

# ***PILIRIAKSALIUQATIGIINIQ***

***A Conference on the Economy***

**Gjoa Haven, Nunavut**

**June 17 - 19**

**2002**

**Sponsored by**

**Nunavut Tunngavik Incorporated**

## **EXECUTIVE SUMMARY**

The Nunavut Tunngavik Incorporated (NTI) hosted Piliriaksaliuqatigiikniq: A Conference on the Economy on June 17,18,19, 2002 in Gjoa Haven, Nunavut.

The conference was organized with three objectives in mind: to ensure Inuit are consulted in the Government of Nunavut's development of an economic strategy; to clarify the roles Inuit play in the economy; to create a plan of collaboration among various participants in the Nunavut economy. The conference achieved its objectives by creating a list of economic development priorities for Nunavut, formulating an Inuit consultation framework and creating an NTI-GN Collaboration Plan.

### **Economic Development Priorities**

The large group of conference delegates participated in a "mind map" exercise, which involves laying out ideas in a brainstorming session. From this session, the group identified and prioritized (through a voting procedure) the following list:

1. Education
2. Economic Development Agreement
3. Infrastructure
4. Communication
5. Collaboration
6. Housing

### **Inuit Consultation Framework**

#### ***Consultation Components***

The delegates identified three simple steps for Inuit consultation: the Inuit organizations receive the information, the Inuit organizations are given enough time to consult with the communities and discuss their concerns and finally, the Inuit organizations provide feedback. Some circumstances will warrant collaboration by all stakeholders on a joint timetable to fulfill these three steps. The information must be concise, understandable and translated into Inuktitut. The Inuit organizations must be advised how their comments will be given consideration. Any feedback from the governments to the Inuit organizations and communities must be given in a timely manner. Building trust is critical to the consultation process. All stakeholders should avoid re-inventing the wheel in developing a consultation process and learn from past experiences. NTI should

act as the key contact point for consultation. NTI would then be responsible for informing the respective Inuit organization/community.

### ***Consultation Constraints***

One of the most significant constraints is the lack of financial resources. Comprehensive consultative activities are expensive and could go beyond a government's or Inuit organization's budgetary parameters. Governments and Inuit organizations have limited human capacity, along with limited financial capacity, to both consult and provide the necessary feedback after consultation. Inuit organizations often face tight timelines to give feedback on a particular matter. A lack of trust or the unwillingness of some parties to build trust can impede the progress of a consultation process. All consultation processes must recognize the significance of culture for Inuit organizations.

### ***Collaboration Plan***

The conference delegates agreed to an NTI-GN collaboration plan whereby Rosemary Keenainak, Assistant Deputy Minister of Sustainable Development and Udloriak Hanson Comeau, NTI's Director of Business Development would continue work on the Nunavut Economic Development Strategy. The purpose of this collaboration is to ensure that development of the strategy is conducted in a coordinated fashion. The conference delegates expressed concern that communities constantly speak on issues that need attention, however there is no action. This partnership between GN and NTI will attempt to alleviate these concerns. Keith Peterson, the chair of the Nunavut Association of Municipalities, will be involved in the discussions surrounding a new federal Economic Development Agreement for Nunavut and a federal Regional Development Agency for the north.

# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	<b>1</b>
<b>INTRODUCTION</b>	
Conference Objectives	<b>5</b>
<b>DAY 1 – June 17, 2002</b>	
<b>PRESENTATIONS</b>	
Purpose of the Conference – Paul Kaludjak	<b>6</b>
Review of the Nunavut Economic Outlook – Udloriak Hanson Comeau	<b>7</b>
Role of Inuit in the Economy - Paul Kaludjak	<b>7</b>
GN Consultation on Economic Strategy – Rosemary Keenainak, Brock Junkin & David Kritterdluk	<b>8</b>
<b>GROUP DISCUSSIONS</b>	
Small Group – Successes, Concerns/Issues	<b>8</b>
Large Group – Mind Map	<b>9</b>
<b>ANALYSIS</b>	<b>9</b>
<b>DAY 2 – June 18, 2002</b>	
<b>GROUP DISCUSSION</b>	
Large Group – Economic Development Priorities	<b>10</b>
<b>PRESENTATION</b>	
Naujaat Challenge – Rosemary Keenainak, Brock Junkin	<b>11</b>
<b>GROUP DISCUSSIONS</b>	
Small Group – Inuit Consultation	<b>12</b>
Large Group – Consultation Process	<b>13</b>
<b>PRESENTATIONS</b>	
EDA Report – Alastair Campbell	<b>13</b>
Kitikmeot’s New Vision for Northern Economic Development - Keith Peterson	<b>14</b>
<b>ACTION</b>	
NTI – GNs’ Collaboration Plan	<b>15</b>

<b>GROUP DISCUSSION</b>	
Large Group – Values	15
<b>ANALYSIS</b>	15
<b>DAY 3 – June 19, 2002</b>	
<b>PRESENTATION</b>	
Nunavut’s Economic Tools – Udloriak Hanson Comeau	16
<b>GROUP DISCUSSION</b>	
Large Group – Conditions for Successful Collaboration	17
<b>ANALYSIS</b>	18
<b>CONCLUSION</b>	18
<b>APPENDICES</b>	
Mind Map	21
Results of Mind Map Voting	24
Nunavut’s Economic Tools	25
Piliriaksaliuqatigiikniq Participants	27

## INTRODUCTION

Nunavut Tunngavik Incorporated (NTI) hosted an economic development conference on June 17,18,19 in Gjoa Haven, Nunavut. It was entitled Piliriaksaliuqatigiikniq: A Conference on the Economy.

This document reports on what happened over the three days – what presentations were made, what issues were discussed, what decisions were reached. It begins with a brief discussion on the purpose and objectives of the conference. The remainder of the report is organized by the activities of each day. It identifies the main themes of the presentations, as well as the achievements of the large and small group discussions. A brief analysis follows each day and a conclusion summarizing the conference findings can be found at the end of the report.

### Conference Objectives

NTI invited all Executive Directors of Regional Inuit Organizations (RIA), Regional Development Corporations, the Community Economic Development Organizations (CEDO's) and Atuqtuarvik Corporation to take part. Also invited were representatives from Nunavut Chambers of Commerce, the Nunavut Economic Development Association, federal representatives and Government of Nunavut representatives mandated to develop an economic development strategy.

This conference was organized with three objectives in mind:

- To ensure Inuit are consulted in the Government of Nunavut's development of an economic strategy.
- To clarify the roles Inuit play in the economy. Inuit must understand the extent to which they affect economic policy and therefore, craft strategies as major stakeholders in the territory's economy.
- To create a plan of collaboration among various participants in the Nunavut economy. The conference is an opportunity for each party to voice their opinions on developing a sustainable economy.

Piliriaksaliuqatigiikniq was also organized so as to identify the major areas for discussion for Nunavut Sivummut II - a larger and more comprehensive NTI economic development conference scheduled for early 2003. This conference is expected to host over one hundred delegates and will mirror the first Nunavut Sivummut conference held in 1994. It will provide a forum for reaction to the

Government of Nunavut's Economic Development Strategy, which is to be released November 2002.

Mike Bell served as facilitator (or Group Animator), while Clint Davis recorded the proceedings and prepared the conference report.

The conference began on June 16, 2002 with an evening reception at the Amundsen Hotel banquet room and welcoming remarks by the Deputy Mayor of Gjoa Haven, Bob Konana. The Mayor, Joseph Aglukkaq, was away on the land.

### **DAY 1 – JUNE 17, 2002**

The first day was devoted to clarifying the purpose of the conference and providing a snapshot of the current state of Nunavut's economy.

#### **PRESENTATIONS**

Udloriak Hanson Comeau, NTI - Director of Business Development, opened the conference by passing on regrets from Cathy Towtongie, NTI - President for being unable to participate. As conference organizer, Ms. Comeau articulated her thoughts on what she wanted out of the conference:

- To give Inuit a voice in developing the Nunavut Economic Development Strategy;
- To create an environment that fosters candid dialogue on issues;
- To have effective group discussions that generate thoughtful insight on how to address these issues.

#### ***Purpose of the Conference- Paul Kaludjak, NTI-Vice President of Finance***

Paul Kaludjak, NTI's Executive Committee Member who holds the Business and Economic Development Portfolio, made formal introductions and gave a speech on NTI's view on the purpose of the meeting. He stressed the need to receive input from all participants. He identified the importance of the Nunavut Land Claim Agreement (NLCA) and its goal to achieve self-reliance for the Inuit. NTI believes Nunavut economic development should include a mix of traditional land based activities and the wage economy. But, any development requires investment, specifically education and training for Inuit.

Mike Bell gave a brief description of how the conference would proceed over the three days by reviewing the agenda and taking questions.

### ***Review of the Nunavut Economic Outlook – Udloriak Hanson Comeau***

Udloriak Hanson Comeau provided a brief overview of the major themes in the *Nunavut Economic Outlook* by the Conference Board of Canada. The Conference Board of Canada was contracted to conduct a study on the current status of Nunavut's mixed economy (both the land-based economy and the wage economy) and assess its longer-term prospects.

Ms. Comeau identified the four keys factors to wealth creation:

- Physical capital – infrastructure in Nunavut is a serious problem;
- Human capital – Nunavut has a rapidly growing population, with 60% of the population under 25 years of age;
- Natural capital – knowledge of this capital must build on and integrate Inuit Qaujimaqatuqangit (IQ);
- Social capital – the importance of the NLCA and its role in developing the economy.

Ms. Comeau concluded by asking conference participants to think about the following: *What is considered a good quality of life for Inuit?* and *What balance is needed between land-based and wage economies?*

### ***Role of Inuit in the Economy - Paul Kaludjak, NTI – VP Finance***

Mr. Kaludjak began by highlighting the successes in the Nunavut economy that arose from the 1994 Nunavut Sivummut Future Search Conference. Specific examples included the Nunavut Investment Review Committee (NIRC) and the Nunavut Sivummut Community Small Business Program, which in eight years has provided over \$16 M to Inuit-owned businesses. Other achievements were the establishment of the Nunavut Construction Corporation as well as the creation of the Atuqtuarvik Corporation. The latter provides loans and investment capital to Inuit companies that are based in Nunavut and provide benefits such as employment and training to the region.

Despite such success, Mr. Kaludjak stressed the need for effective implementation of the NLCA as a way to strengthen the economy. Articles 23 (Inuit Employment Within Government), 24 (Government Contracts) and 26 (Inuit Impact and Benefit Agreements) illustrate the key role Inuit play in developing the economy. Further, any economic development in Nunavut will occur from a collaborative effort between Inuit, the Government of Nunavut and the Government of Canada.

## ***GN Consultation on Economic Strategy***

– ***Rosemary Keenainak, Brock Junkin, David Kritterdlik***

The GN gave a presentation on the outcome of two consultations on the development of the economic strategy.

The first was a meeting with elders to elicit their views on what was important in terms of the economy. The elders expressed their interest in becoming actively involved in economic development. Some options that were discussed included using traditional knowledge to promote tourism, recording Inuit stories and legends, making arts, crafts and traditional clothing for sale.

The second meeting was a consultation exercise with community representatives, specifically mayors and/or town councilors. According to David Kritterdlik, the meeting participants wanted to discuss values before they made any recommendations. Some of these values included Inuit relationship with the land, with families, with one's inner spirit. The participants were looking to craft economic policies that strengthened these values. Mr. Kritterdlik advised the conference that economic success in communities would occur from efforts and assistance that are community-specific. Communities know their potential and must be given the flexibility to progress at their own pace.

The significant economic issues arising out of the meeting with community representatives were, in order of importance:

- Education
- Need for infrastructure
- Funding of small businesses
- Financial knowledge
- Community economic capacity
- Training

## **GROUP DISCUSSIONS**

### ***Small Group***

***“As far as Inuit Organizations are concerned, what are your three major successes and three major concerns/issues on the economy?”***

Mike Bell began the first small group exercise by dividing the conference participants into three groups. Each group was given a flipchart and asked to designate a person to act as Chair, Timekeeper, Note Recorder and Presenter.

The groups were given 45 minutes to discuss and record their thoughts on the aforementioned question. The three groups presented the outcomes of their deliberations in the larger forum.

There was some overlap on what the small groups identified as major successes of the Nunavut economy. The successes included:

1. The achievements of the land claim agreement - the creation of Nunavut, NTI and the GN;
2. The employment and training opportunities of major development projects – e.g. Resolution Island clean-up;
3. The creation of strategic joint ventures and corporate alliances such as Nunasi Corporation, NorTerra Inc., PolarNet;
4. The commitment of major stakeholders – NTI, RIA's, Chambers of Commerce, GN, Federal Government – to work collaboratively.

Some of the major concerns/issues coming out of the small group exercise included:

1. The lack of a federal Economic Development Agreement for the North;
2. Limited capacity of Inuit organizations to meet their responsibilities;
3. Effective implementation of the NCLA – specifically, Articles 23 (Inuit Employment with Government) and 24 (Government Contracts);
4. Inflexible government policies

### ***Large Group – Mind Map***

Mike Bell led the conference participants in a mind map exercise. A mind map is a graphic tool used in brainstorming sessions. Its purpose is to enable a group to rapidly produce an array of ideas and thoughts through association. One begins with a central issue or concept, and then words and thoughts associated with that issue are recorded outward. In this case, the mind map was recorded on two large sheets of paper approximately twenty feet long that were taped to the wall. The central issue, “Inuit organizations framework for economic strategy,” was written at the center of this wall of paper, and the large group was tasked with articulating thoughts or concepts associated with this issue. The result is located on pages 17 – 19. The actual mind map resembled a giant wheel with each issue or concept representing a spoke.

### **ANALYSIS**

The first day of the conference was very effective in setting the tone for what was expected from conference participants. The NTI presentations reiterated the

message of what it wanted the conference to achieve, as well as giving a snapshot of the current state of Nunavut's economy. Since the last major conference on the economy in 1994, there has been some success. As noted by Mr. Kaludjak, institutions like the Nunavut Investment Review Committee and the Nunavut Sivummut Community Small Business Program have provided much needed resources to Inuit-owned firms. Similar examples of success in the Nunavut economy were identified in the small group exercise such as the NLCA and improved collaboration among stakeholders.

From this, it is evident that Nunavummiut are moving in the right direction. However, challenges remain. Some of the major concerns expressed by the group include the effective implementation of the NLCA, the need for increased financial resources and the lack of infrastructure. A suggestion was made that to improve economic conditions, providing assistance that is community-specific would have to be key.

While the small groups met individually, there was significant overlap on the successes and concerns. One of the biggest challenges in solving a problem is issue identification. In a topic as complex as the economy, often there is a multitude of diverse opinions on identifying the real issue. In this exercise, the conference participants were able to identify common concerns, which will assist in developing a strategy that has broad-based support.

## **DAY 2 – JUNE 18, 2002**

The second day was future-oriented, in terms of where Inuit want to go on the economy. The day began with a priority setting exercise resulting from the mind map, a GN presentation on the Naujaat Challenge and a small group discussion on Inuit consultation.

### **GROUP DISCUSSION**

#### ***Large Group - Economic Development Priorities***

Mike Bell provided a brief overview of the mind map. According to Mr. Bell, the map was the first step in formulating a list of economic development priorities. Each participant was given seven stickers, which each represented a single vote. The participants were then asked to place their dots (votes) on the issues identified that they considered most important. The results of the mind map voting exercise are found on page 20. From this, Mr. Bell prioritized the top economic development issues by listing those issues with the most votes. The top six priorities, in order of importance, were:

## Priorities

1. Education
2. Economic Development Agreement
3. Infrastructure
4. Communication
5. Collaboration
6. Housing

At the conclusion of this exercise, Mr. Bell elicited the thoughts and reactions of the large group. The major themes of the discussions included the concern over financial resources to address the lack of infrastructure and adequate housing. The group adopted a pragmatic approach to working on issues where success is readily attainable. For instance, some Nunavummiut would argue for a change in the federal financing agreement (FFA) for the territory to address Nunavut's unique challenges. However, the FFA is administered by the federal government and would require a significant level of lobbying and collaboration among the other territories and provinces to make change. It was agreed that a more strategic approach, one that would channel resources toward issues that NTI, Inuit organizations, the GN and the private sector could influence, would be more effective.

## PRESENTATIONS

### *The Naujaat Challenge – Rosemary Keenainak, Brock Junkin*

The GN representatives gave a presentation on the *Naujaat Challenge*. The *Naujaat Challenge*, which was released on April 23, 2002, is the GN's framework plan for crafting an economic development strategy for Nunavut. The presentation provided the important dates set by the GN to formulate the strategy, as well as consultation highlights. There are five principal themes identified by the GN, and the presentation discussed the major issues for consideration under each of those themes:

- Communities as the focus of economic development;
- Economic diversification (role of the private sector);
- The need for collaboration;
- The role of government;
- Establish key priorities.

The GN presenters advised the conference participants that a series of discussion papers were being prepared to examine the key issues arising from each theme. Further, a study was commissioned to examine the experience of economic and

social cooperation in Europe and Quebec so that lessons of that experience may be applied to economic and labour force development in Nunavut.

This presentation generated a lengthy discussion in the large group. First, the group expressed concern that the strategy would not have buy-in by all GN government officials and therefore Inuit concerns could be derailed. Second, Inuit organizations, under current GN consultation procedures, often face a tight timeframe to provide comments on major policy development. The large group advocated greater flexibility with GN timelines for the economic development strategy to ensure a more effective and workable product. Third, there was concern that Inuit firms and businesses in the Kitikmeot region were excluded from the GN's consultation. Fourth, NTI requested that it be given adequate time to review and comment on the proposed discussion papers and the drafted economic development strategy.

## **GROUP DISCUSSIONS**

### ***Small Group – Inuit Consultation***

#### ***“What should the Government’s Inuit Consultation look like?”***

The process for these small group discussions was the same as for the previous small group discussions.

The groups asked that consultation follow three steps: 1) the Inuit organizations or communities receive the information, 2) the Inuit organizations or communities be given enough time to reflect and discuss the concerns and 3) the Inuit organizations/communities provide feedback. In fact, some circumstances warrant collaboration by all stakeholders on a joint timetable. The consultation should take into consideration the following points:

- 1) It is imperative the materials be concise, understandable and translated into Inuktitut.
- 2) The communities should be informed how their comments will be considered.
- 3) Any feedback to the community must be done in a timely manner.
- 4) Building trust is important in the consultation process; therefore one should not consult on matters that have been decided.
- 5) Finally, all stakeholders should avoid re-inventing the wheel in developing a consultation process and learn from past experiences.

A list was also compiled that showed ways in which Inuit consultation should take place. The list included community hall-type meetings, radio announcements, Elders groups, schools, local councils and local chambers of commerce.

Finally, NTI was identified as the key contact for consultation. NTI would then be responsible for informing the respective Inuit organization or community should further Inuit consultation be required.

### ***Large Group – Consultation Process***

#### ***Constraints In Establishing an Effective Consultation Process***

Mike Bell asked the large group, in light of the exercise on consultation, to identify the constraints in establishing an effective Inuit consultation process. The first constraint identified by the group was financial resources. Comprehensive consultative activities are expensive and could be beyond a department's budgetary parameters. Along with limited financial capacity, governments and Inuit organizations have limited human capacity to both consult and provide the necessary feedback after consultation. A theme, which resonated throughout the group exercise, was the tight timelines Inuit organizations face to give feedback on a particular matter. There are many situations where the parties are unable to make the requisite decisions within the time constraints. In some circumstances, a lack of trust or the unwillingness of some parties to build trust can impede the progress of a consultation process. Finally, all consultation processes must recognize the significance of culture for the Inuit organizations.

### **PRESENTATION**

#### ***Economic Development Agreement Report – Alastair Campbell***

Alastair Campbell (NTI's Business and Economic Policy Manager) made a presentation on the lack of an Economic Development Agreement (EDA) for Nunavut. He said that EDAs or special federal agencies apply in every part of Canada except the three northern territories (Nunavut, NWT and Yukon) and southern Ontario. The last EDA that applied in the north was signed in 1991 and expired in 1996. Approximately \$50 million federal funds were committed to the area now made up of Nunavut and the NWT, with 30% matching territorial government funding. At the project level, activities funded included community visitors' centres, soapstone collection, business management workshops, provision of carving workspaces, meat processing, test fisheries, geosciences and film production.

He added that the federal and territorial governments' past EDA spending had attracted a good deal of private sector investment. In fact the private sector investment was greater than the governments' EDA spending. As well, the federal government could recover a great deal of its spending that contributed to the economic development of the region, through increased royalty and tax payments.

The federal budget in 1998 contained some references to supporting economic development in the territories but funding was not provided for that purpose. A Department of Indian and Northern Affairs (DIAND) Cabinet submission for a Northern Economic Development Strategy in 2001 secured Cabinet approval, but no additional funding. Changes in federal priorities following 9/11 (Twin Towers terrorist attack) apparently influenced this.

There are three funding source options. One option is to use an existing agency like Western Economic Diversification (WED). The second option is to have the federal government fund a Regional Development Agency (RDA) specifically for the north. This RDA would cover Nunavut, NWT and the Yukon. Both these options would require a change in federal laws and might lead to political difficulties for this reason. The third option would be to flow the EDA money through DIAND similarly to the 1991-1996 EDA.

Mr. Campbell concluded by stating that a coordinated approach by the three territorial governments and territorial interests is needed to secure a federal funding commitment in the north.

### ***Kitikmeot's New Vision for Northern Economic Development - Keith Peterson***

Keith Peterson (Mayor of Cambridge Bay) then made a presentation on the importance of an EDA and a RDA for the North. He reiterated the lack of a federal Regional Development Agency in the North. There is no WED (Western Canada), ACOA (Atlantic Canada), FedNor (Northern Ontario), or CED (Quebec).

He indicated some of the activities that the Nunavut Association of Municipalities (NAM) has followed to lobby Ottawa for this purpose. NAM met in Ottawa and passed a resolution supporting an EDA or RDA. The Canadian Federation of Municipalities is an influential supporter of an EDA for the North. As well, Western Premiers, including the three Premiers from the territories, adopted a position in Dawson City, Yukon recently, which calls for a new (northern) economic development agency to be established, or for WED to be extended to the north.

WED is one option for development support in Northern Canada, but the real need is for a northern agency. Short-term and long-term goals can be distinguished in this respect.

Mr Peterson was adamant about the need to maintain an intensive and coordinated lobbying effort for an EDA. He emphasized the need for a more expansive lobby effort including the Nunavut government, NTI, other Inuit organizations and the Chambers of Commerce to send a collaborative message to Ottawa for an EDA.

## **ACTION**

### ***NTI-GNs' Collaboration Plan***

In an effort to continue with the theme of collaboration and open communications, the conference delegates agreed to an NTI-GN collaboration plan that included Rosemary Keenainak, Assistant Deputy Minister for the Department of Sustainable Development and Udloriak Hanson Comeau, NTI-Business Development, to continue work on the Nunavut Economic Development Strategy. The purpose of this collaboration is to ensure that development of the strategy is carried out in a coordinated fashion. The conference delegates expressed concern that communities speak regularly on issues they need addressed, however there is no action. This collaborative effort will attempt to alleviate these concerns. This collaboration will include Keith Peterson on issues of a federal Economic Development Agreement and a federal Regional Development Agency. To continue with this partnership approach, it is advisable the NTI and GN representatives consider including federal representatives, particularly in the area of an EDA.

## **GROUP DISCUSSION**

### ***Large Group - Values***

The last exercise of the day involved compiling a list of values that the economic development strategy should be based on. These values included: community development, partnerships, IQ, valuing the traditional economy, people focused, the need for capacity building, fairness, self-reliance and finally, respect.

## **ANALYSIS**

The second day was future-oriented and was set to answer the following questions: *What are the economic development priorities of the conference participants? What needs to be done to achieve an Economic Development Agreement (EDA) for the north?* and *What GN activities are planned as a result of the Naujaat*

*Challenge?* Interestingly, the list of economic priorities identified in the GN consultation with community representatives included six of the nine priorities identified by the conference participants. Further, education and the lack of infrastructure were the top priorities for both lists.

Throughout the day, conference participants criticized the perceived unwillingness of some GN officials to effectively implement policies, such as the NNI Policy, from Cabinet. While this did not necessarily illustrate a lack of trust between the GN and Inuit organizations, conference participants were concerned this may prohibit the GN from moving in a similar direction as other stakeholders. This concern warrants attention. The GN and the multitude of Inuit organizations have different constituents and mandates: the GN, a public government, represents all Nunavummiut while the Inuit Organizations represent the Inuit and Inuit-specific interests. In some situations, these respective mandates will naturally conflict. While this conflict may not be completely resolved, it can be minimized through open communication and sharing of information. The Conference Board of Canada calls for a more collaborative approach to address economic issues in Nunavut. Any new partnerships must begin with building the requisite trust to achieve success. In the case of Nunavut, this is attainable for all parties provided there is a free flow of information and communication among all parties.

A tangible example of partnership and collaboration arising out of this conference was the creation of the NTI-GN Collaboration Plan as mentioned earlier.

### **DAY 3 – JUNE 19, 2002**

The third and final day identified some of the existing tools available to Inuit to create an economically viable territory. The day ended with a reflection on what are the necessary ingredients for successful collaboration.

#### **PRESENTATION**

##### ***Nunavut's Economic Tools – Udloriak Hanson Comeau***

The day commenced with a presentation by Udloriak Hanson Comeau on the current economic tools that exist in Nunavut. She advised that her list was not in any particular order, nor exhaustive. Ms. Comeau's presentation can be viewed on pages 21-22.

The presentation began with a discussion of the most fundamental tool available to Inuit for economic development – the Nunavut Land Claims Agreement. Under the NLCA, there are specific provisions that were negotiated to ensure Inuit and Inuit firms would benefit economically from the creation of Nunavut. Ms.

Comeau elaborated on Article 24 (Government Contracts) stating that Inuit firms are to receive preference in contracting. While a GN contracting policy exists, there is no similar policy with the Federal Government. She noted that NTI has expressed willingness to go to arbitration to address this concern. The large group agreed with the importance of the NLCA provisions, however it expressed concern over the lack of a mechanism or process to monitor whether these provisions are being properly implemented. There was also concern expressed over the lack of an appeals process under the NNI policy for Inuit firms that do not win a bid for a contract. Ms. Comeau clarified the respective positions of NTI and GN in the long-standing negotiations to establish an appeals process.

While conference participants were aware of many of the tools, the exercise proved to be an effective information-sharing exercise as some individuals expressed interest in learning more about the various organizations and committees. For instance, Ms. Comeau stated that NTI would like to see the Nunavut Economic Forum (NEF) revived, as it would provide an effective forum to move forward on EDA efforts. Nunavut municipalities, as represented by Keith Peterson, expressed interest in becoming involved in this forum.

## **GROUP DISCUSSION**

### ***Large Group - Conditions for Successful Collaboration***

Mike Bell posed the following question to the large group: Who are the parties involved in developing a Nunavut Economic Development Strategy? The group quickly identified the Federal Government, the Government of Nunavut and Inuit Organizations. However, some participants asked about the role of the private sector, as well as a more expansive approach to government to include all three levels – federal, territorial and municipal.

Mr. Bell elicited the views of the large group on the ingredients for success. The large group generated the following list:

- Commitment/Respect
- Resources: financial and human
- Teamwork
- Communication
- Mandates
- Clearly Defined Roles
- Outcome/Measurements of success
- Evaluation/Monitoring
- Flexible but Consistent Policies

- Dispute Settlement Mechanisms
- Defined and Predictable Process
- Agreed Upon Principles and Values

## **ANALYSIS**

The final comments by conference participants provided valuable insight on what was critical in crafting an economic development strategy for Nunavut. Many conference participants were enthusiastic about the collective three-day effort from such diverse organizations. The need to continue this collaboration is critical if Nunavut is to achieve economic success. This message was clear in the Conference Board of Canada report and it was reiterated by many delegates at the conclusion of the session. Further, any work on economic development must consider the unique challenges facing small, remote communities. Each community knows its potential for development, and so some communities will develop faster than others. It is crucial for any economic development strategy to avoid a “one-size-fits-all” approach. The strategy must be flexible to meet the individual needs of the communities, be acceptable to our Elders and recognize the importance of youth.

## **CONCLUSION**

As a preview to Nunavut Sivummut II, Piliriaksaliuqatigiikniq had three objectives: to establish a framework for the Nunavut Economic Development Strategy, to create a framework for Inuit consultation, and to create a collaborative environment among stakeholders. The conference achieved each of these objectives. NTI and conference delegates worked to brainstorm solutions to some of the largest problems facing the Nunavut economy. Many delegates expressed gratitude for being able to participate in this endeavour.

It became readily apparent that effective economic development involving all parties requires:

1. A community focus;
2. Flexibility to avoid a one-size-fits-all approach;
3. Real and effective Inuit consultation;
4. Greater collaboration among all stakeholders – Inuit consultation should be a more collaborative process rather than an informative process;
5. Realistic deadlines to ensure Inuit organizations can provide valuable consultation and;
6. Recognition of Inuit culture and values.

The major components of a framework identified for Inuit consultation include:

- Enough time to absorb the information and provide feedback;
- In some circumstances, collaborative effort to establish a joint timetable so all parties can benefit from the process;
- Presentations and written materials in Inuktitut;
- Trust and;
- An open flow of communication.

A number of conference delegates commented that this conference was significant in achieving a collaborative environment. This observation was obvious through the creation of a tangible collaboration plan for NTI, the GN and the municipalities (through NAM) to work together on the Nunavut Economic Development Strategy.

Piliriaksaliuqatigiikniq was an excellent build-up to the larger forum scheduled for early 2003. With this conference, Nunavut stakeholders are beginning to heed the Conference Board of Canada advice that any economic development strategy must be developed and implemented collaboratively. But more is necessary, and in all facets of doing business in the north.

## **APPENDICES**

## MIND MAP

### INUIT ORGANIZATIONS' FRAMEWORK FOR ECONOMIC STRATEGY

#### CONCEPTS/ISSUES

##### *Youth Strategy*

→different ideas; policy framework; Junior Achievement; sector specific training; professions; where is the Department of Culture, Language, Elders and Youth (CLEY)?

##### *Nonrenewable Resources (Mining) Research*

→policy; value-added

##### *Investment*

→banks; education; bank machines

##### *Infrastructure*

→needed; outreach; roads; transport; air; marine; internet; harbors; ports; total ownership; eliminate per capita; home ownership; joint-interest; hydro-power

##### *Implementation*

→Articles 23, 24, 32, etc.; implementation of NCLA; timeframes; economic development agreement strategy

##### *Social Housing*

→is it an asset or detriment; community infrastructure (water, sewer); encourage homeownership; education about life skills

##### *Training*

→apprenticeship; funding; standards

##### *Community Empowerment*

→no adequate resources; administration and capacity building

##### *Policy*

→coordinated; made-in-Nunavut; external policies; eliminate roadblocks; sustainable development; renewable and nonrenewable resources; IQ; where is CLEY?; INAC purchasing policy; NNI policy discriminates small communities; mine reclamation; sovereignty; federal programs

*Business*

→plan for attracting new investment; incentives; elders' retirement

*Capacity*

→Hamlets; cost of sovereignty; ability to respond to territorial needs

*Arts & Crafts*

→marketing; training; value-added

*New Municipal Legislation*

→expanded role; need to deal with changes

*Tourism*

→marketing; training; access; product development

*Research*

→archives; Bureau of Statistics

*Collaboration*

→partnership; send message to Ottawa; contracts; business – private sector; representation; Team Nunavut; GN collaboration within departments

*Health*

→control of programs; staffing; retention

*Business Development*

→no capacity; training of EDO; accelerated training

*Financial Infrastructure*

→small; southern design; control of financial infrastructure

*Communications*

→development of technology; lower cost broadband; accessibility; every community – every person

*Education*

→financial; life skills; IQ; adult education; English; technology; libraries; staff retention; involvement of Elders

*Economic Development Agreement (EDA)*

→regional development agency; not one; collaboration; economic development; community, regional, territorial development; elimination of per capita

*Institutions of Public Government (IPGs)*

→define roles to make sure this happens

*Fishing*

→access; capital; training; allocation

*Formula Financing Agreement*

→high administration costs

*Wildlife Act*

→renewable; value-added; marine protected areas; enforcement & policing;  
sovereignty

## RESULTS OF MIND MAP VOTING

Formula Financing	0
Youth Strategy	6
Nonrenewable Resources (Mining)	4
Investment & Banks	3
Implementation	7
Infrastructure	15
Housing	7
Community Empowerment	0
Training	6
Policy	4
Business Attractiveness	4
Arts & Crafts	4
New Municipal Legislation	0
IPG's	0
Capacity Building	0
Research	0
Tourism	2
Health	0
Collaboration – Organizations	9
Financial Infrastructure	5
Communications	10
EDA	19
Fishing	2
Wildlife Act	3
Business Development	4
Education	19

## NUNAVUT'S ECONOMIC TOOLS

- Nunavut Land Claim Agreement
 

Articles	4	Nunavut Political Development
	5	Wildlife
	8	Parks
	23	Inuit Employment within Government
	24	Government Contracts
	26	Inuit Impact and Benefits Agreements
  
- NNI Review
 

The first review was for baseline data, so the next three-year review should prove to be quite useful in determining how well the policy is working.
  
- Nunavut Economic Forum (NEF)
 

NTI would like to see NEF revived, as it would provide an opportunity for interested parties to move forward on the EDA efforts.
  
- Nunavut Community Economic Development Organization (CEDO)
  
- Nunavut Investment Review Committee (NIRC)
 

This committee channels resources toward Inuit businesses and industries that show strong potential for success.
  
- Nunavut Senior Officials Working Group (NSOWG)
 

The Deputy Minister of DIAND, Deputy Minister of the Executive Council and NTI Chief Executive Officer meet for one day every six months to discuss issues.
  
- Canada Nunavut Business Service Center
 

There are two offices, one in Iqaluit and one in Rankin Inlet. It is very accessible and it has created a database of all Nunavut firms.
  
- Nunavut Association of Municipalities (NAM)
 

This organization is a tremendous resource in terms of bringing national attention to Nunavut-specific issues. NAM is actively lobbying for an EDA or RDA.
  
- Nunavut Economic Development Association (NEDA)
 

This organization represents the Economic Development Officer's (EDOs) of every community. They are the people on the ground and they need a lot of support. NEDA is also a member of the Council for the Advancement of Native Development Officers (CANDO).
  
- Institutions of Public Government (IPG's)

Examples of IPGs include the Nunavut Water Board, the Nunavut Impact Review Board.

- Municipal Administrators
- Nunavut Chambers of Commerce
- NWT & Nunavut Chamber of Mines  
Nunavummiut want a Nunavut-only Chamber of Mines.
- QINIQ – Prospectors Association
- Atuqtuarvik Corporation  
This is an investment and loan fund created by NTI and the Nunavut Trust to help ensure direct Inuit participation in major economic opportunities. The corporation provides loans and equity funding for the purposes of business start-up, business expansion and business acquisition. It is expected to have \$70M of capital for investment next year.

## **PILIRIAKSALIUQATIGIIKNIQ PARTICIPANTS**

### Nunavut Tunngavik Incorporated

Paul Kaludjak  
Udloriak Hanson Comeau  
Alastair Campbell

### Regional Inuit Associations

Kivalliq Inuit Association - Donat Milortok  
Qikiqtani Inuit Association - John MacDougall

### Development Corporations

Kitikmeot Corporation - Clare Basler  
Nunasi - Joe Enook  
Qikiqtaaluk Corporation - Peter Keenainak

### Atuqtuarvik

Ken Toner

### Chambers of Commerce

Iqaluit - Glenn Cousins  
Kivalliq - Raymond Mercer

### Community Economic Development Officer's

Kakivak - Gordon Miles  
Kitikmeot Economic Development Commission - Keith Petersen  
Kivalliq Partners in Development - Laura Kowmuk

### Community Representatives

Kitikmeot – Clifford Carter  
Kivalliq – David Ritterdlik

### Nunavut Association of Municipalities

Keith Petersen

### Department of Indian and Northern Affairs

Helen Young  
Hagar Idlout-Sudlovenick

### GN Department of Sustainable Development

Rosemary Keenainak  
Brock Junkin  
Steve Hannah

### GN Community Government & Transportation

Alan Johnson

The following were invited to send a representative but were unable to do so:  
GN Department of Health Services,  
Kitikmeot Inuit Association,  
Kugluktuk Chamber of Commerce,  
Nunavut Economic Development Association.