovative in the way it delivers programs through distance education (audio-graphic delivery, use of Television Northern Canada, correspondence materials, teleconference and the College is now exploring the use of radio). Students can also take a program in their community and continue their training at a campus location. Alternative delivery methods such as distance education, community based delivery and part-time programs provide the kind of flexibility students need to complete their programs.

ISSUES:

- Job opportunities in communities will improve with decentralization of programs, self-government initiatives and the restructuring of government. Government needs increased representation of aboriginal people in most job categories.

However, there is wide gap between the education levels and skills of aboriginal people currently in the workforce and the current and projected skill requirements in the labour force. Strategies will have to be developed to provide increased levels of academic upgrading and it may also be necessary to focus on specific occupations - such as teaching, nursing, administration and accounting.

- Human and financial resources to meet the needs will continue to be an issue. For example, the Tunngavik Nunavut Incorporated received only 5% of the additional training dollars it requested from the federal government to meet the training needs of Nunavut residents to 2008.

EDUCATION, TRAINING AND HUMAN RESOURCES

TOPIC 7:

More emphasis should be placed on the GNWT's Human Resource Plan for employee career planning and to prepare existing staff for future opportunities.

FACTORS:

- Human Resource Planning is the process of planning for the development of staff to better accomplish current responsibilities and prepare for future opportunities.
- It is more economical to train an existing employee for a future job than recruit a new employee.
- The Performance Development System (Performance Appraisal Process) is the foundation for good Human Resource Planning. The employee and his/her supervisor are supposed to document the specific objectives (work plan) and identify training opportunities for the coming year.
- Approximately 34% of performance appraisals are completed annually. For those completed, the focus is usually on appraisal, rather than development.
- The Financial Management Board Secretariat (FMBS) has redesigned the process, to simplify its completion.
- The FMBS is developing a Corporate Human Resource Planning Strategy in consultation with Education, Culture and Employment. It will initiate programs, services and directions that departments, divisions, regions and employees can use in their Human Resource plans.
- Career counselling and career pathing will be a major focus of this strategy.
- Career counselling is available through departmental Human Resource Planners with support from the Human Resource Planning section of FMBS.

None of the Human Resource Planners in the departments are able to carry out this activity full-time, due to the other pressures of their jobs.

- Improved career counselling and planning is now available to residents across the NWT, through Education, Culture and Employment's six career centres. Career centre staff will explore ways to deliver services to people who live outside of the communities in which the centres are located.

- The department, Arctic College and other partners have developed programs to encourage northerners to train for occupations in key areas, including teacher education and nursing.
- Arctic College also contributes to human resource development through programs such as the Certificate in Adult Education; delivery of GNWT staff training, which is designed to dovetail with existing College programs; and provision of general staff training, to ensure staff have an opportunity to develop a range of skills so they will be more effective in their jobs.

ISSUES:

- Human resource planning is important for employers and workers. A system exists within the GNWT, but it is not fully implemented. This is due in part to lack of skills on the part of managers and employees, as well as a lack of resources. Human resource planning should be more responsive to the needs of the GNWT and of individual workers. Additional resources, both human and financial, as well as innovative methods may be needed.
- The GNWT is currently working to improve services to clients. Staff are using a variety of approaches to accomplish this, which include working as members of a team, and monitoring the effectiveness of programs. These are amongst many areas in which staff need further development and training.
- Many administrative policies, like open recruitment, impair the government's ability to develop career paths for specific employees. Similarly, job sharing and combining studies with work are very difficult under the GNWT's administrative policy. More flexibility will have to be introduced into the system, so that managers can take greater accountability for the professional development and career coaching of staff.

3-6
Strategic Planning Workshops

APPROVAL/REPORTING PROCESS FOR WORKSHOP RECOMMENDATIONS/DECISIONS

TOPIC:

Procedure for reporting results of Strategic Planning Workshops to the Legislative Assembly and approval by the Assembly

FACTORS:

- There is no formal process for reporting the results of Strategic Planning Workshops to the Legislative Assembly.

RECOMMENDATIONS:

1. That a summary report on the two Strategic Planning Workshops be prepared.
2. That the summary document be tabled early in the November session and moved into Committee of the Whole for discussion.
3. That the Reshaping Northern Government Working Group be assigned responsibility for preparing the document for final approval at the November 16 Caucus meeting.
4. Optionally, other documents such as the public information package could be tabled in addition to the summary report.
5. That all future Strategic Planning Workshop results be handled in the same way.

APPROVAL/REPORTING PROCESS FOR WORKSHOP RECOMMENDATIONS/DECISIONS

TOPIC:

Cambridge Bay Agenda Item - Approval/Reporting Process for Workshop Recommendations/Decisions

FACTORS:

Follow-up discussions by the Reshaping Northern Government Working Group on the summary of recommendations and agreements from the Fort Providence Workshop identified the advisability of a report to the November session of the Legislative Assembly to formally approve recommendations and decisions reached in Strategic Planning Workshops.

There is no formal process for Caucus to make a report to the House as there is for reports of Standing and Special Committees. In the past Strategic Planning documents such as "Directions for the 1990s" were tabled by Cabinet and moved to Committee of the Whole for discussion.

RECOMMENDATIONS:

1. That a summary report on the two Strategic Planning Workshops be prepared; that the report include:
 - Reasons for holding the Strategic Planning Workshops.
 - Summary of issues considered at both the Fort Providence and Cambridge Bay Workshops.
 - Summary of recommendations/decisions/guiding principles from both Workshops.
2. That the summary document be tabled early in the November session by either the Caucus Chair or the Government Leader following Minister's/Member's statements summarizing the highlights of the Workshops. And that the tabled document be referred by motion to Committee of the Whole for discussion. (Simple motions approving each recommendation/decision/principle to be prepared, moved by various ordinary MLAs and Ministers.)
3. That the Reshaping Northern Government Working Group be assigned responsibility for preparing the document for final approval at the November 16 Caucus meeting.
4. Optionally, other documents such as the public information package could be tabled in addition to the summary report.
5. That all future Strategic Planning Workshop results be handled in the same way.

THIRD STRATEGIC PLANNING WORKSHOP

TOPIC:

"Political direction should be developed and reviewed in strategy sessions and these sessions should be held regularly."

FACTORS:

Location: 1st Workshop in West (Ft. Providence), 2nd in East (Cambridge Bay).

Date: Next available date - April '94, after conclusion of session.

Costs: Travel/accommodation/indemnities and allowances.

THIRD STRATEGIC PLANNING WORKSHOP

TOPIC:

"Political direction should be developed and reviewed in strategy sessions and these sessions should be held regularly."

FACTORS:

Location: 1st Workshop in West (Ft. Providence), 2nd in East (Cambridge Bay).

Date: Next available date - April '94, after conclusion of session.

Costs: Travel/accommodation/indemnities and allowances.