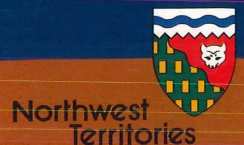


# Business PLANS

NORTHWEST TERRITORIES

2005 - 2008



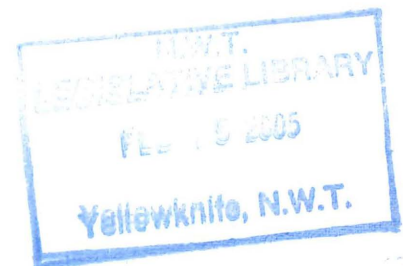




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# GOVERNMENT OF THE NORTHWEST TERRITORIES

# BUSINESS PLANS 2005-2008





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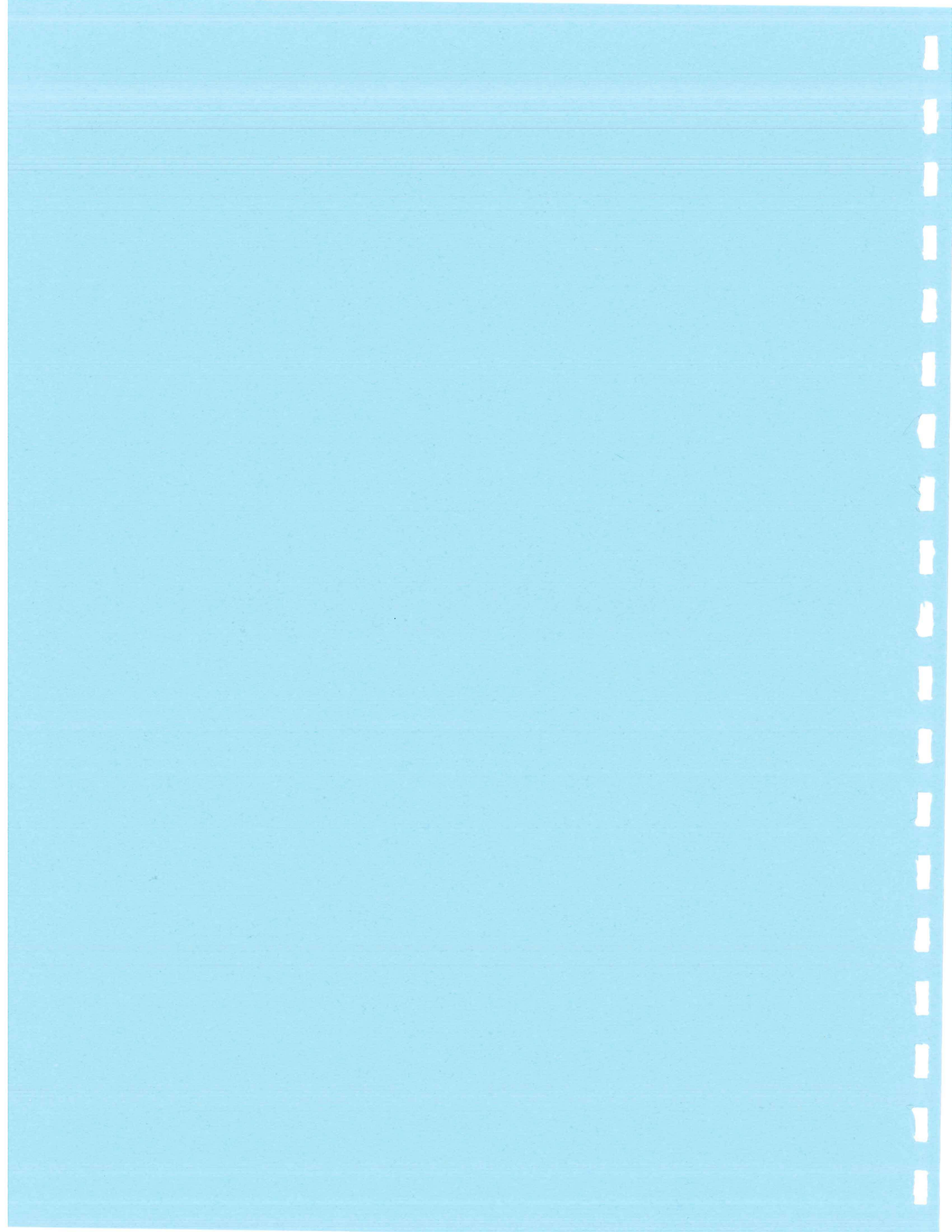
# Table of Contents

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	SECTION
Legislative Assembly .....	1
Department of Executive .....	2
Financial Management Board Secretariat .....	3
Ministry of Aboriginal Affairs .....	4
Department of Finance .....	5
Municipal and Community Affairs .....	6
Public Works and Services .....	7
Health and Social Services .....	8
Department of Justice .....	9
Northwest Territories Housing Corporation .....	10
Education, Culture and Employment .....	11
Department of Transportation .....	12
Resources, Wildlife and Economic Development .....	13



# Section 1





# **LEGISLATIVE ASSEMBLY**

## **2005-2008 BUSINESS PLAN**

## 1. INTRODUCTION

The Legislative Assembly is one of three distinct branches, which together comprise the current governance framework in the Northwest Territories. The other two branches are the Executive, represented by the Government of the Northwest Territories, and the Judiciary, represented by the courts. The Legislative Assembly's role is to ensure the promotion of good governance, to provide for the legitimate exercise of law-making authority, and to remain accountable to northern residents in the pursuit of their goals and aspirations. The 19 Member 15<sup>th</sup> Legislative Assembly was elected on November 24, 2003 with a four-year mandate that expires on December 8, 2007.

The administrative structure of the Legislative Assembly can be compared in general terms to a government department. However, it has a number of features that make it distinct and independent from other public sector organizations. The Legislative Assembly has a history rich in both aboriginal and non-aboriginal traditions. These cultures and traditions are reflected in the unique design of the Legislative Building and in the blend of Westminster parliamentary democracy and aboriginal style consensus government that is practiced and sets us apart from other jurisdictions. In addition, not only do the Offices of the Legislative Assembly operate to provide parliamentary and legislative services to the Members and the public, but unlike other departments, we must assume responsibility for the physical structure as well. Of paramount consideration is the preservation and protection of the precincts of the Legislature within progressively acceptable environmental principles. The features and characteristics of the Legislative Building and the entire Capital Site have important implications for how the Assembly functions and how it is managed.

Members are accountable generally to the electorate, and to the Legislative Assembly and the Board of Management specifically, for the expenditures they incur as representatives of their constituencies. Territorial government departments, represented by the Premier and Ministers in the Cabinet, are accountable to the Legislative Assembly for the expenditures they incur in delivering programs and services to the residents of the Northwest Territories.

In serving its clients – the institution as a whole, the Members, and the general public - the Office of the Clerk strives to achieve meaningful results. Establishing measurable results as outlined in this plan is an important undertaking as it attempts to define specific objectives and provide useful feedback on results. The business plan will help managers and staff throughout the organization coordinate their work and direct their energies towards common goals and priorities.



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## 2. THE BUSINESS PLAN - A Strategic Overview

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This Business Plan provides the blueprint, which will continue to guide the Legislative Assembly of the Northwest Territories for the 2005–2006 fiscal year, and attempts to recognize the factors that will impact on the Assembly and how it conducts its business through to the fiscal year 2007-2008. Although this plan has its limitations, it is constructed in a manner that allows flexibility in the administrative framework as the elected leaders define and refine the political direction in the Northwest Territories.

The primary objectives for 2005-2006 is to protect the integrity of the institution of the Legislative Assembly and to provide high quality and responsive support services to Members in ways that truly meet their needs. The Legislative Assembly is a knowledge-based organization. It is sustained from year to year, from Legislature to Legislature, by the experience, knowledge, insights and creativity of its dedicated employees.

The Members of the 15<sup>th</sup> Legislative Assembly, through their collective direction and individual contributions, will impact the business planning cycle and the resources required by the Legislative Assembly to fulfill its mandate.

The *Legislative Assembly and Executive Council Act* (The Act) provides the legal framework for the operation of the Legislative Assembly and is divided into three parts:

*Part 1* – deals with the rights and privileges of elected Members; provides for the compensation paid to Members; and for the operation of the Legislative Assembly;

*Part 2* – establishes the Executive Council and authorizes Ministers to be appointed; and

*Part 3* – sets out the conflict of interest provisions and provides for the appointment of a Conflict of Interest Commissioner.

The Act, along with the regulations and the policies of the Board of Management, provides the framework for the accountability, transparency and openness required and expected from Members and the Legislative Assembly in carrying out its business. The Act also impacts on the financial and human resources required to meet the operational needs of the Legislative Assembly.

**3. OUR VISION**

The Legislative Assembly provides, within a framework of accepted democratic principles, an environment in which the elected representatives of the people of the Northwest Territories can effectively, efficiently and to the best of their abilities, meet the needs and aspirations of residents, while taking into consideration the demographic diversity of the Northwest Territories.

In striving to achieve its vision, the Legislative Assembly will be guided by the following values:

- *Quality Service Delivery:* to achieve excellence and responsiveness in meeting clients' needs, in particular, Members' day-to-day requirements in the fulfillment of their duties to the public;
- *Innovation:* to seek new means to meet the challenge of responding to the unique requirements of an evolving territory and the development of new governance structures;
- *Cultural Sensitivity and Relevance:* to ensure that the activities of the Legislative Assembly are carried out in a manner that reflects and responds to the cultural aspirations of northern peoples;
- *Knowledge Management:* to manage information and technology as a strategic resource.
- *Accountability and Openness:* to ensure that members of the public are fully informed about the individual and collective decisions of their elected representatives, and have meaningful opportunity to participate in public processes; and
- *Responsiveness:* to ensure that our actions and activities are flexible and adaptable to changes in the operating environment and to new political realities.

**4. OUR MISSION**

The Office of the Legislative Assembly supports the Legislature as an institution, the activities of its Members, both individually and collectively in their roles as legislators and as representatives of their constituents, within prescribed parliamentary functions.

The Office is committed to ensuring that fair, accessible and accountable legislative services, education programs, and public information are available to all residents.



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## 5. OUR CORE BUSINESS

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The core business of the Legislative Assembly is defined in the same manner as our goals are articulated. The following are the core functions of the Legislative Assembly:

- To protect the integrity of the institution of the Legislative Assembly and its democratic processes, principles and traditions, and all aspects of the provision of services to elected Members in the representation of their constituents;
- To provide public information and educational support services to the public, including the promotion of the Legislature as a “place of the people”, reflective of the cultural diversity of the north;
- To provide financial and administrative support services to Members and staff to enable Members, individually and collectively to fulfill their duties and responsibilities; and
- To support, in principle and administratively, the various independent statutory officers of the Legislative Assembly in the fulfillment of their legislated responsibilities.

In order to successfully accomplish our objectives in these core areas, the resources appropriated are divided among a number of activities to ensure a maximum level of efficiency and accountability in terms of measurable achievement.

The activity structure of the Legislative Assembly establishes the accountability framework for the Office of the Legislative Assembly. The programs delivered by the Office of the Legislative Assembly are divided into five ongoing activities:

### **Office of the Speaker:**

- Acts as the Presiding Officer in the Chamber;
- Chairs the Board of Management;
- Provides policy direction;
- Acts as “Minister” responsible for Legislative Assembly;
- Annual reporting of Members’ indemnities and expenses and of the pension funds;
- Responsible for support services to Members, individually and collectively; and
- Official representative of the Legislative Assembly.

### **Office of the Clerk:**

- Provides for the protection of the precincts and facility management services;
- Provides advice and support to the Speaker and Members on procedural and administrative matters;
- Manages the Legislative Assembly office;
- Provides support for legislative processes;
- Provides visitor services and public information and education about the Legislative Assembly;
- Provides research and legal services to individual Members, to Standing and Special Committees, to the Speaker, and to the Office of the Clerk;
- Provides information and reference services through the Legislative and Branch Libraries; and
- Provides financial, administrative, and human resources support to the Legislative Assembly and various statutory officers of the Assembly.

**Members' Activities:**

- Expenses related to constituency work;
- Allowances for Members' expenses;
- Pension administration;
- Members travel and expenses;
- Constituency Assistant Program;
- Capital accommodation.

**Office of the Chief Electoral Officer:**

- Provides for the independent operation of the Chief Electoral Officer;
- Conducts and administers general elections, by-elections and plebiscites in the Northwest Territories;

**Statutory Officers:**

- Provides the resources required for the independent operation and activities of the following statutory officers of the Legislative Assembly:
  - Conflict of Interest Commissioner;
  - Equal Pay Commissioner;
  - Information and Privacy Commissioner;
  - Human Rights Commission;
  - Official Languages Commissioner.

## 6. THE LEGISLATIVE OPERATING ENVIRONMENT

### Legislative Assembly Executive Management

The responsibility to establish policies and make regulations lies with the Legislative Assembly Board of Management. The Board, chaired by the Speaker, is comprised of three Regular Members and one Cabinet Minister. There are also three alternate members to the Board.

The Board functions similarly in its responsibilities to the Executive Council for the government. It is the responsibility of the Board to ensure compliance with the *Legislative Assembly and Executive Council Act* and to manage the Legislative Assembly in an open, responsible, responsive, and accountable manner.

### The Committee System

An important element of any parliament is an effective committee system. A committee system takes advantage of the greater flexibility available in committees to carry out functions, which can be better performed in smaller groups. Committees are “creatures” of the House, and by extension are limited in their powers to only that authority which is delegated to them. The main activities of committees include the examinations of witnesses and the detailed consideration of legislation, estimates, public accounts, policies and technical matters. Committee work provides detailed information to the House on issues of concern to the electorate and often provokes important public debate. In addition, because committees interact directly with the public, they provide an immediate and visible conduit between elected representatives and residents.

The Assembly’s Standing Committee system is aimed at streamlining responsibilities to achieve an efficient, transparent, public and accountable process. The following committees are currently established by the Rules of the Legislative Assembly:

- The Standing Committee on Accountability and Oversight
- The Standing Committee on Governance and Economic Development
- The Standing Committee on Rules and Procedures
- The Standing Committee on Social Programs

### Special Committees

The 15<sup>th</sup> Assembly has the ability to establish Special Committees as needed to deal with specific issues that cannot be addressed adequately by an existing Committee. Special Committees are usually dissolved once they have reported or on a date specified in their terms of reference.

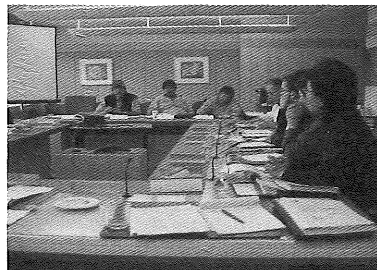


During the term of the 14<sup>th</sup> Legislative Assembly three significant Special Committees were established to examine and report upon specific areas of concern to Members and the people of the NWT. Those committees were:

- The Special Committee on the Implementation of Self-government and the Sunset Clause
- The Special Committee on the Review of the *Official Languages Act*
- The Special Joint Committee on Non-Tax-Based Community Affairs

The reports from these Special Committees provided significant recommendations in the areas of governance, language and culture, and the health and well-being of smaller communities. The reports of these committees will continue to have significance to the Members of the 15<sup>th</sup> Assembly and beyond.

In addition, the establishment of Special Committees, if any, by the 15<sup>th</sup> Assembly will impact on the resources required to meet their needs.



### **Governance**

The system of government for the Northwest Territories must recognize and protect the rights of all residents. Members of the 15<sup>th</sup> Assembly have agreed that this can be accomplished most effectively through a partnership approach whereby public and Aboriginal governments work together to address the goals of all residents.

The continued negotiation and finalization of land claim and self-government agreements will have a significant impact on governance at all levels and in all communities across the Northwest Territories. The public government structures and authorities currently in place will require constant review over the planning period and beyond.

In the future, the Legislative Assembly and its Members may be involved in any number of potential processes designed to determine future governance structures and mandates at the territorial, regional and community levels.

To address this, the Standing Committee on Rules and Procedures now has the responsibility for monitoring and reporting on the implications that self-government agreements will have on the powers, structures and procedures of the Legislative Assembly.

### **Circle of Northern Leaders**

The Caucus of the 15<sup>th</sup> Assembly hosted the inaugural Circle of Northern Leaders meeting in the spring of 2004 and there was general agreement among the participants that such a gathering of northern leadership to examine direction and priorities should be an annual event. Therefore, base funding is proposed in the Legislative Assembly appropriation commencing in 2005-2006 for an annual meeting of northern leaders.



### **Capital Area Development**

The Legislative Assembly Building is situated in a pristine setting with a beautiful view of the surrounding land and water. The design of the Building and its site relate well to the natural environment. The Legislative Assembly, the Government of the Northwest Territories and the City of Yellowknife share a common vision that the natural setting around the Legislative Assembly Building be maintained. The shared vision is one of a continuing demonstration and symbol of the concept of people living in harmony with nature. The Capital Area Development Scheme is the means by which this vision is fulfilled. The Scheme provides the conceptual and management framework within which the future development and preservation of the Capital Area will occur. The present structure has been in place for over five years. In partnership with the City of Yellowknife and the Department of Municipal and Community Affairs, the Legislative Assembly undertook a review to determine how the implementation of the Capital Area Development Scheme ought to evolve over the next five years and into the future.



The Board of Management is working in partnership with the GNWT, the City, DND, and the RCMP to develop the Northwest Territories Capital Park Commission. This proposal is similar to those in place in most Canadian provinces and in the National Capital. Legislation will be required to implement this initiative and due to the current fiscal restraint measures, funds have been identified in 2007-2008 to make this a reality.

Maintaining the Legislative Assembly Building and a portion of the Capital Site is a function under the Legislative Assembly. The responsibility for maintaining other areas is a cooperative and shared responsibility with the City of Yellowknife, the Department of Education, Culture, and Employment, the Department of National Defense and the RCMP.

In addition, the 15<sup>th</sup> Assembly's Board of Management has approved and adopted the Cultural Enhancement Strategy with a funding allocation of \$20K per year.



### **Fiscal Reality**

While the Legislative Assembly, by definition as a separate branch of government, is not subject to many of the directives issued to government departments respecting cost saving measures and general policy adjustments, it is sensitive to the changing fiscal climate and the pressures to reduce expenditures. In recognizing that these realities also impact on Assembly operations, every effort is made to comply with government direction and, in instances where it is possible to do so, additional steps and restraint measures are considered and implemented. Over the planning period the Office of the Legislative Assembly will continue to explore means to reduce expenditures and improve efficiency in all activities.

### **Statutory Officers**

#### Conflict of Interest Commissioner

The *Legislative Assembly and Executive Council Act* was designed to create a regime in which NWT residents know what is expected of Members of the Legislative Assembly regarding their obligations to avoid conflicts of interest so as to maintain public confidence in the integrity, objectivity and impartiality of Members. The Conflict of Interest Commissioner is independent of the government and the resources for the office are provided from the Legislative Assembly's appropriation. The Conflict of Interest Commissioner provides advice to Members and senior officials on how to arrange their business and financial affairs to comply with the Act. The Commissioner also conducts investigations into conflict of interest complaints against Members.

#### Equal Pay Commissioner

Recent amendments to the Public Service Act provided for the appointment of an Equal Pay Commissioner to receive complaints and conduct investigations into matters related to equal pay for work of equal value in the public service. The Commissioner also has the duty to promote awareness and understanding of the right to equal pay for work of equal value.

The Office officially opened on July 1, 2004 and the incumbent has been appointed to a four-year term in accordance with the Act.

### Information and Privacy Commissioner

The *Access to Information and Protection of Privacy Act* was created to promote, uphold and protect access to the information that government creates and receives and to protect the privacy rights of individuals. The Information and Privacy Commissioner is appointed by the Commissioner on the recommendation of the Legislative Assembly for a term of five years. The role of the Information and Privacy Commissioner is to provide for an independent review of discretionary decisions made by public bodies under the Act.

The Information and Privacy Commissioner is independent of the government, and resources for the office are provided from the Legislative Assembly's appropriation.

The term of the current incumbent expires on July 30, 2005.

### Human Rights Commission

The NWT *Human Rights Act* came into force on July 1, 2004, which coincided with the appointment of the five members of the first Human Rights Commission. The Director of Human Rights was also appointed on July 1<sup>st</sup> at which time the Office officially opened. The recruitment process for the Deputy Director was completed in August 2004 and the appointment took effect in October 2004.

The recruitment process for members of the Human Rights Adjudication Panel was initiated in late July 2004 and the appointments were also made in October 2004.

### Official Languages Commissioner

Significant amendments have been made to the *Official Languages Act*, which had an impact on the operation and role of the Office of the Languages Commissioner. The Languages Commissioner is appointed under the Act to serve as an independent body reporting directly to the Legislative Assembly. The NWT Languages Commissioner's mission is to ensure that NWT citizens are able to exercise their language rights as protected under the *Official Languages Act*. The Languages Commissioner meets these requirements by receiving inquiries and complaints, investigating complaints where appropriate or necessary, and reporting to the Legislative Assembly.

### Office of the Chief Electoral Officer

Elections NWT, an independent arm of the Legislative Assembly, is charged with the authority to conduct and administer general elections and by-elections in the Northwest Territories pursuant to the statutes enacted by the Legislative Assembly of the Northwest Territories. Elections NWT also conducts plebiscites or public questions on behalf of the Legislative Assembly of the Northwest Territories.

The principle mandate of Elections NWT is to educate, inform and empower all eligible electors and candidates in the Northwest Territories to exercise the democratic rights accorded to them in the Canadian Charter of Rights and Freedoms so that they may participate fully in the election process in the Northwest Territories.

The 2003 General Election was conducted under a significantly amended *Elections Act*, which saw the establishment of a permanent Registrar of Electors in the Northwest Territories.

Funding the conduct of Elections is cyclical, building up to each general election. The Office of the Chief Electoral Officer has been involved and will continue to provide advice in electoral matters to the Legislative Assembly, Government, First Nations and Municipalities.

## 8. INFORMATION TECHNOLOGY

Progress is underway on the development and improvement of a number of in-house databases to improve administrative and operational efficiencies, both in our services provided to Members and to the public.

A database has been developed to record Members' attendance at Session and Committee meetings, which allows the generation of reports required under the *Legislative Assembly and Executive Council Act*. This database will also provide a mechanism to track and control expenditures related to Hansard production and verbatim transcripts of Committee proceedings.

Other databases developed in-house to assist in improving administrative efficiency include:

- A travel record system for all Members and staff;
- A building events database to monitor the use of the Great Hall and committee rooms;
- A records management database to manage the active, semi-active, and final disposition of all Legislative Assembly administrative and operational records;
- A Records of Decision database for the storage and retrieval of RODs of the Legislative Assembly's Board of Management;
- A database of legal opinions to track the historical and current legal opinions of the Law Clerk and other opinions solicited by the Office of the Clerk; and
- A keyword searchable Hansard database, which contains the Hansard text from the 12<sup>th</sup> Assembly onwards and uses the FolioViews software for searching capabilities. This database is updated each Session.

Still under development is a revised database that meets operational needs and search capabilities for Speakers' Rulings.

The Legislative Assembly website continues to be updated and expanded to provide more insight on the work of the Assembly and enhanced public access to information of interest. For example, in the 15<sup>th</sup> Assembly, all Standing Committee Reports will be posted on the site once they are presented in the House, and complete texts of Bills introduced in the House will be available. In addition, a link is available to the consolidated versions of the Statutes of the Northwest Territories.

Over the course of the planning period, the Legislative Assembly will continue to explore means and opportunities to improve our operations and service delivery through the use of innovative technological advances.

**9. GOALS**

The office of the Legislative Assembly has the following goals over the planning period:

- To protect the integrity of the institution of the Legislative Assembly and its democratic processes, principles, and traditions, and all aspects of the provision of services to elected Members in the representation of their constituents;
- To provide public information and educational support services to the public, including the promotion of the Legislature as a “place of the people”, reflective of the cultural diversity of the north;
- To provide financial and administrative support services to Members and staff to enable Members, individually and collectively to fulfill their duties and responsibilities; and
- To support, in principle and administratively, the various independent statutory officers of the Legislative Assembly in the fulfillment of their legislated responsibilities.



**10. WORKING TO ACHIEVE RESULTS – OUTCOMES, MEASURES, TARGETS AND STRATEGIES**

While the Legislative Assembly strives to carry out its responsibilities, it will endeavour to achieve results and provide a level and standard of service required and expected by Members in fulfilling their responsibilities and the public in accessing the Legislature and participating in its processes.

The Administration exists to provide an impartial and consistent quality of service to Members, supporting their work on behalf of their constituents and all residents. The organization also supports the institution of the Legislative Assembly, ensuring continuity from one Assembly to the next and safeguarding records for the future.

As part of its movement towards planning and accountability based on results rather than activities, the Administration has developed results statements reflecting the organization's commitment to providing meaningful, effective services to Members who are, from a business perspective, its clients. The results discussed below guide the planning, management and delivery of services on a daily basis. Each service area now has a clear statement of particular results that guides its work, carrying organization results to all staff, providing specific direction within a common sense of purpose. Ultimately, these results are the measure against which the organization's performance will be reviewed and held accountable:

- Quality Service Delivery
- Client Service
- Knowledge Management
- Community Awareness
- Cultural Values
- External Assistance/Public Relations
- Investment in Human Resources

The activities that the Legislative Assembly will undertake in 2005-2006 and the anticipated results will be consistent with the vision and goals. Some goals are measurable. However, others in a political environment are only measurable by the constituency at large.

**OUTCOME MEASURES**

<p><b>Goals</b> – To protect the integrity of the institution of the Legislative Assembly and its democratic processes, principles, and traditions, and all aspects of the provision of services to elected Members in the representation of their constituents.</p> <p>To provide financial and administrative support services to Members and staff to enable Members, individually and collectively to fulfill their duties and responsibilities.</p>		
<b>Desired Outcome</b>	<b>What We Will Measure</b>	<b>What We are Aiming For</b>
<p>Members of the Legislative Assembly receive timely, efficient and quality support in fulfilling their responsibilities representing their constituents as well as their responsibilities as Members of the standing committees</p>	<p>Response time for research requests</p>	<p>100% of projects completed within deadlines required by Members</p>
	<p>Production of parliamentary documents within prescribed timeframe</p>	<p>Edited Hansard is produced within 5 days.</p>
	<p>Turn-around time for processing travel and expense claims</p>	<p>3 days</p>
	<p>Monthly updates to constituency operating budgets and more frequent updates as a Member's funding is running low near year end</p>	<p>Monthly then weekly for any budgets running low</p>
	<p>Familiarization of newly hired constituency assistants to critical Assembly documents</p>	<p>Orientation with new assistants completed within three weeks. 100% of constituency assistants have reviewed relevant sections of the Members manual.</p>
<p>The staff of the Legislative Assembly is representative of the population it serves</p>	<p>Affirmative Action statistics include number in recruiting affirmative action candidates interviewed and recruited</p>	<p>Maintain and increase Northerners working at the Legislative Assembly</p>
<p>All staff have opportunities to enhance their careers through a variety of professional development initiatives</p>	<p>Number of training events attended</p>	<p>Development of succession planning at all levels by the end of 2005. Retention of the knowledge base in existing staff.</p>
	<p>Number and type of transfer assignments, secondments and education leave</p>	
	<p>Results from Member (client) surveys</p>	<p>Annual survey rates all staff functions as satisfactory or above satisfactory</p>
	<p>All performance evaluations are completed annually and personal work plans are developed that link to the department's objectives</p>	<p>Completed for all staff annually. No performance appraisal is allowed to become 3 months overdue</p>
<p><b>Supporting Strategies:</b></p> <ul style="list-style-type: none"> <li>◆ Administrative workshop orientation for new Members</li> <li>◆ Guidance to newly hired constituency assistants</li> <li>◆ Technological support</li> <li>◆ Quality service delivery</li> <li>◆ Knowledge management</li> <li>◆ Public governance structures</li> <li>◆ Establish processes to address change</li> <li>◆ Investment in human resources</li> </ul>		

**OUTCOME MEASURES cont'd**

<p><b>Goal</b> –To provide public information and educational support services to the public, including the promotion of the Legislature as a “place of the people”, reflective of the cultural diversity of the north.</p>		
<p><b>Desired Outcome</b></p>	<p><b>What We Will Measure</b></p>	<p><b>What We are Aiming For</b></p>
<p>The community is knowledgeable about the Legislative Assembly</p>	<p>Number of tours (formal and informal)</p> <p>Number of meetings Standing Committees hold in communities</p> <p>Speaker’s guest book and the Tourist guest book</p> <p>Number of events the Speaker attends in formal capacity</p> <p>Increase in number of residents watching Legislative Assembly TV coverage</p> <p>Number of school visits</p> <p>Number of NWT requests for information</p> <p>Number of Pages trained and used through the year with details of their home community and the school/association they represent</p> <p>Number of House Documents distributed</p>	<p>Increase public exposure to the Legislative Assembly by a further 5% in 2005-2006. Baseline data has been established and will permit monitoring of results</p>
<p>Enhanced public access to and involvement in legislative and budget process</p>	<p>Public understanding of the legislative process and know how to provide input</p> <p>Number of Committee Meetings open to the public - both legislative and budget</p> <p>Number of inquiries</p> <p>Number of responses to invitations for input and number of witnesses making presentations</p> <p>Public participation at Standing Committee legislative reviews</p>	<p>Public communications about process</p> <p>Hansard available to all residents either in hard copy or on the web and on a searchable database</p> <p>100% satisfactory response rate</p> <p>Increased public participation in Standing Committee hearings – baseline information is available</p>
<p>The Great Hall is a familiar and respected gathering place</p>	<p>Number of external events scheduled in Great Hall (e.g., weddings, services, presentations and celebrations)</p>	<p>Increase event use in Great Hall by 5%. Baseline data is available.</p>
<p><b>Supporting Strategies:</b></p> <ul style="list-style-type: none"> <li>◆ Community awareness</li> <li>◆ Youth Parliament</li> <li>◆ External assistance/public relations</li> <li>◆ Review of Languages Services Policy</li> <li>◆ Review of Legislative Assembly Building Use Policy</li> </ul>		

**OUTCOME MEASURES cont'd**

<b>Goal</b> –To protect the integrity of the institution of the Legislative Assembly and its democratic processes, principles, and traditions, and all aspects of the provision of services to elected Members in the representation of their constituents.		
<b>Desired Outcome</b>	<b>What We Will Measure</b>	<b>What We are Aiming For</b>
Procedures for the roles and responsibilities of the Legislative Assembly are defined in relation to implementation of self-government agreements	Implementation plans of self-government agreements	Reports from Standing Committees for the 15 <sup>th</sup> Assembly to consider and act upon  Rules and Procedures Committee to assess impact on House and Committee procedures and operations
<b>Supporting Strategies:</b>		
<ul style="list-style-type: none"> <li>◆ Rules of the Legislative Assembly</li> <li>◆ Government Business Plans</li> </ul>		

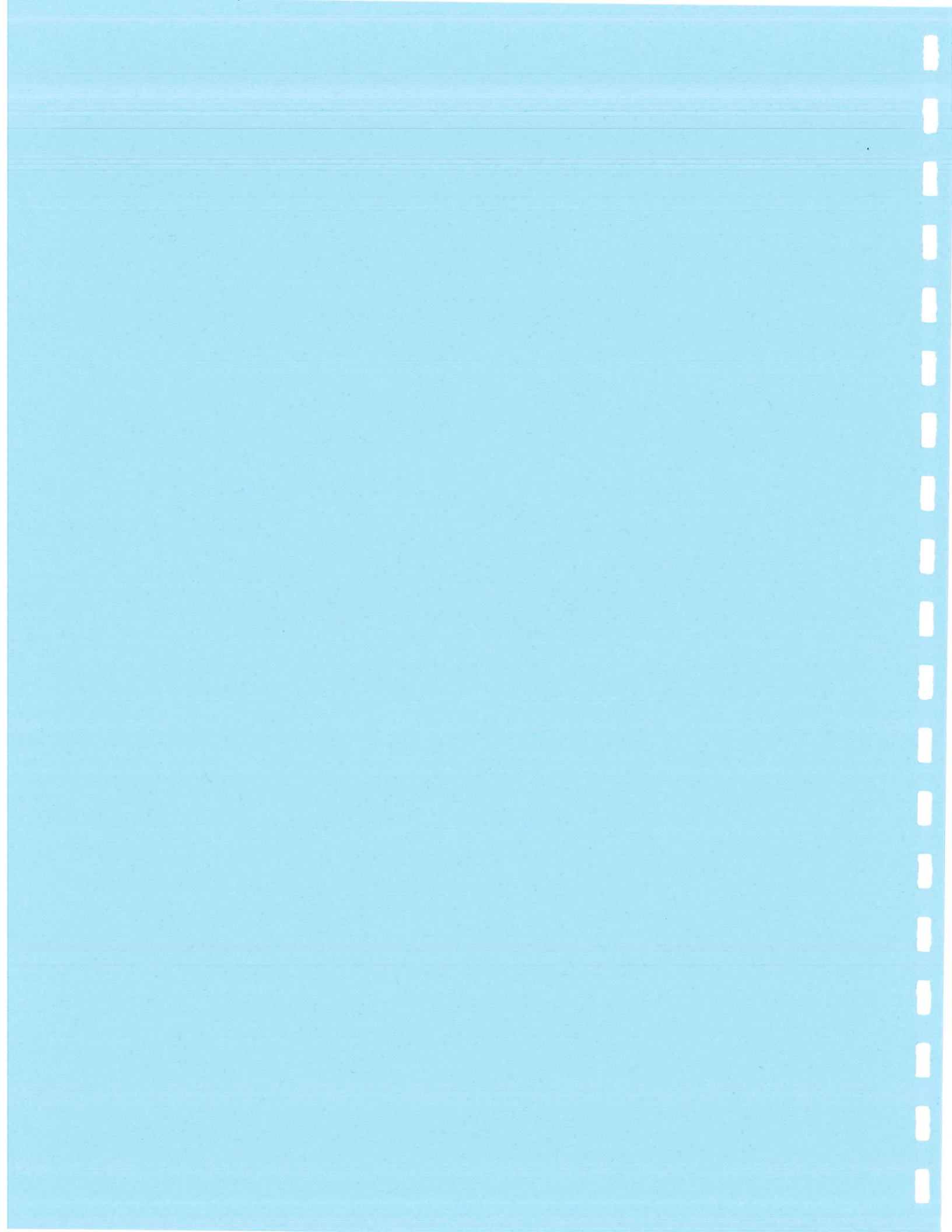
<b>Goal</b> – To provide public information and educational support services to the public, including the promotion of the Legislature as a “place of the people”, reflective of the cultural diversity of the north.		
<b>Desired Outcome</b>	<b>What We Will Measure</b>	<b>What We are Aiming For</b>
Respect for all Northwest Territories cultures and traditions	Number and type of artifacts and art work present in the facility  Number of cultural events held and promoted  Number of hours session is provided in aboriginal languages  National Aboriginal Day	Implementation of Cultural Enhancement Program to be continued in 2005-2006.  Maximize events within available timeframes – baseline data available  100% of Members and public requests actioned  Hosting celebratory events on site
<b>Supporting Strategies:</b>		
<ul style="list-style-type: none"> <li>◆ Facility involvement in events</li> <li>◆ Session in aboriginal languages on Aboriginal Peoples Television Network (APTN)</li> <li>◆ Cultural Enhancement Program</li> </ul>		

**OUTCOME MEASURES cont'd**

<p><b>Goal</b> – To provide public information and educational support services to the public, including the promotion of the Legislature as a “place of the people”, reflective of the cultural diversity of the north.</p>		
<p><b>Desired Outcome</b></p>	<p><b>What We Will Measure</b></p>	<p><b>What We are Aiming For</b></p>
<p>Members of the other jurisdictions are aware of the culture and system of the government in the Northwest Territories</p>	<p>Number of outside-of-the-NWT requests for information</p> <p>Number of hits on the Legislative Assembly's web pages</p>	<p>100% response rate.</p> <p>Further Web page updates and enhancements in 2005.</p>
<p>A current and built in the North social studies program in schools across the Northwest Territories</p>	<p>Finalization of the teaching aids</p>	<p>Program blended into the curriculum in all schools by the end of 2005</p>
<p><b>Supporting Strategies:</b></p> <ul style="list-style-type: none"> <li>◆ Public Affairs and Communications</li> <li>◆ Interactive web page</li> </ul>		



# Section 2





# **DEPARTMENT OF EXECUTIVE**

## **2005-2008 BUSINESS PLAN**



## VISION

The vision of the Department of Executive is to contribute to governance within the Northwest Territories by providing superior service to Cabinet, sound advice to departments and innovative, results-oriented leadership within the territorial public service.

The Government of the Northwest Territories' Strategic Plan *Self-reliant People, Communities and Northwest Territories – A Shared Responsibility*, sets forth the following core values intended to guide the GNWT's actions:

Strategic Plan Core Values:

***Self-reliance***  
***Partnership***  
***Accountability***  
***Respect***  
***Identity***  
***Integrity***

The following principles, upon which our departmental vision is based, are derived from the core values identified in the GNWT's Strategic Plan.

Our principles:

- ***Self-reliance:*** In order to achieve self-reliance for the Northwest Territories, the GNWT and its partners must engage the federal government in negotiations on devolution and resource revenue sharing. Increasing federal awareness and understanding of northern issues is in the best interests of the Northwest Territories.
- ***Partnership:*** The GNWT should work in partnership with other northern governments in order to provide the best possible leadership for residents of the Northwest Territories. The GNWT should seek every available means to engage its partners in dialogue on northern issues and concerns.
- ***Accountability:*** NWT residents should be fully informed of the public business of government. NWT residents deserve demonstrable accountability for the conduct of government.
- ***Respect:*** The interests, desires and aspirations of the residents of the Northwest Territories should be reflected in Government of the Northwest Territories' legislation, policies, strategies, programs and services.
- ***Identity:*** The work done by the Department of Executive should reflect the qualities and values of the Northwest Territories' unique cultures, languages, and identity.
- ***Integrity:*** Advice provided to Cabinet, its committees, and to departments, should be objective and timely, with a government-wide perspective. Employees of the Department of Executive will conduct themselves with fairness and impartiality and will provide support to other employees of the GNWT to do the same.

## MISSION

The mission of the Department of the Executive is to provide overall direction, management and coordination to the Government of the Northwest Territories as a whole.

The key areas for which we are responsible for achieving results in are:

- Coordination of the implementation of Cabinet direction across the NWT;
- Provision of objective and timely policy, strategic, legislative and protocol advice to support Cabinet;
- Provision of support and advice for northern political development initiatives and for government to government to government relationships;
- Promotion of the interests of NWT residents to the Canadian public and other governments;
- The support and promotion of effective corporate communications and communication about government's agenda, activities and initiatives to government employees, the public and other governments;
- Effective leadership, support and development of the territorial public service;
- Specialist support to departments in policy and legislation development, communications and strategic planning.

## LINKS TO THE GNWT STRATEGIC PLAN

### *Overall Responsibility*

The Department of Executive has an overall responsibility to Cabinet to coordinate the development of the government-wide strategic plan and to ensure that the Strategic Plan, a living document, is modified and updated, as necessary, over the life of the government.

The Department of Executive ensures that Cabinet is provided with strategic plan options that reflect an overall balance in the government's priorities, such that each individual sector and area of importance to the people of the Northwest Territories is considered during the planning phase. The department also works to ensure that the over-arching vision and goals established by the 15<sup>th</sup> Legislative Assembly guides any planning options presented for Cabinet consideration.

With the strategic plan in place, the Department of Executive has an ongoing responsibility to screen all initiatives submitted for Cabinet consideration with a view to ensuring that they support the direction set out in the Strategic Plan. The Department is also responsible to ensure that the overall direction of government, as established in the Strategic Plan, is communicated effectively and that ongoing government messaging is consistent with the overall direction of the Strategic Plan.

***Responsibility to Support Specific Strategic Plan Goals***

There are a number of specific actions identified in the Strategic Plan that the Department of Executive has some degree of responsibility for carrying out. These include:

***Goal 1: A Strong Northern Voice and Identity***

- Promote the NWT as a prime location to live, raise a family, visit and do business and build on initiatives that promote and distinguish the NWT's unique northern identity.
- Actively promote the interests of the NWT through its intergovernmental relations.
- Work with Northern Leaders to design and establish a northern intergovernmental assembly and work jointly to develop a northern agenda.
- Work in partnership with Members of the Legislative Assembly to make consensus government strong and effective.
- Ensure that the general public is informed throughout the process of devolution, resource revenue sharing and self-government negotiations.
- Implement communications strategies to inform the public of the territorial government's plans and to support our commitment to transparent and accountable government.
- Expand partnerships and optimize federal contributions to economic and social development.

***Goal 2: Healthy, educated people living in safe communities who are able to contribute and take advantage of life's opportunities***

- Maintain continued commitment to the Social Agenda and implement "Doing our Part" – the GNWT's response to the Social Agenda recommendations.

***Goal 3: Well-governed, sustainable communities and regions able to fulfill their potential***

- Support all regions and communities to implement mutually agreed upon aspects of their agendas (e.g. the Beaufort/Delta agenda).
- Reform territorial boards and agencies to focus on accountability and on efficient and effective service.
- Promote and sustain a professional public service at all levels.

***Goal 4: A diversified economy that provides northerners with opportunities and choices***

- Strengthen the focus on critical functions related to employment and labour to support employment development and mutually beneficial relationships between employees and employers.
- Work with the federal government to secure strategic federal investments in the NWT economy.
- Establish a new Business Development and Investment Corporation to meet business' financing needs.

## CORE BUSINESS/SPECIAL INITIATIVES

The Department of Executive provides advice and support to the Premier, Executive Council, the Ministers' Offices and coordinates the GNWT's relations with federal, provincial, territorial, and international governments, as well as with the public. The department provides advice and support to the executive branch of government and to the public service in the areas of policy, legislation and House planning, communications and protocol. The Department also provides financial, administrative, and human resource services to other government departments, boards and agencies.

The Secretary to Cabinet/Deputy Minister of the Executive provides coordination and leadership to the executive branch of government and the public service and leads the Department of Executive.

The Department of Executive includes the following functions and activities:

- The **Premier's Office** is responsible for providing political advice to ensure all departments operate in a manner consistent with government policy, legislation, priorities and strategies. The Premier's Office directs the activities of the Executive Council and manages the executive functions of government, including the secretarial and administrative support to Executive Council committees and to the other Ministers. The Premier's Office also takes the lead in coordinating the government's activities related to the political and constitutional development of the Northwest Territories.

▪ Proposed O&M Budget FY 2005 – 2006	\$1,029,000
▪ Proposed FTEs	6

- **Ministers' Offices**, includes support for the Ministers, their offices and support staff.

▪ Proposed O&M Budget FY 2005 – 2006	\$1,796,000
▪ Proposed FTEs	12

- The **Office of the Secretary to Cabinet/Deputy Minister** is responsible for the management of the Department of Executive including the planning, administration and other functions necessary to further the Department's mandate. The Secretary to Cabinet is accountable to the Premier for the proper conduct of business of the Department.

As the senior public servant in the government, the Secretary to Cabinet chairs the Senior Management Committee of Deputy Ministers and leads, coordinates and supports the overall government agenda ensuring that balance is achieved.

▪ Proposed O&M Budget FY 2005 – 2006	\$543,000
▪ Proposed FTEs	2

- **Cabinet Secretariat (Policy)** provides broad policy advice on priorities, strategies, policies and legislation to the Premier and Cabinet; and support for all Cabinet operation, including communicating, monitoring compliance with, and assisting (as required) in the implementation of, Cabinet direction.

The Secretariat provides departments with independent policy advice, as well as assistance with the preparation of Cabinet submissions and the coordination of inter-departmental initiatives. The Secretariat also promotes a corporate approach to policy development and management through various publications and guides (see below), a series of workshops offered to the public service, and chairing the interdepartmental *Directors of Policy Group*.

The secretariat provides a full range of departmental policy services to the Department of Executive and develops, updates and publishes several Cabinet and policy related publications including the *GNWT Policies Manual*, *Executive Committee Systems Handbook*, *Guide to Grants and Contributions Handbook*, and the *Public Committees, Boards and Councils Handbook*.

- Proposed O&M Budget FY 2005 – 2006      \$665,000
- Proposed FTEs      6
- One of the proposed FTEs is functionally responsible to the Legislative Coordinator, Legislative and House Planning

- **Corporate Communications and Protocol** provides broad communications advice across government to support the priorities, strategies and initiatives of Cabinet and leads the development of communications approaches on government-wide initiatives. The division promotes an integrated corporate approach to communications, administers the framework of policy and guidelines that direct and guide government communications, supports departmental communications efforts, and communicates the agenda, goals, strategies and initiatives of the GNWT within government and to the public.

The division supports coordinated interdepartmental communications by: administering *Communications Policy 11.21*; managing the GNWT's *Visual Identity Program*; managing the GNWT's media monitoring services; producing *The Bear Facts* – a monthly newsletter for GNWT employees; administering the GNWT's Internet home page; chairing the interdepartmental *Communications Working Group*; providing advice and support to departments on communications initiatives; and, by leading the development of interdepartmental communications plans. The Corporate Communications and Protocol Division provides advice to Cabinet on government communications initiatives and coordinates the GNWT's protocol service for visiting dignitaries and heads of state.

The division represents the Department of Executive on the interdepartmental Official Languages Coordinators working group and the multi-agency Territorial Emergency Response Committee, and provides communications support to the Department of Executive.

▪ Proposed O&M Budget FY 2005 – 2006	\$488,000
▪ Proposed FTEs	3

- **Corporate Services** provides financial and human resource administrative support to the Department of Executive, Commissioner's Office, Financial Management Board Secretariat, Ministry of Aboriginal Affairs, NWT Public Utilities Board, and the Women's Advisory Program.

The division provides financial advice to the Premier, Secretary to Cabinet and the Senior Management Team of the Department. It also coordinates human resource planning activities.

The division is responsible for development of the Executive's Business Plan and Main Estimates.

▪ Proposed O&M Budget FY 2005 – 2006	\$1,495,000
▪ Proposed FTEs	13

- **Intergovernmental Relations and Strategic Planning (IGRASP)** ensures that the interests and aspirations of the residents of the NWT are reflected in the GNWT's participation in intergovernmental activities; develops, and periodically updates the government-wide strategic plan and ensures that it is effectively coordinated.

IGRASP is responsible for managing the government's relationships with federal, provincial and territorial governments, and with circumpolar countries in all matters of intergovernmental significance. IGRASP provides strategic advice on matters pertaining to federal-provincial-territorial relations and in domestic matters that have inter-governmental or government-wide implications. Participation can range from involvement in national initiatives and policy development, to initiating and developing cross-departmental strategies to shaping strategies led by line departments (e.g. the national diamond strategy).

A major dimension of IGRASP's role is to ensure a consistent corporate strategy and position is taken regarding the NWT's priorities for action in the domestic and intergovernmental arenas. The division assists in the preparation of strategies to address territorial, national and international issues, including the provision of policy and strategic advice and analysis to departments.

In order to gauge the impact of national trends and issues on the NWT, IGRASP monitors local, national and international media sources, provides periodic reports to other departments on key events, and develops environmental scans to assist departments in the development of strategic plans and government-wide initiatives. Advice to the Premier includes an assessment of the extent to which proposed departmental strategic initiatives support the government-wide agenda, including their intergovernmental implications. The latter function falls within IGRASP's responsibility to manage the GNWT's overall agenda through monitoring and reporting upon progress

made toward the effective implementation of government-wide/interdepartmental strategies in support of the government's agenda.

- Proposed O&M Budget FY 2005 – 2006      \$1,263,000
- Proposed FTEs      8
- 2 of the proposed FTEs will be functionally responsible to the Premier's Office

- The **Legislation and House Planning Division** provides policy advice on individual legislative initiatives to Cabinet as well as advice to the Government House Leader and Cabinet on the development of the government's legislative agenda as a whole. The division also provides policy and procedural advice to departments and government agencies on the development of legislative initiatives. Legislation and House Planning chairs a committee of central agencies to support the development of policy advice on legislative initiatives.

Legislation and House Planning also provides a full range of administrative support services to the Government House Leader, Cabinet, departments and agencies for Sessions of the Legislative Assembly. These support services include: facilitating daily meetings of Cabinet during Session, developing various planning documents in preparation for Session, coordinating the review and/or processing of all documents destined for the House and providing advice related to Legislative Assembly procedures and requirements.

Legislation and House Planning reports to both the Government House Leader and the Secretary to Cabinet.

- Proposed O&M Budget FY 2005 – 2006      \$231,000
- Proposed FTEs      2

- **Beaufort Delta Regional Office** is responsible for implementing Cabinet priorities and direction, coordinating GNWT program and service responsibilities in the region and transition planning at the regional level in preparation for the implementation of a final self-government agreement. In addition, the Director of Regional Operations is responsible for ensuring that GNWT actions to support the implementation of the Beaufort Delta Agenda –Focus on Family are coordinated and responsive to the needs of the leadership in the region.

The Director of Regional Operations functions as the senior GNWT representative in the Beaufort Delta Region and provides and initial point of contact for Aboriginal Land Claimant Groups, Community Governments, the GNWT (Departments, Boards, and Agencies) and the public. In addition, the Director of Regional operations acts as the senior GNWT official in the Beaufort Delta and represents the GNWT on regional issues requiring corporate and interdepartmental resolution.

The Director of Regional Operations provides a leadership role as chair of the Regional Management Committee, which is composed of the senior regional staff from each of the departments with representation within the Beaufort Delta Region.



- Proposed O&M Budget FY 2005 – 2006      \$83,000
- Proposed FTEs      1.5

**The Department of Executive also provides support for the following offices and activities:**

- **Commissioner's Office** - The Commissioner of the Northwest Territories is appointed by the Prime Minister on the advice of the Minister of Indian and Northern Affairs Canada. The Commissioner exercises a function similar to that of a Lieutenant Governor, under a letter of instruction from the Minister of Indian and Northern Affairs. The Executive is responsible for providing office space and administrative staff to support the office of the Commissioner.

- Proposed O&M Budget FY 2005 – 2006      \$182,000
- Proposed FTEs      1

- **Women's Advisory** – The Women's Advisory Program provides a point of contact within the territorial government on issues of concern to women and advice and support to the Minister Responsible for the Status of Women. Women's Advisory also administers a Grants and Contributions program that supports and provides liaison with the Status of Women Council, the Native Women's Association and other organizations that enhance the cultural, economic, political and social participation of women in society.

In its commitment to advance women's equality issues, the Women's Advisory has played, and continues to play, a key role in major territorial initiatives. These include the release of the major research reports on family violence as well as initiatives to encourage, promote and support the leadership of NWT women and the valuable contributions women can make as community and elected leaders.

Major initiatives that will be undertaken for the 2004/05 and 2005/06 fiscal periods include:

- Coordinating the GNWT Response to the NWT Family Violence Action Plan and its implementation;
- The development and implementation of plans and activities to address outstanding gender equity issues.

The Women's Initiatives Grants Program provides financial assistance to not for profit organizations for special projects, which include, but are not limited to, workshops, conferences, publications and life skills development.

- Proposed O&M Budget FY 2005 – 2006      \$152,000
- Proposed G&C Budget FY 2005 – 2006      \$688,000
- Proposed FTEs      1

- **Public Utilities Board** – The Public Utilities Board is an independent regulatory agency responsible for the regulation of the energy utilities in the Northwest Territories. No public utility may collect, charge or enforce rates other than rates approved by the Board.

The main function of the Board, which derives its authority from the *Public Utilities Act*, is to protect the public interest by establishing utility rates that are just and reasonable to the consumer, while at the same time, allowing the utilities the opportunity to earn a fair rate of return.

Members of the Public Utilities Board are appointed by the Minister responsible for the Act, on the recommendation of the Executive Council, to hold office during pleasure for a term not exceeding five years.

The Department of Executive maintains the Board's head office in Hay River, staffs the Board Secretary position and provides other O&M funding in support of the Board's operations.

- Proposed O&M Budget FY 2005 – 2006      \$331,000
- Proposed FTEs      1

## ENVIRONMENTAL SCAN

The 15<sup>th</sup> Legislative Assembly and the Government of the Northwest Territories have developed their vision and goals collaboratively and have met with northern Leaders to solicit their views on what the priorities ought to be over the next 4 years. Based on the Assembly's vision and goals, the views expressed by northern Leaders, and taking into account fiscal realities and other environmental factors, the government identified a number of priorities and actions to advance the interests of northerners. Now that the political direction has been set out in the government's strategic plan, the Department of Executive will need to do its part in support of the plan.

The Department of the Executive, under the leadership of the Premier, has the mandate to provide overall management and government-wide coordination to the Executive Branch of government.

As general observation, the erosion of the departmental budget over the years has impacted on the department's ability to meet its goals and objectives, reducing the flexibility to both fulfill current responsibilities and cope with new initiatives.

While experiencing reductions to our Other O&M budget from year to year, the Executive has also been asked to take on a greater role in overall coordination of key government-wide activities in recent years (i.e. Intergovernmental relations, strategic planning and coordination of government-wide communications). This has made it more difficult for the department to fulfill its mandate and to support the operations of Cabinet. Resources are stretched to the limit in: providing comprehensive analysis of submissions and information coming forward for Cabinet consideration; actively participating in an increasingly demanding, busy and important intergovernmental environment; and managing a proactive and planned approach to communications to ensure that the government speaks with a unified voice and in a manner that resonates with key audiences.

Aside from the fiscal realities the department is coping with, the following identifies some of the critical issues that will affect the Department of Executive's ability to achieve its goals.

### **Goal #1: An appropriate balance in furthering all government priorities.**

The strategic plan and the priorities and goals set out therein hold a delicate balance between developing the economy by maximizing opportunities for northerners, protecting our environment, providing a social net to those most in need and increasing the NWT's profile nationally towards an enhanced understanding of how the territory contributes to the national and provincial economies and the overall national identity. The Department will need to ensure that the ongoing input from northern Leaders into the priorities of government continues to result in an overall balance between economic and social development, environmental preservation, economic diversification and the development of non-renewable resources and northern and aboriginal political development.

Caution needs to be exercised by government to endorse a doable agenda, which has the potential to generate concrete deliverables within the set timeframe. Broad political support for the agenda and the strategic plan and interdepartmental collaboration will be essential to ensure that the Department of Executive can assume its role as the lead agency responsible for coordinating the implementation of the agenda and associated communication. It is important that other governments and stakeholders are confident that the GNWT speaks with one voice.

**Goal #2: A stable territorial public service, representative of NWT society, that understands its role in meeting the government's agenda and has the support that enables it to do so.**

The GNWT faces many challenges in recruiting and retaining a public service that is representative of the people of the NWT. While the government has a turnover of more than 17% each year, many of those vacant positions require various levels of post-secondary education. There is a very low unemployment rate among northerners with post-secondary education, making it difficult to fill vacancies with northern residents. This difficulty is further compounded by the array of jobs available in the private sector, particularly with the increase in mining and oil and gas development. Northerners with post-secondary educations have their choice of many opportunities – the GNWT is no longer the only employer nor is it always seen as the employer of choice.

As departments and boards deal with fiscal constraints and the public demands an increasing array of programs and services, jobs are becoming more complex and multi-faceted. Employees may not have the full range of skills to perform these expanded duties, and need training and development to acquire those skills. With limited resources, it can be difficult to provide the training necessary. These additional demands on staff also mean that managers are spending more time on project work and have less time available to mentor and develop those who work for them.

The nature of the positions in the Executive (professional level or financial/technical) and the lack of entry level positions make it difficult for us to achieve a representational level of Aboriginal employment given the current education demographics of the population.

To the extent that our limited resources permit, the Executive will continue to work in partnership with non-government agencies to improve and increase women's participation on boards and agencies that are working towards political change. This will be done by ensuring that women are informed, encouraged and appointed to applicable boards, agencies, and committees at the regional and territorial levels of government.

**Goal #3: Residents of the NWT who have knowledge about, and who actively support, the government's agenda, activities and initiatives, and are able to access and contribute to the development of the programs and services of government.**

It can be argued that the success of GNWT programs and initiatives is predicated not only upon how well this activities are planned and executed, but how well they are communicated to the public and understood by that public, within the overall context of the government's agenda and stated objectives.

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A carefully planned and considered approach to communications is critical to successful governance. The most thoughtfully laid out and defensible government programs and initiatives may meet with public resistance and may create political difficulties for the Premier and Cabinet if the purpose, planning and execution of these actions are not communicated in an effective and timely way to interested parties.

Effective communication becomes even more important in a consensus system of government, where regular Members of the Legislative Assembly expect that they will be informed of government's intentions and actions in a timely manner, and in a way that allows for them to consult with their constituents and have meaningful input into the development of initiatives. One can point to many recent examples where political divisiveness has occurred in the Assembly, not because of the actions and intent of government, but because these were poorly communicated.

The communications function of the Government of the Northwest Territories has evolved from a centralized function to one that is highly decentralized. This evolution has been incremental and has occurred over time, for reasons not directly related to improving the communications function of government. It is interesting to note that even in the most recent organizational review, entitled: *Government of the Northwest Territories – Review of the Departmental and Headquarters Organization Structure*, April 30, 2003, the authors, Deloitte and Touche, failed to address the communications function of government or to consider the impacts of organizational change on the ability of the GNWT to communicate effectively: either, internally, as a cohesive corporate entity; or externally, with its many audiences and stakeholders – domestically, nationally and abroad.

While there has been a notable increase in the requests from Cabinet to departments for improved communications planning information as part of Cabinet submissions, the ability of the bureaucracy to respond to increased expectations is hampered by some key factors:

- Departments are not evenly resourced to carry out effective communications planning;
- There is a notable lack of senior-level communications positions, meaning that communications considerations are often overlooked as part of departmental planning processes;
- Policy directors and managers are not required to undertake training in communications planning;
- The GNWT's Communications Policy is not adequately understood or enforced;
- The organizational structure of the GNWT does not facilitate coordinated cross-departmental communications, which is particularly important for initiatives with interdepartmental communications implications.

Since 1999, the Department of Executive has attempted to address the lack of coordinated corporate communications by establishing a Corporate Communications and Protocol division with a mandate to improve government-wide communications. Further organizational and structural changes could be considered to improve the GNWT's ability to communicate effectively as a corporate unit and with its many external audiences.

**Goal #4: An informed Canadian public and governments that are cognizant of the interests, aspirations and needs of the NWT and its people and help advance the NWT's efforts to achieve them.**

Awareness of the NWT's aspirations, interests, opportunities and challenges is inextricably linked to securing support for the goals and priorities set out in the government's strategic plan. It will be important to ensure consistent messaging, and where possible, joint messaging with northern partners, the private sector and provinces and territories. This is particularly important vis-à-vis the federal government because, as a consequence of the NWT's constitutional status, much of the government's goals require support from the federal government.

The federal government is not the only important partner capable of advancing the government-wide agenda. Provinces and territories also play a key role in lending support to the GNWT. Intergovernmental meetings are important opportunities for the GNWT to enhance our territory's profile, raise awareness about the issues we face and to seek their support for solutions we propose. The recent establishment of the Council of the Federation presents a real opportunity for the GNWT to utilize this forum to advance its agenda. However, the NWT's participation on the Council will present serious issues in terms of departmental budgets and staff resources.

Communications and collaboration with federal and provincial/territorial governments and northern stakeholders is thus of key importance and will continue to be a challenge to ensure NWT interests stay on the national radar.

## PERFORMANCE MEASURES

The Department of Executive provides policy, legislative, communications and strategic advice to Cabinet and to the departments of the GNWT. The department also provides broad direction for the territorial public service and addresses national and international issues that have cross-departmental implications. These are critical functions, vital to meeting the overall goals of the government.

It is important to note, however, that the Department of Executive does not generally provide direct delivery of programs and services to the public for which indicators are readily identifiable. For this reason, quantifiable strategies are not always associated with the functions of the department and results, therefore, become difficult to measure.

Consistent with the mission of the Department of Executive, the Department will play an important role in achieving the goals set out in the GNWT Strategic Plan – *Self-reliant People, Communities and Northwest Territories – A Shared Responsibility*. The Department of Executive played a lead role in the Development of the Strategic Plan and will continue to monitor progress towards achieving the goals set out in the Strategic Plan. The Goals set out in the Strategic Plan are:

- 1) ***A strong northern voice and identity;***
- 2) ***Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities;***
- 3) ***Well-governed, sustainable communities and regions able to fulfill their potential***
- 4) ***A diversified economy that provides Northerners with opportunities and choices;***
- 5) ***Care and protection of the natural environment.***

The Department of Executive has established the following Departmental goals in response to the Strategic Plan:

- 1) **An appropriate balance in furthering all government priorities;**
- 2) **A stable territorial public service, representative of NWT society, that understands its role in meeting the government's agenda and has the support that enables it to do so;**
- 3) **Residents of the NWT who have knowledge about, and who actively support, the government's agenda, activities and initiatives, and are able to access and contribute to the development of the programs and services of government;**
- 4) **An informed Canadian public and governments that are cognizant of the interests, aspirations and needs of the NWT and its people and help advance the NWT's efforts to achieve them.**

<b>1. An appropriate balance in furthering all government priorities.</b>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
<p>1. Monitor the implementation of the government's strategic plan with a view to ensuring that all goals, priorities and actions are being implemented.</p> <p>2. Periodically adjust the priorities and actions set out in the government's strategic plan based on input from northern leaders and changes to the operating environment.</p> <p>3. Provide skilled and objective analysis of all materials submitted for Cabinet consideration to ensure recommendations to Cabinet are made in the context of the strategic plan.</p> <p>4. Provide policy advice to departments to support the development of policy proposals and Cabinet submissions consistent with overall GNWT priorities</p>	<p>Comprehensive implementation of actions in support of the goals and priorities, which together support an overall balanced agenda.</p> <p>A strategic plan that is current and takes into account input from northern Leaders.</p> <p>Detailed analyses are provided for all Cabinet Decision Papers submitted by Departments</p> <p>Recommendations to Cabinet take into account existing legislation, policy and overall GNWT priorities as expressed in the Strategic Plan</p>	<p>Production of periodic status reports with respect to the implementation of the government's strategic plan.</p> <p>Annual northern Leaders' meetings serving to provide input with respect to the direction taken by the GNWT.</p> <p>Decisions made by Cabinet are consistent with existing legislation, policies and GNWT priorities as expressed in the Strategic Plan</p>



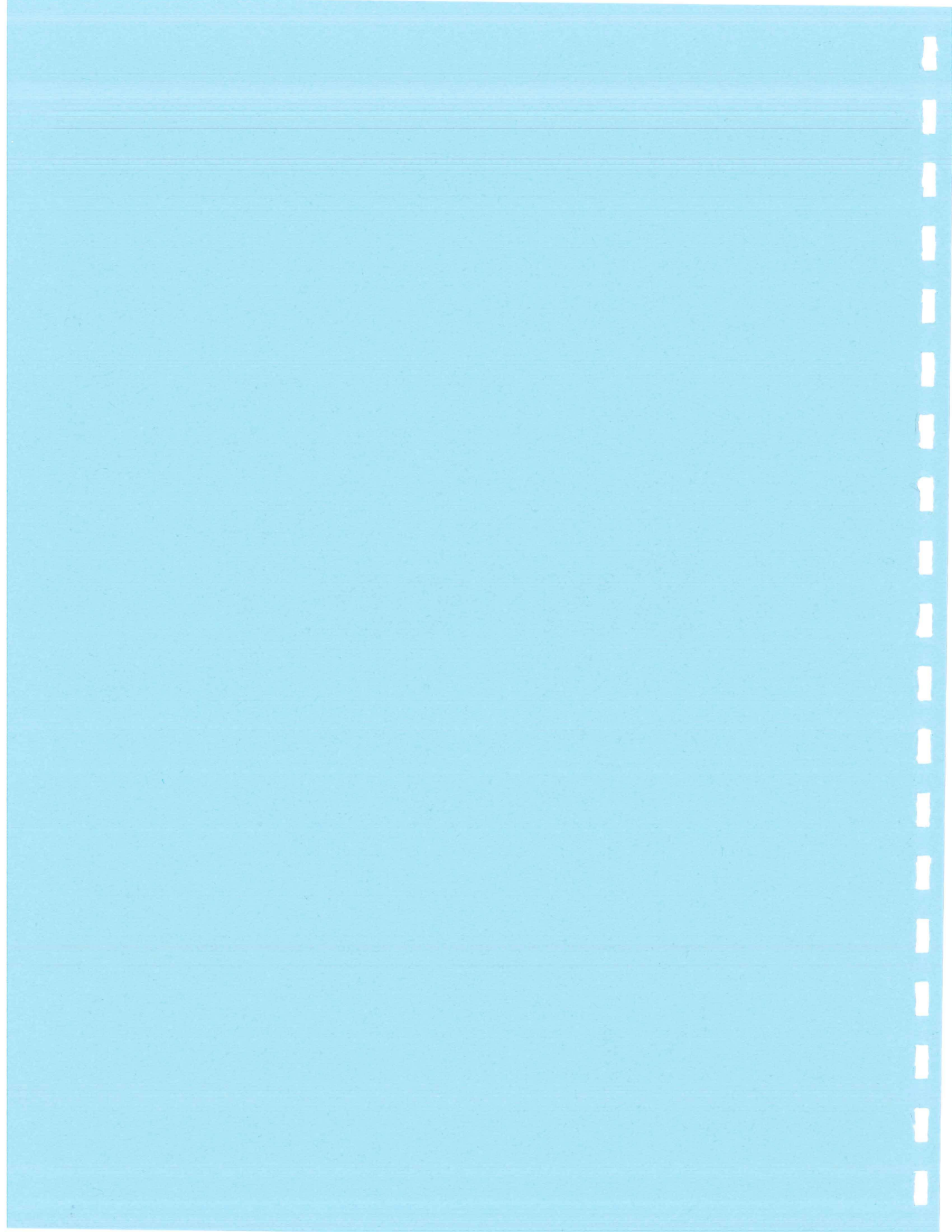
<p><b>2. A stable territorial public service, representative of NWT society, that understands its role in meeting the government's agenda and has the support that enables it to do so.</b></p>		
Supporting Core Business	Outcomes	Measurables
<p>1. Apply government policies and best practices during the hiring process for all positions.</p>	<p>Qualified employees in the department, representative of the people it serves.</p>	<p>Recruitment and advancement of Affirmative Action candidates.</p>
<p>2. Participate in the GNWT's Succession Planning Program.</p>	<p>The Department is capable of promoting qualified candidates to increasingly responsible positions.</p>	<p>Number of Management Assignment Program (MAP) Candidates from the Department.</p> <p>Number of Management Assignments provided to MAP candidates from other departments.</p>
<p>3. Publish a newsletter for GNWT employees.</p>	<p>Increased employee awareness of government activities and improved morale.</p>	<p>Monthly publications and positive feedback.</p>
<p>4. Provide learning and training opportunities for employees.</p>	<p>Staff who have the opportunity to enhance their skills on the job and who are more knowledgeable about government organization and processes.</p>	<p>Improved retention levels.</p>

<p><b>3. Residents of the NWT who have sufficient knowledge about and who actively support the government's agenda, activities and initiatives to be able to access and contribute to the development of the programs and services of government.</b></p>		
Supporting Core Business	Outcomes	Measurables
<p>1. Improve and promote a coordinated government communications function.</p>	<p>A GNWT communications policy and process framework that encourages strategic communications planning and implementation.</p>	<p>Communications training, support and guidelines.</p>
<p>2. Coordinate the development of communications plans and strategies for all major government initiatives with interdepartmental implications.</p>	<p>An engaged public that understands and supports the government's actions in the context of its agenda.</p>	<p>Information, publications and reports provided to the public on government initiatives.</p>
<p>3. Review and advise departments on all communications plans and strategies submitted for Cabinet consideration.</p>	<p>Communications plans designed to ensure that the public receives timely and relevant information concerning the GNWT's programs, services and initiatives.</p>	<p>Information, publications and reports provided to the public on government initiatives.</p>
<p>4. Coordinate the development of the GNWT response to the Family Violence Action Plan and begin implementation process.</p>	<p>Improved partnerships between governments and NGOs.</p> <p>More coordinated response to family violence incidents.</p>	<p>Implementation of the recommendations set out in the GNWT's response to the Family Violence Action Plan.</p>

<p><b>4. An informed Canadian public and governments that are cognizant of the interests, aspirations and needs of the NWT and its people and help advance the NWT's efforts to achieve them.</b></p>		
Supporting Core Business	Outcomes	Measurables
<p>1. Utilizing the federal-provincial-territorial tables to advance the NWT's interests and solicit support for the NWT's goals and priorities.</p>	<p>Success in advancing those key areas of interest that require support from other governments. (e.g. devolution, national diamond strategy, allocation of federal funds that do not solely use the per capita approach in dividing the funds).</p>	<p>Public support, through letters, and communiqués, from the Prime Minister and provincial and territorial Premiers for the NWT's interests and aspiration.</p> <p>A Northern Strategy that guides relationships between the NWT and the federal Government</p>
<p>2. Provision of a quality protocol service to visiting dignitaries and officials to promote the GNWT's interests and ensure good relations with other governments.</p>	<p>Representatives from governments around the world who are treated with respect and dignity and who receive relevant information about the issues, interests and aspirations of the NWT and its residents.</p>	<p>The number of protocol visits and events hosted annually by the GNWT.</p>



# Section 3



# **FINANCIAL MANAGEMENT BOARD SECRETARIAT**

## **2005-2008 BUSINESS PLAN**

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## 1. VISION

The human, financial and information resources of the Government of the Northwest Territories are acquired and utilized efficiently, effectively and economically with integrity, and prudence, to achieve, communicate and report the government goals and results.

## 2. MISSION

The Financial Management Board Secretariat, working together with departments, and under the direction of the Financial Management Board, is jointly responsible for the management and control of the financial, human, and information resources of the GNWT, ensuring that these resources are managed in an efficient, effective and economical manner.

## 3. LINKS TO THE GNWT STRATEGIC PLAN

The Legislative Assembly has proposed specific goals, priorities and strategies within its publication "Government of the Northwest Territories Strategic Plan" (June 2004). The following goals, expected results and actions shape the content of the FMB Secretariat goals.

*Goal 1: A strong northern voice and identity.*

*Expected*

*Results: Adequate resources available to support operations of, and investments by, northern governments.*

*Successful negotiation and implementation of Aboriginal land, resource and self-government agreements in all regions.*

*Goal 3: Well-governed, sustainable communities and regions able to fulfill their potential.*

*Expected*

*Results: All governments have clear, accountable and efficient governance structures.*

*Actions: Use partnerships in federal initiatives to enhance the development of data communications infrastructure within the GNWT.*

*Goal 4: A diversified economy that provides Northerners with opportunities and choices.*

*Actions: Strengthen the focus on critical functions related to employment and labour to support employment development and mutually beneficial relationships between employees and employers.*



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## 4. CORE BUSINESS

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The Government of the Northwest Territories, pursuant to the *Financial Administration Act*, establishes a Financial Management Board responsible for all matters related to the financial management and financial administration of the Government.

The *Public Service Act* assigns the responsibility for the management and direction of the public service to the responsible Minister who at this time is the Chairman of the Financial Management Board.

A Financial Management Board Secretariat is established under the direction of the Chairman of the Financial Management Board.

The Financial Management Board Secretariat's core business is to attain a highly competent level of human, financial and information management throughout the GNWT and its Boards and Agencies. The Secretariat does this largely by:

1. Providing a comprehensive and effective framework of policies, processes and systems that are well understood and used by departments and agencies to achieve the effective, efficient and economic acquisition, custody and use of human, financial, knowledge and physical resources.
2. Providing a comprehensive and relevant accountability framework and reporting system that meets internal and external user needs for decision making and evaluation relative to government and agency operations, performance and financial position.
3. Providing high quality and relevant advice to internal decision makers relative to the management of the government's human, financial, knowledge and physical resources.

Specifically, each of the Divisions of the FMB Secretariat support the core business as follows:

### 1. Budgeting and Evaluation

An effective and comprehensive business and capital planning system that is understood and relevant for departments, FMB and legislative committees.

A comprehensive and relevant results measurement system and accountability framework that is used as an integral management decision-making tool and meets public demands for results reporting.

The provision of quality advice and support to FMB and departments that is valued and considered.

## **2. Labour Relations and Compensation Services**

A competitive and affordable Compensation Policy and Structure that reflects the values and goals of the GNWT and makes a strong contribution to recruitment and retention success.

A comprehensive and clear framework of terms and conditions of employment and human resource management policies and procedures that are broadly used and understood and promote harmonious labour management relations, fair and consistent treatment of staff, productive work environments and high service and ethical standards within the public service.

The provision of compensation and benefits services to the public service that are timely, accurate, relevant, courteous and helpful.

The provision of human resource management information that is comprehensive, accurate, timely, efficient, and relevant to and extensively used by management in planning and decision-making.

## **3. Corporate Human Resource Services**

Provides corporate human resource strategies, policy and planning frameworks and strategic support services across government to allow departments and boards to more effectively manage their human resources. It is responsible for the coordination of government-wide human resource management planning, policies, guidelines and practices, particularly in the areas of recruitment, retention, workforce adjustment, employee recognition, management/leadership development and employee development.

## **4. Government Accounting**

The provision of financial management information that is comprehensive, accurate, timely, efficient and relevant to and extensively used by management in planning and decision-making.

The provision of accounts payable and receivable services and systems that are timely, accurate, relevant, courteous and helpful.

A comprehensive and clear framework of financial policies and procedures that promote probity and prudence and efficiency, economy and effectiveness in the acquisition, use and retirement of government resources that is widely understood, relevant to and applied by GNWT public servants.

The provision of timely, accurate, informative and relevant public accounts.

**5. Audit Bureau**

The provision of audit services and advice that address the achievement of value for money in government operations, compliance with authorities, adequate internal controls and risk management approaches, and computerized systems integrity and security.

The provision of investigative services to detect, confirm and address internal occurrences of fraudulent acts.

**6. CIO Office**

An effective, comprehensive and current strategy for the development, management and utilization of the GNWT's information resources in a manner that supports both the GNWT's strategic business goals and operational needs.

An effective and comprehensive information management/information systems/information technology planning process that supports the strategy and is understood and relevant for departments, FMB and legislative committees.

Coordination for information management/information systems/information technology initiatives that span multiple departments and the identification of opportunities for collaboration.

Provision of quality advice and support to the Informatics Policy Committee and departments that is valued and considered.

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## 5. ENVIRONMENTAL SCAN AND CRITICAL ISSUES

The Financial Management Board Secretariat is a central agency supporting the Chairman and the Financial Management Board in all aspects of the Board's authority. This means that any significant matters affecting the management of the financial, human and information resources of the GNWT impact the FMB Secretariat. Changes in the labour environment, technological advances, and trends in fiscal and economic conditions, public accountability expectations, new developments in public sector management or political and social reform all impact the operating environment of the FMB Secretariat.

### 1. Fiscal and Economic Conditions

NWT demographics and socio-economic conditions are generating ever-increasing demands on government programs. The funding being obtained through the formula financing agreement is insufficient to meet this growing demand. Without access to resource royalty revenues, the GNWT has limited revenue-raising capacity, which is further constrained by the need to maintain a competitive taxation regime in the face of tax cuts by other jurisdictions. There are also extraordinary spending pressures caused by:

- Public service recruitment and retention issues,
- Non-renewable resource development impacts on GNWT program and service demand (e.g. training, infrastructure, social programs), and
- The impact of a decade of capital investment levels substantively below needs (e.g. transportation infrastructure, housing).

Budget balancing options are becoming more limited as many opportunities to reduce input costs (e.g. public service compensation) and achieve greater operational efficiency (e.g. size and composition of public service, technological innovations) are largely exhausted.

Public sector management is becoming more complex as governments strive to meet increasing expectations with fewer dollars. Conditions change rapidly and public sector managers must adapt while adhering to best practices. Recent trends to partnership arrangements, delegation, client focused "one-window" service access, e-commerce, and operational streamlining constantly require re-evaluation of how business is conducted and the role of the government.

To deal with the growing gap between expenditure needs and revenue capacity, the government will be challenged to secure sources of increased revenues, facilitate fundamental improvement in economic conditions, and find innovative ways to lever government funds.

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The GNWT Strategic Plan (June 2004) has recognized the magnitude of these issues and has proposed action and identified expected results as follows:

*Goal 1: A strong northern voice and identity*

*Expected*

*Results: Adequate resources available to support operations of, and investments by, northern governments.*

## **2. The NWT is in a period of change and uncertainty**

The NWT continues to be a dynamic political environment with claims and self-government negotiations, devolution and resource revenue sharing discussions, and new federal/provincial/territorial accords requiring the development of new and innovative governance models, power sharing arrangements, and management and administrative models. This affects all levels of government at the federal, territorial, aboriginal and community level. The dramatic political change (e.g. self-government) coupled with an evolution in government service delivery (e.g. privatization, new public/private sector partnerships) create opportunities but also uncertainty for the public and for public servants. This increases the need for more communication and consultation.

The GNWT Strategic Plan (June 2004) has recognized the magnitude of these issues and has proposed actions and identified expected results as follows:

*Goal 1: A strong northern voice and identity.*

*Expected*

*Results: Successful negotiation and implementation of Aboriginal land, resource and self-government agreements in all regions.*

*Adequate resources available to support operations of and investments by northern governments.*

*Goal 3: Well-governed, sustainable communities and regions able to fulfill their potential.*

*Expected*

*Results: All governments have clear, accountable and efficient governance structures.*

### 3. Labour Environment

The Canadian economy is still robust although not creating new jobs at the same rate as in the past number of years. In addition, labour shortages in many skilled occupational groups have created fierce competition among employers. To achieve its objectives the government needs a competent and productive public service. The GNWT historically has had a high turnover rate compared to southern jurisdictions. Combined with a limited northern labour market for specialized/technical skills, this creates difficulties in the recruitment and retention of public service employees.

The NWT economy is growing with the average employment rate in the NWT during 2003 at 70%. Although major resource development and economic growth benefit NWT residents, they also create challenges for the GNWT in recruiting and retaining a northern workforce.

The GNWT can seldom compete with the compensation provided by revenue generating industry. However, the GNWT remains competitive with government organizations in southern Canada. Recent salary surveys indicate that the GNWT is well positioned to compete on a compensation basis. But with the wide range of employment options available in Canada for prospective professional employees, the NWT's size and the relative isolation of its communities makes recruitment difficult. The uncertainty associated with ongoing political development in the NWT, such as self-government negotiations, is also a factor affecting recruitment and retention. In setting its compensation policy the GNWT will need to take into account the ability of aboriginal self-governments to effectively recruit and retain staff as well. This suggests that some level of compensation policy harmonization may be needed.

Recent amendments to the *Public Service Act* provide GNWT employees with the right to "equal pay for work of equal value". This legislation ensures that employees who are in jobs that require the same level of skill, effort and responsibility in the performance of work, and perform that work in similar working conditions, are paid equally. This inhibits the GNWT's ability to react to market compensation levels for any particular occupation group in its compensation structure as equal pay relativities must be maintained. As a result, from time to time the GNWT may be out of sync with market conditions for an occupation and see its ability to recruit and retain staff in these occupations affected. This legislated equal pay environment makes development and maintenance of effective compensation policy and structure critically important, and adds significantly to the need for thorough and timely market research to gauge when issues may arise and how best to address them.

The GNWT Strategic Plan (June 2004) has recognized the magnitude of these issues and has proposed actions and identified actions as follows:

*Goal 4: A diversified economy that provides Northerners with opportunities and choices.*

*Actions: Strengthen the focus on critical functions related to employment and labour to support employment development and mutually beneficial relationships between employees and employers.*

#### 4. Information Technology

There are still rapid advances being made in information and communications technology throughout the developed world. However, the NWT lags behind in acquiring access to this technology due to its heavy reliance on satellite-based communication, its lack of land communication lines and its relatively small population, which make private investment in major upgrades uneconomic. Computer access and literacy of the population is growing but is behind the more industrialized provinces. Appropriate training for employees and the public will be necessary for effective use of emerging technologies. Demand for higher-speed communication continues to grow. Recent upgrades to the territorial data communications network have seen some satellite-served communities move to a land-based or terrestrial service, but the NWT will always have a few communities that rely on satellite-based service for their connectivity. The GNWT is partnering with the federal government to supplement the bandwidth available for these satellite-based communities, especially for the delivery of government services. The GNWT's ability to participate in these partnerships is limited by our ability to contribute matching funds. Federal programs to provide high-speed last mile access for residents are also emerging, notably a successful submission by the Broadband Business Alliance to build a broadband (high-speed) network to all NWT communities, and to provide affordable access to the Internet for residents in every community.

The GNWT Strategic Plan (June 2004) has recognized the growing importance of information technology and has proposed actions and identified actions as follows:

*Goal 3: Well-governed sustainable communities and regions able to fulfill their potential.*

*Actions: Use partnerships in federal initiatives to enhance the development of data communications infrastructure within the GNWT.*

#### 5. Accountability

Throughout the world, there is an increasing demand for government to be accountable to the public for results. Public expectations concerning probity and accountability continue to rise with attendant demands for more transparency, disclosure and rules designed to protect the public interest. The Access to Information Act requirements are driving investment in records management and research. Accountability expectations mean more consultation, clearer plans with specific goals and objectives, and public results reporting on accomplishments. Accountability demands also extend to how government does business with respect to such things as competitive tendering, preference policies, adherence to trade agreements, debriefing of unsuccessful bidders, public appeal processes, and much more. People want to know the cost of delivery of government programs and services, and they want assurance of prudence and integrity in the allocation of government resources. But more and more, people also want to be assured that the investment of public money has resulted in measurable impacts. The challenge for government is to set clear objectives, to monitor results, and to communicate this information to the public in a way that is understandable and meaningful.

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The GNWT now has a Third Party Accountability Framework in place. The Framework establishes the reporting and accountability requirements for third parties who are engaged in delivering government programs and services and are funded by the GNWT. The level of accountability is relative to the level of inherent risk in three main impact areas, political, financial, and how critical the results are to the GNWT's mandate.

Program Planning Guidelines were implemented during the 2004-05 fiscal year. The guidelines serve to formalize the principals, that have been practiced in establishing new programs, in order to ensure a consistent approach to program design. The guidelines are presented within the following framework:

- Assessing the context or environment of the program.
- Establishing the rationale for a program.
- Program implementation considerations.
- Monitoring and evaluation program results.

The GNWT Strategic Plan (June 2004) has recognized the magnitude of these issues and has proposed actions and identified expected results as follows:

*Goal 3: Well-governed sustainable communities and regions able to fulfill their potential.*

*Expected*

*Results: All governments have clear, accountable and efficient governance structures.*

## **6. Organizational and Operational Structure**

The GNWT is organized with only twelve departments but also has regional and area operational centers where most of these departments are represented (e.g. Inuvik, Norman Wells, Fort Simpson, Rae, Hay River, Fort Smith). The GNWT has also established an extensive network of regional and area boards to deliver health, social and educational programs. Almost fifty percent of the GNWT budget is contributed to third parties for program delivery.

All of these departments, regions, areas and boards operate with significant delegated powers in the areas of financial, human and information management. With the advent of self-government negotiations there is also a mandatory need for policy and strategic consultation with aboriginal governments. The result of this operating environment is to make direct central control of all financial, human and information resources impractical. It also creates a challenging planning and decision-making environment.



Achieving adequate management capacity and competency within this highly delegated and dispersed operational structure serving only 40,000 people spread over one of the largest geographical jurisdictions in Canada is difficult. These realities demand a clear and thorough framework of policies, procedures and accountability mechanisms that still allow for flexibility and timely decision making. Training and monitoring become even more critical - but also more difficult. The operating environment compromises a high level of consistency in the management of the government's financial, human and information resources.

To address some of these issues, the government has undertaken a review of government functions where the delivery of "common type" government services have been delegated to departments. The service centre concept supports the provision of consistent and off times improved quality of service across government through the development of service agreements with clients that outline the services to be provided and the standards that the services will be delivered to. In addition, the service centre concept achieves a "critical mass" for the development of the appropriate human resource skill sets needed to deliver the particular function. The service centre concept also provides for better career opportunities for existing staff or northerners entering the field of service

The first service centre to be implemented has been the Technology Service Centre that provides for the deployment and support of desktop and laptop computers and the associated software as well as the local area networks including servers and printers.

Other areas being considered for delivery through the service centre concept include:

- Human resource functions of a transactional nature (i.e. benefits administration, staffing, etc.);
- Information systems – the business analysis through to the application design stage;
- Informatics project management – managing of the acquisition or building of systems applications.

The GNWT Strategic Plan (June 2004) has recognized the magnitude of these issues and has proposed actions and identified expected results as follows:

*Goal 3: Well-governed sustainable communities and regions able to fulfill their potential.*

*Expected*

*Results: All governments have clear, accountable and efficient governance structures.*

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## 6. PERFORMANCE INDICATORS

1. Provision of a comprehensive and effective framework of policies, processes and systems that are well understood and used by departments and agencies to achieve the effective, efficient and economic acquisition, custody and use of human, financial, knowledge and physical resources.

a) **OUTCOME**

Current, clear and effective human resource, financial, knowledge and physical resource management policies, directives and procedures are in place, understood and used by departments and agencies, including:

- compensation policy
- human resource management policies and procedures
- employee conduct and ethics
- employee terms and conditions of employment
- financial management and reporting policies and procedures
- knowledge management policies and procedures

**MEASURES**

- a) Physical evidence that such policies, directives and procedures are in place, readily accessible to users and regularly reviewed to keep current.
- b) Evidence of adequate orientation and training sessions to demonstrate departments, agencies and employees are highly likely to be knowledgeable about the policies, directives and procedures.
- c) Employee recruitment and retention statistics, which provide a partial indication of effectiveness of compensation and other human resource management policies, directives and procedures.
- d) Periodic "best practices" reviews to assess whether GNWT policies, directives and procedures are among the most relevant and progressive among comparable jurisdictions.
- e) Critiques by the Auditor General.

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## **TARGETS**

### **Labour Relations and Compensation Services**

- i. The comprehensive review of the GNWT compensation policy and structure that was commenced in the 2002-03 fiscal year is completed in the 2005-06 fiscal year.
- ii. Employee turnover and vacancy rates do not worsen beyond the 2004-05 fiscal year experiences.
- iii. Develop an employee Code of Ethics during the 2005-06 fiscal year to augment the Code of Conduct.
- iv. Undertake a comprehensive review of the Public Service Act and Regulations with a view to updating the Public Service Act and the Regulations during the 2005-06 fiscal year.
- v. Complete a review and implement recommendations for the establishment of a Benefit Service Centre during the 2005-06 fiscal year.
- vi. Develop a policy for human resource/employee issues which relate to self-government during the 2005-06 fiscal year.

### **Office of the Chief Information Officer**

- vii. Complete the following individual tasks under each of the six key projects of the Knowledge Management Strategy by the end of the 2005-06 fiscal year:
    - Project 1 - Governance
      - Task A) Establish a technology cost management framework
    - Project 2 - Applications
      - Task A) Develop a Web Strategy
      - Task B) Develop data and application architecture frameworks
    - Project 3 - Knowledge Management
      - Task A) Identify cross-government KM opportunities and prepare plans
    - Project 4 - Infrastructure
      - Task A) Develop a technology architecture and standards
      - Task B) Consolidate the infrastructure
    - Project 5 - Security
      - Task A) Implement new security policy
    - Project 6 - Evaluation
      - Task A) Determine benefits realized (ongoing)
  - viii. Review and update the Knowledge Management Strategy.
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- ix. Develop client service agreements for use by the Technology Service Centre/Systems and Computer Services (once consolidated) that outlines the level of services and standards to be provided to departments.
- x. Update the existing chargeback directive to reflect the current environment of the GNWT.

#### Government Accounting

- xi. Develop a strategy and approach to quantify environmental liabilities.
- xii. Establish competence testing for implementation for payment officer's positions.

#### Budgeting and Evaluation

- xiii. Review the community capital consultation process on infrastructure planning as completed during the 2003-04 fiscal year, and recommend changes to the process in time for the development of the 2006-07 Infrastructure Acquisition Plan.
- xiv. Develop and implement guidelines associated with the Risk Management Framework that was approved during the 2004-05 fiscal year.
- xv. Implement changes resulting from approved recommendations of the Working Group on Infrastructure Policy and Practices.
- xvi. Complete the review and assessment of the ongoing resource requirements of, the relative priority of, and the results being achieved by all organizational units and government programs to identify efficiencies and align programs and activities with current priorities and strategic direction.

#### Directorate

- xvii. Finalize an Information System Plan for the department.
- xviii. Finalize a Human Resource Plan for the department.
- xix. In conjunction with other departments develop models to forecast and quantify the financial impacts of resource development on government programs.

**Audit Bureau**

- xx. Working with other jurisdictions, determine the appropriate role of the Internal Audit function within government and develop standards, service levels and resourcing requirements to deliver the pertinent audit programs.

**All Divisions**

- xxi. All directives to have been reviewed and updated, or confirmed, every three years.
- xxii. Training sessions on all significant policy and directive changes are provided, where required, in all departments and regions within two months of the changes being made.

**b) OUTCOME**

A comprehensive and relevant multi-year capital and operational business planning process, inclusive of human resource and knowledge management plans, is in place and used effectively by decision makers.

**MEASURES**

- a) Documentation in place detailing the process for multi-year capital and operational planning processes.
- b) Physical evidence of the process (Fiscal Strategy documents, Sectoral Strategic Plans, Multi-year Business Plans, 20 Years Capital Needs Assessments, Five Year Capital Plans, Multi-year Human Resource and Information Technology Plans, etc.)
- c) Critiques of planning processes from legislative Standing Committees, public interest groups, Auditor General, etc.

**TARGETS****Budgeting and Evaluation**

- i. Infrastructure Acquisition Plan is completed in accordance with the approved capital planning process and FMB directions, including the community consultation process.
  - ii. Implement approved recommendations resulting from the Capital Review Task Team project.
  - iii. Business plans are developed in accordance with approved direction, provided to Standing Committees for review within the required timeframes, and finalized for tabling in conjunction with the Main Estimates.
  - iv. Main Estimates are developed in accordance with approved direction, provided to Standing Committees for review within the required timeframes, and finalized for tabling in conjunction with the Budget Address.
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2. Provision of a comprehensive and relevant accountability framework and reporting system that meets internal and external user needs for both decision making and evaluation relative to government and agency operations, performance and financial position.

a) **OUTCOME**

An accountability framework for the government and its agencies is in place that is well understood by and relevant to users.

Annual results reports are prepared and published that meet internal decision maker needs and clearly communicate results to external audiences.

Annual public accounts are prepared and published that are comprehensive, accurate, and relevant to users.

Annual reports on the public service are prepared and published that are comprehensive, accurate and relevant to users.

Annual internal audit plans that provide significant value added to the management of the government are developed and implemented.

Enterprise human resource and financial management systems are in place, process transactions and meet managers' ongoing information needs effectively, economically and efficiently.

**MEASURES**

- a) Physical evidence that an accountability framework and an audit plan are in place, that results reports, annual reports and the public accounts are published, and that functioning human resource and financial systems are operating.
  - b) Audit reports and comments on the quality of the accountability framework, results reports and the public accounts, and the functionality, control of and security of the human resource and financial systems.
  - c) Standing Committee observations and recommendations regarding the results reports, the public accounts and the public service annual report.
  - d) Timeliness of publication of the public accounts and results reports.
  - e) Number of client complaints regarding payments (e.g. timeliness, accuracy, etc.) from the human resource (payroll) and financial systems.
  - f) Number and range of audit reviews and reports completed each year and evidence of a comprehensive and systematic audit program.
  - g) Evidence of management action on internal audit report recommendations.
  - h) Corporate systems provide quality management information.
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**TARGETS****Budgeting and Evaluation**

- i. The government-wide results report for the 2004-05 fiscal year is available for tabling during the June 2005 Session of the Legislative Assembly.

**Audit Bureau**

- ii. Under the guidance of GNWT Audit Committee, complete a comprehensive detailed audit work plan for 2005-06 based on risk assessments.
- iii. Advise the Audit Committee on the effectiveness of the management's action plans to address audit recommendations contained in operational and compliance audit reports issued prior to March 31, 2004.
- iv. Conduct a quality assurance review to ensure that the Audit Bureau conforms to the Institute of Internal Auditing standards.

**Government Accounting**

- v. Public Accounts are available by August 31<sup>st</sup> of the subsequent fiscal year.

**Labour Relations and Compensation Services**

- vi. Annual Report on the Public Service is available for tabling during the June 2005 Session of the Legislative Assembly.
- vii. Undertake an evaluation of the functionality of PeopleSoft and an assessment of user satisfaction with the upgrade of PeopleSoft to version 8.3.

**Directorate**

- viii. If funding is approved, complete the systems selection process phase of the Financial Information System replacement project.

3. Provision of high quality and relevant advice to internal decision makers relative to the management of the government's human, financial, knowledge and physical resources.

b) **OUTCOME**

Timely and sound advice to Ministers, departments, and agencies

**MEASURES**

- a) Satisfaction surveys with Ministers, departments and agencies.

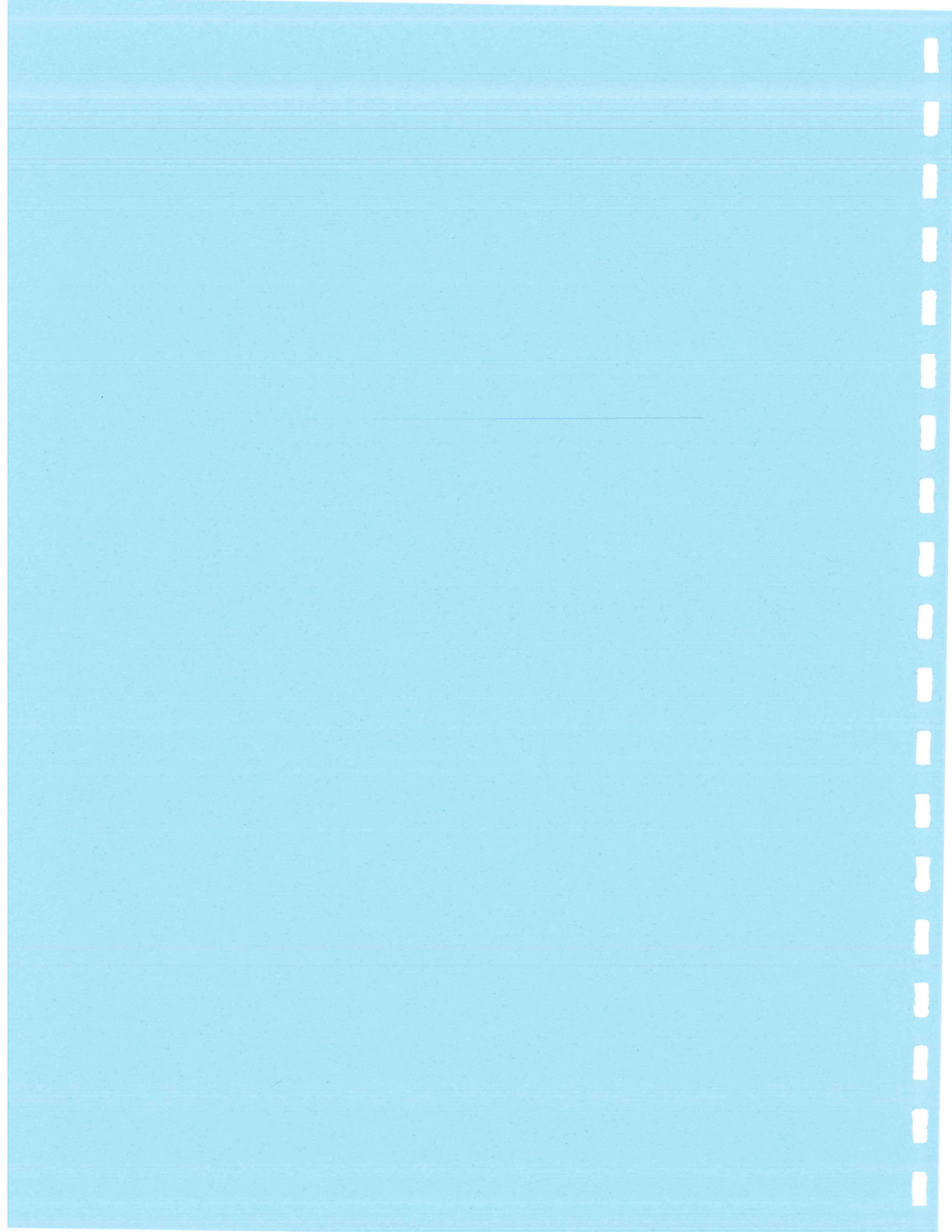
**TARGETS**

**Labour Relations and Compensation Services**

- i. Satisfaction survey with respect to labour relations service and advice conducted during 2005-06.



# Section 4



# **MINISTRY OF ABORIGINAL AFFAIRS**

## **2005-2008 BUSINESS PLAN**

## 1. VISION

The Ministry's vision is a workable and affordable system of governance in the Northwest Territories that clarifies, respects and protects both collective rights of Aboriginal people and the individual rights of all residents. The Ministry of Aboriginal Affairs pursues this vision by leading the Government of the Northwest Territories' participation in lands, resources and self-government negotiations and co-ordinating the implementation of final agreements. The Ministry also contributes to the territorial government's political and constitutional development of the Northwest Territories and national Aboriginal affairs, through coordinating the support for the Intergovernmental Forum and the Aboriginal Summit and leading the Government of the Northwest Territories' participation in devolution and resource revenue sharing negotiations.

### PRINCIPLES

All of the Ministry of Aboriginal Affairs' activities are guided by the following principles:

1. Aboriginal people of the Northwest Territories have Aboriginal and treaty rights, which will be clarified, recognized and protected in a variety of fora.
2. The interests of the residents of the Northwest Territories will be best served by a negotiated resolution of Aboriginal rights, including lands, resources and self-government agreements, and by the political and constitutional development of the Northwest Territories.
3. The Northwest Territories should fully benefit from resource development and such development should occur in a sustainable manner and contribute to the self-reliance and well being of society and building a strong economy.
4. The negotiation and implementation of Aboriginal rights agreements, including lands, resources and self-government agreements and political and constitutional development should be co-ordinated with the negotiation of agreements respecting the transfer of provincial-type powers and programs, including the administration and control of public lands and resources.
5. Political and constitutional development, including the clarification of Aboriginal and treaty rights, will promote greater self-determination for the Northwest Territories and develop forms of public and Aboriginal government which respect the individual and collective rights and interests of all residents of the Northwest Territories.
6. A comprehensive approach to the political and constitutional development in the Northwest Territories should be followed.
7. The interests and aspirations of the residents of the NWT should be reflected in the Government of the Northwest Territories' participation in intergovernmental activities.

## 2. MISSION

The Ministry of Aboriginal Affairs is responsible for achieving results in the following areas:

1. Negotiating and implementing lands, resources, self-government, devolution and resource revenue sharing agreements expediently yet without compromising effectiveness and integrity;
2. Managing and monitoring lands, resources and self-government agreements;
3. Contributing to mutually beneficial, working relations with the Aboriginal governments and leadership, as well as with the provincial, territorial and federal governments; and
4. Contributing to the political and constitutional development of the Northwest Territories.

## 3. LINKS TO THE GNWT STRATEGIC PLAN

The Ministry of Aboriginal Affairs' goals align with the following *Government of the Northwest Territories Strategic Plan*:

**GNWT Goal 1:** *A strong northern voice and identity.*

**GNWT Goal 3:** *Well-governed, sustainable communities and regions able to fulfill their potential.*

**GNWT Goal 4:** *A diversified economy that provides Northerners with opportunities and choices.*

### **GNWT Goal 1**

***A strong northern voice and identity.***

#### Ministry of Aboriginal Affairs' Goals in Response

1. The successful conclusion of outstanding Aboriginal rights agreements including lands, resources and self-government as well as devolution and resource revenue sharing agreements, which will provide for continued improvement and stabilization of the political, social and economic environment.
2. The implementation of lands, resources, self-government, devolution and resource revenue sharing agreements in a manner that maintains an adequate level and quality of programs and services for all residents.
3. A system of government, which has wide support of its citizens, in the Northwest Territories.

4. The enhancement and the maintenance of mutually beneficial working relationships with Aboriginal governments and leadership.
5. All governments in the Northwest Territories working together cooperatively through an ongoing process, such as the Intergovernmental Forum.
6. Government is organized to ensure an effective working relationship among regional and headquarters' operations, elected leaders, Aboriginal governments and the public.

**GNWT Goal 3**

***Well-governed, sustainable communities and regions able to fulfill their potential***

Ministry of Aboriginal Affairs' Goals in Response

1. The successful conclusion of outstanding Aboriginal rights agreements including lands, resources and self-government as well as devolution and resource revenue sharing agreements, which will provide for continued improvement and stabilization of the political, social and economic environment.
2. The implementation of lands, resources, self-government, devolution and resource revenue sharing agreements in a manner that maintains an adequate level and quality of programs and services for all residents.

**GNWT Goal 4**

***A diversified economy that provides Northerners with opportunities and choices***

Ministry of Aboriginal Affairs' Goals in Response

1. The implementation of lands, resources, self-government, devolution and resource revenue sharing agreements in a manner that maintains an adequate level and quality of programs and services for all residents.

## **4. CORE BUSINESS / SPECIAL INITIATIVES**

The main function of the Ministry of Aboriginal Affairs is heavily aligned with Priority 2 in *the Government of the Northwest Territories' Strategic Plan*:

**GNWT Priority 2**

*Negotiating fair deals with Canada and Aboriginal governments*

- Benefiting from the development of northern resources – concluding fair devolution and resource revenue sharing agreements with Canada;
- Concluding unfinished business – settling outstanding land, resources and self-government agreements; and
- Negotiating, through the devolution process, authority for northern governments over the regulatory regime – establishing consistent standards and practices.

## 1. Overview

The Ministry provides support to the Minister of Aboriginal Affairs and, along with other central agencies linked to the Department of Executive, provides support to Cabinet and its Committees. The Ministry's responsibilities include:

- a) Promoting the interests of all residents of the Northwest Territories through participation in the negotiation and implementation of Aboriginal rights agreements including lands, resources and self-government agreements and through the development of associated policies and objectives.
- b) Ensuring the negotiation and implementation of Aboriginal rights agreements including lands, resources and self-government agreements and constitutional development is co-ordinated with the negotiation and implementation of devolution of provincial type jurisdiction over northern resources and other government initiatives to facilitate an orderly and beneficial evolution of public government.
- c) Fostering sound decision-making at the Ministerial, Committee and Cabinet levels in the fields of political and constitutional development, Aboriginal and treaty rights, lands, resources and self-government agreements and Aboriginal relations, taking into account the comprehensive approach to the Northwest Territories' political and constitutional development.
- d) Informing and influencing federal, provincial and international governments and the public, including representing the Government of the Northwest Territories in the Intergovernmental Forum, regarding Government of the Northwest Territories' positions in the fields of political and constitutional development, Aboriginal and treaty rights and lands, resources and self-government agreements.
- e) Promoting a positive relationship with Aboriginal leadership to ensure Aboriginal interests are fully considered in government policy development and program delivery.
- f) Ensuring the political and constitutional evolution of the Northwest Territories proceeds successfully and the Government of the Northwest Territories participates fully in a comprehensive and consistent manner.
- g) Promoting positive and effective relationships with departments and with regions, other governments and non-government organizations.

## **2. Ministry's Core Functions**

The Ministry's responsibilities are currently delivered through these six core business functions:

### **a) Negotiations**

#### **a1. Lands, Resources and Self-Government**

The prime function is to negotiate Aboriginal rights agreements including lands, resources and self-government agreements. Each negotiation usually goes through progressive stages such as exploratory talks, process or framework agreements, interim measure agreements, agreements-in-principle, final agreement, ratification and implementation.

The negotiations related to self-government involve a variety of subject matters including programs, services, jurisdictions and resources currently held by the Government of the Northwest Territories. Negotiations related to lands and resources include land selection, rights and management of lands and resources and economic benefits. Negotiations also include several side-table negotiations related to land selection and issues such as enrolment and eligibility, and resource management regimes.

Throughout the process, formal, regular, interdepartmental consultation is undertaken as well as consultations with municipal governments. In addition, the Minister, the Cabinet and members of the Legislative Assembly are kept informed and policy direction sought as needed.

#### **a2. Implementation Negotiations**

The prime function is to negotiate implementation plans. The negotiation of implementation plans to meet the obligations created by agreements is a major responsibility with a host of issues to address, such as the modelling and costing of self-government arrangements.

#### **a3. Devolution and Resource Revenue Sharing Negotiations**

The prime function is the negotiation of devolution and resource revenue sharing agreements with the federal government and the Aboriginal Summit by leading the Government of the Northwest Territories participation in negotiations, coordinating the input from other Departments and the preparation of negotiating instructions.

The negotiations cover a variety of provincial-like jurisdictions, responsibilities and programs related to natural resources. The negotiations include the transfer of law-making authorities, designing northern resource management regimes for both renewable and non-renewable resources, fiscal relationships and human and financial resource transfers. The negotiations have linkages to Aboriginal rights agreements including lands, resources and self-government negotiations, as well as formula financing.



**b) Implementation**

The prime function is to implement settled lands, resources and self-government agreements. The Ministry co-ordinates GNWT implementation activities and represents the GNWT at tripartite implementation committee meetings on an on-going basis.

**c) Policy**

The prime functions are to provide quality policy advice, information and assistance to the Minister in all aspects of the Ministry's mission. A central function is to develop the negotiating instructions and mandates necessary to negotiate lands, resources and self-government agreements and accompanying implementation plans as well as to develop legislation required to implement lands, resources and self-government agreements. The Policy Division also provides support to the Deputy Ministers' Committee on Aboriginal Rights and co-ordinates advice to the Minister on the political and constitutional development process.

**d) Communications**

The main function of the Communications section is recommending, developing and implementing communication policies, strategies, frameworks and systems within the Ministry that promote and advance its vision, goals, objectives and mission. Communications also offers advice to the Ministry's management team and staff and is responsible for the Ministry's overall communications efforts in the negotiation processes.

**e) Territorial Intergovernmental Relations**

The Ministry coordinates GNWT participation in Aboriginal, territorial and federal government discussions on issues such as devolution and resource revenue sharing, economic development, capacity building and financing governments. The Ministry also works to enhance communications within regions and between regions and Headquarters and to work with regions to prepare for changes to the delivery of government programs and services in advance of new governance arrangements being negotiated.

**f) Corporate Management**

In addition to general administration, financial, and human resource management support to the Ministry and management responsibilities, it leads the Deputy Ministers' Committee on Aboriginal Rights; administers the grants and contributions program; promotes general Aboriginal relations; and supports National Aboriginal Day celebrations.

## 5. ENVIRONMENTAL SCAN

The Ministry of Aboriginal Affairs operates within an environment that is highly political, sensitive and subject to rapidly changing circumstances. Significant policy and political change in the self-government and constitutional development areas pose major challenges for the Government of the Northwest Territories.

The Ministry of Aboriginal Affairs has an organizational structure that readily adapts to rapidly changing circumstances in the negotiation and implementation of lands, resources, self-government, devolution and resource revenue sharing agreements.

1. Increased economic activity in oil, gas and diamond mining has increased the pressure and the opportunities for the settlement and implementation of lands, resources and self-government agreements. Settlement of these agreements will result in a more stable economic and political environment that will promote investment in the Northwest Territories. The original land claim agreements were compatible with the existing system of public government. The current focus on negotiating Aboriginal governance arrangements will fundamentally change the system of government, will increase the cost of government and is closely linked to initiatives to negotiate devolution and resource revenue sharing arrangements.
2. As more of the population, including significant numbers of Aboriginal people, concentrate in a few larger centres, there is increased complexity in negotiating Aboriginal rights agreements in the context of larger, tax-based municipalities with mixed populations.
3. There are 9 existing negotiating tables and more anticipated. As well, negotiations that combine lands, resources and self-government produce new challenges. The federal government and the Aboriginal parties, for the most part, determine the pace of these negotiations. In a government climate of fiscal and budgetary restraint, the Government of the Northwest Territories must ensure that the Ministry and supporting departments have the appropriate resources, tools, training, knowledge and skills to successfully complete complex negotiations. Continued commitment to the work of the Ministry is a crucial and necessary investment in the future of the NWT.
4. The Government of the Northwest Territories is one of three parties involved in negotiations.
5. There is increasing pressure to focus on capacity building to prepare governments, communities and residents in the Northwest Territories for the implementation of self-government.
6. The Intergovernmental Forum provides an opportunity to move ahead on long-standing issues that need to be addressed at a territorial level. Its success relies on sustained investment and effort to keep the federal and Aboriginal governments engaged.

7. Most citizens have high expectations for improved economic well-being over the next decade and wish to benefit from the resource development opportunities at our doorstep. Devolution and resource revenue sharing will be a key to ensuring these opportunities are fulfilled and the benefits flow to Northerners.
8. As a result of national initiatives, such as the federal government's *Gathering Strength* policy, the federal/provincial/territorial/Aboriginal on-going forum process and Aboriginal involvement in social policy renewal, Government of the Northwest Territories' participation in national level Aboriginal relations processes has become more important in advancing territorial objectives.
9. Despite ongoing difficulties in recruiting suitable candidates, the Ministry has managed to attract highly skilled and experienced staff.
10. Financing the implementation of self-government agreements continues to be an unresolved issue, both between the federal, territorial governments and Aboriginal governments and at the self-government and devolution negotiating tables. The GNWT continues to press Finance Canada that devolution and resource revenue sharing must address funding for self-governments. Finance Canada insists this is a responsibility of DIAND. Conversely, DIAND has, in the past, stated they do not have the resources to pay the incremental costs of Self-government and has suggested that the GNWT seek funds from other sources, such as the net fiscal benefit from resource revenue sharing under devolution. The Ministry continues to challenge this approach both at the political and bureaucratic level.
11. The negotiations of lands, resources, self-government and devolution agreements require Ministry of Aboriginal Affairs staff to travel regularly to negotiations sessions. The GNWT is one of three parties to negotiations and does not get to choose the location of all negotiations sessions. For the ones it does choose, the Ministry utilizes least cost model so as to minimize its travel costs. However, expenditures associated with rising air travel costs continue to place growing pressures on the Ministry's budget.

**6. PERFORMANCE MEASURES**

1. The successful conclusion of outstanding Aboriginal rights agreements including lands, resources and self-government as well as devolution and resource revenue sharing agreements, which will provide for continued improvement and stabilization of the political, social and economic environment.

Supporting Core Businesses	Outcomes	Measurables
<p><b>Negotiations</b></p> <p><b>Implementation</b></p> <p><b>Policy</b></p> <p><b>Communications</b></p> <p><b>Territorial Intergovernmental Relations</b></p> <p><b>Corporate Management</b></p>	<p>All outstanding negotiations are concluded.</p>	<p>Conclusion of the following:</p> <ul style="list-style-type: none"> <li>- <b>DEH CHO</b> <ul style="list-style-type: none"> <li>• Agreement-in-Principle – 2006</li> </ul> </li> <li>- <b>BEAUFORT DELTA</b> <ul style="list-style-type: none"> <li>• Final Agreement – 2005</li> <li>• Implementation Plan – 2005</li> <li>• Financial Transfer Agreement – 2005</li> <li>• Legislation Enacted – 2006</li> </ul> </li> <li>- <b>DELINE</b> <ul style="list-style-type: none"> <li>• Final Agreement - 2005</li> <li>• Implementation Plan – 2005</li> <li>• Financial Transfer Agreement – 2005</li> <li>• Legislation Enacted – 2006</li> </ul> </li> <li>- <b>TULITA</b> <ul style="list-style-type: none"> <li>• Agreement-in-Principle - 2006</li> </ul> </li> </ul>

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Supporting Core Businesses	Outcomes	Measurables
		<ul style="list-style-type: none"> <li>- <b>NORTHWEST TERRITORY METIS NATION</b> <ul style="list-style-type: none"> <li>• Stage 1 Agreement-in-Principle – 2005</li> </ul> </li> <li>- <b>AKAITCHO</b> <ul style="list-style-type: none"> <li>• Agreement-in-Principle – 2006</li> </ul> </li> <li>- <b>SASKATCHEWAN ATHABASCA DENESULINE</b> <ul style="list-style-type: none"> <li>• Agreement-in-Principle – 2005</li> </ul> </li> <li>- <b>MANITOBA DENESULINE</b> <ul style="list-style-type: none"> <li>• Agreement-in-Principle – 2005</li> </ul> </li> </ul>
<p><b>Negotiations</b></p> <p><b>Implementation</b></p> <p><b>Policy</b></p> <p><b>Communications</b></p> <p><b>Territorial Intergovernmental Relations</b></p> <p><b>Corporate Management</b></p>	<p>Administration and control of the NWT's lands and resources by NWT governments, leading to increased self-sufficiency.</p>	<ul style="list-style-type: none"> <li>- <b>DEVOLUTION &amp; RESOURCE REVENUE SHARING</b> <ul style="list-style-type: none"> <li>• Final Agreement – 2006</li> </ul> </li> </ul>

<p><b>1. The successful conclusion of outstanding Aboriginal rights agreements including lands, resources and self-government as well as devolution and resource revenue sharing agreements, which will provide for continued improvement and stabilization of the political, social and economic environment.</b></p>		
Supporting Core Businesses	Outcomes	Measurables
<p><b>Negotiations</b></p> <p><b>Policy</b></p> <p><b>Communications</b></p> <p><b>Territorial Intergovernmental Relations</b></p> <p><b>Corporate Management</b></p>	<p>General consistency with GNWT's vision for governance in NWT after lands, resources, self-government, devolution and resource revenue sharing agreements are concluded.</p>	<p>All agreements are compatible, affordable and workable.</p>
<p><b>Implementation</b></p> <p><b>Corporate Management</b></p>	<p>To meet all GNWT obligations set out in agreements.</p>	<p>Reduction in number of issues brought before the Implementation Committees and issues referred to arbitration.</p>

<p><b>2. The implementation of lands, resources, self-government, devolution and resource revenue sharing agreements in a manner that maintains an adequate level and quality of programs and services for all residents.</b></p>		
Supporting Core Businesses	Outcomes	Measurables
<p><b>Negotiations</b></p> <p><b>Implementation</b></p> <p><b>Policy</b></p> <p><b>Communications</b></p> <p><b>Corporate Management</b></p>	<p>No reduction in quality and accessibility of programs and services.</p>	<ul style="list-style-type: none"> <li>• All lands, resources and self-government agreements will include Financial Transfer Agreements which will address allocation of resources and incremental costs to ensure no reduction.</li> <li>• All Final Agreements, Implementation Plans and/or Financial Transfer Agreements will contain</li> </ul>

<p><b>2. The implementation of lands, resources, self-government, devolution and resource revenue sharing agreements in a manner that maintains an adequate level and quality of programs and services for all residents.</b></p>		
Supporting Core Businesses	Outcomes	Measurables
		<p>trigger clauses to reopen negotiations.</p> <ul style="list-style-type: none"> <li>All implementation plans will contain annual review provisions.</li> </ul>

<p><b>3. A system of government, which has wide support of its citizens, in the Northwest Territories.</b></p>		
Supporting Core Businesses	Outcomes	Measurables
<p><b>Negotiations</b></p> <p><b>Implementation</b></p> <p><b>Policy</b></p> <p><b>Communications</b></p> <p><b>Territorial Intergovernmental Relations</b></p> <p><b>Corporate Management</b></p>	<p>The staff of the Government of the Northwest Territories and the public understand the negotiating processes and are aware of the various proposals for changing government.</p>	<ul style="list-style-type: none"> <li>The Ministry will hold information sessions during negotiations held in NWT in each region, and attend at least one Regional Management Committee meeting in each region.</li> <li>Number of web-site hits increase.</li> <li>100% response rate to web-site inquiries.</li> <li>Update web-site at least two times a year.</li> <li>See targets for Goal # 1.</li> </ul>

<b>4. Mutually beneficial working relationships with Aboriginal governments and leadership are enhanced and maintained.</b>		
<b>Supporting Core Businesses</b>	<b>Outcomes</b>	<b>Measurables</b>
<b>Negotiations</b> <b>Implementation</b> <b>Policy</b> <b>Communications</b> <b>Territorial Intergovernmental Relations</b> <b>Corporate Management</b>	Mutually beneficial working relationships with Aboriginal governments and leadership.	Relationships are maintained by: <ul style="list-style-type: none"> <li>• Cabinet member available at all annual assemblies and other important meetings – at least one Cabinet member will attend each Assembly.</li> <li>• Attendance at annual assemblies and other important meetings.</li> <li>• Prompt (within 30 days) follow-up to concerns raised and resolutions passed.</li> </ul>

<b>5. All governments in the Northwest Territories working together co-operatively through an ongoing process such as the Intergovernmental Forum.</b>		
<b>Supporting Core Businesses</b>	<b>Outcomes</b>	<b>Measurables</b>
<b>Negotiations</b> <b>Territorial Intergovernmental Relations</b> <b>Corporate Management</b>	There is collaboration and partnership between NWT governments towards the successful resolution of pan-territorial issues.	<ul style="list-style-type: none"> <li>• One full meeting of the Intergovernmental Forum each year and with the Aboriginal Summit.</li> <li>• See devolution and resource revenue sharing agreements in Goal 1.</li> </ul>

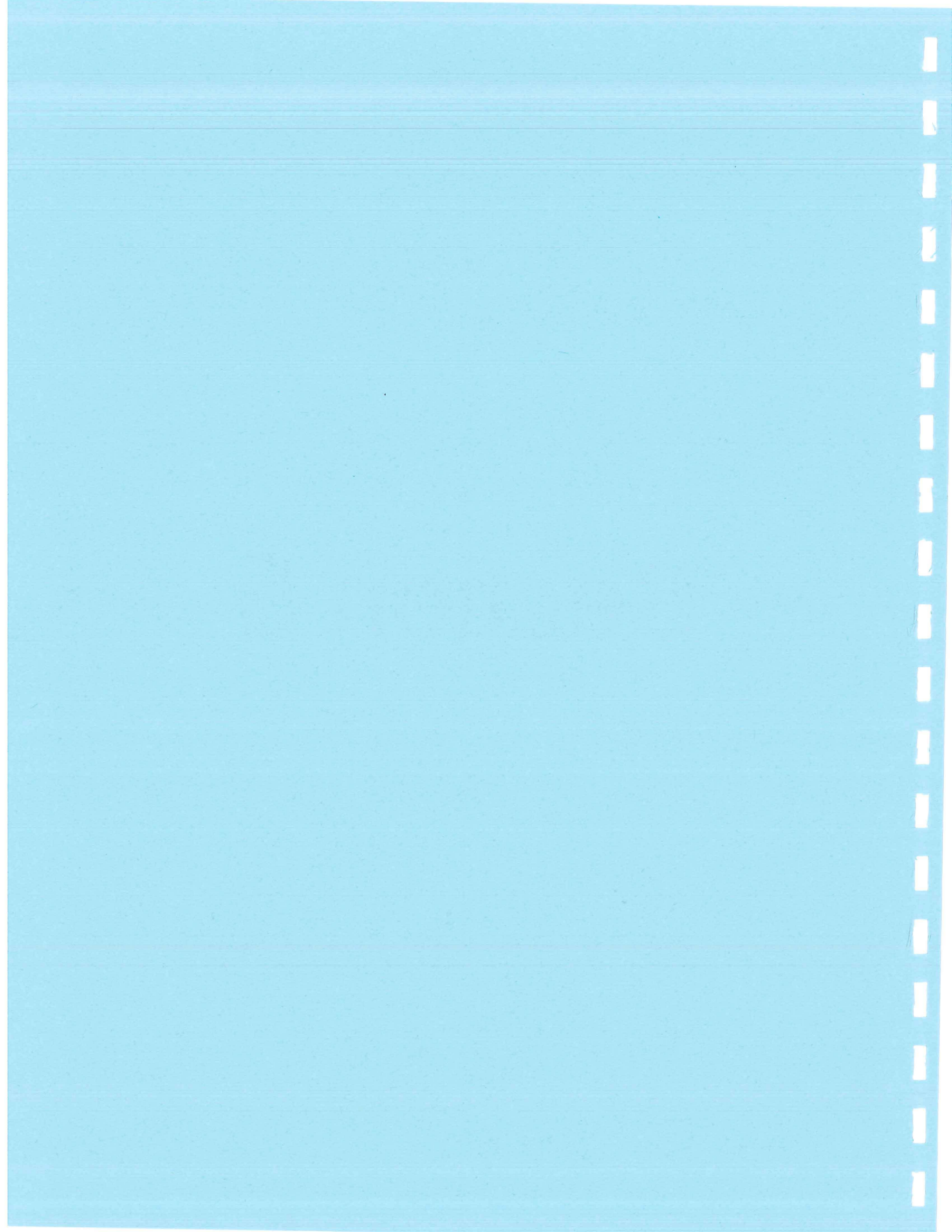


**6. Government is organized to ensure an effective working relationship among regional and headquarters operations, elected leaders, Aboriginal governments and the public.**

Supporting Core Businesses	Outcomes	Measurables
<b>Territorial Intergovernmental Relations</b>  <b>Corporate Management</b>	Effective, efficient, appropriate regional administrative structures.	<ul style="list-style-type: none"> <li>• Reorganization of administrative regions evolves as appropriate.</li> </ul>
<b>Territorial Intergovernmental Relations</b>  <b>Corporate Management</b>	Functioning and effective Regional Management Committees.	<ul style="list-style-type: none"> <li>• Functioning Regional Management Committees in each of the five regions.</li> <li>• Full participation in Regional Management Committees by all affected departments in each of the five regions.</li> <li>• Established regional management input into Deputies Committee.</li> </ul>



# Section 5



# DEPARTMENT OF FINANCE

## 2005-2008 BUSINESS PLAN

## 1. VISION

The Department of Finance will be the recognized leader in obtaining the financial resources necessary to establish and maintain a strong and unified Northwest Territories.

### Department's Values

***Integrity*** – We will be fair and honest in our work, respect the confidentiality of privileged information, and maintain a high standard of personal and ethical conduct.

***Sensitivity and Tact*** – We will be respectful, understanding and responsive when dealing with others.

***Professionalism*** – We will work to the highest professional standard and level of excellence. Our work will be timely and accurate and will incorporate sound judgement.

***Innovation*** – We will use creative new ideas and imaginative solutions in our work.

## 2. MISSION

The mission of the Department of Finance is to foster an environment for stable, effective and efficient government in the Northwest Territories and to manage the Government's fiscal, financial and regulatory programs by:

- ◆ Acquiring and managing the necessary financial resources to ensure delivery of programs and services to residents in an affordable and sustainable manner;
- ◆ Maintaining a stable, fair and equitable taxation environment, meeting the needs of individuals and businesses;
- ◆ Providing the highest quality statistical information to the satisfaction of clients; and
- ◆ Regulating the insurance industry and liquor sales, distribution and consumption.

## 3. LINKS TO THE GNWT STRATEGIC PLAN

Following the adoption of the Vision and Goals of the 15th Legislative Assembly, the GNWT developed its Strategic Plan to support these goals. The Mission and Mandate of the Department of Finance reflect all five goals, however, they are most closely linked to Goal 1, "A Strong Northern Voice and Identity".

The principal role of the Department of Finance is to raise revenues for the GNWT to ensure adequate resources are available to support operations of, and investment, by northern governments. To do this, the Department of Finance negotiates, monitors and resolves outstanding issues related to the Formula Financing Agreement with Canada. The Department is also responsible for tax collection and for the operation of the NWT Liquor Commission.

Other departmental initiatives, such as providing support to negotiations on land claims, self-government and devolution; and developing options on resource taxation further support Goal 1 of the GNWT Strategic Plan.

The Bureau of Statistics supports all goals by ensuring that the Government has the statistical information needed to plan, monitor and evaluate demographic, social and economic conditions in the NWT so that programs can be efficiently and effectively targeted towards the needs of NWT residents. Further, the Bureau of Statistics directly supports Goal 3 by ensuring that regions and communities have access to the information needed to plan for and monitor socio-economic conditions in their area.

Goal 3, "Well-governed, sustainable communities and regions able to fulfill their potential" is also supported by work the Department of Finance is doing with the Department of Municipal and Community Affairs to develop options to devolve property taxation authority to community governments.

Goal 2, "Healthy, educated people living in safe communities who are able to contribute and take advantage of life's opportunities" is directly supported by Liquor Licensing and Enforcement and the Liquor Commission by encouraging responsible use of alcohol through regulation of licensed premises, education of licensed premises staff and public awareness programs promoting responsible use of alcohol by NWT residents.

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## **4. CORE BUSINESS/SPECIAL INITIATIVES**

The Department of Finance is made up of five responsibility areas: Directorate, Treasury, Fiscal Policy, the Bureau of Statistics and the Liquor Revolving Fund.

### **Directorate**

The Directorate is responsible for the overall direction and co-ordination of the department and consists of the offices of the Deputy Minister, Policy and Planning and Finance and Administration. This activity provides support to the senior management of the department in the areas of policy and planning, Aboriginal self-government, budgets, human resources, information technology and general administration. The activity also includes responsibility for maintaining budget, human resource, revenue and expenditure records and departmental financial control services for the department.

### ***Special Initiatives***

A review of the *Liquor Act* is planned to begin in October 2004. Following receipt of recommendations, a legislative proposal could be prepared for Standing Committee by late summer or early fall 2005. It is hoped that draft legislation could be introduced by December 2005. The review will include consultation, among others, with NWT communities and licensed premises operators. The *Act* has not been reviewed since 1994. The Department is targeting a revised *Act* that will better reflect community priorities and the changing economic and social conditions in the NWT.

This initiative supports Goal 3 of the GNWT Strategic Plan.

### **Treasury**

Treasury is responsible for managing the Government's cash position; conducting the Government's banking, borrowing and investing activities; providing related advisory and cash management services and protecting government activities and assets from risk of loss by means of insurance coverage and risk management activities.

Treasury, through the Office of the Superintendent of Insurance, is also responsible for the regulation of insurance companies, agents, brokers and adjusters operating in the Northwest Territories, and for administering legislated tax programs by ensuring compliance with tax statutes, collecting taxes owing, and controlling a system of permits, collection agreements and property tax notices. Treasury responds to taxpayer inquiries, provides taxation revenue analysis, maintains a database of taxpayer information and participates in inter-jurisdictional exchange agreements to streamline administrative procedures and to control tax evasion.

### **Fiscal Policy**

Fiscal Policy is responsible for developing, providing research, analysis, and recommendations on the fiscal policies of the Government; monitoring economic conditions as they affect the Government's fiscal policy; providing analysis and advice on Canadian and NWT tax policies; monitoring and advising on intergovernmental fiscal relations, in particular, the Formula Financing Agreement with Canada; providing input into multi-year fiscal plans; and preparing



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the annual budget address. The division also provides technical support for the Minister and Deputy Minister of Finance in federal-provincial-territorial discussions, and represents the Government on Intergovernmental Finance committees.

#### *Special Initiatives*

The Fiscal Policy Division will continue to participate in resource devolution negotiations with Finance Canada and the Aboriginal Summit to obtain a fair Net Fiscal Benefit from mineral and oil and gas revenues for northern governments.

The goal of this initiative is to provide the GNWT and Aboriginal governments with the financial resources to deal with development and to deliver government programs, in support of Goals 1 and 3.

#### **Bureau of Statistics**

As the central statistics office for the Government, the Bureau of Statistics develops, interprets and disseminates economic, social and demographic statistics to ensure that the statistics the Government uses are current, consistent and accurate. The Bureau also assists departments with the analysis of statistical information and conducts statistical surveys on their behalf; provides for the continuing and effective representation of territorial statistical interests within the national statistical system; and provides a limited statistical service to the general public, to the private sector, and to other governments.

#### *Special Initiatives*

The Bureau of Statistics plans two special initiatives that will be initiated during 2005-06. First, forecasts of overall impacts of resource development projects on employment, the economy and population will be updated. Work will be done with departments to use this information to assess the cost of development on government programs.

This initiative will provide the GNWT with the information needed to make informed decisions in support of Goal 2 and Goal 4 in the GNWT Strategic Plan, as they relate to maximizing benefits and mitigating negative effects of resource development projects.

The second initiative is to work with communities and with Statistics Canada to ensure that the 2006 national Census coverage is as complete as possible for the Northwest Territories, and that the coverage problems associated with the 2001 Census for the Northwest Territories are not repeated.

This initiative supports Goal 1 in the GNWT Strategic Plan as the census counts significantly impact the amount received under the Formula Financing Agreement with Canada.

#### **Liquor Revolving Fund**

The NWT Liquor Revolving Fund is composed of two sections, Liquor Licensing and Enforcement and the NWT Liquor Commission.

Liquor Licensing and Enforcement is responsible for the issuance of licenses to licensed premises and special occasion permits and for the enforcement of the *Liquor Act* and related regulations. Eight contract Liquor Inspectors monitor the activities of licensed premises in the seven communities with licensed premises. In addition, this section provides funding and support to the Liquor Licensing Board.

The NWT Liquor Commission is responsible for the purchase, warehousing, distribution and sale of all alcoholic beverages in the Northwest Territories. Liquor is stored at privately operated warehouses in Hay River, Yellowknife and Inuvik, and is sold to the public through privately operated liquor stores in six communities or by licensed premises.

The operations of both Liquor Licensing and Enforcement and the Liquor Commission are funded through the Liquor Revolving Fund by the sale of alcoholic beverages.

Both Liquor Licensing and Enforcement and the Liquor Commission will be providing input to the *Liquor Act* review project.

## 5. ENVIRONMENTAL SCAN

### Fiscal Outlook

As of August 2004, the 2004-09 Formula Financing Agreement with Canada has not been finalized. The treatment of tax effort for the final four years of the agreement had not yet been agreed to and may still be subject to negotiation during the business planning period (2005-2008).

The Formula Financing Grant under the current Agreement is affected in part by changes in provincial-local government expenditures and by population growth. These factors act as a proxy for growth in territorial expenditure needs in determining the Grant under the Formula. In addition, the Grant is affected, through changes in GNWT own-source revenues, by NWT economic growth.

Provincial and local government expenditures are expected to continue to increase over the next few years as the provincial public sector demonstrates a generally healthy fiscal position. Given the current federal fiscal outlook, and increased Canada Health Transfer (CHT) funding agreed to over the past few years, reductions in federal transfers during the forecast period are unlikely. In June 2004, the Conference Board of Canada was forecasting average nominal provincial and local government spending increases of 3.0 per cent per year over the 2004-05 to 2007-08 period.

The NWT population is expected to increase by 1.04 per cent in 2004 and 1.03 per cent in 2005.

The federal, provincial and territorial governments will continue to discuss other fiscal transfers for social programs over the coming year. The most important discussions will relate to the call by provincial and territorial governments for increased federal funding for health care.

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The NWT population is expected to increase by 1.04 per cent in 2004 and 1.03 per cent in 2005.

The federal, provincial and territorial governments will continue to discuss other fiscal transfers for social programs over the coming year. The most important discussions will relate to the call by provincial and territorial governments for increased federal funding for health care.

A critical issue is the need for NWT control over non-renewable resources and a negotiated resource revenue sharing agreement including a fair net fiscal benefit from resource development for the Territorial and Aboriginal governments. Negotiation of this new relationship will continue to take place over the business planning period (2005-2008).

### **Economic Conditions**

Supported by substantial growth in the United States, Canadian economic conditions are expected to continue to be relatively solid over the near term. For the NWT, the economic boom is expected to continue with capital investment increasing by almost 50 per cent in 2005 and 20.6 per cent in 2006, largely due to the planned construction of the Snap Lake Diamond Mine and early work on the Mackenzie Valley pipeline. Although Final Domestic Demand (FDD) fell in the NWT by 10.3 per cent in 2003, GDP for that year increased 10.6 per cent. This GDP growth was highest among all provinces and territories.

In June 2004, the Conference Board anticipated 3.0 per cent economic growth for Canada in 2004 and 3.25 per cent in 2005. Interest rates in both Canada and the United States are expected to be higher in 2005 than in 2004 and this is expected to constrain consumer spending.

CPI inflation was 2.8 per cent in Canada in 2003, and according to recent forecasts is expected to decline to 1.9 per cent in 2004 and 2.1 per cent in 2005. The Yellowknife CPI rose 1.8 per cent in 2003, and was expected to increase by about 1 per cent in 2004. The lower 2004 Yellowknife inflation can be attributed, at least partially, to more moderate increases in food, shelter and transportation costs.

The Overnight Target Rate, the Bank of Canada's key policy interest rate, was lowered three times for a total of 75 basis points (0.75 percentage points) over the first seven months of 2004. In July, the Conference Board expected that rates would start to increase later in 2004 and 2005 in an effort to keep annual inflation close to about 2 per cent.

According to recent forecasts by the Conference Board, the Canadian dollar is expected to average approximately 74 cents US in 2004 but drop to 72 cents US by the end of 2005.

### **Land, Resources and Self-Government Negotiations**

A number of Aboriginal organizations are actively engaged in land, resources and self-government negotiations in the NWT. These negotiations will have a profound impact on the nature of government in the Northwest Territories. The Department of Finance provides support to the GNWT at the negotiating tables.

Negotiations with the Tlicho have resulted in a Final Agreement which was signed by Canada, the GNWT and the Tlicho on August 25, 2003. The Agreement has been ratified by the Tlicho and the GNWT has enacted settlement legislation to ratify the Agreement. It is expected that Canada will table federal settlement legislation early in the mandate of the new government. Implementation of the Agreement and the establishment of the Tlicho government will follow.

The Department of Finance also provides support at other negotiating tables. Agreements-in-Principle have been signed at the Beaufort Delta and Deline tables. The negotiating tables of Deh Cho, Akaitcho and South Slave Metis are not as advanced as those of the Deline and Beaufort Delta.

The settlement of land, resource and self-government issues will affect the fiscal situation of the GNWT as well as the structure of the GNWT itself. The vision for the NWT, as expressed by the 15<sup>th</sup> Legislative Assembly, looks to successful negotiation and implementation of Aboriginal land, resource and self-government agreements in all regions. It is recognized that, in addition to strong Aboriginal governments, there will continue to be a need for an effective territorial government as a full partner with a strong unified voice in the Canadian federation.

### **Insurance Market Conditions**

The insurance market stabilized substantially in 2004 for most lines of coverage. The GNWT was expecting property premiums to increase by 25% for fiscal 2003-2004. To mitigate this increase, a self-insurance plan for property was implemented with a maximum deductible of \$10 million per year. Although property premiums generally are increasing at 0-20% annually, the GNWT's property premiums decreased by 25% for the 2004-2005 and are expected to stay relatively stable, with increases of 5-10% over the next few years. The loss prevention and risk control programs that are being implemented contributed significantly to the decrease in premiums for 2004-2005, and the continuing efforts in that regard are expected to restrain increases in future property premiums.

Liability insurance is still seeing increases of up to 100% in some areas. In Canada, public sector automobile and general liability is increasing by 10% to 20%. The GNWT's premiums increased by 10%, which is much lower than was expected. The development and implementation of risk control strategies for automobile and general liability could help to control liability premium increases in the future. An actuarial study completed for the GNWT's Department of Finance in January 2004 indicated that the optimum deductible level for general liability is \$2,000,000 (the current deductible for general liability is \$25,000 per loss). However, the premium savings associated with the higher deductible are not commensurate with the increased risk. Similarly, the current deductible for automobile liability is \$5,000. The optimum deductible level is \$100,000. However, premium savings associated with the higher deductible have not offered any economic advantage at this time.

All other lines (aviation liability, marine, cargo etc.) saw very small increases or decreases in premiums.

The Department will continue to develop, implement and monitor loss prevention strategies in an effort to improve the GNWT's risk profile and control the cost of insurance premiums.

### **Deficit and Debt**

Small operational deficits are being forecast over the Business Plan horizon, however capital acquisition costs and the repayment of corporate income tax overpayments are driving factors for an increasing cash deficit and an associated increase in borrowing costs. In addition, it is forecast that interest rates will increase by 2.0 percentage points over the Business Plan period. A forecast of the weekly cash position of the Government, using the historic pattern of receipts and expenditures, was applied to forecast expenditures to assess the impact of payment timing. This, combined with forecast interest rates, indicates that an increase in interest costs can be expected.

The GNWT will have to repay an overpayment of corporate income tax to the federal government of close to \$295 million in 2006-07. This repayment will mean that the GNWT will be forced over its \$300 million debt limit.

### **Human Resource Issues**

There are no urgent Human Resource issues currently in the Department of Finance. The Department will continue to be proactive in its career development and succession planning initiatives over the planning period.

The Department continues to implement the provisions of the Affirmative Action Policy. Employees who are part of the designated groups under the Policy make up 43.2 percent of the Department's continuing positions.

### **Information Technology Issues**

There are no urgent Information Technology issues currently in the Department of Finance. The Department will be concentrating on upgrading and improving existing systems. The Department is also replacing the existing Liquor Commission computer system.

## 6. PERFORMANCE MEASURES

The Department of Finance, for the most part, provides support to the executive branch and to program departments, rather than delivering programs and services directly to the public. However, the Department, through its responsibilities for revenue generation and management, and information gathering and dissemination, plays an important role in ensuring that the Government is able to deliver the programs and to make the informed decisions necessary to achieve the goals it has set for itself. The Department of Finance has focused its outcomes and strategies on these goals.

### Departmental Goal

1. The fiscal regime of the Northwest Territories supports a stable political environment and a strong economy.

<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Monitor and implement the Formula Financing Agreement with Canada.	Resolution of outstanding issues relating to formula financing	Signed agreement outlining resolution of outstanding issues
Provide information, analysis and recommendations for changes to the NWT tax regime, including information for resource revenue sharing negotiations.	The NWT has an integrated tax regime that encourages economic growth and development, while providing necessary revenues to government for program and service delivery.	Harmonized tax bases and rates across the NWT to the greatest extent possible.  Rates of taxation in the NWT are comparable to other jurisdictions.  Growth in underlying tax revenues (excluding one-time revenues) over three years and growth in the NWT economy.
Provide analysis of fiscal and taxation issues for, and participate in, self-government negotiations.	Self-government agreements are negotiated that are affordable, workable and capable of being implemented.	No incremental costs associated with governance of self-governments assumed by the GNWT.  Financial arrangements are negotiated that provide Aboriginal governments with adequate resources while ensuring that the GNWT has the ability to continue to be an effective territorial government.
Protect government activities and assets from risk of loss.	No loss occurs that has not been identified, quantified and controlled by either the purchase of insurance, other risk financing or risk management activities.	The total cost of risk (the total cost of the Risk Management section, including insurance premiums and GNWT payments).



**Departmental Goal**

1. The fiscal regime of the Northwest Territories supports a stable political environment and a strong economy.

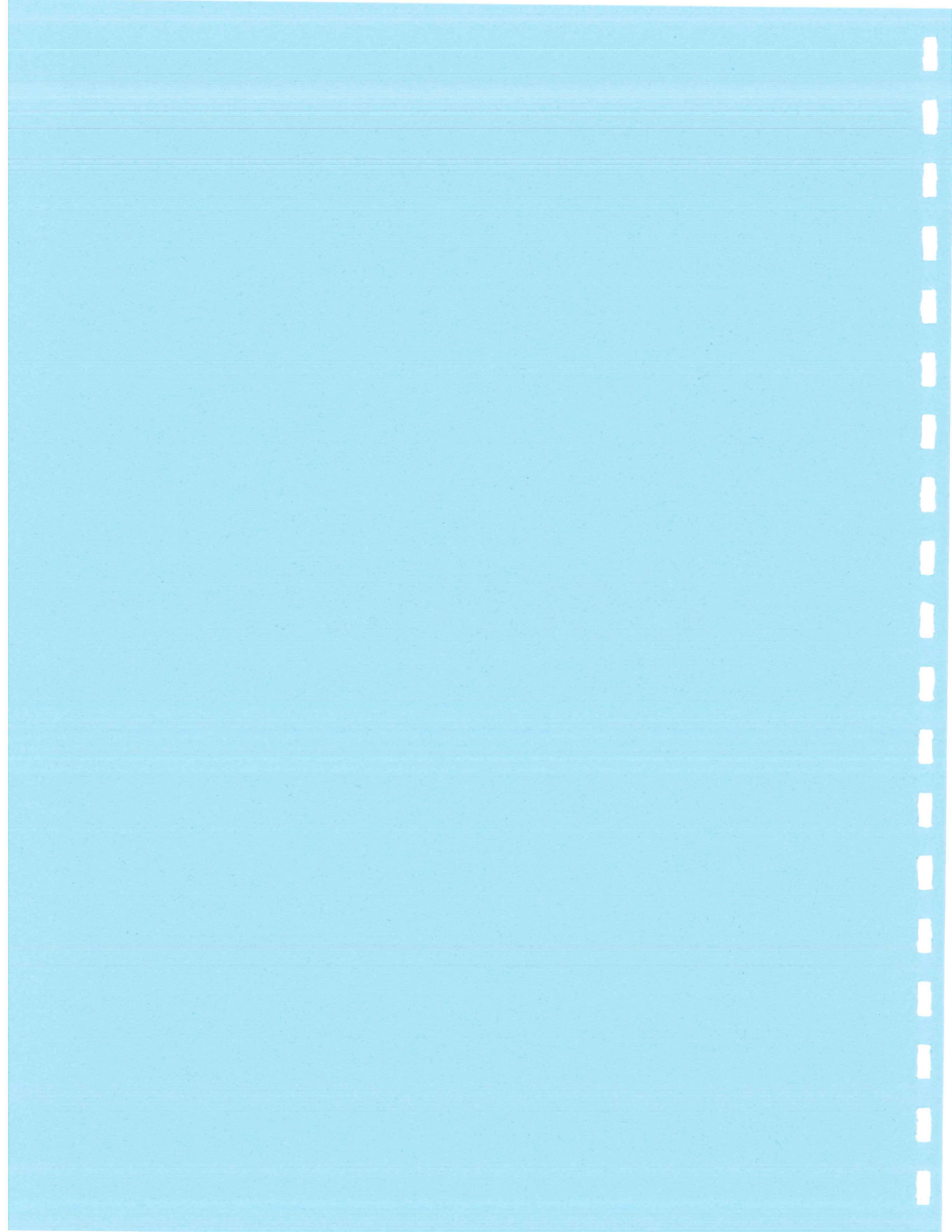
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Administer claims by Government against others and by others against the Government.	Claims by and against the Government are settled fairly and equitably.	The total cost of claims (the total payments by both the GNWT and the insurers).
Obtain economical banking, investing and borrowing services.	Minimize banking, investing and borrowing costs while maximizing investing and banking revenues.	Total banking, investing and borrowing costs and revenues.
Ensure compliance with tax statutes.	Tax revenues are consistent with the level of activities to be taxed.	Total tax revenues relative to level of activities to be taxed.

<b><u>Departmental Goal</u></b>		
<p>2 The Government has the fiscal and statistical information and analysis necessary to support policy development and decision-making, particularly for key social and economic initiatives.</p>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
<p>Develop, interpret and disseminate economic, social and demographic statistics, ensuring that the statistics the Government uses are current, consistent and accurate.</p>	<p>Required information for planning, policy and program development is available for the Northwest Territories.</p>	<p>Increased information is available including:</p> <ul style="list-style-type: none"> <li>• Updated information is available on cumulative impacts of resource development including population, employment and income impacts.</li> <li>• Updated community baseline information is released to support planning and monitoring of demographic, social and economic conditions in NWT communities.</li> <li>• Release of detailed NWT economic forecasts for government planning.</li> <li>• Socio-Economic Scan and related documents released on schedule.</li> <li>• Updated listing of all NWT dwellings to support operations for the 2006 census.</li> </ul>
<p>Regularly forecast Government tax and transfer revenues.</p>	<p>The Government is able to forecast its long-term fiscal position.</p>	<p>Accurate and regular forecasts of resource revenues and expenditures and tax and grant revenues.</p>

<b>Departmental Goal</b>		
3 The Department of Finance is more responsive to client needs.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Develop, interpret and disseminate economic, social and demographic statistics, ensuring that the statistics the Government uses are current, consistent and accurate.	Government departments and the public have access to current, consistent and accurate information about demographic, social and economic conditions in the Northwest Territories.	The use of the Bureau of Statistics website for accessing information on the demographic, social and economic conditions in the Northwest Territories.
Purchase, warehouse, distribute and sell alcoholic beverages in the NWT.	Liquor Commission is managed efficiently and in a socially responsible manner.	Operational compliance by liquor store / warehouse operators. Communications with licensed premises and store operators. Revenues transferred to the consolidated revenue fund. Income and costs as a percentage of sales. Public awareness programs promoting responsible use of alcohol.
License, regulate and monitor all liquor licensed premises and permits in the NWT.	License and Permit holders are continually informed of their responsibilities under the <i>Liquor Act and Regulations</i> through education strategies and enforcement actions.	30 per cent of medium to high-risk licensees receive a server-training seminar once per year. All licensees are provided with a quarterly newsletter. The current inspection rate to high-risk premises of eight inspections a month in larger centres with two a month on average in the smaller centres by liquor inspectors will be maintained.



# Section 6



# **MUNICIPAL AND COMMUNITY AFFAIRS**

## **2005-2008 BUSINESS PLAN**

**VISION**

Capable, accountable, and self-directed community governments providing a safe, sustainable, and healthy environment for community residents.

**MISSION**

The Minister and the Department are responsible for the development and maintenance of community governments, responsive and responsible to the residents, with sufficient legal authority and resources to carry out community responsibilities, to provide their public programs and services essential to good community life and to deal effectively with other governments and organizations.

**LINKS TO THE GNWT STRATEGIC PLAN**

The Department of Municipal and Community Affairs' mandate supports the goals established in the GNWT's strategic plan in the following ways:

- *Goal 1: A strong northern voice and identity*  
MACA provides the resources which enable communities to govern local affairs, and contributes to the negotiation and implementation of Aboriginal land, resource and self-government agreements.
- *Goal 2: Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities*  
MACA provides the training, technical support and funding for community sport, recreation and active living programs. MACA also supports community fire prevention and fire protection programs.
- *Goal 3: Well-governed, sustainable communities and regions able to fulfill their potential*  
MACA ensures that the legislative and financial framework is in place for community governments to carry out their responsibilities including the responsibility for essential services such as drinking water safety. MACA also supports community governments by providing training programs, which enhance the skills and abilities of community staff, officials and other community partners.
- *Goal 4: A diversified economy that provides northerners with opportunities and choices*  
MACA provides advice and technical support to help community governments manage the impacts of and realize the most benefits from resource development.



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- *Goal 4: A diversified economy that provides northerners with opportunities and choices*  
MACA provides advice and technical support to help community governments manage the impacts of and realize the most benefits from resource development.

- *Goal 5: Care and protection of the natural environment*  
MACA ensures that Departments' and community government's environmental concerns are addressed through its land use permitting process. MACA is also responsible for overseeing the closure and reclamation of industrial properties located on Commissioner's land.

## CORE BUSINESS / SPECIAL INITIATIVES

### CORE BUSINESS

To support community governments, the Department of Municipal and Community Affairs has six areas of core business:

1. Contributing funding to community government costs
2. Providing the legislative and financial framework for community governments to carry out their responsibilities and to exercise their authorities
3. Providing financial management and technical support to community governments
4. Enhancing skills and abilities of community government council and employees through capacity building and training
5. Supporting community governments to assume increased responsibility for issues including land administration, property assessment and community infrastructure.
6. Developing and promoting a variety of active living, youth, and sport and recreation programs in partnership with community and territorial organizations.

#### **1. Contributing funding to community governments**

Almost three quarters of MACA's budget is allocated to community governments to support their delivery of programs and services and for the operation/provision of related infrastructure. The major portion of these funds is allocated through formula-based funding.

#### **2. Providing the legislative and financial framework for community governments to carry out their responsibilities and to exercise their authorities**

Recognising the different issues, priorities and challenges that communities face, MACA provides community governments with an overall framework within which they can pursue their respective vision and goals. The legislation that defines community government activities, financial accountabilities, programs and services is among the 25 Acts passed by the Legislative Assembly for which MACA has responsibility.

### **3. Providing financial management and technical support to community governments**

MACA provides financial management and technical support to help community governments make informed decisions about their programs and services. The direct delivery of MACA's own programs and services to community governments is largely the responsibility of MACA's Regional Offices. Regional staff support community governments by assisting with community planning, financial contributions and management, capital planning, infrastructure and equipment operation and maintenance, land administration, fire prevention, and active living and sport and recreation programs and services. The regional offices also manage community development initiatives.

### **4. Enhancing skills and abilities of community government council and employees through capacity building and training**

The Department strives to provide community leaders and staff with the information and operational tools to competently manage and administer community government operations.

MACA's School of Community Government works with its partners, including federal and local governments, Aboriginal governments, and other government departments to enhance the skills and abilities of community government leaders and administrators and coordinates the delivery of training courses and on-the-job training opportunities for community governments.

### **5. Supporting community governments to assume increased responsibility for issues, including land administration, property assessment and community infrastructure.**

MACA works to support community governments in assuming increasing responsibilities in a manner that complements political evolution, including the implementation of self-government, preparation for devolution and unique community development aspirations.

MACA supports community governments in their long and short-term plans for community development and growth. With regard to land administration, MACA administers all Commissioner's Land within community boundaries, and provides community governments with the tools and assistance to develop their capacity for managing land within their community boundaries. In addition, MACA is the assessment authority in the Northwest Territories. It provides property assessment services on behalf of communities in the General Taxation Area, and on behalf of the Municipal Taxation Authority communities, with the exception of the City of Yellowknife. MACA also provides funding and support for community infrastructure.

## **6. Developing and promoting a variety of active living, youth, and sport and recreation programs in partnership with community and territorial organizations .**

MACA works with community governments, organizations and territorial groups to develop programs that will assist in promoting active living and participation among residents in the NWT. Regional staff provide direct support and advice to communities, as well as promotional programs to further enhance participation in sports, recreation, and youth programs.

### **SPECIAL INITIATIVES**

#### **New Deal for NWT Community Governments**

Establishing a New Deal for NWT Community Governments is a key priority of the 15th Legislative Assembly's Strategic Plan. Municipal and Community Affairs is working in partnership with communities to develop strategies that will advance the goals of this new initiative, which are as follows:

- Complete legislative and policy changes required to provide full authority and accountability to community governments;
- Provide community governments with access to a broader range of own-source revenues;
- Redefine the mandate and activities of the Department of MACA to better respond to the needs of empowered community governments; and
- In partnership with community governments, establish realistic and achievable transition plans.

#### **Healthy Choices**

The Department will support the GNWT's strategic priority of 'helping people help themselves' through the Healthy Choices Initiative. Active living, volunteerism, youth development and a sport and recreation system that provides for a wide range of participation options will be the Department's priority.

On a GNWT wide basis, through the joint efforts of all social program departments, the Healthy Choices Initiative will include coordinated actions that raise awareness among residents and in communities on a range of lifestyle related choices that can affect health and well being. This will assist in heightening awareness amongst specific target groups and result in the most effective use of available resources.

#### **4. Implementation of self-government will change the structure of community governments**

Aboriginal governments are negotiating a variety of self-government arrangements. Depending on what arrangements are negotiated for community governance, government structures will change. The results of these negotiations will affect MACA's and the GNWT's relationship with community governments as they become more autonomous. As new community structures are developed under self-government agreements, new resources, skills and training will be required.

#### **5. Communities are limited in their ability to generate revenue and must explore alternatives**

Many community governments depend upon the GNWT to provide the majority of their financial resources, as they are often unable to generate adequate revenue to provide standard municipal services. At the same time, there is a need to reconcile MACA's ability to make financial contributions, community expectations about municipal services, and a community's ability to generate revenues. Community governments are required to explore creative alternatives that will provide them with the additional resources they need to successfully manage and operate their affairs.

#### **6. In order to safeguard community water treatment and fire protection systems, increasingly complex guidelines and standards are being implemented**

High profile cases of contaminated water systems in other parts of Canada have focused attention on the need for improved planning, operation and maintenance of community water systems in the NWT. In addition, new national drinking water guidelines have introduced more rigorous standards which in turn, cost significantly more to meet and implement. The Northwest Territories also suffers from an extremely high rate of property loss through fire. In order to maintain community infrastructure at a high standard, appropriate training is required.

#### **7. Community governments are facing infrastructure pressures**

Consistent with national trends, community governments and the Government of the Northwest Territories are challenged by the need to invest in repairing and replacing essential public infrastructure, or to meet the demand for new infrastructure. Community needs in the areas of water and sewage operations, solid waste sites and recreation facilities exceed the available funding.

**PERFORMANCE MEASURES**

Departmental Goal		
<p>1. Increase community government authority and responsibilities through policy, legislation, and funding arrangements.</p>		
Supporting Core Business	Outcome	Measurables
<p>Contributing funding to community government costs</p>	<p>Financially healthy community governments are demonstrating sound financial practices</p>	<ul style="list-style-type: none"> <li>- Unqualified audit opinions</li> <li>- Financial indicators</li> <li>- Trends monitoring</li>   <li>- Number of times co-management agreements or administrators put into place</li> </ul>
<p>Supporting community governments to assume increased responsibility for issues including land administration, property assessment and community infrastructure</p>	<p>Communities are taking ownership and authority over lands</p> <p>Communities are taking ownership and responsibility for their infrastructure and service delivery.</p>	<ul style="list-style-type: none"> <li>- Transfers of public lands to community governments</li> <li>- Number of communities with land administration agreements in place</li> <li>- Number of properties assessed and values of these properties</li>   <li>- Number of communities with Infrastructure Plans and Needs Assessments</li> <li>- Number of communities with preventative maintenance schedules for infrastructure.</li> </ul>

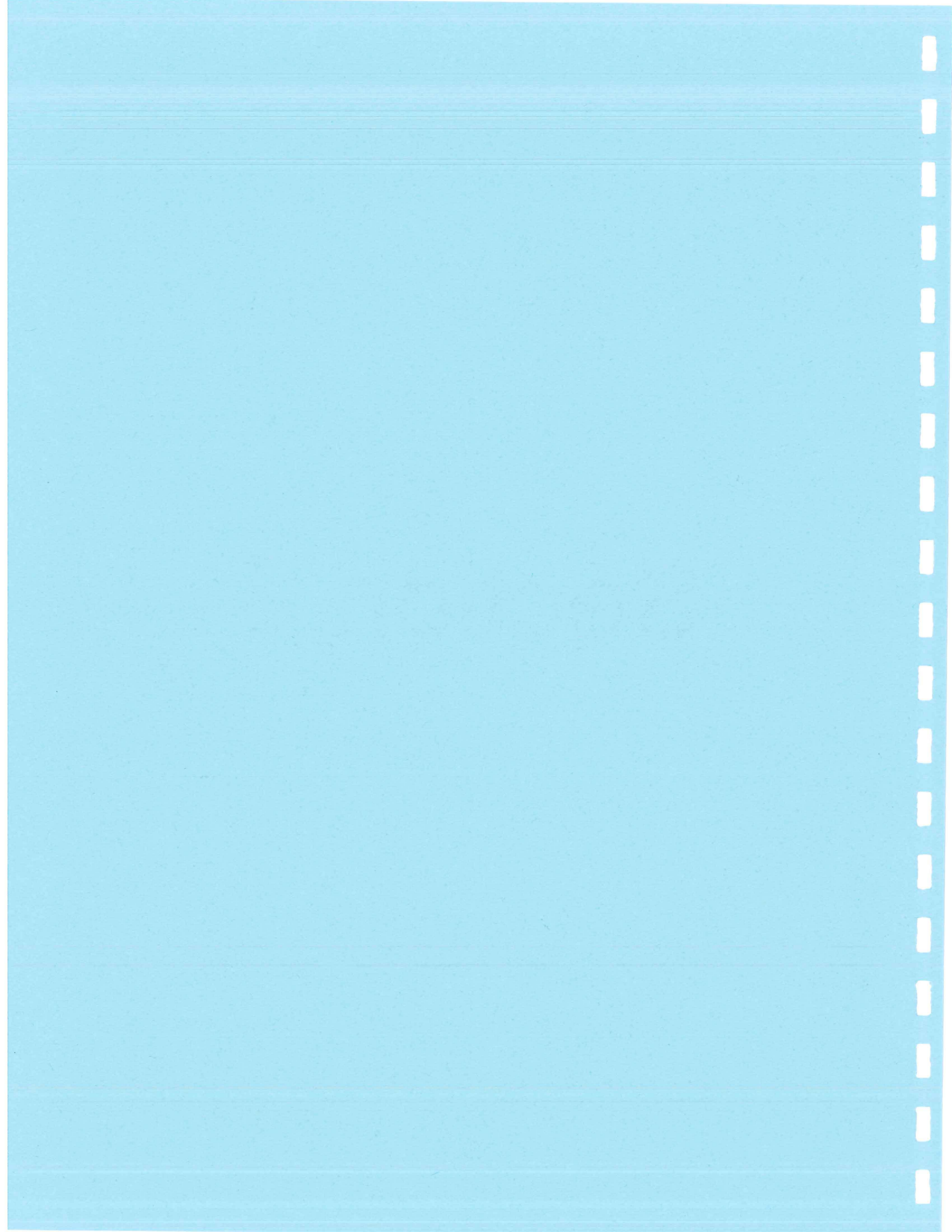
Departmental Goal		
<p>2. Enhance knowledge, skills, and abilities of community staff, officials, and other partners to better manage community affairs.</p>		
Supporting Core Business	Outcome	Measurables
<p>Enhancing skills and abilities of community government council and employees through capacity building and training</p>	<p>Community government staff, officials, and others have enhanced knowledge, skills and abilities</p>	<ul style="list-style-type: none"> <li>- Number and type of training programs in communities and regions</li> <li>- Training success/completion rates/Certification rates</li> <li>- Number of community government staff receiving training</li> <li>- Staff retention and recruitment levels in communities and regions</li> </ul>



<p><b>Departmental Goal</b></p> <p>3. Contribute to the development of effective, accountable and democratic community governance structures, including self-government arrangements.</p>		
<p><b>Supporting Core Business</b></p> <p>Providing the legislative and financial framework for community governments to carry out their responsibilities and to exercise their authorities</p>	<p><b>Outcome</b></p> <p>Seamless implementation of the community government components of self-government agreements</p> <p>Elections are well-run and conform to legal requirements of the democratic process</p>	<p><b>Measurables</b></p> <ul style="list-style-type: none"> <li>- Implementation Plan/Action plans completed</li> <li>- Number of elections without irregularities</li> </ul>

Departmental Goal		
<p>4. Support communities in their efforts to provide a safe and healthy environment for residents.</p>		
Supporting Core Business	Outcome	Measurables
<p>Providing financial management and technical support to community governments</p>	<p>Effective community and territorial fire protection and prevention systems</p> <p>Through education and enhanced search and rescue response, the number of people lost is reduced</p> <p>Capacity to minimize damage and risk to people and property, and the disruption of essential services in the event of a civil emergency</p> <p>All communities implement community planning documents</p>	<ul style="list-style-type: none"> <li>- Number of fires reported</li> <li>- Number of fire fatalities</li> <li>- Number of fire injuries</li> <li>- OFM investigations</li> <li>- Number of communities with good Community Fire Protection Assessments</li> <li>- Number of people reported lost</li> <li>- percentage successful searches</li> <li>- Number of community teams established</li> <li>- Critical infrastructure plans developed</li> <li>- Community planning guide completed</li> <li>- Number of communities with current land use plans</li> </ul>
<p>Developing and promoting a variety of active living, youth, and sport and recreation programs in partnership with community and territorial organizations</p>	<p>Increased awareness of the benefits of active living</p>	<ul style="list-style-type: none"> <li>- Rates of physical activity</li> </ul>

# Section 7



# **PUBLIC WORKS AND SERVICES**

## **2005-2008 BUSINESS PLAN**

## 1. VISION

The Department of Public Works and Services is an essential partner in the achievement of government goals through the provision of high quality services, expert support and innovative leadership in:

- Asset management
- Information and communication technology
- Procurement
- Records management
- Community water supply
- Community fuel provision
- Telecommunications regulation
- Electrical and mechanical safety

### Principles

In working towards our vision for the future, our actions are guided by the following principles:

- Client and user satisfaction with our services shall be of primary importance.
- Services shall be delivered in a cost-effective and timely way.
- Services shall be based on a solid foundation of technical knowledge that is up to date with current advances.
- The expenditure of government resources shall provide the maximum benefit to NWT business and residents.
- Services should have flexible standards and simple procedures.
- Support should be provided to local or regional governments that have assumed responsibility for infrastructure.

### Values

In providing our services, in dealing with our clients and stakeholders, and in working with our departmental colleagues, we strive to live up to the following values.

- Our clients are important to us.
- We measure our performance with our clients.
- We believe that quality creates lasting value.
- We believe that good service saves money.
- We value the work of PWS employees.
- We work as a team to provide excellent service.
- We support continuous learning and development.
- We recognize the value of a workforce that is representative of the population it serves.
- We care about development of NWT businesses and employment of NWT workers.
- We are financially, culturally and environmentally responsible.

## **2. MISSION**

The Department of Public Works and Services mission is to deliver quality services to satisfy the needs of its clients, while achieving the best value for government, communities, business and residents.

## **3. LINKS TO THE GNWT STRATEGIC PLAN**

The Legislative Assembly has proposed specific goals and priorities in its publication *Reliant People, Communities and the Northwest Territories A Shared Responsibility*. Public Works and Services indirectly contributes to the achievement of all of the government's goals through the infrastructure and the services that it provides to program departments, boards, and agencies. More direct contributions are made to the following goals:

### **Goal 2**

*Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities*

Public Works and Services contributes to the health and safety of NWT residents through the provision of technical support for community water systems, community fuel products, and regulation and inspection of electrical, boiler and gas installations.

### **Goal 4**

*A diversified economy that provides Northerners with opportunities and choices*

Public Works and Services procurement practices support government business development activities.

## **4. CORE BUSINESS/SPECIAL INITIATIVES**

The Department of Public Works and Services provides the following services to government and public clients:

### **Community Water Services**

The department is responsible for or assists in operating and maintaining water systems in nine communities. In addition, it provides technical support to most other communities for the operation of their systems at the request of either the community or Municipal and Community Affairs. Specific services include water analysis, technical advice, operational reviews, troubleshooting, pilot studies and operator training.

### **Community Fuel Services**

Public Works and Services manages the purchase, transportation, storage, and resale of petroleum products in 15 NWT communities where there is no private sector supplier.

### **Telecommunications Regulatory Services**

Public Works and Services monitors activities of the Canadian Radio-television and Telecommunications Commission and advocates on behalf of northern interests during proceedings that affect the availability and cost of telephone and data communication services in the Northwest Territories.

### **Electrical and Mechanical Safety Services**

Public Works and Services provides technical specialists to carry out inspection and licensing services as required under the *Boiler and Pressure Vessels Act*, *Electrical Protection Act*, and *Gas Protection Act* and their Regulations. Inspectors are located in Inuvik, Hay River and Yellowknife.

### **Asset Management Services**

Public Works and Services provides a range of services related to the planning, acquisition, construction, operation, maintenance and disposal of government facilities. Project management, maintenance planning and maintenance delivery services are provided through regional offices. The Asset Management Division in headquarters provides most other services, including technical evaluations, troubleshooting, facility planning, design reviews, cost estimating, property acquisition and disposal. The department also administers the government's general office accommodation and coordinates granular materials projects on behalf of clients.

### **Information and Communication Technology Services**

Public Works and Services has responsibility for centralized computer services including centralized computer processing, service desk, and desktop and network support. As well, Public Works and Services manages the GNWT's corporate electronic mail system and the Internet web site. Another responsibility is the maintenance and support of a Wide Area Network that provides connectivity to GNWT offices, schools and health centers in all communities, enabling access to remote servers and centralized systems within the government and to the Internet.

The department participates as a member of the Informatics Policy Committee, which provides overall government direction for information technology activities, and the Information Technology Advisory Committee, which provides technical support and advice to the Informatics Policy Committee.



## **Procurement Services**

Public Works and Services provides a variety of procurement services (contracting, leasing, purchasing) primarily to support its own operations. This expertise is frequently sought to resolve problems related to tendering, requests for proposals and purchasing or to review documents in advance of tendering in order to avoid potential problems.

Actual procurement carried out on behalf of departments is limited to the acquisition of office space, the establishment of Standing Offer Agreements for commonly used goods and services, and consolidated purchasing of items to obtain volume pricing (on items such as computer hardware).

## **Records Management Services**

Public Works and Services provides Records Management support for government departments. Specific services include the development of standards, policies and guidelines; training and advice for departments; provision of storage for inactive records, records retrieval and disposal services; and the development, implementation, and ongoing maintenance of government-wide tools such as the Administrative Records Classification System and the Recorded Information Management System.

The department is also a member of the Public Records Committee, which reviews and approves records classification systems and retention schedules for government records.

Specific accountability for the management of records rests with the individual departments that create those records.

# **5. ENVIRONMENTAL SCAN**

## **1. Self Government**

Over the past few years, substantial progress has been made with self-government agreements, particularly in the Beaufort Delta and Dogrib areas. Discussions have now turned towards implementation of these agreements. As discussions proceed, the department will get a clearer idea of its future role in delivering services to new program delivery agencies. In the meantime, though, there continues to be uncertainty over:

- the extent to which Public Works and Services will continue to be involved in facility construction and maintenance related to programs managed by new aboriginal and partnership governments,
- the extent to which the department will be required to support programs that are not transferred to these new government structures,
- the ability of aboriginal and partnership governments to access expert level technical support either internally or from the private sector,
- the extent to which corporate services such as data communications, computer systems or records management systems will be required to address the needs of the new governments,

- the ongoing territorial role in monitoring and enforcing life safety standards related to water systems, electrical and mechanical systems, or building design and operation.

It will be important for the department to anticipate and plan for these changes in order to ensure that it has the appropriate resources in place to support transition to the new government structures, to meet its ongoing responsibilities and to mitigate the impact on its staff.

## **2. Economic Activity**

The NWT has experienced unprecedented economic growth over the past few years. The establishment of new mining ventures, exploration and development activities related to oil and gas, and high levels of capital investment by the territorial government have contributed to a construction boom.

Construction activity in the north has consumed all available northern trades, general labour and architectural and engineering resources. Companies have been forced to recruit from the south to deliver construction projects. The result has been a marked increase in the cost of construction and a decreased ability to hire contractors to undertake routine maintenance activities.

The prospect of pipeline construction in the Mackenzie Valley will continue to fuel the boom and the cost of maintaining existing infrastructure or constructing new facilities will continue to be high.

## **3. Petroleum Products**

The decision to retain the Petroleum Products Program in the department and discontinue commercialization activities has allowed the program to focus on improving its business processes and activities. Changes in staffing and organizational structure have been made, previous debts have been written off, maintenance and rehabilitation plans have been revised, and environmental site remediation work has been started.

Wild swings in the international price of fuel products, however, continue to affect the department's ability to forecast and stabilize fuel prices for its customers.

## **4. Information and Communication Technology**

With implementation of the Knowledge Management Strategy and an increase in the control exercised by the Informatics Policy Committee, the department has seen changes in the GNWT's IT environment. These changes have begun to improve planning and decision-making processes for corporate systems. This in turn has improved the department's ability to respond to client needs.

The industry, however, is characterized by rapidly changing technology, which presents both challenges and opportunities for the department. At the same time that technological advances present opportunities for new and improved services for clients, they also increase the technical

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complexity of the working environment. Ensuring the reliable operation of these complex systems is becoming a major challenge for the department.

### **5. Safe Water Initiative**

Following the failure of the water supply systems in Walkerton, Ontario, and North Battleford, Saskatchewan, governments in all parts of the country have taken a critical look at their own systems to determine whether deficiencies exist that could lead to a similar failure.

In the NWT, responsibility for providing safe drinking water is shared by the communities that operate the systems and the GNWT (the departments of Public Works and Services, Municipal and Community Affairs, and Health and Social Services).

In 2000-01 Public Works and Services and Municipal and Community Affairs commissioned a report on Roles and Responsibilities for Safe Drinking Water in the NWT. In 2001 and 2002 Public Works and Services conducted site inspections and prepared detailed assessments of the condition and operation of community water supply systems. Gaps and deficiencies were identified and immediate and long-term solutions proposed. In addition, a database of water quality information was developed. In 2002-03 a section of four technical water and sanitation specialists was established in the Department. These specialists act as the technical focal point to assist communities, government departments and other agencies in the delivery of safe community water services in the NWT. An overall framework for protection of drinking water was developed and circulated for public review and a manual of good engineering practices for northern water and sewer systems has been completed. They are available to the public through the PWS website.

Community drinking water services will continue to be a priority for the department in 2005/06.

**6. PERFORMANCE MEASURES**

**Departmental Goal**

1. Protection of life and property is achieved through the enforcement of the provisions of electrical, gas, boiler and pressure vessel legislation.

Supporting Core Business	Outcome	Measurables
Electrical and Mechanical Safety Services	Safe installation and operation of electrical, elevator, boiler, and gas equipment leads to protection of life and property	Number of reported incidents less than 20 annually. Number of life safety deficiencies reported by inspectors less than 20 annually.

**Departmental Goal**

2. Protection of life is achieved through the provision of core expertise in water treatment to support the delivery of community water services.

Supporting Core Business	Outcome	Measurables
Community Water Services	Quality technical advice to clients on public water supply and sanitation.	Number of boil-water orders is less than 5 annually. Number of certified water treatment plant operators increases by 5%. Client/user satisfaction rating is 80%.

<b>Departmental Goal</b>		
3. Basic community needs for heating and transportation fuels are met through the safe and reliable provision of fuel services.		
<b>Supporting Core Business</b>	<b>Outcome</b>	<b>Measurables</b>
Community Fuel Services	Reliable and secure supply of fuel to communities	Number of incidents of fuel rationing is zero. Number of unplanned or emergency community fuel deliveries is zero.
Community Fuel Services	Affordable fuel products are available to communities	Components of costs within our control (administration and overhead) does not exceed 25% of gross expenses.
Community Fuel Services	Effective environmental management of facilities keep communities safe	Number of communities where site remediation begins – 2 in 2005/06 Number and volume of fuel spills is fewer than 5 spills annually, with a total volume under 2000 litres

<b>Departmental Goal</b>		
4. Effective leadership and support are provided for the management of government facilities.		
<b>Supporting Core Business</b>	<b>Outcome</b>	<b>Measurables</b>
Asset Management Services	Timely and cost effective delivery of projects.	Client/user satisfaction rating is 80%.
Asset Management Services	Effective delivery of asset maintenance services.	Client/user satisfaction rating is 80%.
Asset Management Services	Effective administration of general office accommodations & leases.	Client/user satisfaction rating is 80%. 95% of lease rates are less than or equal to current average market rates
Asset Management Services	Quality technical support and advice to clients.	Client/user satisfaction rating is 80%.
Asset Management Services	Quality facility planning services to clients.	Client/user satisfaction rating is 80%.

<b>Departmental Goal</b>		
5. Effective and efficient information and communication technology services are provided to support delivery of government programs and services		
<b>Supporting Core Business</b>	<b>Outcome</b>	<b>Measurables</b>
Information and Communication Technology Services	Reliable computing and data communication services.	<p>Mainframes and servers for processing are operational 100% of scheduled time.</p> <p>Wide Area Network is operational 98% of scheduled time.</p> <p>98% of routine requests are completed within 24 hours.</p> <p>95% of non-routine requests are completed within agreed time frame.</p> <p>Client satisfaction rating is 80%.</p>
Information and Communication Technology Services	A secure government data centre and wide area network.	<p>Number of reported security incidents is less than 20 per year.</p> <p>Number of major security incidents is less than 2 per year</p>
Information and Communication Technology Services	Reliable and effective service desk, desktop and network support.	<p>By end of 05/06, 85% of hardware is less than 4 years old, and has compliant operating software.</p> <p>Consolidation of application and file/print servers is completed in 05/06.</p> <p>Biannual consultation with clients to review needs and assess service.</p> <p>Desktop, server and helpdesk procedures and processes are documented.</p>

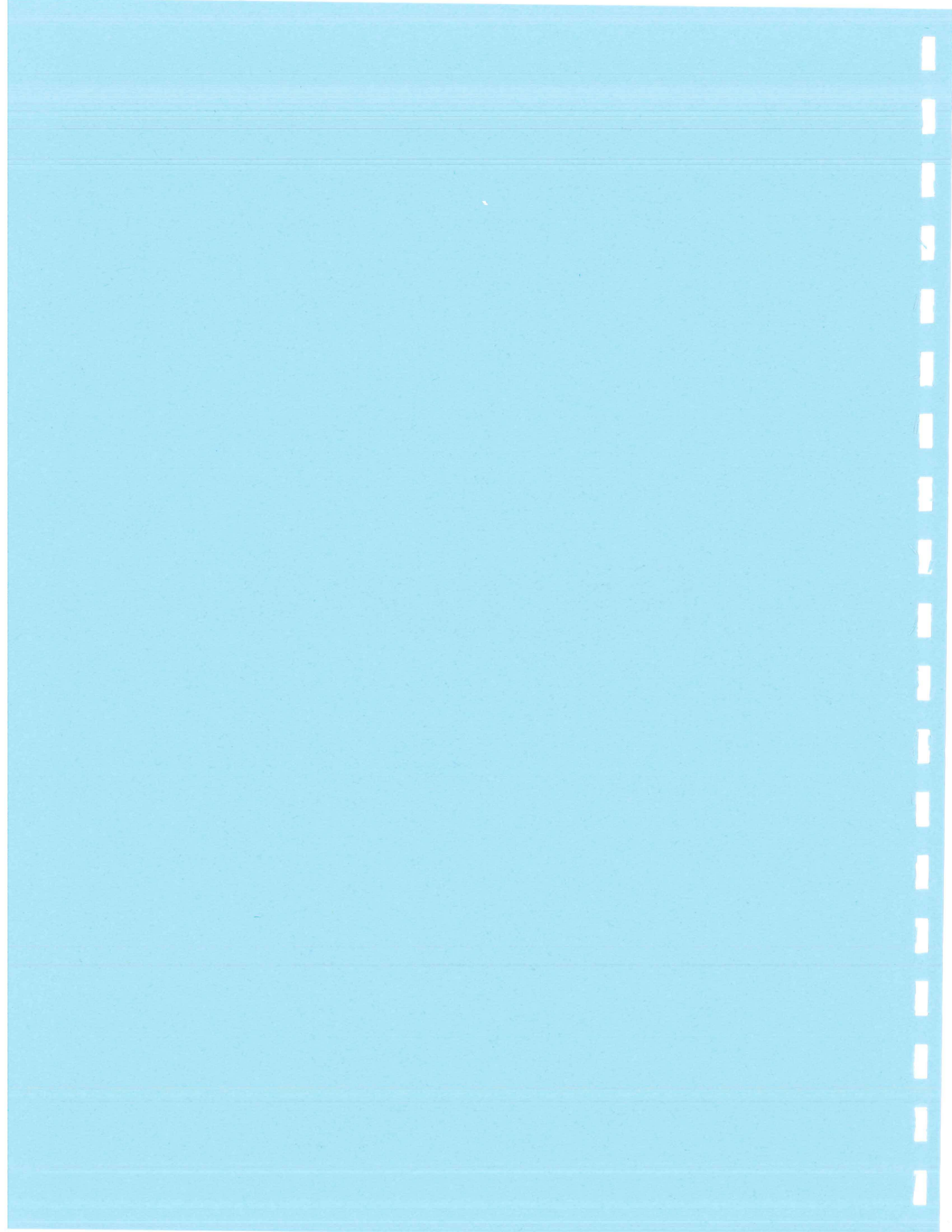
<b>Departmental Goal</b>		
6. Territorial interests are effectively promoted during telecommunications regulatory proceedings.		
<b>Supporting Core Business</b>	<b>Outcome</b>	<b>Measurables</b>
Telecommunications Regulatory Services	Effective interventions result in decisions that are favourable for the most part.	CRTC decisions that reflect territorial interest

<b>Departmental Goal</b>		
7. Effective leadership and support are provided for management of government records.		
<b>Supporting Core Business</b>	<b>Outcome</b>	<b>Measurables</b>
Records Management Services	Effective government records management support	Client satisfaction rating is 80%. 100% of training requests by government staff are met.
Records Management Services	Timely and reliable services to departments	100% of routine retrieval requests are completed within 24 hours 100% of urgent retrieval requests are completed within 2 hours





# Section 8



# **HEALTH AND SOCIAL SERVICES**

## **2005-2008 BUSINESS PLAN**

## 1. VISION

The vision for the Health and Social Services System (HSS System) was developed in collaboration with the Health and Social Services Authorities (HSS Authorities).

**Our children will be born healthy and raised in a safe family and community environment which supports them in leading long, productive and happy lives.**

This vision supports the vision of the 15<sup>th</sup> Legislative Assembly expressed in the *Government of the Northwest Territories Strategic Plan*:

**Self-reliant individuals and families sharing the rewards and responsibilities of healthy communities and a prosperous and unified Northwest Territories.**

## 2. MISSION

The mission for the HSS System is:

**To promote, protect and provide for the health and well-being of the people of the Northwest Territories.**

## 3. LINKS TO THE GNWT STRATEGIC PLAN

The 15<sup>th</sup> Legislative Assembly has established five goals toward reaching its vision. Goal 2 is of particular relevance to the HSS System:

*Healthy, educated people living in safe communities, who are able to contribute to and take advantage of life's opportunities. This means...*

- *Babies who are born healthy and become healthy adults.*
- *Children getting the care and nurturing they need.*
- *Youth, parents and adults who see wellness as the preferred alternative, and who make healthy and productive lifestyle choices for themselves and their families.*
- *Elders and persons with disabilities who are well, supported by their families and community, and able to live with dignity.*
- *Housing that is adequate, affordable and accessible.*

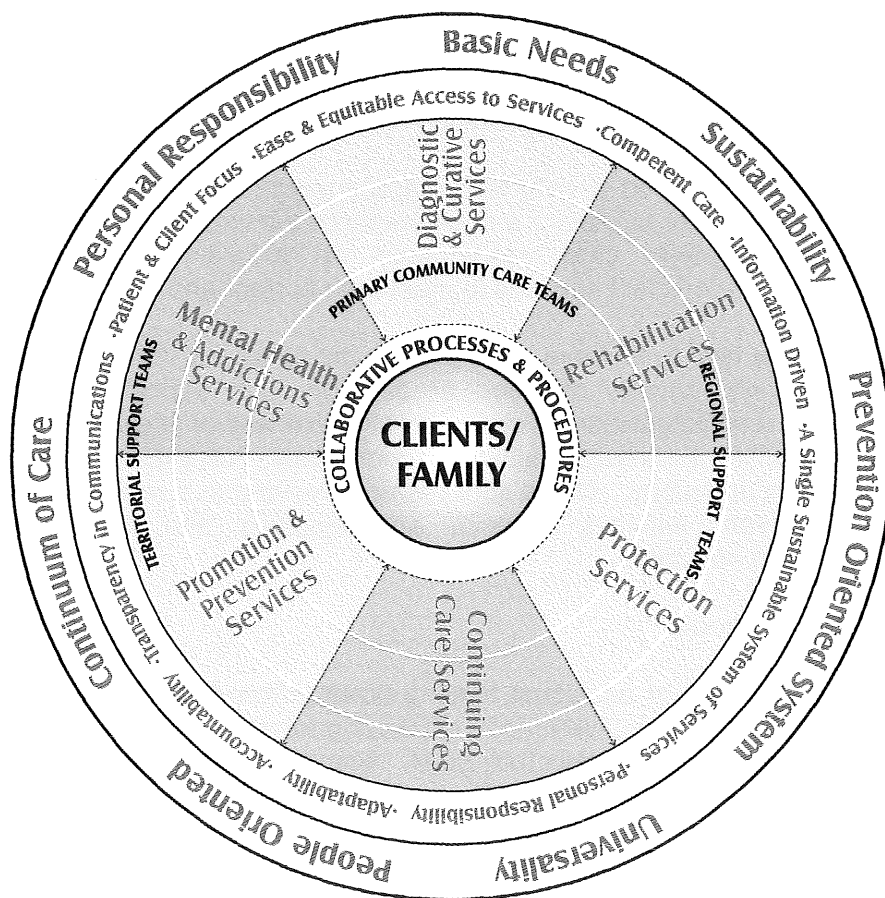
The Health and Social Services System (the Department, HSS Authorities, and their partners) is engaged in a range of activities in support of this goal. The Health Promotion Strategy, in particular, is an initiative designed to "encourage individuals, especially youth, to make positive lifestyle choices that improve health status and help avoid lifestyle-related diseases." The components of this strategy include the tobacco harm reduction, active living, and healthy pregnancy initiatives reflected in prior business plans, and ongoing strengthening of public health and mental health and addictions programs reflected in the current plan. These initiatives, and other existing and planned activities, e.g. for diabetes and sexually transmitted infections, will be consolidated in an updated Health Promotion Strategy.

**4. CORE BUSINESS AND SPECIAL INITIATIVES**

The core business of the HSS System is to promote health and well-being, including helping people to take personal responsibility for healthy lifestyle decisions; to protect people from abuse, violence, preventable disease and unsafe environmental conditions; to care for people when they require support for social or health issues; and to treat people when they are sick or suffering from physical or mental problems.

All NWT residents have access to a broad range of health services and social programs funded through the Department, and delivered for the most part by HSS Authorities operating within an Integrated Service Delivery Model (ISDM). The ISDM was introduced during the 2004-05 fiscal year. When fully implemented over time, it will establish a range of service and system integration from the level of primary community care through to secondary and tertiary level services. The ISDM is:

*A dynamic model for the provision of programs and services that integrates the core business areas of the HSS System, and places an emphasis on primary community care teams that are supported by regional and territorial resources. The model fosters a cooperative and collaborative approach to the delivery of a continuum of client services from the local level to the territorial level, and engages many partners, including the HSS Authorities and non-government organizations.*



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In the ISDM, services integration and collaboration are grounded in a Primary Community Care (PCC) approach to service delivery. The term "Primary Community Care" is similar to the term "Primary Health Care" but is being used in the NWT because it reinforces the need for services to be directed toward and integrated at the community level. PCC incorporates a client-centered approach to the delivery of health and social services, utilizing a collaborative, integrated process of service delivery. The PCC approach means that people have access to the right service, by the right provider, at the right time and place.

The ISDM has six core service areas:

1) **Diagnostic and Curative Services** are those that are required to diagnose and provide treatment. Diagnostic procedures include diagnostic imaging (e.g. X-rays and CT scans) laboratory testing and pharmacy services. These services provide the means of obtaining the information necessary to properly diagnose illness and disease. Curative services provide active treatment to resolve or at least reduce the impact of medical conditions or disorders. Medical travel services include ground ambulance, air ambulance, ambulance dispatch services, taxi services, and any other mode of transportation a resident may utilize in order to access services, if not available in their own community.

*Special Initiatives/Projects*

Recruiting and retaining front line staff is one of the prominent challenges facing the HSS system. The Graduate Placement Program provides new nursing and social work graduates with an opportunity to practice in the NWT by guaranteeing employment upon successful completion of studies. The Community Health Nurse Development Program addresses the critical need for front line community nurses by encouraging registered nurses to develop the skills and competencies required for community nursing.

Fiscal restraint, and the need to rationalize facility usage, have led the Department to initiate reviews of hospital utilization and of southern placements. This examination of both acute and long-term care needs looks at options for alternative delivery mechanisms and more efficient services to meet both current and future needs.

2) **Rehabilitation Services** help to improve and maintain the functional independence of clients with impairment from injury, chronic disorder, or disability. In addition to improving an individual's quality of life, rehabilitation services are an effective way of assisting and supporting family caregivers. Rehabilitation services include physiotherapy, occupational therapy, speech and language therapy and audiology. These services are provided in a range of settings, such as the home, clinics, health services agencies and hospitals, and include assessment, treatment, intervention, and education.

*Special Initiatives/Projects*

With support in the form of additional funding flowing from the recent Health Accords (2000, 2003) with the federal government, expanding rehabilitation services is one of the top three priorities in implementing the ISDM. Planning for the establishment of new rehabilitation teams will occur in 2005-06 and implementation is proposed for 2006-07. These teams will be stationed in the larger centres but will travel regularly to the smaller communities to ensure that rehabilitation services are accessible to residents throughout the Northwest Territories.

3) **Protection Services** aim to safeguard the health and well-being of individuals and families. Protection services are usually provided in the context of a legislative and-or policy framework that empowers designated persons or institutions to take specific actions that are deemed necessary to protect the integrity of the person within the social context of family, culture and community. Such is the case with the Offices of the Chief Medical Health Officer, Public Guardian, Mental Health Director, Director of Child and Family Services, and the Director of Adoptions. Protection services also include disease surveillance, health protection, and child protection services.

*Special Initiatives/Projects*

Strengthening public health services is another priority of the ISDM which is supported by additional funding flowing from the federal Health Accords. Beginning in 2005-06, new public health units will be established in the Deh Cho, Dogrib and Sahtu regions to increase the capacity to provide preventive public health services and to respond to public health concerns.

4) **Continuing Care Services** refers to those services that maintain or improve the physical, social, and psychological health of individuals who, for a variety of reasons, may not be able to fully care for themselves. The overall goal of Continuing Care Services is to improve independence and quality of life for these individuals and their families. There are three main levels (or streams) of Continuing Care Services, incorporating a wide range of caring activities: Home and Community Care; Supported Living; and Long-term (Facility) Care.

*Special Initiatives/Projects*

As part of Social Programs Planning Framework initiatives, the HSS System has taken the lead role in developing an intersectoral *NWT Disabilities Framework and Action Plan* to better coordinate and deliver services to people with disabilities. Long-term care centers are struggling with increasing numbers of clients with dementia intermixed with those who are cognitively intact. A review of long-term care facilities recommended the development of specialized programs for seniors with dementia; this will be included in work looking at all existing, and proposed, long-term care facilities.

5) **Promotion and Prevention Programs** are intended to promote health and well-being by providing education and awareness about healthy lifestyles (e.g. diet, exercise, healthy pregnancy) and risk behaviours (e.g. smoking, excessive alcohol consumption). These programs help people to understand the causes of disease and illness, and encourage them to make responsible choices for themselves and their families. Prevention programs, including early intervention, are aimed at reducing the chances that people will become ill or disabled. Prevention programs include activities such as childhood immunization, flu vaccinations, cancer screening, early childhood intervention, and diabetes education.

*Special Initiatives/Projects*

As mentioned previously, the Health Promotion Strategy is an ongoing initiative that promotes healthy living and encourages activities that prevent the onset of illness and disease. The components of this strategy include the tobacco harm reduction, active living, and healthy pregnancy initiatives reflected in prior business plans.

6) **Mental Health and Addiction Services** respond to mental health issues, addictions and family violence problems through education, prevention, treatment and aftercare and are delivered as an integrated program. These services assist those with a mental illness, mental health issues, addiction, or concurrent disorders to receive the care and support they need to live in optimal health. Mental Health and Addiction Services include: education and awareness; assessment and referral; residential treatment; community counseling; and family violence prevention.

*Special Initiatives/Projects*

Clients continue to be referred south for addictions treatment, while the Natsejee K'eh treatment center in Hay River operates at less than maximum capacity. By directing that all but exceptional treatment needs be met in the North, the Department will undertake to reduce southern treatment costs, redirecting some of the savings to Natsejee K'eh to support a wider range of programming.



## 5. ENVIRONMENTAL SCAN

The World Health Organization has defined health as "...a state of complete physical, mental and social well-being and not merely the absence of disease or infirmity."<sup>1</sup> This definition is at the foundation of what is called a "population health approach" to health planning – a way of thinking about health that extends beyond medical care, public health and health promotion programs by recognizing that demographic, economic, social and personal factors are also important determinants of wellness. This section highlights some of the critical issues in the NWT, and some initiatives that will help to address them.

### *Operating Environment*

This business plan reflects the current climate of fiscal restraint, with almost \$10.5 M in target reductions, offset by limited forced growth of \$5.8 M. With the exception of one more year of funding for the social agenda demonstration projects, new initiatives in the current business plan are funded through the federal health accords. These funds must be directed toward specific initiatives:

- expanding the mental health component of the home and community care program;
- replacing old medical equipment;
- maintaining a telephone call centre for health advice;
- supporting primary health care reform, through initiatives such as training nurse practitioners, midwifery, public health and rehabilitation services.

1) Critical Issue: All regions of Canada, and especially the more remote areas of the Northwest Territories, face critical shortages of physicians and nurses. Staffing frontline positions is the most pressing issue for HSS Authorities in providing basic services in all communities. Nurses, social workers and other community workers are constantly in demand but workloads, compensation packages and available housing can adversely affect their recruitment and retention.

The development of a northern health and social services workforce is a short, medium and long-term recruitment and retention strategy.

The Graduate Placement Program supports this initiative by providing new nursing and social work graduates with an opportunity to practice in the NWT by guaranteeing them employment upon the successful completion of their studies. In 2003/04, three social workers and twenty-seven nurses were placed within the HSS System. The Community Health Nurse Development Program is an initiative that was developed to assist in creating a stable nursing workforce in NWT Community Health Centers.

The international shortage of nurses, especially nurses with the skills and experience necessary to providing nursing services in remote communities, has affected the ability of the Health and Social Services Authorities to hire full time and temporary nurses. To assist the Health and Social Services Authorities avoid health center and hospital ward closures the Union of Northern Workers and the Government of the Northwest Territories negotiated two Memorandums of

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<sup>1</sup> Preamble to the Constitution of the World Health Organization, World Health Organization, 1948.

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Understanding that detail the circumstances under which the Health and Social Services Authorities, as a last resort, can hire on contract nurses from recruitment agencies.

2) **Critical Issue:** The overall challenge for the HSS System is to provide a full range of high quality, accessible services to a relatively small number of people living in 33 communities, distributed over 1.3 million square kilometers of land and water, much of which is only accessible by air.

The Telehealth initiative will increase the capacity for remote access to diagnostic and consultative services by adding three to four new sites to the Telehealth network each year until twenty-four sites are established. The introduction of a 1-888 number, *Telecare NWT*, has enabled access to on-demand 24-7 health advice and assistance. Investments in diagnostic imaging and other medical equipment will bring existing equipment up to date.

3) **Critical Issue:** In the past several years the Canadian public health system has faced a number of serious challenges: the tainted national blood supply; contaminated water supplies in Walkerton and North Battleford; the spread of the West Nile virus eastward and westward from Ontario; and most recently the SARS outbreak in Toronto. The National Advisory Committee on SARS and Public Health noted, "...Canada's ability to contain an outbreak is only as strong as the weakest jurisdiction in the chain of [provincial-territorial] public health systems."

The expansion of public health services is one of the top three priorities for implementing the ISDM. Beginning in 2005-06 three new public health units will be established for the Deh Cho, Dogrib and Sahtu regions. Each unit will be staffed with a three-person team and be stationed in the regional centers. This will increase the HSS System's capacity to provide preventive public health programs and ensure readiness to respond to emergent and unpredictable public health concerns.

### ***Demographic Factors***

4) **Critical Issue:** The NWT population is beginning to age. While the overall population growth during the last decade was less than one percent, the proportion of elders over the age of 60 has been growing by 3% each year. This aging trend is expected to continue, with the number of elders estimated to be more than double by 2018.

Although elders now comprise only 4% of the population, they utilize 20% of all health services. Moreover, per capita costs for hospitalizations were \$8,531 per capita for those age 65 and older compared with \$514 per capita for those age 14 and under. The much higher cost for elders is also prevalent in outpatient, physician, medical travel, and public health unit services.<sup>2</sup> As the population ages, greater demand and higher costs for health services can be anticipated.

The Seniors Strategy will continue into the current planning period. Other initiatives include the Department's review of supplementary health benefits and the broader government-wide review of income security programs, and the facilities review mentioned previously.

### ***Personal Responsibilities***

5) **Critical Issue:** Many people continue to jeopardize their health, and that of their families, by taking part in high-risk behaviours. Smoking rates have been declining since 1997. Although

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<sup>2</sup> NWT Health Services Report, 2000, Department of Health and Social Services.

there was a significant decline of 10% from 2001 to 2003, there is still a wide gap between the NWT rate (37.2%) and the Canadian rate (22.9%). As a leading cause of preventable disease, disability and death, smoking is an acute public health concern in the NWT. The population of smokers is relatively young, and the full impact of the medical and social consequences of the high rate of smoking has yet to be felt.

The ongoing tobacco cessation and harm reduction strategy aims to assist people in quitting, to prevent youth from taking up smoking, and to protect non-smokers from the harmful effects of second-hand smoke.

6) Critical Issue: The *Canadian Community Health Survey 2003* reported that frequency of heavy alcohol consumption (measured as 5 or more drinks on one occasion) stabilized from 2001 to 2003 following a 10% increase between 1999 and 2001. Still the NWT rate (40.4%) is double the Canadian rate (21.4%) for 2003. Alcohol abuse is recognized as one of the major health and social issues in the NWT.

Access to community-based counseling, treatment and aftercare is essential to resolve the issues over the longer term. The strengthening of these services is a key component of the Mental Health and Addictions Strategy.

7) Critical Issue: Other lifestyle factors that have a negative impact on health and well-being, for example poor diet, and physical inactivity, are prevalent in the NWT. The *Canadian Community Health Survey 2003* reported that the percentage of respondents who identified their physical activity as "inactive" was 44% in NWT. Although this is slightly better than the Canada rate of 46.8% there is still room for improvement. The Survey also noted that only 32.3% of respondents say they consume 5 or more servings of vegetables daily compared to 39.2% across Canada. This underscores the continuing need for health promotion and disease prevention initiatives.

Positive results were recently reported in the percentage of NWT respondents who rated their health status as excellent or very good. The NWT rate has mirrored the rise and fall of the Canadian rate but, from 2001 to 2003, the gap has narrowed significantly. This may be attributed to health promotion activities in recent years. The *Health Promotion Strategy* was initiated in 1999-2000 and is being updated with a revised release scheduled for *consideration in the 2006-09 business plan*.

### **Social and Economic Factors**

Health status has been linked to a number of social and economic factors, including education, income, employment, housing, and safety. The impact that these factors can have on health and well-being underscores the importance of working in partnerships across the social envelope.

8) Critical Issue: The *Social Planning Framework* provides a mechanism for social program departments to coordinate some of their initiatives directed toward social issues. Planning assumptions for the 2005-08 planning period include a framework based on the GNWT strategic plan and existing broad social policy documentation, including the Social Agenda, and government directions with respect to theme activity, including the income security review. The framework also recognizes spending limitations in the current fiscal environment.

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Priorities for the planning period include: people at risk; making responsible choices; and safe communities. Specific activities will involve:

- ❑ Continuation of the Social Agenda, including community-based projects and use of the social lens;
- ❑ Further work on the Cabinet themes and directions, including consolidation of income security programs;
- ❑ Collaboration on the Disability Framework to strengthen services being provided to the disabled;
- ❑ Assessment of the Family Violence Action Plan and identification of priorities for action over the next few years;
- ❑ Coordinated planning addressing homelessness in urban centers and housing issues in the smaller communities, resulting in the development of a comprehensive, long-term plan in 2005/06;
- ❑ Continued collaboration of the Active Living component of the Health Promotion Strategy;
- ❑ Continued collaboration to increase support for the volunteer sector which makes a substantial contribution to community activities;
- ❑ Focusing efforts to coordinate program offerings for youth.

9) Critical Issue: A strong economy, with good prospects for continued growth in the non-renewable resource sector, has led to improvements in the labour market, increased income levels, and a reduction of dependence on income support. Many new non-renewable resource exploration and development activities, including the proposed Mackenzie Gas Pipeline project, are anticipated during and beyond the current business plan.

These projects require new efforts to monitor and mitigate the impacts of development initiatives. Eight demonstration projects have been funded through the Social Agenda to explore ways of building capacity and fostering integration at the community level. This business plan provides for the third and final year of these projects.

In addition, the Department participates in environmental assessments and reviews resource development project proposals to determine impacts on the health and social well-being of individuals, families and communities, as well as impacts on health and social programs, services and infrastructure. The Department is developing a HSS Community Action Tool Kit and a purpose-built monitoring program. These requirements will tax the Department's and the HSS Authorities' resources.

## 6. PERFORMANCE MEASURES

The HSS System has four primary goals, as first described in the strategic plan, *Shaping Our Future* (1998):

- To improve health and well-being;
- To improve social and environmental conditions;
- To improve integration and coordination of services;
- To develop more responsive and effective service delivery.

### Performance Measurement and Reporting

In addition to issuing the annual Results Report, accountability and reporting obligations are met through the publication of a number of regular and periodic reports. These include the following:

*NWT Health Status Report*  
*NWT Health Services Report*  
*Report to Residents of the Northwest Territories on Comparable Health and Health System Indicators*  
*Canada Health Act Report*  
*Report of the Director of Child and Family Services*  
*Communities and Diamonds*  
Special Reports, such as *the NWT Cancer Report*, *Profile of NWT Seniors* and the *NWT Injury Report*

### Business Plan Outcomes and Measures

Several challenges arise in the selection of business plan outcomes and measures: they should be sensitive to relatively short-term (annual) change; they should be directly related to business plan initiatives; they should be representative of the core services provided by the HSS System; and they should provide a reasonable means of demonstrating progress toward departmental goals and objectives.

The following outcomes and measures have been selected for the 2005-08 business plan, as a sample of the results that are expected from some goal-directed, strategic activities reflected in the current and previous business plans:

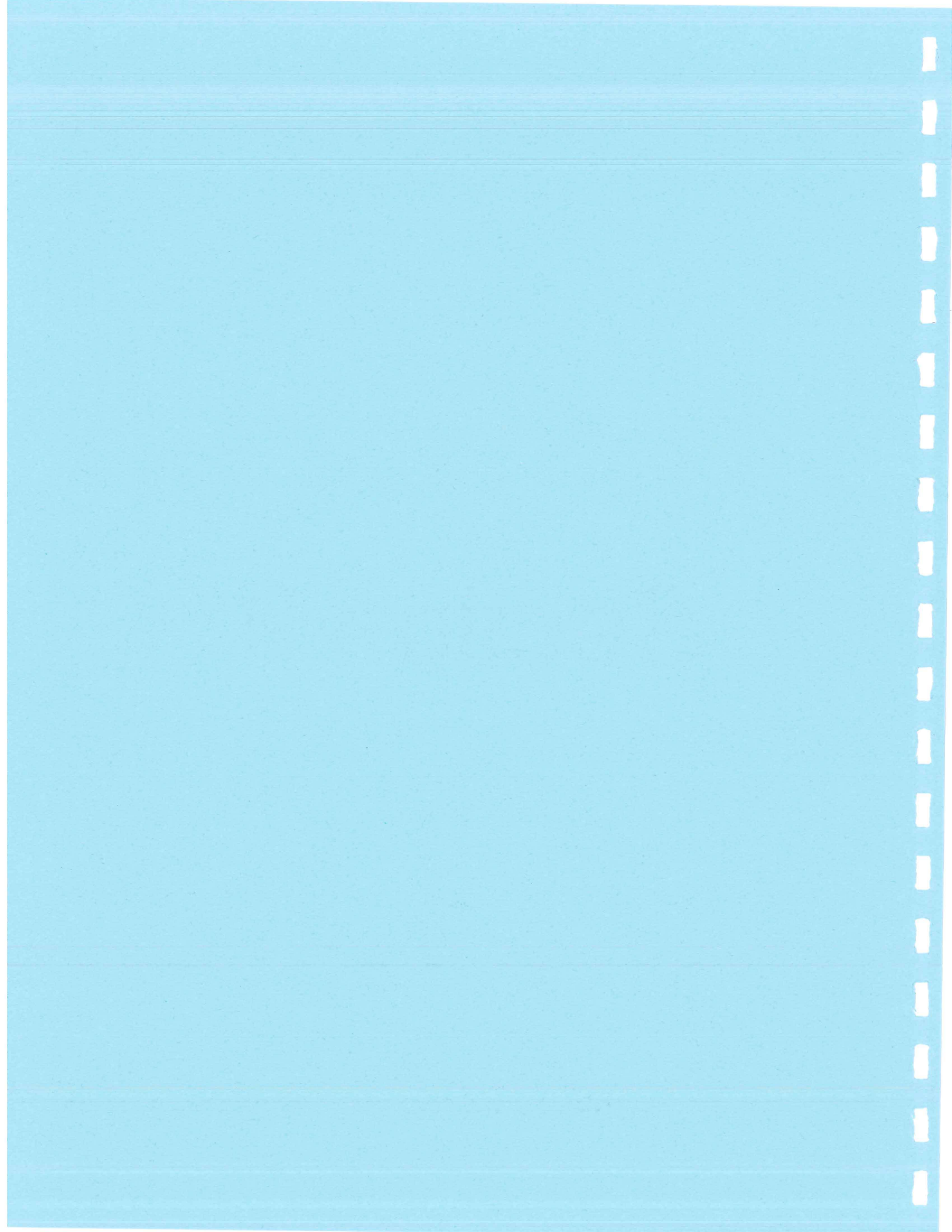
Core Service	Outcome	Measure
Diagnostic and Curative	Increased access to health care advice	Number of Telecare calls per 1000 population <u>2004-05 Baseline:</u> To be determined <u>2005-06 Target:</u> 5% increase over baseline
Diagnostic and Curative	High level of client satisfaction with services	Feedback from the hospital and health center client satisfaction surveys  Baseline to be established in 2005-06
Rehabilitation	Increased capacity to deliver services	Reduction in waiting period for rehabilitation services <u>2004-05 Baseline:</u> To be determined <u>2006-07 Target:</u> 10% reduction from baseline
Protection	Fewer people at risk of vaccine preventable illness	Proportion of two-year-olds with immunizations up to date <u>2003-04 Baseline:</u> two year olds: 72% (2002 cohort) <u>2006-07 Target:</u> two year olds: 90% (2004 cohort)
Continuing Care	Reduction in the use of hospital beds	Number of acute post hospital care patients placed in home care <u>2003-04 Baseline:</u> 211 clients <u>2005-06 Target:</u> 265 clients (25% increase)
Continuing Care	Increased home support services	Total hours of home support service <u>2003-04 Baseline:</u> 22,129 hours <u>2005-06 Target:</u> 15% increase

<p>Promotion and Prevention</p>	<p>Fewer people at risk of serious illness</p>	<p>Proportion of youth who smoke  <u>Baseline:</u> 2000-01 Canadian Community Health Survey                  12 – 14 yrs NWT: 17%                  Canada: 6%                  15 – 19 yrs NWT: 48%                  Canada: 26%  <u>2005-06 Target:</u> By 2007-08, decrease the proportion of youth who smoke by 20% based on the rate reported in the 2000-01 Canadian Community Health Survey</p>
<p>Mental Health and Addictions</p>	<p>Increased capacity to deliver treatment services</p>	<p>Number of community counseling positions created and filled  <u>2003-04 Baseline:</u>                  11 positions created                  1 positions filled  <u>2005-06 Target:</u>                  17 positions created                  11 positions filled</p>
<p>Mental Health and Addictions</p>	<p>Increased community capacity</p>	<p>Number of Community Wellness Worker positions  <u>2003-04 Baseline:</u>                  45 positions created                  28 positions filled  <u>2005-06 Target:</u>                  45 positions created                  38 positions filled</p>

Corporate Service	Outcome	Measure																				
Recruitment and retention of frontline workers	Fully staffed frontline positions	Three-year rolling average turn-over rates for physicians, nurses and social workers (2001 figures not available) <table border="1" data-bbox="1015 451 1398 693"> <thead> <tr> <th></th> <th>2002</th> <th>2003</th> <th>Average</th> </tr> </thead> <tbody> <tr> <td>Social Workers</td> <td>10%</td> <td>27%</td> <td>18.5%</td> </tr> <tr> <td>Nurses</td> <td>29%</td> <td>10%</td> <td>19.5%</td> </tr> <tr> <td>Physicians</td> <td>14%</td> <td>8%</td> <td>11.0%</td> </tr> <tr> <td>GNWT</td> <td>11%</td> <td>14%</td> <td>12.5%</td> </tr> </tbody> </table> 16.3%  2007-08 Target: GNWT average – 12.5%		2002	2003	Average	Social Workers	10%	27%	18.5%	Nurses	29%	10%	19.5%	Physicians	14%	8%	11.0%	GNWT	11%	14%	12.5%
	2002	2003	Average																			
Social Workers	10%	27%	18.5%																			
Nurses	29%	10%	19.5%																			
Physicians	14%	8%	11.0%																			
GNWT	11%	14%	12.5%																			
Nurse Practitioner Program	Increased capacity to deliver services	Number of NP students and number of Nurse Practitioners in the field 2003-04 Baseline: 2 Students 3 Nurse Practitioners working 2005-06 Target: 5 Students 5 Nurse Practitioners working																				
Nurse Training	Increased capacity to deliver services	Number of interested graduate nurses hired to work in the NWT 2003-04 Baseline: 100% 2005-06 Target: 100 %																				
Telehealth Services	Increased capacity to deliver diagnostic and consultative services at a distance.	Number of patients/clients served by telehealth sessions 2003-04 Baseline: 207 clinical patients 157 social service clients 2005-06 Target: 10% increase over baseline																				



# Section 9



# DEPARTMENT OF JUSTICE

## 2005-2008 BUSINESS PLAN

## 1. VISION

Our vision is a Northwest Territories (NWT) where residents have a justice system that meets their needs, protects their rights and reflects their cultures and values. Communities are safe, levels of crime are reduced and residents play a meaningful role in the administration of justice. Offenders receive the support that they need to change their behavior and where victims of crime play a meaningful role in both community initiatives and the criminal justice system.

## 2. MISSION

Our Mission is to serve the residents of the NWT by:

- working with community members so that communities are safe and secure;
- ensuring that all residents have access to the courts, alternatives to the courts and other justice related services;
- providing quality legal services to the Government of the Northwest Territories (GNWT) and its agencies;
- protecting the rights and freedoms of individuals and groups; and
- promoting respect for the law and the Constitution of Canada.

## 3. LINKS TO THE GNWT STRATEGIC PLAN

Through the programs and services delivered to the public, the Department of Justice supports Goals 2 and 3 of the Government of the Northwest Territories' Strategic Plan.

***Goal 2 - Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities.***

- Youths, parents and adults who see wellness as their preferred alternative, and who make healthy and productive lifestyle choices for themselves and their families.
- Strengthen support for families in conflict by implementing the *Protection Against Family Violence Act*; developing a mediation program, making maintenance enforcement more effective, and working with the Legal Services Board to improve access to Legal Aid.
- Improve outcomes for offenders by providing effective, culturally appropriate programs in facilities and communities.
- Maintain continued commitment to the Social Agenda and implement "Doing our Part" – the GNWT's response to the Social Agenda recommendations.

***Goal 3 – Well-governed, sustainable communities and regions able to fulfil their potential. Communities and regions having the capacity they need to achieve their goals.***

- Continue to support initiatives to build safer communities (e.g. community justice activities; community policing, crime prevention, support to victims of crime, and working with RCMP to improve policing services)
- Continue to support court services that are impartial, efficient and timely.
- Continue to support efforts by the RCMP and communities to address crime and, more specifically, Internet and organized crime.

Through the services provided to Government, the Department of Justice supports Goals 1, 4 and 5 of the Strategic Plan.

**Goal 1 – A strong northern voice and identity.**

- Continue to work with all regions and communities towards settling outstanding Aboriginal land, resources and self-government agreements and implement those that have been finalized.
- Work jointly with our northern partners, Aboriginal governments and the federal government to build the capacity of northern governments, at all levels, to ensure the successful implementation of self-government.
- Work in partnership with northern leaders to negotiate a fair deal on devolution and resource revenue sharing and continue to develop joint positions to project a strong and unified northern voice.

**Goal 4 – A diversified economy that provides Northerners with opportunities and choices.**

- Negotiate socio-economic agreements in cooperation with communities and industry, to help ensure NWT residents derive maximum benefits from development (e.g. training, employment, building community capacity, infrastructure development).

**Goal 5 – Care and Protection of the natural environment.**

- Preserve, protect and enhance the quality of the environment through the use of regulatory and non-regulatory tools.

## **4. CORE BUSINESS/SPECIAL INITIATIVES**

We pursue our vision and mission through seven core areas of business:

1. **Services to the Public** – Services such as legal registries, legal aid, maintenance orders enforcement, public trustee services, residential tenancies dispute resolution and coroners' services.

### **Maintenance Enforcement**

The Maintenance Enforcement Program (MEP) enforces the payment of spousal and child support obligations arising from both court orders and agreements. In 2003/2004 more than \$3.3 million were collected and paid to NWT residents by the MEP.

The adoption across Canada of the *Interjurisdictional Support Orders Act* standardizes the process for obtaining, varying and enforcing support orders when former spouses and/or the parents of children live in different parts of the country. The Department of Justice implemented the *Interjurisdictional Support Orders Act* in the 2004/2005 year.

Thirty per cent of active MEP cases are orders from other jurisdictions being enforced in the NWT. A further 25 per cent of active cases are orders from the NWT being enforced in other jurisdictions. MEP employees work with their counterparts in other jurisdictions throughout Canada and the United States to enforce orders for residents in the NWT. Given that the NWT population is mobile and employment in the resource sector continues to grow, it is anticipated these numbers will remain constant.

Although the enforcement rate on support orders is high, the Department is reviewing other ways to enforce orders, beyond what is currently available. In this business-planning period, amendments to the *Maintenance Orders Enforcement Act* and the *Motor Vehicles Act* will be proposed allowing for the suspension or non-renewal of the debtor's driver's license or motor vehicle registration for failure to pay support.

The Department has implemented a new MEP database to ensure the accurate collection, payment and accounting of child and family support payments.

### **Family Law**

Many couples reach agreement on their own when they separate or divorce. However, some cannot agree and courts must make decisions regarding custody of children, the amount of child or spousal support, and division of property. Each year, about 800 people apply to the NWT Legal Services Board for legal aid to help obtain a court order for custody, access, support, or child protection matters. This has created a backlog in family law cases for legal aid.

The Department's Positive Parenting program helps parents through separation and divorce and relieves some pressure on the court system. The program was expanded to include Hay River and Fort Smith, and the Department will expand this program to more communities.

The Department supports the use of collaborative law, which focuses on mediation and keeping family law matters out of the courts. The Department has offered training to local lawyers and interest in the approach is growing. In this planning period, the Department will develop a mediation program to assist separating or divorcing couples.

### **Family Violence**

To help address family violence, the Department introduced the *Protection Against Family Violence Act* in 2003-2004. The Act, implemented in early 2005, provides 24-hour access to emergency protection orders when there is an act, or threat, of family violence. It also provides victims of family violence with long-term protection orders. Anyone who has lived, or is living, in a family or intimate relationship with the accused can apply for protection under this Act. This includes Elders.

As part of implementation, the Department produced plain language information on the new protections available under the Act. Training was offered to RCMP officers, victim services workers, justices of the peace and other justice stakeholders.

The Department will monitor the impact of the legislation, provide ongoing training to RCMP, and distribute public information on the legislation. Recognizing the growth in population of those 60 and over, the Department has developed specific public information on the Act for Elders.

The *Protection Against Family Violence Act* is one tool to address family violence. The Department also participates in the Coalition Against Family Violence. This group is composed of a range of GNWT, federal government and non-government agencies who respond to family violence. Involvement in the Coalition ensures improved cooperation between government and non-government agencies responding to this issue.

In 2003, the Coalition developed an Action Plan on Family Violence. The Department of Justice, along with the Departments of Executive, Health and Social Services, Education, Culture and Employment, Municipal and Community Affairs and the NWT Housing Corporation developed a response on behalf of the Government which included the implementation of the *Protection Against Family Violence Act*.

### **Legal Aid**

The NWT Legal Services Board delivers legal aid services to members of the public who need legal advice and assistance. These services include the assistance and advice provided by court workers. Although the Board operates independently, the Department administers the Access to Justice Agreement between the GNWT and Canada that provides federal funding for legal aid, public legal education and court worker services.

The Board has experienced several challenges in serving residents: a backlog of family law cases, differing levels of service from community to community, and fewer private lawyers accepting legal aid files. The Board is monitoring the situation and has worked with the Department to identify solutions.

In 2004-2005, the Department provided funding to the Board to open a new family law legal aid clinic. The Clinic, staffed by two lawyers will help reduce the backlog of family law files and improve service for legal aid family law clients.

The Federal Government, together with provinces and territories, reviewed civil and criminal legal aid. The results of the review were released in 2003 and were the basis for changes to legal aid funding across Canada. A new funding arrangement was reached and the Legal Services Board will receive an extra \$292,000 a year through 2006. The Board has and will continue to use these funds for new staff lawyers and other innovative solutions to improve service and meet legal aid needs.

The Department has worked with the Board to increase public legal education and information (PLEI) activities. In 2004, brochures were produced on family law topics including spousal and child support, and the Board is considering future PLEI initiatives.

### **Legal Registries – Land Titles**

The volume of registrations in the Land Titles Office has been rising consistently over the last few years. As the last step in any real estate transaction, the workload in Land Titles is driven by economic activity and demand for services. The high turnover on existing properties during the current boom market, new construction, and more land being made available are key factors driving this increase.

The Department has taken a number of steps to improve efficiency in the Registry to manage this workload. These steps included developing an electronic general register to improve searches, a document imaging project to make retrieving documents and titles easier, and streamlining filings to reduce registry activity. Despite these steps, the workload continues to rise. The Department will seek further efficiencies in this area, but if registrations continue to increase, additional resources may be required.

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**2. Courts** - Providing courts and court services that are impartial, timely and accessible.

**Courthouse**

The Department of Justice is responsible for providing adequate, safe and secure court spaces. The Yellowknife Courthouse does not meet the current or future needs of the courts and judiciary. The current facility is too small, and lacks appropriate facilities and security.

The courts are located in a 26-year old office building with serious deficiencies. Renovations have addressed some of the identified problems. The current lease expires in 2006. The Department has worked with consultants to determine the functional requirements of a new courthouse. The Functional Review was completed in 2004.

The Department has received approval from the Financial Management Board to include a NWT Law Courts facility in the infrastructure acquisition plan.

**Court Registries**

In this planning period, the Court Registries will be streamlined as part of government spending reductions. The Department has traditionally had problems recruiting and retaining people with the specialized skills required for this work. This has become particularly difficult in the current booming employment market. With the operation of court registries in Yellowknife, Hay River and Inuvik, staffing and balancing workload between the three registries has been difficult and created an uneven burden.

The Court Registries in Hay River and Inuvik, which deal only with Territorial Court and Justice of the Peace matters, are being closed. Some positions are being relocated to Yellowknife to manage the increased registry traffic. Currently residents in 30 communities across the territory do not have registries, and residents must pay tickets and file small civil claims by mail. Residents in Hay River and Inuvik will now access these same services through the mail, rather than in person. The impact to the public, police, and lawyers will be minimal.

The Territorial Court will continue to do circuits in these communities, the court facilities will remain, and a position will be kept in Hay River to provide administrative support to the resident Territorial Court Judge.

**3. Corrections** - Providing correctional facilities, community-based supervision of offenders and offender treatment programs for adults and youth.

The Department of Justice provides safe and secure custody and supervision of offenders. It is also responsible for helping offenders rehabilitate so they leave custody less likely to re-offend. Offering offender programs designed to reduce criminal behaviour makes it less likely they will re-offend when they return to their community.

Working with communities and incorporating Aboriginal values and traditions into the programs and services provided to offenders makes our efforts more successful. This plays an important role in making NWT communities safer.



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## Correctional Facilities

The North Slave Adult Correctional Centre, which replaced the Yellowknife Correctional Centre, was occupied in the spring of 2004, after a successful transition to the new facility. The completion of this facility alleviates overcrowding, allows direct supervision of offenders and provides new programming opportunities.

As part of the Department's commitment to incorporate Aboriginal values and traditions in its programs and services, Aboriginal advisors assisted in developing the new facility and programs. The North Slave facility incorporates a spirituality room and aboriginal-based programming is offered at the facility.

The Department's agreement with the Correctional Service of Canada allows northern Federal prisoners to serve their sentences in NWT institutions. This provides revenue to the GNWT, gives offenders access to their families, more culturally appropriate programming and repatriates Northerners as recommended in the Social Agenda. The new adult correctional facility can house more northern offenders now serving their sentences in the south.

In addition, an agreement with the Government of Nunavut guarantees a minimum of 15 beds held for Nunavut prisoners every day until April 1, 2006. This agreement provides more than \$900,000 annually in revenue. The Department has begun negotiations to extend the contract.

These arrangements benefit northern offenders and their families. They make best use of NWT facilities and provide the Department with revenue to subsidize the operating and capital costs of our correctional facilities. During this business-planning period the Department is pursuing similar agreements with other provinces and territories, particularly in the area of female youth programming.

The *Youth Criminal Justice Act* (YCJA) has had a significant impact on the youth custody system. Under the YCJA, fewer youth are receiving custody sentences and the number of youth in NWT facilities has dropped. The youth who are receiving custody tend to be older, more serious offenders who require a secure environment with more intensive programming.

To make better use of custody facilities, the River Ridge Youth Facility in Fort Smith was converted to an adult facility focusing on offenders who may suffer from FASD or other cognitive impairments. In a small facility, staff can provide a more structured program to meet the needs of these offenders. As part of the government spending reductions, the Dene Konia Youth Facility in Hay River is being closed. With the reduction in youth custody, the system had excess capacity. The existing open custody male youth population can be housed in the North Slave Youth Facility or in contracted homes across the NWT.

## Rehabilitation Programs

Many offenders in NWT facilities have prior convictions. To help offenders break this cycle, investment is being made in programs shown to reduce criminal behaviour. Employees are trained and accredited by the Correctional Service of Canada to provide programs to offenders. Elders and community members provide support to offenders during and after these programs. This helps the offender with the transition back to their community.

Low levels of literacy and education can be barriers to success for some offenders. The Department worked with the Department of Education, Culture and Employment, through the "GNWT Literacy Strategy", to implement educational and literacy programs at our correctional facilities. This strategy helps offenders improve their education and literacy.

The Department is aware that FASD affects many offenders in NWT correctional facilities. Adults and youth with FASD have special needs that should be considered in programs. However, diagnosing FASD is complex and costly. As noted above, the Department has created a specialized offender unit at River Ridge in Fort Smith that addresses the enhanced needs of offenders who may suffer from FASD or other cognitive impairments.

### **Wilderness Camps**

Many communities believe one reason offenders break the law is that links with the land and cultural values, practices and traditions have been broken. The Wilderness Camp Program renews these links. Three camps, taking up to 20 adult offenders, continue to operate.

Corrections employees promote the Wilderness Camps program to offenders when they are first incarcerated and as their sentences progress. Like all other rehabilitation programming, offenders must first express an interest in the camps programs. Then those individuals are assessed for their level of risk before permission is given to participate in a wilderness camp. Offenders cannot be forced to attend a wilderness camp program and some are considered unsuitable because of various issues they may be facing which require a more structured environment offered in a correctional facility. The 20 spaces available in the existing camps meet the current demand.

In 2004-2005, the Department supported a three-week program for 15 offenders at the T'loondih Healing Camp near Fort MacPherson. Community based programming assists offenders in their transition back to their communities. The Department continues to support communities wanting to become more involved in the corrections system. Camp operators continue to be assisted with training and program support, including a new field-training manual for operators and staff.

### **Community Supervision**

An effective alternative to incarceration is community-based supervision or probation. Offenders serve these sentences under supervision in the community. Twenty-three Community Corrections Workers are located in 11 communities across the Northwest Territories. They supervise offenders and are a crucial link between correctional facilities, offenders and communities.

The link between community supervision and facilities ensures that appropriate planning and follow up occurs with each offender. Under the YCJA, Community Corrections Workers work with youth from the beginning of their custody sentence, as they will serve the last third of their sentence under community supervision.

The Department has developed a community-based cognitive skills program delivered by trained Community Corrections staff. As more offenders serve community-based sentences, they do not have access to rehabilitation programming offered at correctional facilities. This program is available to those offenders to help them make positive choices for their future. The YCJA has resulted in an increased workload for Community Corrections. Youth are

receiving more community-based supervision orders than custody sentences. The Department continues to monitor the community caseload. Intensive Support and Supervision Program Workers have been hired in Yellowknife, Hay River and Inuvik to improve supervision of youth who commit serious or violent offences.

#### **4. Police Services - Preserving public order and safety.**

The RCMP provides policing services in the NWT, through a contract between the territorial and federal governments. While that contract gives the Minister of Justice responsibility to identify the policing priorities of the NWT, coordination and cooperation with the RCMP are necessary to ensure these are achievable.

Under the Department's contract, the RCMP determines how police resources are allocated, including where officers are stationed and how they respond to reports of criminal activity and other calls for service.

The RCMP are concerned that changing demographics, rapid economic development and improved transportation links are resulting in increased criminal activity in the North, allowing less time for proactive policing initiatives.

#### **Policing Resources**

Over the past two years, the Department of Justice provided funding for 12 additional RCMP officers in the Northwest Territories. Six of these officers provide relief in two member detachments for officers on leave, or away for training or other duties. The relief officers have also increased RCMP patrols to communities without resident RCMP. The remaining six positions were assigned to detachments by the RCMP to help meet current demands for service.

When identifying the need to place officers in communities, several factors are considered including caseload, crime statistics and trends, and potential impacts of economic growth. Substantial costs are involved in operating a detachment office, including provision of housing for the officers. The communities without RCMP detachments are small and generally have low levels of crime. Having the new relief officers will increase patrols to these communities.

The RCMP have expressed concern about the 21 percent increase in officer caseloads since 1992. Workloads have also increased with economic development, changes to handling of domestic violence, increased training requirements and increasingly technical investigations. In this planning period, the Department of Justice is requesting funding for an additional 16 new officer positions. Ten of these positions will be located in detachments, five positions will form a Traffic Services unit, and one position will be in a Police Dog unit.

The RCMP identified that 10 new detachment positions were necessary to respond to current demands for service and move to more proactive police services. Based on current service demands, the RCMP have indicated that the new officers will be assigned to Rae, Yellowknife Fort Providence, and Tuktoyuktuk.

A Traffic Services Unit will increase RCMP patrols on NWT roadways, enforcing traffic laws, assisting residents and deterring criminal elements seeking to expand into the NWT. The Traffic Service Unit will be trained to stop the transportation of illegal drugs and contraband in motor vehicles on our highways. Positions in the Traffic Services Unit will be based in Hay River, Fort Providence, Yellowknife and Inuvik.

A full profile Police Dog, cross-trained in drug detection will improve investigations and reduce pressures on Officer time. A Police Dog will allow the RCMP to combat crime through improved tracking of offenders, more efficient searches of crime scenes, and conducting meaningful and efficient cargo searches on planes going to isolated communities, reducing the flow of drugs.

### **First Nations Policing Policy**

After several years of negotiation, the Department of Justice has been successful in securing funding from the federal government's First Nations Policing Policy. Normally reserved for policing on reserves, all three northern territories received funding for projects to increase the participation of aboriginal people in policing. The NWT will receive \$1.2 million dollars spread over the 2004/2005 and 2005/2006 fiscal years.

The funding will be used for a recruitment strategy to increase the number of aboriginal people interested in a career in policing, a RCMP Access Program, and a series of community consultations.

The recruitment strategy will help the Department of Justice and the RCMP to identify Aboriginal people who show the potential for success in a policing career and encourage them to consider joining the RCMP. The Access Program, a one-year training program will give Aboriginal candidates who have the potential, interest, and desire for a career in policing the skills they need to meet the RCMP's entrance requirements.

The community consultations, occurring in all five regions are an opportunity to explore the roles and responsibilities of the Department of Justice, the RCMP and residents in making NWT communities safe and secure.

The Department will monitor the success of these initiatives, and if positive, will discuss continuing these programs with our partners, the RCMP and the federal government.

### **Community Constable Program**

Since 1997, the Department has worked with communities and the Department of Municipal and Community Affairs (MACA) to train community By-Law Enforcement Officers as Community Constables. They provide liaison between the RCMP and the community, and often provide service in the local language. The Department of Justice continues to support the three remaining Community Constables, but is not accepting new applications. There has been little interest, and the RCMP Access Program provides a more effective way of increasing the number of aboriginal officers in the NWT.

### **Restorative Justice Position**

The RCMP can lay a charge or send a person to a Community Justice Committee (diversion). A key part of the Community Justice initiative is ensuring the RCMP supports restorative justice alternatives. This requires ongoing training of RCMP officers, as their turnover is high.

In 2002, with the support of the Department of Justice, the RCMP dedicated one officer to a Restorative Justice position. During this business-planning period, the officer will educate other RCMP members on the value of community justice initiatives and the benefits of involving communities when dealing with people in conflict with the law. The officer will also be a resource for community justice committees as they increase their activities and are handling more diversions.

For communities without justice committees, the Department and RCMP provided training on family group conferencing, an RCMP model of diversion. Now, in communities without justice committees, trained volunteers can act as facilitators to handle cases diverted by the RCMP.

### **Organized Crime**

Increased organized crime continues to be seen in the North. In particular, police are responding to organized drug activity and crime related to the diamond industry. Drug use increases reflect the general increase in income across the NWT. Drugs continue to be a problem and are closely monitored by the RCMP.

The operation of two diamond mines and other exploration efforts offer important economic development opportunities for the NWT. However, organized crime, attracted to the enormous wealth and the ease of transporting diamonds that are difficult to trace or identify, is well established in other diamond producing countries. The experiences of other diamond producing countries suggest unique and previously unknown challenges to security and policing services will be faced. The RCMP has applied for and received federal funding for a third position in the 'G' Division Diamond Protection Unit.

### **Canadian Public Safety Information Network**

The Federal government's Canadian Public Safety Information Network (CPSIN) initiative will support the sharing of criminal justice and law enforcement information between jurisdictions and agencies across Canada. Justice agencies will be able to access electronically the accurate and timely information needed to make informed decisions to ensure public safety.

While there are no current financial commitments, provincial and territorial governments are being asked to identify resources to move forward within a reasonable timeframe. Personnel, financial and technical resources are not adequate to dedicate to this project at this time. The Department will begin to address these issues during this business plan period.

### **National Sex Offender Registry**

On April 1, 2004 Bill C-16, the *Sex Offender Information Registration Act* received assent in the Parliament of Canada. This legislation came into force in 2004-2005 and created a national registry of sex offenders maintained by the RCMP and used by police services to investigate crimes of a sexual nature.

During 2004-2005 the Department of Justice worked with the RCMP 'G' Division and Justice Canada officials to implement the registry in the NWT. During this business-planning period the Department and the RCMP will monitor the operation of the registry in the NWT.

**5. Community Justice** - Supporting community and restorative approaches to justice in all communities.

In the NWT, communities work with the Department of Justice to deal with issues normally addressed by the police, the courts and the corrections service. Communities have a role in preventing crime and assisting both offenders and victims. Communities also try to deal with social issues underlying the crime and the harm done to the community as a whole.

This work has led to new restorative approaches that address the crime and the perpetrator. As a result, more offences are dealt with at the community level. These approaches are now standard under the federal *Youth Criminal Justice Act* (YCJA) and the territorial *Youth Justice Act* (YJA). The YCJA and YJA aims to rehabilitate youth who commit offences, ensure that they are subject to meaningful consequences, and reintegrate them into the community.

**Community Justice Activities**

Communities across the Northwest Territories have embraced the community justice system. The Department of Justice, through direct funding and the assistance of Regional Justice Coordinators, has helped communities build the capacity to deliver community justice activities. The 2003/2004 Results Report showed the success of these activities - all community justice measures and targets have been exceeded.

Communities are planning and managing local justice activities and services to victims of crime. They are pursuing healing projects, crime prevention, education and awareness programs in the schools and communities, on the land programs, networking between communities, diversion of offences from the courts to the community, fine options, community service orders and aftercare programs.

**Support to Communities**

The increase in capacity can also be attributed to an increase in the number of community justice coordinators working in communities. All communities in the Northwest Territories can apply for up to \$20,000 for the hiring of a part-time community justice coordinators.

In recognition that communities have developed the capacity to plan and deliver their own community justice activities, and the presence of community justice coordinators in communities, the Department is eliminating five Regional Justice Coordinator positions. The Regional Justice Coordinators role was to help develop community capacity. The Department is investing 50 per cent of the savings in contributions to communities, and the remaining funds are being used to meet government spending reductions. One Community Justice Program Coordinator position remains to organize the program.

Funding for community justice activities is also available from the federal government. Applying and reporting to two governments created confusion and increased work for community groups. Consistent with Recommendation #2 of the Social Agenda working group, "Remove Structural Barriers to Working Together," the Department of Justice worked with the federal government in 2003-04 and implemented a "one window" approach for funding community justice projects.

Communities now apply to the Community Justice Division to access funding from the territorial and federal governments. Organizations only have to prepare one proposal and work plan and meet one set of conditions for project reporting and evaluation.

### **Diversions**

In 2003-2004 the Department implemented the Community Justice Information System to track Community Justice activities, including diversions. The Department will use this information to monitor, evaluate and improve the programs delivered through the Community Justice Division. Summary data will be shared with communities so they can assess local activities.

The YCJA and YJA emphasize using alternatives to courts for youth who are not violent or serious repeat offenders. As a result, communities are receiving more requests from the RCMP and other agencies to work with youth at various stages of the criminal justice process. This may occur when they first come into contact with the police, appear before the courts, or during or after a custodial sentence. The Department is monitoring activity and in the first years has not seen a dramatic increase in the workloads of community justice committees.

### **6. Victims Services - Supporting victims of crime.**

One way the Department of Justice provides services to victims of crime is by funding community agencies in Hay River, Inuvik, Fort Smith, Fort Good Hope and Yellowknife. These agencies provide information and help prepare victim impact statements, court orientation and referrals to other support agencies.

Originally designed to support victims who must attend court, these services also help people participating in community justice initiatives. During this business-planning period, the victim support network of agencies and volunteers will be expanded. The Department is working with the existing agencies to extend their services beyond their communities.

The Department, supported by the federal government has set up a fee-for-service program in Rae, Fort Providence and Fort MacPherson. Victim Services Support Workers are paid based on the services they provide.

### **Victim Impact Statement Program**

The *Criminal Code* requires all victims be given the opportunity to complete a Victim Impact Statement and that judges ask if a victim has been given that opportunity. The GNWT implemented an official program to co-ordinate the distribution and use of these statements. In 2004, a survey of the program was completed and an evaluation of the program is being completed.

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### **Victim Notification Program**

In this business-planning period, the Department will develop a Victim Notification Program. This program will allow victims to access certain information about the offender in their case. The details of the program need to be developed but this could include information on sentencing, probation conditions, release dates and temporary absences.

- 7. Legal Services to Government** – Services include providing legal opinions, conduct of litigation for the GNWT, drafting of all public bills, and legal advice and support on self-government and devolution negotiations.

### **Legal Support Services**

The Minister of Justice is the chief legal advisor to the government. The Deputy Minister and Legal Division assist the Minister in this role. The Legal Division provides legal advice and services to all departments and many public agencies. Solid Legal and Legislation Divisions are critical to providing quality legal services to government, which, in turn, allows government to make more effective decisions.

Legal Division has played a critical role in the successful completion of recent self-government negotiations and with socio-economic, environmental and secondary industry agreements with the deBeers Snap Lake project. With the GNWT's participation in self-government, devolution and pipeline negotiations, the value of experienced, committed lawyers who understand and can respond to the legal issues facing the GNWT cannot be underestimated.

The legal service demands of the government are increasing as it proceeds with devolution and agreements on the Mackenzie Valley Pipeline and Gas Projects. Once the scope of the work is clear, the Department may need to request additional resources for legal counsel.

### **Access to Information and Protection of Privacy**

In 2003-2004, the Department introduced amendments to the *Access to Information and Protection of Privacy Act*. As part of its on-going role in providing government-wide training on the Act, the Department is identifying new training needs resulting from these amendments. As a result of recent national legislation, more awareness on the issue of privacy has resulted in an increase in the number of privacy-related requests.

### **Information Management Plan**

The Department of Justice collects, uses, and shares large amounts of information. During this planning period, the Department will analyze how this information content is managed and plan how to make better use of it.

The development of an information management plan will ensure effective co-ordination of information and services. The plan will create an integrated approach to delivering services and enable the Department to share the information necessary to minimize barriers to service delivery.



## 5. ENVIRONMENTAL SCAN

The Northwest Territories is experiencing profound social and economic change. This has an effect on crime, legal issues and the justice system. The Department of Justice is working to keep pace with these changes and plan for the future.

The NWT crime rate has increased in each of the last three years. In 2003, there was an 18 per cent increase in violent crimes. The property crime rate also increased 18 per cent. The overall crime rate rose 13 per cent, roughly twice the increase as in 2002. The increase in 2002 was a result of more violent and property crimes. The increase in 2003 is a combination of increases in violent crime, property offences and other minor offences like mischief.

The NWT crime rate is the highest in Canada, more than four times the national average. The rate for violent crime is seven times the national average. This emphasizes the need for victim support services, crime prevention programs and other initiatives that create safer communities. We must also continue supporting communities to develop alternatives to the formal justice system that help victims and meet the needs of offenders.

Many factors that cause high crime rates are present in the NWT. For example, the NWT has a higher proportion of people aged 14-34 than Canada as a whole. This age group is most likely to be involved with crime. Although the NWT's rate of youth crime decreased almost 13 percent in 2002, it increased by almost 23 per cent in 2003. It is still the highest rate in Canada and is five times the national average.

This trend will likely continue over the next 20 years as the NWT has the second highest percentage of youth under the age of 19 in Canada. This means an ongoing need for crime prevention programs, youth justice initiatives and both corrections and restorative justice programs designed for youth.

Lack of education and employment are also contributing factors to a high crime rate. It has been shown the more education people have, the less likely they are to be involved with crime. While NWT residents are improving their level of education, it is still below the national average. Education levels among Aboriginal people are behind those of other northern residents. In 2002, 25.3 per cent of Aboriginal residents graduated from high school. This compares with 62.4 per cent of non-Aboriginals in the NWT.

Despite a relationship between increased employment and decreased involvement in crime, certain crimes like mischief, alcohol and drug offences rise during boom times because of increased income. An increase in alcohol and drug consumption as a result of more income may also have contributed to the rise in violent crime over the past two years.

As in the rest of Canada, Aboriginal people are over represented in the criminal justice system. This points to a continuing need for culturally sensitive programs and services that address the needs of Aboriginal people.

The Department is concerned about Fetal Alcohol Spectrum Disorder (FASD). Behavioral problems like impulsiveness, fearless behavior and poor judgment that can result from FASD often lead to conflict with the law. In Canada, up to 61 per cent of youth and 58 per cent of adults in the criminal justice system may suffer from FASD. These rates may be higher in the North. The justice system, from police to courts to corrections, is finding ways to respond to the needs of those who suffer from FASD.

As many social factors contribute to crime, the Department is committed to working with its partners in the Social Envelope to address broader social issues facing residents in the Northwest Territories. This includes government initiatives on family violence, homelessness and youth programming.

The increasing rates of crime in the Northwest Territories are also placing pressures on the demand for adequate court space. The Yellowknife Courthouse does not meet the current or future needs of the courts and judiciary. Feasibility studies were conducted in 1998 and 2003 to compare the options of providing for the courts' requirements for the next 20 years. It was noted in the 2003 report that "the existing building does not meet functional needs, space requirements, functional relationships, internal flexibility, is too small, and lacks appropriate facilities and security."

Both studies concluded that building a new stand-alone courthouse is less costly than renovating and expanding the existing building (approximately 28%). Also, the disruption caused by the construction would force the courts (and justice administration) to be moved temporarily for two years. There is no facility in Yellowknife capable of temporarily housing the courts. For these reasons, and that renovating the existing building, which is privately owned, would not adequately address many of the existing problems, such as security and traffic flows, this option is not feasible.

With the courts and Department of Justice located in the same building there is the appearance that courts are part of the Department. This reduces public confidence in the judiciary's independence. A stand-alone courthouse is required to underscore the importance of the role of the judiciary and administration of justice. Now that a stand-alone courthouse is being built in Iqaluit, the NWT is the only jurisdiction in Canada that lacks a stand-alone courthouse in its capital. For these reasons, the judiciary has pressed for a new courthouse.

The North's growing economy impacts the Department's programs and services in many ways. As noted above, certain types of crime increase during economic booms. The RCMP has seen more organized drug activity in the past few years. This may be a result of more people having money to buy drugs. The North's diamond industry also has police concerned about organized crime groups. Other diamond producing countries have had serious problems with organized crime.

During this business-planning period, a pipeline may be constructed through the Mackenzie Valley. The Department is assessing what impact the pipeline will have on programs and services and is beginning to plan to meet this challenge. The impacts will vary from immediate demands for legal services to long-term demands on the justice system and services resulting from increased economic growth, crime and an influx of transient workers.

A growing economy requires services to support business, such as an efficient registry system, and up-to-date legislation. The Department of Justice writes legislation and serves the public through reliable corporate, land title and financial registries. These services are vital to economic growth and good government.

The GNWT shares authority for the justice system. The GNWT is responsible for the administration of justice. This includes maintaining territorial courts, both criminal and civil, civil procedures within those courts and appointing Territorial Court judges and justices of the peace. It also includes creating and operating territorial jails and contracting with the RCMP for policing.

The Federal Government is responsible for criminal law and procedures in Canadian courts. The federal government appoints judges to the Supreme Court of the NWT and other federal courts. It also provides funding for RCMP officers to enforce federal statutes other than the *Criminal Code* and create and operate penitentiaries. In the NWT, the federal Department of Justice prosecutes territorial and federal offences.

The Judiciary has a distinct role in the justice system. They are independent from the legislative assembly and cabinet. This independence assures the public that courts act impartially when they interpret and apply the law.

This shared responsibility means the GNWT must work with and respond to decisions made by others. For example, the Department spent the last few years preparing for the federal *Youth Criminal Justice Act*. This included revising territorial legislation, training employees and creating new programs. The Act came into force April 1, 2003 and the Department is now assessing the impact of this legislation on the operations of the Court Registry Office, Corrections Division, Community Justice and Legal Aid.

Judicial decisions can also create obligations. Our ability to influence or predict federal legislation or judicial decisions varies. However, meeting our obligations under these decisions requires resources. As a result, long-term planning for the administration of justice is a challenge.

**Goal:**

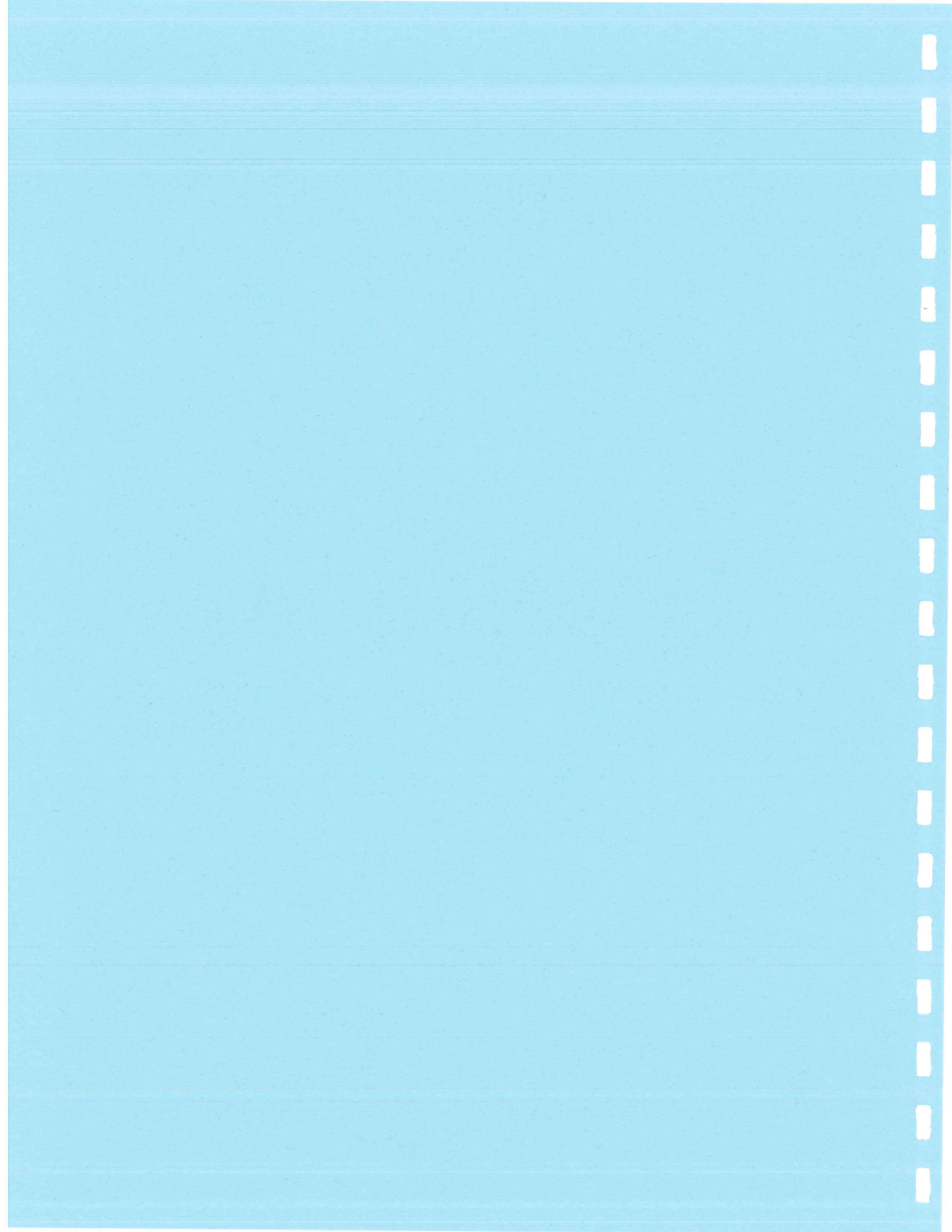
3. To support victims of crime so that they have a meaningful role in the justice system.

Supporting Core Businesses	Outcomes	Measures
<ul style="list-style-type: none"> <li><b>Victims Services -</b> Supporting victims of crime</li> </ul>	<ul style="list-style-type: none"> <li>Victims of crime are supported through the formal or community justice system.</li> </ul>	Number of victims of crime that receive services <ul style="list-style-type: none"> <li>Increase number of victims of crime receiving support through community victim services by 5% annually from 293 in 2003/04 to 322 in 2005/06.</li> </ul>
		Number of Victim Impact Statements <ul style="list-style-type: none"> <li>Increase number of Victim Impact Statements filed (as a percentage of total cases with a victim), from 8% to 16% by 2006.</li> </ul>
	<ul style="list-style-type: none"> <li>Victims of crime participate in the community justice system</li> </ul>	Number of victims that are participating in community justice system <ul style="list-style-type: none"> <li>Increase by 25% from 48 in 2001-2002 to 60 in 2006.</li> </ul>

<b>Goal:</b>		
4. To ensure access to justice for all residents.		
<b>Supporting Core Businesses</b>	<b>Outcomes</b>	<b>Measures</b>
<ul style="list-style-type: none"> <li>• <b>Services to the Public</b> – Services such as legal registries, legal aid, maintenance orders enforcement, public trustee services, residential tenancies dispute resolution and coroners services</li> <li>• <b>Community Justice</b> - Supporting community and restorative approaches to justice in all communities.</li> <li>• <b>Victims Services</b> - Supporting victims of crime</li> <li>• <b>Courts</b> - Providing courts and court services that are impartial, timely and accessible.</li> </ul>	<ul style="list-style-type: none"> <li>• Residents have access to quality services.</li> </ul>	<p><b>MAINTENANCE ENFORCEMENT PROGRAM</b> Application of enforcement methods</p> <ul style="list-style-type: none"> <li>• Report on enforcement methods applied during 2005/06 to be completed by June 2006.</li> </ul> <p>Compliance with National Service Principles and Guidelines</p> <ul style="list-style-type: none"> <li>• Meet or exceed national averages annually.</li> </ul>
		<p><b>LEGAL AID</b> Waiting times for family law clients</p> <ul style="list-style-type: none"> <li>• Waiting times reduced from 8 months to under 3 months by 2006.</li> </ul>
		<p><b>COMMUNITY JUSTICE</b> Percent of communities active in CJ activities</p> <ul style="list-style-type: none"> <li>• All of the communities in the NWT participate in CJ activities, from 54% in 2001/02 to 100% by 2005 and maintain at that level.</li> </ul>
		<p><b>VICTIMS SERVICES</b> Number of community organizations providing victim services</p> <ul style="list-style-type: none"> <li>• Increase number of community organizations providing victim services by 67%, from 5 in 2004/05 to 7 by 2007/08.</li> </ul>

<p><b>Goal:</b></p> <p>5. To promote safe communities</p>		
Supporting Core Businesses	Outcomes	Measures
<ul style="list-style-type: none"> <li><b>Police Services</b> - Preserving public order and safety</li> </ul>	<ul style="list-style-type: none"> <li>Communities are involved in crime prevention initiatives.</li> </ul>	<p>Number of communities involved in crime prevention activities</p> <ul style="list-style-type: none"> <li>From 25 (or approximately 78% of all communities) in 2002-2003 to 100% by 2006.</li> </ul>
<ul style="list-style-type: none"> <li><b>Corrections</b> - Providing correctional facilities, community-based supervision of offenders and offender treatment programs for adults and youth</li> </ul>	<ul style="list-style-type: none"> <li>Offenders leave custody less likely to re-offend.</li> </ul>	<p>Percent of offenders assessed as having a "good response" to programs (based on Offender Risk Assessment Management System)</p> <ul style="list-style-type: none"> <li>Increase offenders with "good response" from 70% in 2001/02 to 75% by 2006.</li> </ul>

# Section 10





# **NORTHWEST TERRITORIES HOUSING CORPORATION**

## **2005-2008 BUSINESS PLAN**

## **1. VISION**

The Northwest Territories Housing Corporation is committed to working in partnership with communities and Aboriginal groups to facilitate improved housing conditions, increased employment and business development opportunities and assist them to become more directly and broadly responsible for their own housing choices and decisions in both the market and social housing sector. By working together, all community residents are provided with opportunities for homes that support a healthy, secure, independent and dignified lifestyle.

## **2. MISSION**

The Northwest Territories Housing Corporation, in partnership with all NWT residents and community organizations, is responsible for the provision of adequate, suitable and affordable housing. Through the fulfillment of this responsibility, the Northwest Territories Housing Corporation contributes to the well-being of NWT residents and the development of a healthy NWT housing industry. Our mission is achieved by providing support to communities in the areas of technical research and services, financial support, information sharing, training, and economic development.

## **3. LINKS TO GNWT STRATEGIC PLAN**

The Northwest Territories Housing Corporation believes that the goals of the *Government of the Northwest Territories' Strategic Plan, Self-reliant People, Communities and the Northwest Territories – A Shared Responsibility* can be achieved by:

- Working in partnership with communities and Aboriginal groups to provide housing to their residents;
- Using housing construction, renovation and maintenance projects to promote Northern employment and business development;
- Ensuring sound financial management;
- Developing Corporate and community human resources; and
- Impacting on community capacity building initiatives.

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## **4. CORE BUSINESS/ SPECIAL INITIATIVES**

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**The Corporation operates in two main business areas:**

**a) Social Housing**

The Corporation provides financial, administrative, maintenance, construction and repair support to communities so they can deliver subsidized rental housing to residents in need. Commencing in 2005/06, contribution funding will be provided to 23 local housing organizations on behalf of the Department of Education, Culture, and Employment for the administration of 2,344 subsidized rental housing units.

Through assisted Homeownership and Financing programs, the Corporation assists social housing clients who are eligible homeownership candidates and can afford the costs of homeownership. The Corporation has a variety of programs geared to assist clients of various income levels and need. These programs include repair programs, two of which are targeted directly at assisting seniors. The Homeownership program has a substantial positive impact on local economies. Economic benefits from home construction and home purchases add jobs and provide secondary benefits to community contractors, suppliers, retail outlets, hotels and other community businesses.

**b) Market Housing**

The Corporation is committed to assisting with the development of private market housing in both taxed based and non-tax-based communities. By working with municipal leaders and the business community, the Corporation can continue its research and efforts to identify barriers to private market development. In addition, working with industry partners will allow the Corporation to identify solutions that will work to develop housing markets. The two areas of the private market that the Corporation will focus on include:

- i. Increasing the supply of private market rental units; and
- ii. Increasing the supply of private market homeownership units.

The Housing Corporation, through joint initiatives, assists to obtain housing units for professionals needed in the communities. Through cooperative efforts, the Corporation has supported communities with their goal of providing units so that professionals can be recruited and retained. The ability to retain professionals, such as teachers and nurses, plays a key role in the development, health and well being of communities.

The Housing Corporation works with communities to ensure there is affordable land available for housing development.

## **Legislative Base**

The Northwest Territories Housing Corporation is a Crown Corporation established under the *NWT Housing Corporation Act*. The Corporation must also operate within the parameters established under Part IX, Public Agencies, of the NWT's *Financial Administration Act*.

The Corporation evaluates its efficiency, economy and effectiveness through its goals, strategies, targets and measures.

## **SPECIAL INITIATIVES**

### **1. Market Housing Initiative**

In non-market communities there continues to be critical need to stimulate an increase in the supply of non-subsidized rental accommodation. This shortage of non-subsidized housing also affects the recruitment and retention of professionals, particularly in the more remote northern communities where housing markets do not exist.

In many of these non market communities, private developers are reluctant to develop rental capacity due to higher costs of construction, lack of sustainable employment opportunities to create stable rental situations, fluctuations in economic trends and the remoteness of maintaining property management functions.

In order to address these issues, the Housing Corporation developed the Market Housing Initiative.

The Corporation will construct or acquire 42 market rental units over a two-year delivery cycle. The first 22 units were made available for occupancy in August 2004.

Local Housing Organizations will act as the NWTHC's agents in the allocation and administration of the market housing units under current Partnership Agreements. Delivery of market housing units will be facilitated via barge and road delivery.

These units will not be subsidized and the Housing Corporation has been directed to ensure a lease rate that is based on a full cost recovery basis, inclusive of unit depreciation, annual unit maintenance, property management fees and all non-renter paid utility costs as well as a ten percent provision for overall vacancy.

### **2. Supported Lease Program:**

Over the last several years, there have been many challenges with collection efforts due to numerous factors. Many mortgage clients are in arrears. Additionally, new clients are unable to access homeownership programs because of past credit history.

If these clients were given an opportunity by way of counseling to clean up their credit and demonstrate their abilities to assume the responsibilities associated with

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homeownership, they would eventually be in a position to secure bank financing for a mortgage.

The Supported Lease Program was designed for current Northwest Territories Housing Corporation mortgage clients who have arrears and new applicants who are unable to secure bank financing to become homeowners.

Under the Program, clients will be permitted to lease a house for a minimum two-year period and pay 25% of their gross income towards their lease payment and shelter costs. During the two-year lease period, clients will have an opportunity to demonstrate the ability to succeed in homeownership.

Provided the client is not in default of the terms of the lease, at the end of the two-year lease period, the client will have the option of securing bank financing to purchase the leased home or continue renting the home.

### **3. Corporate Loan Guarantees on Interim Financing Program:**

New flexibilities on guarantees on interim financing will be introduced as an overall market support initiative. The guarantees on interim financing assists private sector companies to build or upgrade single or multi unit residential housing for rental accommodation or for the homeownership market. This approach is limited to residential properties only and projects that meet the following criteria:

1. Maximum of 20 units in multi unit projects;
2. Maximum of 12 units in single unit projects;
3. Maximum of \$2,000,000 guarantee per borrower;

In the past the Corporation has provided developers with guarantees on interim or bridge financing for the construction phase of a commercial housing project.

In order to further support private market development, the Corporation will consider on an applicant basis, relaxing the length of the interim financing guarantees so that they remain in place during the full construction phase and up to a maximum of two-years from the inception of the guarantee. For homeownership developments, this flexibility will allow the developer a full two-years to construct and sell the units and extract their capital investment out of the project.

### **4. Mixed Use Projects:**

The Corporation has had some success in non-tax-based communities with pilot projects that have created mixed-use facilities. These units usually are of multi-plex design and are constructed with a partner developer. In many cases, communities or Aboriginal Development Corporations have partnered with the Corporation to provide creative solutions in housing. The mixed-use project is established by having the Corporation provide long-term leases for a portion of the units, which are then used as subsidized housing units. The Corporation pays market rents for the units and the remainder of the units in the complex are leased as market rental units by the developer. By providing

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long-term leases at the pre-construction phase the project becomes more stable and secure to potential investors. This approach to joint projects can act as a catalyst for the development of market housing. In some cases, the available market units are leased to professionals that are residing in the community. The mixed-use solution provides a balanced project that encourages non-tax-based developers to provide much needed market units.

There is no specific unit allocation under this program, rather it represents a strategy to deliver much of singles, seniors and other funded housing initiatives outlined in this plan.

## **5. Universal Partnership Agreement (UPA)**

The NWT Housing Corporation has established a team to negotiate Universal Partnership Agreements (UPA) with community Local Housing Organizations, community governments and organizations wanting to assume local delivery of Corporation housing programs and services. The NWT Housing Corporation has committed to working in partnership with communities and aboriginal groups to assist them in becoming responsible for their own choices in housing through the implementation of a Universal Partnership Agreement. The implementation of this agreement follows the Corporation's mandate by assisting communities in assuming the role of providing housing for their residents and stimulating the local economic development of communities. The NWT Housing Corporation has a long history of partnering with communities and Aboriginal groups. These partnerships have been developed through numerous agreements with wide variances. The UPA allows for a one-window approach with a strategic approach to problems. The UPA provides the community or Aboriginal group with increased flexibility and decision-making ability at the local level.

The Corporation to date has signed 13 Universal Partnership Agreements with community partners.

## **6. Financial Skills Course**

The Corporation will develop a financial skills course for prospective and current homeownership clients. The course will provide information to assist people to evaluate costs and benefits of financial transactions, to repair their credit and to achieve better financial management. In addition, homeowners will be counseled to reduce utility costs through energy conservation. Under the proposed format, the course will be delivered by Corporation District Office Programs staff.

## **7. Singles Housing Initiative:**

The Singles housing initiative has been developed for a specific group with a higher incidence of need. This demographic has traditionally been largely overlooked, with focus given to families and seniors. However, singles are a growing demographic and have little or no traditional housing available to them (i.e. public or private) due to income

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levels and allocation preferences to families. With little or no housing options available to them, singles remain with family or friends, which results in overcrowding conditions in units designed for families.

Housing assistance will provide suitable and affordable residences for this group and will help to alleviate the overall overcrowding issue in the NWT.

The Corporation plans to deliver singles housing units in selected communities over the next three years. The majority of the units have been targeted for non-tax-based communities.

## **8. Mortgage Collection**

The Corporation has instituted new procedures to improve and streamline mortgage collection. The steps to enhance mortgage collection activities include:

- i. Detailed credit risk assessments for all new clients to determine if they are capable of meeting ongoing financial obligations.
- ii. All mortgage clients are required to make payments through auto debits from bank accounts wherever possible.
- iii. All mortgage clients are required to sign an Assignment of Wages authorization to allow the Corporation to collect payments directly from their employer in the case of default on the banking system.
- iv. All mortgage clients are required to sign consent forms to allow the Corporation to register their mortgages with credit bureaus.
- v. Income verifications are required on an annual basis.
- vi. The NWT HC is proposing a more deliberate approach to managing its mortgage portfolio by moving the administration closer to the clients through the establishment of agreement and incentives to the LHO's to collect and manage these accounts.

## **9. Removal of Moratorium on Rent Increases for Public Housing**

The Housing Corporation, on behalf of the Department of ECE, will remove the current moratorium on rent increases for public housing implemented in 1995 in the NWT Rent Scale by April 1, 2005. The removal of the moratorium was directed by the Financial Management Board in June 2004.

The Public Housing Program provides subsidized rental housing under the *National Housing Act*. The goal is to provide housing to residents of the NWT who are unable to find adequate and suitable housing without spending more than 30% of their gross household income.

The current Rent Scale – the 1995 Rent Scale, became effective April 1, 1995. Rent increases were to be phased in over a four-year period. Due to the Harmonization efforts, started in 1997, the implementation of the phase-in was delayed by Cabinet and remains at the Phase Two level of implementation (1996) or at the 60% level. As a

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result, the average household in the NWT currently pays 11% of gross income towards their rent whereas in other jurisdictions the norm is 25% to 30%. The full implementation of the Rent Scale would provide for rents based on assessable income of between 6.4% for low-income tenants to 30% for high-income tenants.

The moratorium on the implementation of Phases Three and Four of the 1995 Rent Scale has impacted fairness in rents. The result is that families, in the same community, earning the same wages are paying very different amounts of rent. Completion of the phase-in will remove this inequity and simplify rent calculations.

The current 60% phase-in rent is a disincentive to homeownership. Homeownership is perceived to be more expensive than public housing. Given the costs associated with utilities and maintenance are the responsibility of the homeowner, fewer higher income Public Housing Tenants are interested in becoming homeowners. If the moratorium were lifted, higher income tenants would likely pursue homeownership options, which would free up units for lower income tenants.

The full implementation of the 1995 Rent Scale will occur over two years with the changes under Phase Three occurring on April 1, 2005 and Phase Four on April 1, 2006.

#### **10. Redefining the Mandate of the Housing Corporation**

The Housing Corporation's review of its mandate will lead to actions and shifting of business focus to better position itself to provide and manage suitable, adequate, and affordable housing in NWT communities.

The redefinition of the Housing Corporation mandate was one of many objectives outlined in the 15<sup>th</sup> Assembly's Strategic Plan. This action supports the GNWT's goal of educated, healthy people living in enriching environments who are able to contribute and take advantage of life's opportunities.

#### **11. Transfer of Public Housing Subsidy to the Department of Education, Culture, and Employment**

An important initial step in the redefining process involves the Housing Corporation working with the Department of Education, Culture, and Employment (ECE) to transfer the public housing subsidy to ECE. This transfer also assists in the restructuring of the social safety net so that it more directly focuses on promoting self-reliance and supporting those most in need. NWT HC will work with ECE to develop standard program principles, policies and criteria to improve consistency and transparency as well as to simplify access for NWT residents.



## 5. ENVIRONMENTAL SCAN

### Introduction

The *2004 NWT Community Survey* shows that there were 2,260 NWT households in need of some form of housing assistance, a decrease of 460 from the 2000 Housing Needs Survey. While the percent of households in core need has decreased from 20 percent in 2000 to 16 percent, most communities still face significant housing pressures. If Yellowknife is removed from the calculations the remaining NWT communities have approximately 22 percent of households in need, which is nearly twice the national rate.

Increasing the number of homes and improving the condition of existing homes helps this government begin to address other important social problems that affect our communities. Providing people with proper housing addresses their basic shelter, safety and security needs so that more effort can be directed to other social issues.

Inadequate and overcrowded housing contributes to health and social problems, such as major diseases, marriage breakdown, alcoholism, child and spousal abuse. The financial impact can be measured in terms of increased health care costs, income support payments, policing and penitentiary services. The provision of suitable, adequate and affordable housing is a cornerstone of the Government of the Northwest Territories' Strategic Plan. Addressing housing problems in an appreciable way could reduce the cost of health services and social assistance by improving social and health conditions of the residents of the NWT.

### Critical Issues

#### 1. Environmental

The external critical issues in housing that have been identified through the environmental scan and must be addressed are:

- The federal government unilaterally decided to eliminate support for the existing portfolio as the funding agreements expired. Under the 1999 CMHC-NWT Housing Corporation Social Housing Agreement (SHA), Federal funding declines annually until it reaches zero in 2038. Similar agreements were established with all other jurisdictions across Canada. In order to maintain the existing public housing portfolio, the GNWT will have to successfully lobby the Federal Government for re-instatement of Operating and Maintenance (O&M) funding to make up the shortfall or dispose of the units
- Continued shortage of affordable, suitable and adequate housing;
- The increased economic activity throughout the NWT in the areas of mineral exploration, such as diamond mining and a resurgence of other mining activities, has created a very healthy economic outlook for the Territory. Coupled with this rapid growth and the accompanying

employment opportunities comes a shortage of private rental and homeownership options. This effect has been especially felt in Regional centers such as Yellowknife and Inuvik.

- Migration of residents from smaller to larger communities to access employment and education opportunities;
- Lack of employment and economic development opportunities in small communities has contributed to lower individual and household incomes making it difficult for people to help themselves meet their own housing needs;
- Growing number of private households with adequacy problems, which require repairs;
- High cost of utilities (water, electricity & heating fuel) consumes a significant share of the Corporation's resources;
- The 2004 NWT Community Survey clearly indicates that seniors and singles are among those most in need of housing assistance;
- Self-government and land claim issues are playing a central role in planning and capacity building initiatives. Several Aboriginal groups appear close to completing the negotiating process, which requires the Corporation to focus a greater amount of resources into working with these new governing structures while ensuring that we meet our commitments within current goals and objectives;
- Increased demand for oil and gas has established a territorial push for a massive pipeline project to bring the reserves to southern markets. The exploration activities, future drilling and extraction and potential pipeline project represent a large shift of labour resources as a result of the substantial employment opportunities that this will create. The Corporation will need to support housing markets to provide housing opportunities for any long-term jobs that are created.

## **2. Internal**

- The NWT Housing Corporation has begun to redefine its mandate to meet the 15<sup>th</sup> Assembly's goal of focusing more directly on making housing more affordable for residents and the delivery of housing more affordable for the GNWT.
- The NWT Housing Corporation, through its District Offices, is working to implement Universal Partnership Agreements (UPA) with the local community governments/organizations wanting to assume local delivery of Corporation programs and services.

- Mortgage Collections – The NWT Housing Corporation has implemented more rigorous procedures to further enhance its mortgage collection activities.

## **6. INVESTMENT STRATEGY**

Information on the investment activity of the Corporation is required in the Corporate Business Plan to comply with Subsection 91(2) of the *Financial Administration Act*.

The types of investments the Corporation is restricted to are those specified in Subsection 81(1) of the *Financial Administration Act*, which states:

“A public agency may invest money belonging to the public agency:

- a. In certificates of deposit, deposit receipts, notes or other evidences of indebtedness given by a bank in consideration of deposits made with the bank; and
- b. In securities where repayment principal and interest is unconditionally guaranteed by a bank;

Investments are determined through cash management procedures ensuring surplus funds are invested in those forms of security which pay the highest level of interest while maintaining an adequate level of cash on hand to meet daily operating procedures. Surplus funds for 2003/2004 were invested at an average term to maturity of 182 days, and at interest rates varying from to 1.25% to 5.20%

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## 7. PERFORMANCE MEASURES

The long-term goals for the Northwest Territories Housing Corporation support the goals outlined in the *Government of the Northwest Territories Strategic Plan*:

**In support of NWT goal #2:** Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities. This means....

- Babies who are born healthy and become healthy adults.
- Children getting the care and nurturing they need.
- Youth, parents and adults who see wellness as the preferred alternative, and who make healthy and productive lifestyle choices for themselves and their families.
- Elders and persons with disabilities who are well, supported by their families and community, and able to live with dignity.
- Housing that is adequate, affordable and accessible.

### NWT Housing Corporation goal #1:

Adequate, affordable and suitable housing for all northerners.

How will we do this?

- (a) Reallocating our resources to those communities with Core Need levels greater than 30% as identified in the 2004 Housing Needs Survey.
- (b) Improving our mortgage and rent collections.
- (c) Encouraging northerners to become more self-reliant in achieving their housing needs.

### NWT Housing Corporation goal #2:

Affordable housing for elders and persons with disabilities to allow them to lead an independent lifestyle.

How will we do this?

- (a) Allocating resources for seniors and persons with disabilities to those communities with greatest need as identified in the 2004 Housing Needs Survey.
- (b) Working directly with clients to develop housing in support of the special needs of seniors and persons with disabilities.

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**In support of NWT goal #3:** Well-governed, sustainable communities and regions able to fulfill their potential. This means...

- Community and regional goals are achieved by cooperation and shared responsibility among all NWT governments.
- All governments have clear, accountable and efficient governance structures.
- Communities and regions having the capacity they need to achieve their goals.

NWT Housing Corporation goal #3:

An improved delivery system of the NWT Housing Corporation's programs.

How will we do this?

- (a) Create community liaison positions in selected communities to coordinate the delivery of programs and to assist with the collections of mortgages; and
- (b) Restructure our housing programs to simplify them and make them more flexible.

NWT Housing Corporation goal #4:

Community-based public training and support promotes resident's personal responsibility for their own housing.

How will we do this?

- (a) Collaborate with Aurora College, CMHC and representatives from self-government organizations to develop training material to better prepare clients entering homeownership.

NWT Housing Corporation goal #5:

The supply of unsubsidized housing across the NWT and support to the housing sector is increased.

How will we do this?

- (a) Deliver and facilitate the development of non-subsidized affordable housing in communities;
- (b) Promoting loan guarantees to qualified developers;
- (c) Work with communities to ensure there are affordable land options for the development of housing; and
- (d) Developing a housing forecasting model for all communities

## Performance Measures

The following tables summarize performance measures as they relate to the Corporation's five long-term goals. All targets are set over the life of the plan. The targets will be measured every four years through the Corporation's Needs Survey or on an annual basis where annual measures are possible.

<b>Goal 1 — Adequate, affordable and suitable housing for all northerners.</b>		
<b>Supporting Business</b>	<b>Outcome</b>	<b>Measurables</b>
1. Reallocate resources to communities with highest need	<ul style="list-style-type: none"> <li>Improved housing conditions in communities with greatest need</li> </ul>	<ul style="list-style-type: none"> <li>Decrease percentage of core need in non-market communities from 27% to 25%</li> </ul>
2. Mortgage and Rent Collections	<ul style="list-style-type: none"> <li>Increase personal responsibility and accountability for housing decisions</li> </ul>	<ul style="list-style-type: none"> <li>Improve rental collection rate to 91%</li> <li>Improve mortgage collection rate by 5%</li> </ul>
3. Encourage northerners to become more self-reliant	<ul style="list-style-type: none"> <li>Residents are better able to obtain mainstream financing and private rental accommodation</li> </ul>	<ul style="list-style-type: none"> <li>Number of community training sessions completed – 9.</li> </ul>

<b>Goal 2 — Affordable housing for elders and persons with disabilities to allow them to lead an independent lifestyle.</b>		
<b>Supporting Business</b>	<b>Outcome</b>	<b>Measurables</b>
1. Reallocate resources to communities with highest need for seniors and persons with disabilities	<ul style="list-style-type: none"> <li>Improved housing conditions for seniors and persons with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>Decrease percentage of core need in households with seniors from 26% to 25%</li> <li>Decrease percentage of core need in households with persons with disabilities from 23% to 22%</li> </ul>
2. Address special needs of seniors and persons with disabilities	<ul style="list-style-type: none"> <li>Program options recognize special needs of seniors and persons with disabilities</li> </ul>	<ul style="list-style-type: none"> <li>Redesign of programs targeted toward seniors and persons with disabilities</li> </ul>

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**Goal 3 — An improved delivery system of the NWT Housing Corporation's programs.**

<b>Supporting Business</b>	<b>Outcome</b>	<b>Measurables</b>
1. Create community liaison positions	<ul style="list-style-type: none"> <li>• Communities are more responsible for housing choices</li> </ul>	<ul style="list-style-type: none"> <li>• Promotion of community liaison positions in six communities</li> </ul>
2. Restructure housing programs	<ul style="list-style-type: none"> <li>• Programs are more accessible and flexible</li> <li>• Program administration is more efficient</li> </ul>	<ul style="list-style-type: none"> <li>• Redesign of housing programs to 5 or fewer programs</li> </ul>

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**Goal 4 — Community-based public training and support promotes resident's personal responsibility for their own housing.**

<b>Supporting Business</b>	<b>Outcome</b>	<b>Measurables</b>
1. Collaborate with Aurora College, CMHC, Private Companies and Self-Governments to develop training materials	<ul style="list-style-type: none"> <li>• Residents are more financially sophisticated, self-reliant, and responsible for housing decisions</li> </ul>	<ul style="list-style-type: none"> <li>• Development of training materials in consultation with stakeholders</li> </ul>

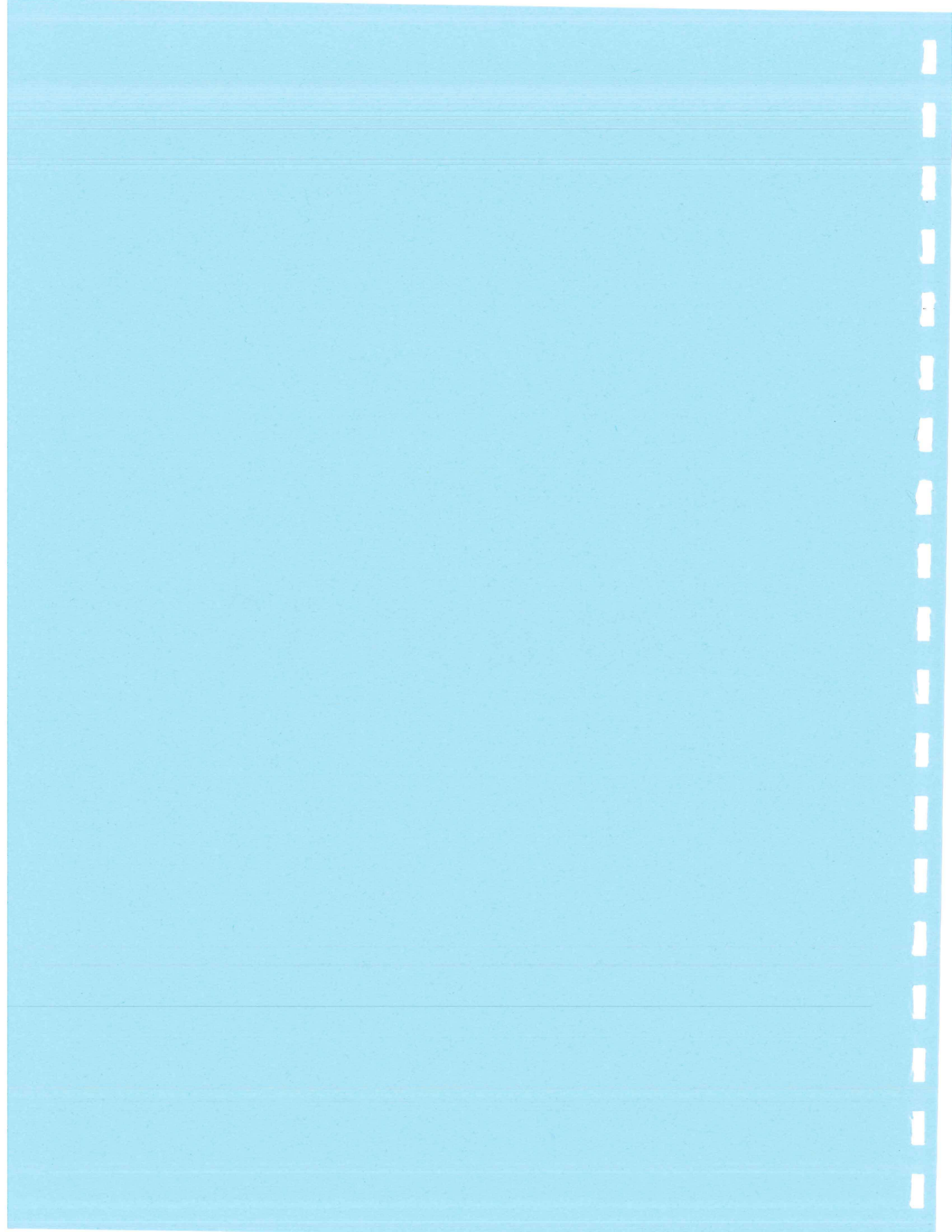
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**Goal 5 — The supply of unsubsidized housing across the NWT and support to the housing section is increased.**

<b>Supporting Business</b>	<b>Outcome</b>	<b>Measurables</b>
1. Deliver and facilitate the development of non-subsidized affordable housing	<ul style="list-style-type: none"> <li>• More non-subsidized housing available in non-market communities</li> </ul>	<ul style="list-style-type: none"> <li>• Increase of 60 non-subsidized units in selected communities</li> </ul>
2. Promote loan guarantees to qualified developers	<ul style="list-style-type: none"> <li>• Increased support for private sector</li> </ul>	<ul style="list-style-type: none"> <li>• New loan guarantees of \$5,000,000</li> </ul>
3. Work with communities to ensure affordable land options	<ul style="list-style-type: none"> <li>• Increased access to available land</li> </ul>	<ul style="list-style-type: none"> <li>• Identification of available lots by community</li> </ul>
4. Develop housing forecasting model	<ul style="list-style-type: none"> <li>• Increased responsiveness to community needs</li> </ul>	<ul style="list-style-type: none"> <li>• Development of housing forecasting model</li> </ul>



# Section 11



# **EDUCATION, CULTURE AND EMPLOYMENT**

## **2005-2008 BUSINESS PLANS**

## **1. VISION**

The Department of Education, Culture and Employment's (ECE) vision of learning was first described in "People: Our Focus for the Future - A Strategy to 2010."

1. A community where every child grows up knowing who they are, and where everyone in the community has a strong sense of belonging based on learning which is founded on their culture, language and heritage.
2. A community where people respect learning as a means to provide shelter, to feed and clothe themselves, to maintain their health, to live with a sense of dignity, and to respect and live in harmony with the land and with members of their community.
3. A community where people value learning whether it is on the land, in the classroom, in the community, from elders and family members or in the workplace and where they have opportunities at every stage of their lives to learn how to survive and mature and contribute to an ever advancing civilization.
4. A community where people accept personal responsibility for their learning and their children's learning, where they work together to develop their own vision for learning in the community and continually nurture it, and where they develop and deliver those programs and services to ensure this vision is translated into action.
5. A community that has a strong identity within the larger world, and that has the ability to take advantage of all aspects of technology to communicate and share learning with communities throughout the world.
6. A community that gives its youth the skills they need to compete for jobs in their community and in the world; and that knows, however big or small, it is part of the global village and is committed to life-long learning.

## **2. MISSION**

The mission of ECE is:

*Investing in and developing the potential of the people of the Northwest Territories, so they can live meaningful lives and contribute to a strong, prosperous society.*

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### **3. LINKS TO THE GNWT STRATEGIC PLAN**

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ECE contributes to the GNWT strategic goals published in *Self-reliant People, Communities and the Northwest Territories: A Shared Responsibility* across all areas of its mandate. Specifically, ECE goals respond to those in the GNWT Strategic Plan as follows:

*GNWT Goal: A strong northern voice and identity*

The ECE goal of “communities reflecting the culture, language and heritage of Northern people” is linked directly to this goal. Through actions such as culture-based education in the school system, language programs and supports for the arts, ECE activities emphasize and celebrate the critical nature of personal and community identity.

*GNWT Goal: Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities*

Most ECE goals support this GNWT strategic goal. First, the ECE goal of “an integrated system supporting better beginnings for children” incorporates actions to support effective parenting, early childhood development opportunities and literacy.

Second, the departmental goal of “healthy schools fostering student development and success” incorporates actions to support student success in literacy and numeracy as well as to promote positive lifestyle choices. Activities also prepare high school students for post-secondary experiences, community life and participation in the labour force.

The ECE goals of “life-long learning opportunities available to residents of every NWT community” and “a comprehensive system of career, employment and labour programs and services maximizing Northerners’ participation in their communities and the Northern economy” both ensure that learning and preparation for the labour force are a continuous process so that residents can continue to build their knowledge and skills throughout their lives.

Finally, the new ECE goal of “an integrated Income Security system supporting self-reliance and responsible personal choices” incorporates necessary program restructuring and amalgamation to ensure that programming in the income security field is effective and consistent while supporting the critical goal of individual and family self-reliance.

*GNWT Goal: Well-governed, sustainable communities and regions able to fulfill their potential*

Through its program delivery structure that includes Divisional Education Councils (DECs), District Education Authorities (DEAs), Aurora College and regional offices, the Department is able to strengthen community capacity to make decisions and direct the education system. This structure includes the delegation of well-developed authorities and responsibilities as well as mechanisms for regular reporting of results to the public.

*GNWT Goal: A diversified economy that provides Northerners with opportunities and choices*

Two ECE goals support this GNWT goal. First, the revised departmental goal of “a comprehensive system of career, employment and labour programs and services maximizing Northerners’ participation in their communities and the Northern economy” incorporates the strengthened focus on employment and labour to support both employers and employees. Second, the ECE goal of “life-long learning opportunities available to residents of every NWT community” includes the provision of Adult Literacy and Basic Education (ALBE) as well as post-secondary education and training programs to prepare Northerners for the opportunities offered by a growing NWT economy.

*GNWT Goal: Care and protection of the natural environment*

Through the NWT school system and post-secondary education programs, Northerners learn about environmental protection and sustainable development. These efforts help to foster respect for the natural environment.

## 4. CORE BUSINESS/SPECIAL INITIATIVES

The Minister and ECE are mandated to provide a range of policies, programs and services to NWT residents that encourage and support them to be self-reliant, and make productive decisions for themselves and their communities. Through its mandate, ECE provides residents of the NWT access to quality programs, services and supports for educational achievement; supports them to make informed, productive choices about post-secondary education, training, careers, employment, and child development; supports the maintenance, enhancement and promotion of languages, culture and heritage for Northerners and their families; and helps people meet their basic financial needs.

Education authorities and councils, Aurora College, regional Career Centres and non-governmental organizations deliver most ECE core programs and services.

The Department works closely with other social program departments of the GNWT to collaborate in service delivery. This includes joint planning, coordinated service delivery and collective attention to key priorities.

The core business activities of ECE are outlined below:

### 1. Culture, Heritage and Language

Includes programs that promote, support and enhance the languages, culture and heritage of the NWT, including the operation of the Prince of Wales Northern Heritage Centre and the NWT Archives.

#### Special Initiatives/Projects

- i) **Official Languages** – ECE has the lead responsibility for supporting the maintenance, enhancement and promotion of the 11 official languages of the NWT. It is anticipated that a new Canada – NWT Cooperation Agreement for French and Aboriginal Languages will be in place by 2005 as well as an Official Languages in Education agreement. This work is highlighted through departmental leadership of government activities associated with the recommendations made by the Special Committee on Official Languages (14<sup>th</sup> Legislative Assembly). Activities include providing support services to two language advisory boards established in 2004 and coordinating production of a GNWT annual report on official language activities.
- ii) **Historic Places Initiative** – A national program to assist with the recognition and preservation of historic sites. ECE has developed the program for the NWT, and is facilitating community participation. In the current context of fiscal restraint, it is significant that the Department of Canadian Heritage funding is made available to communities and heritage organizations to undertake local inventories and assessment of heritage properties, thereby engaging them in the process of heritage site preservation.

## 2. Early Childhood

Includes programs that promote and support healthy childhood development, early education and parent resource programs and services.

### Special Initiatives/Projects

- i) **Early Childhood Development Framework for Action** – Two key elements of the Early Childhood Development Framework for Action are continuing beyond 2004. ECE is continuing to support child and family literacy projects and Language Nests to enhance language capabilities of children and to prepare children for educational opportunities.

## 3. School Services

Supports programs that fulfill a wide range of student needs, including curriculum development from Kindergarten through Grade 12, and instructional and support services. School Services support and monitor services for public education teachers and administrators to help these professionals deliver K-12 education.

### Special Initiatives/Projects

- i) **Improving Results in School** – A comprehensive planning framework that seeks to improve Northern education levels at a time when a changing and growing economy demands an ever increasing level of skills from its workforce. Priority areas include systems to ensure improved accountability by way of regular monitoring of progress; building instructional and assessment skills for teachers; provision of additional high school course programs and pathways; review of provision of student support; enhancing teacher growth and development plans; curricula and resources that promote and sustain culture-based education; and opportunities for Northern parents and communities to contribute to the learning process as partners.
- ii) **Student Success Initiatives** – ECE is continuing its work with education authorities and the Northwest Territories Teachers' Association to support special initiatives focused on improving student success in the school system. Particular focus is on targeted literacy and numeracy improvements for students.

ECE also participates as an active partner in joint initiatives with other departments, including the Executive, Health and Social Services (HSS), NWT Housing Corporation (NWT HC) and Municipal and Community Affairs (MACA) in areas such as:

- NWT Active Living Strategy/Healthy Choices – a new school curriculum based on active living principles has been adopted;
- GNWT Response to the NWT Family Violence Action Plan 2003-2008 – schools participate by providing counselling to students who require support and the health curriculum promotes healthy relationships.

## 4. Library Services

Provides public and virtual library services so that residents can access information and knowledge to support their personal and family growth and development.

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## **5. Career and Employment Development**

Provides counselling and employment programs and services as well as information resources to assist people to identify and pursue personal career goals.

### **Special Initiatives/Projects**

- i) **Strengthening Adult Development** – A framework that helps to ensure cooperation and coordination among the different departments and agencies currently offering adult development programs and services. The framework, initiated in 2004, identifies a range of activities required for a comprehensive approach to adult development. Continued expansion to involve the private sector and Aboriginal governments in discussion of the framework is expected.
- ii) **GNWT Labour and Employment Program Amalgamation** – Involves the creation of a single point of accountability for employment and labour by transferring the labour functions from the Department of Justice to ECE. On April 1, 2005, labour functions will be amalgamated with the employment functions already offered by ECE.

## **6. College Services**

Provides post-secondary education services through support for the administration and continuing development of Aurora College, as well as literacy programs and services to support people with individual development goals.

## **7. Income Security Programs**

Assists people to meet their basic financial needs through various income assistance programs and assists with post-secondary educational expenses through student financial assistance programs.

### **Special Initiatives/Projects**

- i) **GNWT Income Security Program Amalgamation** – In order to protect, simplify and improve the delivery of the GNWT's Income Security support programs, an Income Security Policy Framework has been drafted. This document outlines the principles, values and goals for all GNWT Income Security programs as well as actions being taken to consolidate the delivery of Income Security programs into the Department.

A significant portion of this activity involves the transfer of funding associated with rent subsidies from the NWT Housing Corporation to the Department of Education, Culture and Employment on April 1, 2005.

## **8. Directorate and Administration**

Manages ECE programs under the guidance of the Deputy Minister. Their mandate includes: strategic planning and budgeting, legislation, policy and standards, department administration, and systems support.

**Special Initiatives/Projects**

- i) **Strategic Plan** – The Department is undertaking the development and implementation of a new strategic plan that addresses the significant developments that have taken place in the NWT over the past 10 years, integrates established government directions and priorities with the departmental mandates, and outlines key strategic areas of focus for the next 10 years.

## 5. ENVIRONMENTAL SCAN

The NWT is dynamic and experiencing numerous economic, political and social changes. Aboriginal land claims and self-government initiatives, economic development and other factors are reshaping our Northern society. These changes are offering Northerners many new opportunities, but also present significant challenges for the Department.

In preparing its business plan, ECE examined the trends and issues affecting Northerners. This scan is organized around six critical issues that are expected to affect the Department in the period 2005-08 and beyond:

- **Changing governance in the NWT**
- **Changing demographics**
- **Ongoing resource development**
- **Availability of human resources to fulfill program requirements**
- **Social growth development**
- **Fiscal constraints**

### 1. CHANGING GOVERNANCE IN THE NWT

Aboriginal self-government agreements, potential devolution of land and water resources from the Government of Canada to the NWT, as well as the pressures associated with economic development will require the GNWT to evolve and adapt over the next few years.

Increasingly, governance responsibilities for a given geographic area are not attributed to a single level of government, but rather to several different institutions, including regional, federal, provincial/territorial, municipal and Aboriginal governments. The resulting complexity of governance necessitates equitable representation of involved parties, effective communication of priorities and efficient coordination of activities. The 15<sup>th</sup> Legislative Assembly has identified that the GNWT's focus on critical functions related to education, employment and labour be strengthened to meet these developments. The Department must examine its current structures and activities to address these changes and to prepare Northerners to participate in shaping the future.

### 2. CHANGING DEMOGRAPHICS

#### ***Early Childhood***

Early childhood is a critical time for building the foundation for healthy development and learning. Investment in childhood development from conception to age six has been shown to improve long-term outcomes and reduce the likelihood of problems developing later in life. Early childhood programs provide opportunities that promote child development. Children's early experiences build a foundation for later success in school, extending to successful completion of high school.

In light of this and as more NWT parents enter the workforce during prosperous times, it is expected that the demand for quality childcare will grow. This in turn is likely to add to the significant gaps that already exist in the types of early childhood programs available in the NWT and their accessibility in all communities.

### ***Schools***

Another expected result of continued economic growth in the NWT is that the population will grow during the business planning period primarily as a result of inter-provincial migration. However it is significant that not all segments of the territorial population are expected to grow at the same level. Indeed, a declining birth rate means that the population of children under 5 years of age is expected to fall at varying rates well into 2007. As a result, the trend of declining Kindergarten enrolment that began in 1999 is expected to continue during the business planning period. The overall student population is expected to grow modestly as an increasing number of students stay in school to complete their senior secondary education. Over time, the changing school-aged population will have an impact on the entire range of school programs and services.

## **3. ONGOING RESOURCE DEVELOPMENT**

According to the Bureau of Statistics, the economic boom in the NWT continued in 2003 as the overall economic growth was 10.6 per cent compared with 1.7 per cent for the rest of Canada. In 2003, the leading contributor to the growth in the economy was the mining, oil and gas industry, which increased by 75.7 per cent due to the start of operations at the Diavik diamond mine. In the period 2005-08, it is expected that Gross Domestic Product (GDP) growth will continue, especially in the year 2005-06, as diamond mine construction at Snap Lake and operation activities continue.

Significant capital investment is also anticipated during the business planning period in light of likely pipeline development, natural gas exploration and development and the initial construction phase of a Mackenzie Valley pipeline. The construction of the pipeline, which could begin as early as 2007, will create significant economic benefits. It could represent the greatest short-term economic boom in the history of the NWT.

### ***Culture, Heritage and Languages***

Planning studies estimate that pipeline development in the Mackenzie Valley alone will generate an additional 2000 land use review and environmental impact assessments during the planning and constructions stages. This increase in activity will have significant impacts on the Culture, Heritage and Languages Division throughout the entire spectrum of its responsibilities for archaeological sites and heritage resources. This includes providing information about archaeological sites in a specified format to a variety of clients in the public and private sectors; reviewing land use applications and environmental impact assessments; making recommendations for archaeological site protection and mitigation; issuing archaeological investigations; and caring for archaeological collections and associated documentation.

We can also expect to see increased pressure on the state of the Aboriginal languages as the NWT continues to move from a land-based economy to one that is increasingly wage-based.

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**Research Permits**

Aurora College administers the *Scientists Act* through the Aurora Research Institute. Scientific research permits are required for most research activity in the NWT and are prerequisites in the licensing of most developments prior to environmental impact assessment. The volume of applications to the Aurora Research Institute for research licenses has nearly doubled over the past couple of years. Given the recent submission of the Preliminary Information Package (PIP) by the Mackenzie Gas Project, and other related resource development initiatives, the trend of increasing numbers of research licenses will continue. It is expected that an estimated 400-500 applications for licenses, permits and authorizations will be filed as a part of the Mackenzie Gas Project.

**Employment and Labour**

Within the GNWT, several bodies have shared responsibility for labour and employment issues. This has made it difficult to maintain the strategic focus necessary to promote the best interest of Northerners. Moreover, the GNWT is not involved in the field of collective bargaining and collective agreements in the private sector. As a result these activities are governed by federal legislation.

What is required is a simultaneous focus on people investments to consolidate various income-related subsidies as a way to promote self-reliance; skills investments to maximize labour force participation to ensure the inclusion of groups currently under-represented in the labour force to allow them to train for, find and keep employment; and workplace investments to ensure that new and inexperienced workers entering the workforce in the context of a booming economy are provided with both appropriate and sufficient training and a workplace that is healthy, fair, safe and stable.

**4. AVAILABILITY OF HUMAN RESOURCES**

The GNWT faces human capital challenges both as the largest territorial employer and as the body accountable for shaping labour policy designed to establish the NWT as a desirable place of employment and which promotes economic growth.

**Employment and Labour**

The two producing diamond mines and the development of a third have created critical skill shortages. Simultaneously, increased exploration for oil and gas reserves and the proposal to build a pipeline along the Mackenzie Valley corridor has served not only to heighten skills shortages but also to create a situation where not even unskilled labour demand can be met by the NWT labour force. Service industry and businesses related to the resource sectors exert additional demand on labour supply. The NWT Bureau of Statistics estimates there will be approximately 2,500 new jobs created during the business planning period. Significantly, it is further estimated that non-resident employment will increase at a peak rate of 27.4 per cent in 2006-07 while the highest rate of growth for resident employment is 2.1 per cent, forecast for 2005-06. Nonetheless, the impact remains significant for the NWT and is expected to continue well beyond the businessplanning period with another substantial increase in jobs expected in 2008-09.

Education continues to be a key determinant in people's employment levels. The 2004 Socio-Economic Scan shows that the odds of employment increase as education levels increase. For 2003, 26.3 percent of persons with less than Grade 9 were employed

compared to 93 per cent of those with a university degree. In this context, it is essential to continue to strengthen the commitment to adult education and training. This includes personal career action planning and career intervention to ensure that people choose appropriate career paths and prepare efficiently to meet their goals, without the need for costly reinvestment. With both literacy and skills deficits, the NWT faces the major challenge of delivering human resource development programs at a time of constricting fiscal capacity. At the same time, the NWT continues to face significant shortfalls in terms of adult literacy rates, marketable skills development and educational levels, particularly for the Aboriginal population. It is therefore critical to ensure that quality adult development programs are delivered and resources used in an efficient manner. This requires a coordinated approach.

### ***Teacher Recruitment and Training***

Meeting the range of student needs presents a challenge to teachers in the North. In addition, the majority of teachers and administrators currently working in the NWT originate from outside the jurisdiction. Although trained and experienced in education, they may have little or no exposure to Northern cultures or education. The personal and professional challenges involved in Northern teaching resulted in turnover rates of 18 percent in 2003. In this context there is a need for on-going recruitment and orientation of teaching staff. This taxes the resources of education authorities and councils as well as of the Department and makes it difficult to provide students with consistent and continuous education experiences.

Northern teachers provide the necessary cultural context that serves as a basis for learning. However, staff that speak and are qualified to teach Aboriginal language and cultural programming remain scarce. As a result, a number of schools struggle with the capacity to fully implement effective programming in a sustainable manner.

## **5. SOCIAL GROWTH DEVELOPMENT**

*Doing Our Part: The GNWT's Response to the Social Agenda* provided a framework through which all present and future GNWT services are to be delivered. Key elements for ECE are the focus on accountability and inter-departmental coordination that present ongoing challenges to the education system and the delivery of statutory programs to ensure the provision of supports to meet the basic needs of eligible individuals.

### ***Schools Programming***

Schools are affected by issues related to the availability of human resources in their dual capacity as employers of teachers and other support staff, and as the first port of call in preparation for the workforce and other productive choices.

Career planning begins in school but expanded programming options are required to promote success and a career development focus by and for students. The two current "pathways" at the senior secondary level are for university/college entry and for apprenticeship and trades.

Grade extensions in NWT communities and improved program supports have contributed to an increased number of students entering and remaining in high school to achieve higher levels of education. As a result, schools are pressed to provide more and varied options. Often community high schools offer the core program but face

challenges in offering a range of academic, technology, arts or music courses. At the same time, increased education levels for involvement in certified trades place a greater emphasis on the need for appropriate student preparation. Also, the education system needs to recognize and support those students who are successful in other ways but do not meet the diploma graduation requirements.

NWT high school graduation rates have improved in recent years but remain below the Canadian average. According to the 2004 Socio-Economic Scan, the NWT high school graduation for 2002-03 school year was 44.1 per cent. This compares with a Canadian value of 75.9 per cent in 2000-01. Also, high school graduation rates continue to be different for the Aboriginal and non-Aboriginal populations with a graduation rate of 64.1 per cent for non-Aboriginals and 30.5 per cent for Aboriginal persons.

The NWT thus continues to face major challenges in improving student achievement. Too many students drop out early, and there is a growing concern that many graduates need to be better prepared for the labour market or post-secondary education. It is necessary to improve Northern education levels at this time when a booming and changing economy is demanding an ever-increasing level of skills from its workforce. Strong career planning is an important element of student success that requires enhancement in order to avoid later, remedial government investment.

However, many students aged 15-18 are not completing the "academic" courses as they enter high school so therefore are not moving past the grade 10 level. This creates frustration among students and challenges to schools to provide appropriate instruction at the Grade 10 level. Additional assessment at the K-9 level should provide information about when and where students start experiencing difficulties and when and where to intervene so that students have better results as they move into the senior secondary programs.

Effective accountability, planning and communication is required. It is necessary to shift the focus away from recording raw data (for example, on pass or fail rates) towards analyzing and interpreting results as a means to inform educational planning and decision-making. This involves a need to standardize accountability requirements and processes to ensure that the Department and education bodies have an effective and efficient method of reporting results. In addition, standardized student testing across the NWT must be implemented as a way to measure and monitor the progress of students through the NWT education system

### ***Income Security***

The NWT income security system is rated as one of the best in Canada. It provides nearly \$100 million in assistance to NWT residents via 17 income security programs and services that are administered through seven government departments using four delivery systems. ECE along with HSS and the NWTHC are currently the departments responsible for meeting the basic needs of Northerners for shelter, income and social security. However, the policies underlying many GNWT programs have inconsistencies with regard to: definition, eligibility criteria, income thresholds, as well as reporting and accountability requirements. Clients are often left perplexed about program rules, requirements and intent.

This ties in with longstanding concerns that the NWT's income security programs as a whole are too complicated. Also, the separate eligibility processes for the range of

programs and services that are offered result in considerable duplication of administrative activities because caseworkers in different offices collect and document much of the same personal information about applicants. The resulting complexity can result in administrative errors, which adds to the overall cost of program delivery.

Thanks to the growth of the NWT economy that is expected to continue into the next decade, the demand on the income security system has been at an all-time low. Spending on income assistance has decreased during the past several years due both to the improvement in economic conditions and the redesign of the Income Assistance Program allowing people to benefit from a broader range of productive choices. Participation in such productive choices is a requirement for the vast majority of income assistance clients as it fosters meaningful contribution to the community and preparation for entering the job market. However, despite the reduced spending on income assistance, overall cost growth continues at rates that are not sustainable and many programs do not support self-reliance and independence, which are key components of the GNWT Strategic Plan.

In this context, joint application processes and harmonized policies and procedures are required to address the risks currently facing the income security system at ECE and government-wide. This will also ensure that programs are fair, equitable, needs-based, fiscally responsible, consistent, and complementary as the intent remains that income security programs support those who need it most in ways that encourage self-reliance. Such an approach is best achieved by charging a specific government entity with the mandate of representing Government, communicating its interests, issues and priorities and ensuring the coordination of these programs and services.

## **6. FISCAL CONSTRAINTS**

The present financial situation of the GNWT means that there is limited flexibility to expand existing programs and services or develop new activities. This reality, which underpins many of the issues highlighted above, means that the Department must continue to focus on preventative approaches to avoid costly remedial measures in the area of education and training; promote coordination and partnerships both between government departments and with other partners, most notably parents, non-governmental organizations and emerging Aboriginal governments. As resources become increasingly limited, collaboration and partnerships need to be explored, defined and implemented. This will help to ensure that education, training and employment opportunities are maximized for Northerners and that our unique heritage and languages are preserved.



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programs and services that are offered result in considerable duplication of administrative activities because caseworkers in different offices collect and document much of the same personal information about applicants. The resulting complexity can result in administrative errors, which adds to the overall cost of program delivery.

Thanks to the growth of the NWT economy that is expected to continue into the next decade, the demand on the income security system has been at an all-time low. Spending on income assistance has decreased during the past several years due both to the improvement in economic conditions and the redesign of the Income Assistance Program allowing people to benefit from a broader range of productive choices. Participation in such productive choices is a requirement for the vast majority of income assistance clients as it fosters meaningful contribution to the community and preparation for entering the job market. However, despite the reduced spending on income assistance, overall cost growth continues at rates that are not sustainable and many programs do not support self-reliance and independence, which are key components of the GNWT Strategic Plan.

In this context, joint application processes and harmonized policies and procedures are required to address the risks currently facing the income security system at ECE and government-wide. This will also ensure that programs are fair, equitable, needs-based, fiscally responsible, consistent, and complementary as the intent remains that income security programs support those who need it most in ways that encourage self-reliance. Such an approach is best achieved by charging a specific government entity with the mandate of representing Government, communicating its interests, issues and priorities and ensuring the coordination of these programs and services.

## **6. FISCAL CONSTRAINTS**

The present financial situation of the GNWT means that there is limited flexibility to expand existing programs and services or develop new activities. This reality, which underpins many of the issues highlighted above, means that the Department must continue to focus on preventative approaches to avoid costly remedial measures in the area of education and training; promote coordination and partnerships both between government departments and with other partners, most notably parents, non-governmental organizations and emerging Aboriginal governments. As resources become increasingly limited, collaboration and partnerships need to be explored, defined and implemented. This will help to ensure that education, training and employment opportunities are maximized for Northerners and that our unique heritage and languages are preserved.

## 6. PERFORMANCE MEASURES

<b>ECE Goal:</b>		
1. Communities reflecting the culture, language and heritage of Northern people.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Culture, Heritage & Languages	Community-based programs are implemented that preserve, revitalize and enhance Aboriginal languages.	Maintain the participation of Aboriginal Language community in the implementation of long-range language plans.
Culture, Heritage & Languages	Historical sites are recognized and preserved.	In 2005-06, eight organizations are implementing community-based historical sites documentation projects.
Culture, Heritage & Languages	The public has access to information on the cultural, heritage and history of the NWT in a range of formats.	Number of visitors to the PWNHC.  Number of new exhibits produced annually at the PWNHC covering the four areas: temporary, permanent, travelling and web-based exhibits.
Culture, Heritage & Languages	Artists and arts organizations have opportunities to develop and showcase NWT talent.	Number of projects funded by the NWT Arts Council and through the Support to Northern Performers Program – respectively 59 and nine in 2003-04.
Culture, Heritage & Languages	Certified Aboriginal language interpreters/translators are available.	Establish testing materials and competency standards for one official Aboriginal language every two years; implement a certification process.
School Services Culture, Heritage & Languages	Northern culture, language and heritage are reflected in school programs.	Number of curricula with <i>Dene Kede</i> and <i>Inuuqatigiit</i> outcomes integrated – two in 2003-04.

<b><u>ECE Goal: Cont'd...</u></b>		
1. Communities reflecting the culture, language and heritage of Northern people.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Early Childhood  School Services  Culture, Heritage & Languages	Learning experiences are available in Aboriginal languages.	Number of Language Nests funded by ECE annually.  Number of Aboriginal language teachers, including language specialists meets or exceeds current levels – increase from baseline being established in 2004-05.  Number of schools offering Aboriginal language classes and meeting the minimum time allocations – increase from baseline to be established in 2005-06.
Early Childhood  School Services  Culture, Heritage & Languages	French language communities are supported in revitalizing, utilizing, enhancing and promoting the French language.	Number of francisation programs that are funded annually meets or exceeds current levels – seven in 2003-04.

<b><u>ECE Goal:</u></b>		
2. An integrated system supporting better beginnings for children.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Early Childhood	Children and their families have access to licensed childcare facilities across the NWT.	Number of licensed childcare spaces available meets or exceeds current levels.  Number of communities with licensed childcare spaces meets or exceeds current levels.
Early Childhood	Licensed childcare programs in the NWT are improving in quality.	Licensed childcare programs are in compliance with the revised Child Day Care regulations by 2006-07.

<b>ECE Goal:</b>		
3. Healthy schools fostering student development and success.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
School Services	Students successfully complete secondary school.	<p>A 2% increase in the three-year average graduation rate from the period 2002-03-04 to the period 2005-06-07. In 2005-06, determine the baseline three-year figure.</p> <p>Gradually establish baseline data for functional grade levels in language arts and mathematics for all students as follows:</p> <ul style="list-style-type: none"> <li>• in 2005-06 for grades 1-6,</li> <li>• in 2006-07 for grades 7-9,</li> <li>• in 2007-08 set goals for improvement in functional grade level for subsequent years.</li> </ul> <p>By 2005-06, the Alberta Achievement Test is implemented in language arts and mathematics for all NWT students in Grades 3,6 and 9 to establish a baseline and set targets for improvement in subsequent years.</p>
School Services	Students in the NWT can access the support they need to be successful in school.	Number of education districts using the process and templates for the Individual Education Program (IEP) and the Modified Education Program (MEP) – increase annually from baseline to be established in 2005-06.
School Services	Students in the NWT are equipped to develop healthy relationships and a healthy lifestyle.	Updated Skills for Healthy Relationships and general Health Curriculums are published by 2007-08.
School Services	A sustainable Induction Program for new and beginning teachers is in place to ensure that NWT teachers choose to remain in the teaching profession and in the NWT.	In 2005-06, the Teacher Induction and Mentorship Program is evaluated and goals are set for the future.

<b><u>ECE Goal: Cont'd...</u></b>		
3. Healthy schools fostering student development and success.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
School Services	Certified professionals in education leadership positions.	Increase the number of principals in NWT schools who have completed their certification requirements from 55.1% in 2003-04 to 70% by 2005-06.

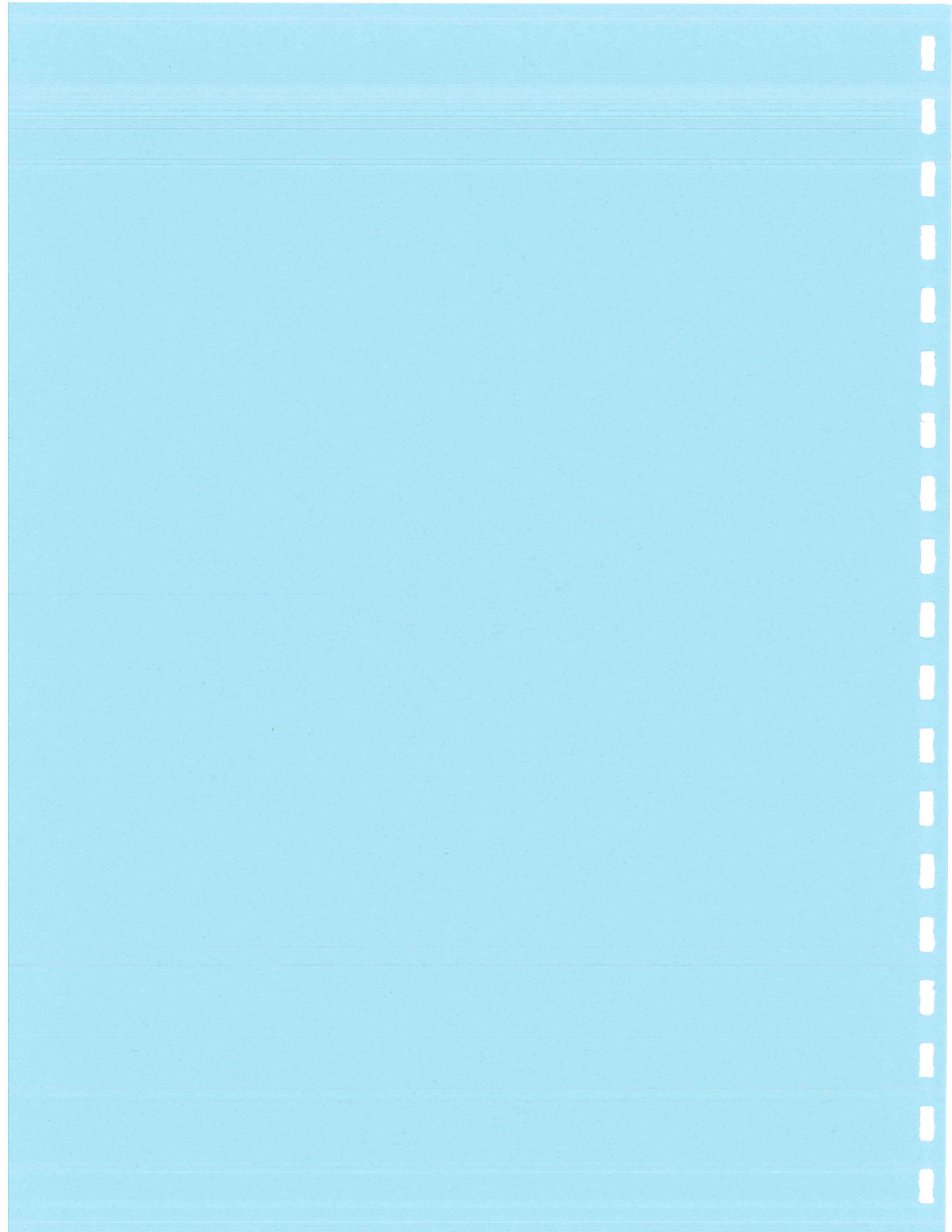
<b><u>ECE Goal:</u></b>		
4. An integrated Income Security system supporting self-reliance and responsible personal choices		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Income Support	Employable NWT youths are able to make the transition from school to the workforce.	2% decrease annually in the number of single NWT residents between the ages of 19 to 29 who are on income support.
Income Support	Income support clients are working towards financial independence.	3% increase annually in the number of employable income support clients participating in productive choices.  3% increase annually in employment earnings by income support clients.
Student Financial Assistance (SFA)	NWT students have access to post-secondary education.	A 2% increase in the three-year average of the number of students accessing SFA from the period 2002-03-04 to the period 2005-06-07.
Housing Support	Northerners can increasingly access support programs through one-stop shops.	Financial supports for those living in public housing have been successfully transferred from the NWT Housing Corporation to ECE by 2005-06.

<b>ECE Goal:</b>		
5. Life-long learning opportunities available to residents of every NWT community.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Literacy	Higher literacy rate among the Aboriginal population.	The baseline data from the 2005 International Adult Literacy and Skills Survey (IALSS), as well as from the NWT and other special samples from Canadian jurisdictions are used to guide and enhance NWT literacy programs.
Adult Literacy and Basic Education (ALBE)	Programs are in place to meet the needs of adults across their lifespan.	Community-based literacy programs are delivered in all communities annually.  By the end of 2005-06, a tracking system is in place to measure student progress through the ALBE curriculum levels, and student outcomes are reported as baseline data.
Post-secondary education system	Quality post-secondary education is provided through Aurora College.	The percentage of Aurora College students completing program requirements annually is comparable to the Canadian average.  The Aurora College Corporate Plan 2006-2010 is completed by 2006.  A development plan for Aurora College Yellowknife Campus is in place by the end of 2005-06.  A student housing development plan for the three college campuses is in place by the end of 2005-06.
Library Services	The public has access to the majority of NWT library holdings.	A minimum of five libraries annually gain access to the combined database of the new NWT Library Network.

<b><u>ECE Goal:</u></b>		
6. A comprehensive system of career, employment and labour programs and services maximizing Northerners' participation in their communities and the Northern economy.		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measurables</b>
Career and Employment Development	The participation of Northerners in resource development sector training activities is maximized.	Training programs are delivered annually that meet regional and territorial labour market demand.
Apprenticeship and Occupational Certification	Certified Northerners with the skills and abilities necessary to participate in the NWT labour market.	All apprentices eligible to attend technical school on a yearly basis are provided with access to training.
Career and Employment Development	Maximum participation of Northerners in the labour force.	EI eligible participants annually returning to employment or self-employment after having been referred to GNWT programs and services – 235 in 2003-04.
Career and Employment Development	Healthy self-reliant citizens with the career management skills required to make successful transitions.	Career counselling interventions annually – 985 in 2003-04.
Labour Services	Consolidated labour and employment services are offered to Northerners.	Labour services have been successfully transferred from the Department of Justice to ECE by April 1, 2005.  A plan outlining the long-term development of labour responsibilities is available by March 2006.



# Section 12



# DEPARTMENT OF TRANSPORTATION

## 2005-2008 BUSINESS PLAN

## **1. VISION**

The Department of Transportation envisions an integrated transportation system in the Northwest Territories that meets the needs and aspirations of Northern residents by providing:

- safe, secure, affordable, reliable and accessible personal mobility;
- a higher standard of living for the territory and its communities through the more efficient and lower cost movement of freight; and
- sustained economic growth and prosperity through better development access to the territory's renewable and non-renewable natural resources.

### **We Are Committed To The Following Values:**

#### **Service To The Public**

We always remember that it is the public we serve, and we strive to meet their needs and expectations.

#### **Integrity In Everything We Do**

Our reputation and credibility depend on our absolute integrity.

#### **Commitment To Our Work**

We take pride in the knowledge that what we do is important and we work hard to make sure that we do it right.

#### **Care For The Natural Environment**

We work in a way to conserve the beauty and health of the natural environment for the enjoyment of current and future generations.

#### **Respect For Our People**

We respect everyone we work with because we value and appreciate the contribution they make to achieve our Mission.

#### **Dedication To Excellence**

We are always looking for new and better ways of doing our work because everything we do is worth doing well.

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## **2. MISSION**

The Department of Transportation's Mission is to provide for the safe, secure, accessible and reliable movement of people and goods to serve the social and economic needs and aspirations of the people of the Northwest Territories.

## **3. LINKS TO THE GNWT STRATEGIC PLAN**

The Government of the Northwest Territories laid out its Strategic Plan for the 15<sup>th</sup> Legislative Assembly in a publication entitled, "*Self-reliant People, Communities and Northwest Territories – A Shared Responsibility*". The mission of the Department of Transportation contributes directly to the achievement of the Strategic Plan's stated Goals and Actions:

*Goal 1: A strong northern voice and identity.*

Action: Expand partnerships and optimize federal contributions to economic and social development.

*Goal 2: Healthy, educated people living in safe communities, who are able to contribute and take advantage of life's opportunities*

Action: Remove barriers to competition in the transportation industry to help reduce the cost of living.

*Goal 3: Well-governed, sustainable communities and regions able to fulfill their potential.*

Action: Improve key transportation infrastructure to support economic growth, investment, tourism and reduced cost of living.

*Goal 4: A diversified economy that provides Northerners with opportunities and choices.*

Action (a): Continue to explore private/public partnerships to build needed infrastructure.

Action (b): Work with the federal government to secure strategic federal investments in the NWT economy.

*Goal 5: Care and protection of the natural environment*

Action: Lobby the federal government and industry to complete the clean up of contaminated sites.

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## **4. CORE BUSINESS/SPECIAL INITIATIVES**

The Core Business of the Department of Transportation consists of six main activities.

### **AIRPORTS**

In support of safe, cost-effective and reliable air transportation services, the Department of Transportation operates, maintains and improves 27 community airports in the Northwest Territories. Air transportation is especially critical for 17 off-highway communities that have no other means of dependable, year-round transportation. Regional air transportation services are based at the larger airports at Fort Simpson, Fort Smith, Hay River, Inuvik and Norman Wells. The Yellowknife Airport is part of the National Airport System and serves as the primary gateway to and from points outside the Northwest Territories.

Air transportation is a federal jurisdiction and Transport Canada is the federal regulator. NavCanada provides air navigation services for the industry across Canada. As an airport operator, the Department of Transportation maintains multiple working relationships with Transport Canada, NavCanada, air carriers, other airports and the many secondary industries that serve the air transportation industry.

#### **Special Initiatives:**

Air transportation security has acquired unprecedented significance since the 9/11 terrorist attacks. The Department of Transportation has been working closely with the newly established Canadian Air Transport Security Authority (CATSA) in the implementation of many new measures to improve airport and air transportation security. With CATSA's participation, the Department has recently commenced a three-year renovation and expansion project at the Yellowknife Airport to accommodate both a new passenger hold baggage screening system and projected growth in passenger traffic through the Yellowknife Airport. CATSA has contributed funding for the security portion of the project.

The air industry is highly regulated and Transport Canada has introduced many new regulatory measures nationally that are intended to deal with issues that arise primarily in southern Canada. The conditions and circumstances of air transportation differ significantly in the Northwest Territories and new regulatory measures often have adverse and expensive consequences when applied in northern Canada. The Department of Transportation plays an important role representing the interests and concerns of the northern air transportation industry to the federal regulator to mitigate the costly effects of new regulations while meeting equivalent standards of safe performance.

Transport Canada's Airport Capital Assistance Program (ACAP) has been an important source of capital for airport infrastructure projects. The Department of Transportation expects to secure ACAP funding for a two-year \$7.8 million project to overlay the paved surfaces at the Norman Wells Airport and to expand the paved apron areas.

## **HIGHWAYS**

The Department of Transportation operates, maintains, reconstructs and improves 2,200 kilometers of all-weather highways serving 16 communities on the highway system and another 1,425 kilometers of winter roads providing seasonal highway service to another 10 communities. As well as providing surface access to communities, the all-weather and seasonal public highway system also provides critical highway transportation access for the growing resource and tourism industries.

Like any physical asset, highways have a limited serviceable life. Highways wear out and deteriorate due both to traffic and natural weathering. They need life-cycle reconstruction and replacement. In recent years, the Canadian Strategic Infrastructure Fund (CSIF) has proved a tremendous benefit to the Department's highway reconstruction program. Over a period of six fiscal years beginning in 2003/04 and running until 2008/09, the Department has secured a total of \$65 million in contributions from CSIF. As CSIF is a 50/50 federal-provincial/territorial cost-sharing agreement, the net effect of the CSIF contributions is a \$130 million highway reconstruction program.

The most important highway corridor in the Northwest Territories carrying the greatest volume of traffic is the Highway #1 and #3 corridor from the Alberta border to Yellowknife. The Department of Transportation began the reconstruction and paving of the Hwy #1 and #3 corridor in 1988. It will complete the reconstruction and paving of the last 30 km of the 526 km corridor in the 2005 construction season. Similarly, the Department completed the reconstruction of 58 km of the Dempster Hwy #8 between Fort McPherson and Tsiigehechic in 2004 and started on reconstruction from the Yukon border to Fort McPherson. In 2004/05, the Department will begin reconstructing 38 km of Hwy #7 from Fort Liard to the British Columbia border. Running east of Yellowknife into the Slave Geologic Province, Highway #4 carries a diverse mix of commuter, recreational-tourism and resource industry traffic. The reconstruction of Hwy #4 is aimed at widening, straightening and improving sight-distances for better traffic safety.

Since the early 1990s, the Northwest Territories has experienced a tremendous boom in the exploration for diamonds followed by the construction of two producing diamond mines with construction of a third about to begin. More recently there has also been intense exploration for oil and gas reserves in the Liard and Mackenzie Valleys and the Beaufort Delta areas. The growth of the resource industries has been very positive for the territorial economy but the corresponding increase in industrial truck traffic has put a great demand on the Department's highway infrastructure. The Department has been successful in securing financial

commitments from the Government of Canada and both financial and “in-kind” operational contributions from the private sector for improvements in the highway system.

#### Special Initiatives:

Early in the 2004/05 fiscal year, the Department began detailed consultations with the proponents of the Mackenzie Gas Project to identify the direct impacts that the construction of the proposed Mackenzie Valley Pipeline is expected to have on the territorial public transportation system. The discussions have been positive and constructive. Both parties have common goals in wishing to make the Mackenzie Gas Project a success while minimizing the negative impacts of extraordinarily heavy traffic movements on the public transportation infrastructure. With pre-construction traffic expected possibly as early as 2006, the discussions are expected to lead to a number of cooperative arrangements between the Department and the proponent as the project proceeds through the regulatory process and the logistical details of construction gain in certainty.

The Department of Transportation continues working with the Deh Cho Bridge Corporation on the Deh Cho Bridge public-private partnership towards the construction of the first highway bridge over the Mackenzie River on Hwy #3 at Fort Providence. Negotiations between the public and private partners continue on the project’s technical design and financing agreement as its details are refined. The proponent is presently engaged in securing the required regulatory approvals. The Department is working on a toll collection system that to exploit economies of scale may be integrated with its commercial vehicle permitting functions. The current construction schedule anticipates the opening of the Deh Cho Bridge to traffic in late 2006.

Under cost sharing agreements with the federal Department of Indian Affairs and Northern Development and financial contributions from the Canadian Strategic Infrastructure Fund, the Department continues the Mackenzie Valley Winter Road Bridges Program. All in all, the program includes the installation of 22 permanent bridges over water-crossings along the Mackenzie Valley Winter Road alignment as well as grade improvements to the winter road alignment itself. The bridges alleviate the environmental impacts of the winter road system at the stream crossings and permit the earlier annual opening of the seasonal road to traffic.

The single greatest constriction on the Mackenzie Valley Winter Road system is the Bear River crossing near Tulita. The financial commitment from CSIF with the federal government has enabled the Department to proceed with examining the technical and financial feasibility of a permanent bridge over the Bear River.



## **FERRIES**

The Department operates seasonal ferry services at five river crossings where territorial all-weather highways traverse waterways. As in air transportation, navigation, shipping and marine transportation are federal jurisdictions. The Department works closely with the federal regulator, Transport Canada, to operate the ferry services safely in compliance with Canadian marine legislation and regulation. The construction of the Deh Cho Bridge at Fort Providence will make the current ferry service redundant and require the Department to examine the present organization of its ferry services.

## **ROAD LICENSING AND SAFETY**

The Department of Transportation is responsible for the administration and enforcement of the territorial Acts, Regulations and Safety Codes that apply to drivers and motor vehicles including commercial motor carriers using territorial highways. The Department keeps the territorial motor vehicle and highway transportation legislation and regulation current and compatible with the other provincial jurisdictions across Canada. With other government departments and public organizations, the Department is involved in promoting public education and safety awareness.

### **Special Initiatives:**

The Department's responsibilities for driver and vehicle licensing have been subject to the increasing concern for security since the 9/11 attacks. It is engaged nationally and internationally with other motor vehicle authorities to harmonize and improve the security of licensing administration. National and international agreements on new security standards and protocols will impact the administration of motor vehicle licensing in the Northwest Territories and will include the issuance of a new territorial driver's license.

The 14<sup>th</sup> Legislative Assembly amended the Motor Vehicles Act to introduce stricter measures to deter the incidence of impaired driving in the Northwest Territories. The Department expects to implement the Strategy to Reduce Impaired Driving amendments in 2004 followed by the introduction of a graduated licensing program in 2005 for first-time drivers.

## **COMMUNITY LOCAL ACCESS ROAD PROGRAM**

The Department contributes financial assistance to communities for building locally owned roads and trails to points of interest, recreational and renewable resource harvesting areas.

## **COMMUNITY MARINE INFRASTRUCTURE PROGRAM**

The Department provides financial and technical assistance to communities for the construction of breakwaters, docks and wharves in support of subsistence marine harvesting and recreational boating. As it has for many years, the Department acts as the agent for the Canadian Coast Guard in the delivery of local marine and harbour infrastructure in the Northwest Territories.

## **5. ENVIRONMENTAL SCAN**

### **HIGH COST OF TRANSPORTATION**

The high cost of transportation is the greatest single factor behind the high cost of living in the North and the greatest impediment to developing and diversifying the Northern economy; expanding business activity and increasing employment opportunities. The cost of transportation permeates the northern economy resulting in higher prices for all goods and services. Inputs for the production of northern goods and services are expensive to import and finished products are expensive to send to markets. The high cost of transportation is mainly a function of:

- the geographical distance of Northern communities and resources from sources of supply and market distribution centers;
- the severe climate which imposes higher construction, operating, maintenance and repair costs on transportation infrastructure, equipment and services;
- the poorly developed state of the Northern economy which means that most freight is imported without the benefit of a back-haul for export to defray the cost; and
- the lack of suitable transportation infrastructure and the rudimentary quality of much of the infrastructure that is in place.

There is not much the Department of Transportation can do about the physical climate or geography of the north but it can improve the quality or efficiency of the existing infrastructure and work together with the federal government and the private sector to expand the transportation system and improve the transportation access to northern communities and northern resources. A more extensive transportation system and a higher standard of infrastructure would promote economic growth and encourage economic diversification.

The Department is also looking more broadly at ways of stimulating competition and encouraging efficiencies in the transportation sector that would lower the cost of transportation and thereby raise the northern standard of living.

## **INCREASED DEMAND - SCARCE RESOURCES**

The NWT is experiencing several positive resource industry developments in oil, natural gas and diamonds. These developments have contributed substantially to expanding the territorial economy and creating many new business and employment opportunities. At the same time, the increase in heavy industrial traffic associated with these developments has put additional demands on the transportation system. Ideally, the Department should be able to keep pace with the added demands of economic growth and development.

Unfortunately, the Government of the Northwest Territories is subject to significant financial constraint and the limited resources available are in great demand by all the programs the Government of the Northwest Territories provides.

The Department has managed to keep up with the growth in resource industry traffic by aggressively pursuing new sources of funding and, mainly from the federal government, has had considerable success. It has obtained contributions from Transport Canada, CATSA, Infrastructure Canada, DIAND, Natural Resources Canada and the Canadian Coast Guard. This approach has allowed the Department to operate on a steady level of appropriation without diminishing the existing levels of transportation services to the public.

However, much of the Department's capital program is directed at the life-cycle replacement and restoration of the infrastructure. To some degree, maintenance work has sustained and extended the infrastructure's serviceable life, but it cannot arrest the inevitable life-cycle deterioration. This is all the more serious as increased resource industry traffic adds to the wear and tear on the infrastructure. Limitations to maintenance budgets have forced the Department to set priorities for maintenance expenditures on key surface and safety activities, and reduce expenditures on important maintenance needed to preserve the infrastructure.

The NWT, with full provincial status, would recover resource royalties and be in a much better position to cope with the costs associated with the positive growth of resource industries. As a territory, without the ownership and control of its natural resources, resource developments that should be an unqualified benefit to the territorial economy are also a burden to the territorial government.

### **Mackenzie Gas Project**

No single development highlights the conflicting demands on the Department of Transportation between insufficient resources and economic development more so than the Mackenzie Gas Project (MGP). The MGP proposes to build a 1,400 km pipeline linking proven natural gas reserves in the Mackenzie Delta to the North American gas distribution network at Rainbow Lake, Alberta. The \$5 billion project is of enormous positive significance to the economic future of the Northwest Territories. Oil and gas reserves have only a hypothetical value until they can be delivered to market and sold. Should the MGP proceed, the oil and gas deposits all along the Mackenzie Valley will gain a true saleable market value.

The physical scale and dimensions of the MGP are equally enormous and the quantities of materials and equipment that need to be moved will subject the Northwest Territories' transportation system; its highway infrastructure in particular, to severe strain. Furthermore, the demand on the territorial infrastructure will not end with the completion of the MGP. It will only have started. The finished pipeline will guarantee a marketable return on the discovery of new oil and gas deposits in the Mackenzie Valley. Therefore, the effect of the completed pipeline will be to stimulate far more oil and gas exploration and production activity than ever before.

The Department, representatives of the MGP and its logistical consultant Colt/KBR have struck an MGP Transportation Working Group that meets regularly to identify the specific impacts of the MGP on the territorial transportation system and to plan jointly for the necessary preparations to accommodate, alleviate or mitigate the impacts. The Department is also working with Transport Canada to identify the wider, longer-term indirect or induced impacts of the MGP on the territorial resource economy and the transportation system.

## **TRANSPORTATION SECURITY**

Public transportation systems have proven to be exceedingly vulnerable and ideal targets for terrorist attacks. No industry more than transportation; and air transportation especially, has been so adversely changed by the threat of terrorism. Although absolutely necessary, the new security measures have added to the cost and impaired the efficiency of air transportation. The Department of Transportation works in full cooperation with the newly established Canadian Air Transport Security Agency to implement its security measures. Compliance with the new security measures are an added responsibility for the Department that is likely to become even greater over the next several years as more thorough and sophisticated measures are introduced.

The terrorist threat has also caused heightened security concerns over identity theft and fraud for North American agencies responsible for driver and motor vehicle licensing. The Department of Transportation is actively involved with its provincial counterparts and American state authorities in devising new security standards and protocols in the administration of driver and motor vehicle registries. The Department will revise the NWT driver's license and its Motor Vehicle Information System to accommodate the new security standards and procedures.

## REGULATORY ENVIRONMENT

In the areas of environmental protection and in the air and marine transportation modes, federal regulatory requirements have become more stringent and less accommodating to operational considerations. The Department has found that compliance with the regulatory authorities has imposed changes in procedures and practices that have both operational and financial implications for the delivery of its programs. Changes in the regulatory environment over which the Department has no control can add to program costs and frustrate public satisfaction with the program delivery.

The coming into force of the *Mackenzie Valley Resource Management Act* (MVRMA) in April 2000 established a completely new land use and development permitting regime in the NWT under the new authorities of Mackenzie Valley Land and Water Board and the Mackenzie Valley Environmental Impact Review Board. This will be particularly pertinent in areas of the territories where land claim agreements remain incomplete and the MVRMA has been implemented but its provisions remain untested. The statutory organization of these bodies is without precedent elsewhere in Canada, and it will take several years for the newly constituted bodies to regularize their permitting processes and procedures.

The Department has already experienced time-consuming delays and expensive procedural difficulties in acquiring development approvals from the earlier establishment of the Gwich'in and Sahtu Land and Water Boards. The rules governing infrastructure development have changed dramatically and it will be several more years yet before the new settlement driven systems stabilize.

## CLIMATE CHANGE

The NWT has experienced unusually warm weather over the past several years. The warmer weather has caused slumping and shifting of highway bases in some areas due to permafrost melting, reduced the winter road season and lengthened the ferry season. The Department has observed early signs that paved runway surfaces are deteriorating at an accelerated rate. The warmer weather may be no more than a periodic and temporary fluctuation in accustomed weather patterns. Some, though, would attribute it to the early stages of longer-term climate change and global warming. If the warmer weather persists and/or becomes warmer, it could have profound and widespread implications for the construction, maintenance and operation of transportation infrastructure in the NWT.

The Department is working with the federal Departments of Natural Resources, Environment and Transport to investigate the effects of climate change on transportation infrastructure and to recommend means of mitigating deleterious effects. Natural Resources Canada will contribute \$150 thousand to the study while Environment Canada, Transport Canada and the Department of Transportation will contribute "in-kind" technical and field support. A report on the findings and recommendations is expected in March 2006.

## **ENVIRONMENT**

The Department of Transportation recognizes that while an effective transportation system is critical to the social and economic well being of the Northwest Territories it needs to achieve a balance with the impact transportation can have on the environment. In consultation with other departments, jurisdictions and agencies, the Department will investigate ways of improving the environmental management of its operations and lands, eliminating environmental liabilities, reducing atmospheric and water pollution; integrating new technologies and practices and promoting sustainable transportation.

## **OUR GOALS**

The GNWT recognizes the need for a well developed, sound transportation system to achieve results in the priority areas. The Department has complementary goals that will support the GNWT in achieving its vision and goals. The Department's goals are:

- Improved territorial transportation system;
- Increased Northern business and employment opportunities in the public and private transportation sectors;
- Safer and more secure territorial transportation system in all modes;
- Improved organizational effectiveness; and
- Improved environmental sustainability.

**6. PERFORMANCE MEASURES**

<b>Goal 1. Improved Territorial Transportation System</b>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measures</b>
Design, construct, maintain and operate airports and roads.	<ul style="list-style-type: none"> <li>• Funding is available from third parties each year of the Business Plan to support infrastructure expansion and improvement.</li> <li>• Expanded and improved transportation infrastructure and services are in place.</li> <li>• Long range strategic plans for development of airport and highway infrastructure are in place.</li> <li>• Contribute funding for community based access road and marine infrastructure projects.</li> </ul>	<p>Federal Government approves one project per year under the Airport Capital Assistance Program.</p> <p>Canadian Strategic Infrastructure Fund provides funding to complete highway improvements in support of resource development.</p> <p>Additional bridges are installed and grade improvements completed on the Mackenzie Valley Winter Road.</p> <p>Progress is made on infrastructure development to support the Mackenzie Valley Pipeline with funding support from industry.</p> <p>The Yellowknife Air Terminal Building expansion is completed by December, 2006 with a Federal contribution</p> <p>Deh Cho Bridge is open to traffic by November 2006.</p> <p>Contribution agreements are awarded in support of Community Local Access Roads.</p> <p>Contribution agreements are in place to complete Community Marine projects including funding from Canadian Coast Guard.</p> <p>An Airport Investment Strategy is developed and the Highways Strategy is updated.</p> <p>Private sector funding is obtained for winter roads.</p>

**Goal 2. Increased Northern business and employment opportunities in the public and private transportation sectors.**

<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measures</b>
<p>Design, construct, and maintain transportation, infrastructure and operate transportation programs in a manner that builds human resource capacity in the NWT.</p>	<ul style="list-style-type: none"> <li>High level of northern business and employment opportunities in transportation contracts.</li> </ul>	<p>Sustained percentage of contracts (by number and value) awarded to Northern firms.</p> <p>A sustained high level of long-term, full time seasonal jobs for Northerners.</p> <p>Number of people successfully progressing through apprenticeships.</p>



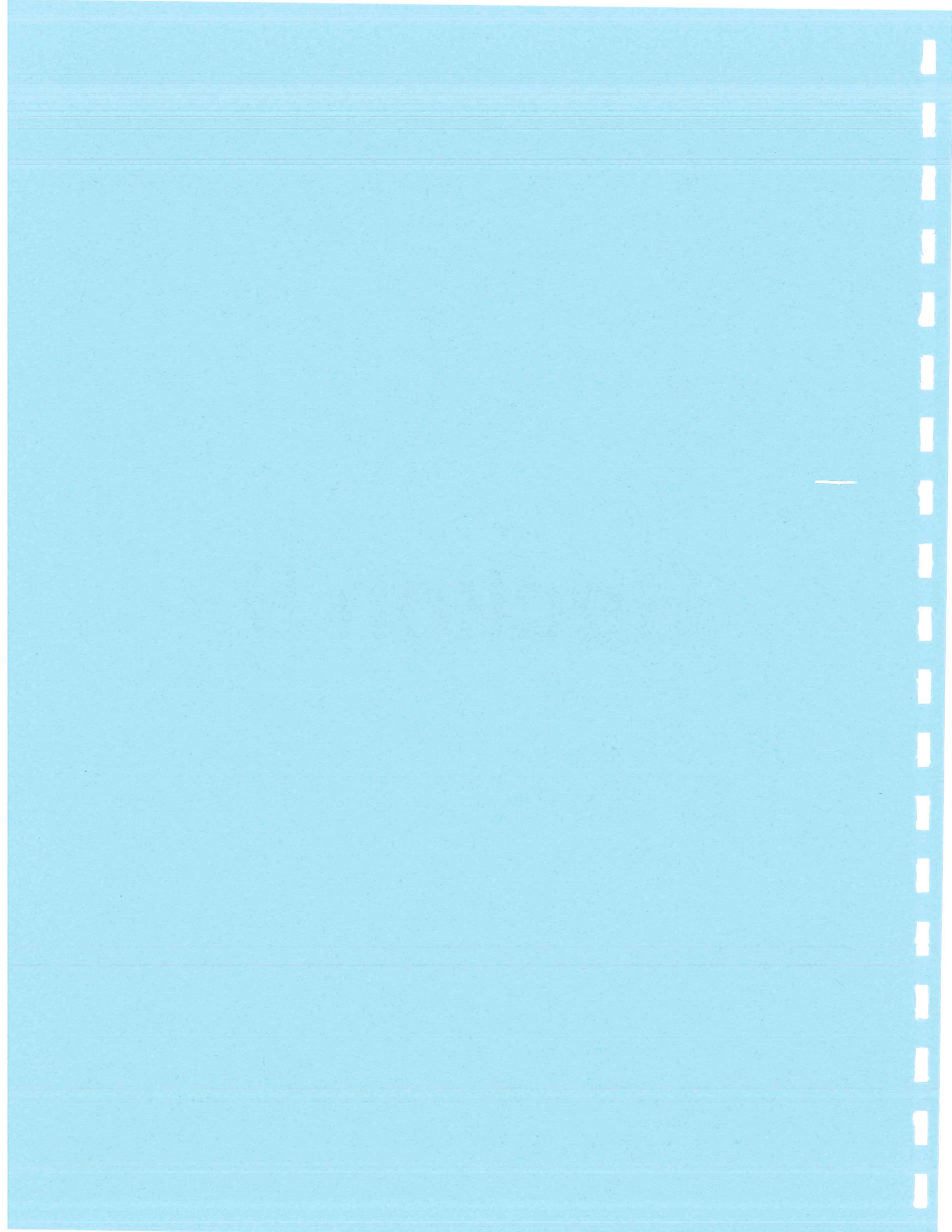
<b>Goal 3. A Safer and More Secure Territorial Transportation System in All Modes.</b>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measures</b>
Design, implement and maintain motor vehicle and airport programs in a manner that promotes safety and minimizes injuries and fatalities.	<ul style="list-style-type: none"> <li>• Safer movement of people and goods on the Highway system.</li> <li>• Secure driver's license.</li> <li>• Safe operation of Airports, with a greater emphasis on security since 09/11.</li> </ul>	<p>Strategy to reduce impaired driving amendments in place</p> <p>Reduced number of alcohol related and other traffic accidents.</p> <p>New secure driver's licence in place that is not easily forged.</p> <p>CATSA hold baggage screening in place at the Yellowknife Airport by January 2006.</p> <p>A reduction in the number of incidents and accidents on GNWT operated airports.</p>

<b>Goal 4. Improved Organizational Effectiveness</b>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measures</b>
<p>Plan, implement and monitor the programs and services of the Department to provide efficient, high quality service to all clients and stakeholders.</p>	<ul style="list-style-type: none"> <li>• Clients have easy access to the people, programs and services of the Department.</li> <li>• The Department structure is better designed to provide programs and services to clients.</li> </ul>	<p>A central call in service for issuing permits is operational.</p> <p>Commercial vehicle enforcement is re-organized, and increased numbers of road inspections are done.</p> <p>A Public Airports Act is enacted.</p> <p>Intelligent Transportation Systems and Website projects with federal funding are being implemented.</p> <p>A sustained number of staff who are better prepared for promotion through the Career Development Program.</p> <p>Continued participation by staff in the Management Assignment Program.</p>

<b>Goal 5. Improved Environmental Sustainability</b>		
<b>Supporting Core Business</b>	<b>Outcomes</b>	<b>Measures</b>
<p>Design, construct and operate transportation programs and infrastructure in a manner that contributes to a healthy and sustainable environment.</p>	<ul style="list-style-type: none"> <li>• Planned approach to managing the environmental aspects of the Department's operation.</li> <li>• Better understanding of the impact of climate change on transportation infrastructure and operations.</li> </ul>	<p>A reduction in number of environmental/contamination issues on transportation sites.</p> <p>A report on the Impact of Climate Change with recommendations will be published by March 2006.</p> <p>Work progressing on environmental contaminated sites with Federal funding.</p>



# Section 13



# RESOURCES, WILDLIFE AND ECONOMIC DEVELOPMENT

## 2005-2008 BUSINESS PLAN



## 1. VISION

Our children will inherit a secure future which provides a healthy environment and which balances traditional lifestyles with a modern economy: a prosperous and diverse economy built on the strengths of our people and the wise use and conscientious protection of our natural resources, one which attracts investment and provides communities and individuals with opportunities to be productive and self-reliant.

### Principles

In carrying out its mission the Department adheres to the following principles:

- 1) Diverse and healthy ecosystems should be protected in a manner that maintains the integrity of ecosystems in perpetuity and contributes to long-term ecological, economic and social stability.
- 2) It should be recognized that the natural environment has an inherent cultural and social value.
- 3) Natural resources should be managed and developed in a manner that meets the needs of the present without compromising the ability of future generations to meet their own needs.
- 4) Creation of a diversified and ecologically sustainable economy should emphasize import replacement and export development, in order to achieve economic stability and self-sufficiency.
- 5) The territorial economy should be developed by private sector ownership and employment where possible, and public sector ownership and employment when necessary.
- 6) Decisions relating to the management and development of natural resources and the territorial economy should be directed towards enhancing territorial and community self sufficiency and should incorporate public input, scientific and traditional knowledge.
- 7) Programs and services should be delivered in an effective and accountable manner and as close as practical to the people being served.
- 8) The design and delivery of programs and services should be based on a clear demonstration of need, benefit, sustainability and shared risk.



## **2. MISSION**

The Department of Resources, Wildlife and Economic Development (RWED), together with Aboriginal governments, the private sector and communities, is responsible for achieving acceptable results in the following areas:

- The economy of the Northwest Territories (NWT), employment and incomes;
- The condition and quality of the environment and the sustainability of natural resources;
- Investment, capital formation, exports, import substitution and confidence in the investment climate; and
- Community acceptance of responsibility for the condition of the economy and environment.

In its pursuit of this mission the Department is solely responsible for achieving acceptable results in the following areas:

- Quality of advice, assistance and information to the Minister;
- Quality of advice, assistance and information to clients in resource management, economic development, resource inventories and the environment;
- Fairness in disbursement of grants, contributions and loans;
- Client satisfaction with the Department and its services;
- Aboriginal satisfaction that traditional knowledge and values are respected in Departmental decisions;
- Influence on decisions of governments, departments and agencies in areas affecting the economy and the environment;
- Revenue from resources and economic development;
- Costs and cost effectiveness;
- Development and increased use of domestic energy resources and the reduction of energy supply costs;
- Wise use of energy and alternative energy opportunities;
- Condition of Departmental finances and assets; and
- Compliance with laws and legal agreements.

### **3. LINKS TO THE GNWT STRATEGIC PLAN**

In support of the GNWT Strategic Plan “Self-reliant People, Communities and Northwest Territories – A Shared Responsibility”, the Department plays a significant role to help make those goals a reality. The Department’s mandate supports four of the five goals as set out by the GNWT, specifically:

- Goal 1** A strong northern voice and identity,
- Goal 3** Well-governed, sustainable communities and regions able to fulfill their potential,
- Goal 4** A diversified economy that provides Northerners with opportunities and choices, and
- Goal 5** Care and protection of the natural environment.

## 4. CORE BUSINESS/SPECIAL INITIATIVES

The Department is responsible for promoting economic self-sufficiency through the sustainable development of natural resources and enhancing the creation of sustainable opportunities in the traditional and wage economies. The Department is also responsible for managing and protecting the quality, diversity and abundance of natural resources and the integrity of the environment.

Outlined below are the core functions, which the Department executes in support of their diverse mandate:

### **Compliance**

Provides for coordination and leadership of the Department's environmental and renewable resource law enforcement program to ensure regional enforcement activity is consistent with departmental objectives, business plans and statutory requirements. Responsible for the coordination of compliance activities with the Federal and Territorial Justice Departments, as well as other agencies and stakeholders where appropriate.

### **Diamond Projects**

Facilitates the establishment of a value added diamond industry in the NWT. This industry includes sorting, cutting and polishing, polished diamond grading, jewellery manufacturing, diamond tourism and related support businesses.

#### ***Special Initiatives***

- Polished Diamond Certification program;
- Diamond promotion and marketing initiatives; and
- Diamond Tourism Plan.

### **Energy**

Energy is responsible for providing the broad energy sector intelligence required for the development and increased use of domestic energy resources and the reduction of energy supply costs. The Energy Unit has the lead in the development of the GNWT policies regarding use and supply of all non-renewable, non-conventional and renewable energy sources in the NWT, including hydroelectric power. The GNWT's Energy Policy takes into account issues pertaining to the continental energy market, and current trends and drivers pertaining to the development of electricity policy. Also responsible for the development of community-focused energy efficiency and conservation programs.

#### ***Special Initiatives***

- Development of an NWT Energy Policy; and
- Development of an NWT Energy Plan.

## **Environmental Impact Assessment**

Working in conjunction with other territorial departments, the Department promotes a diverse and healthy environment in the development of renewable and non-renewable resources in a manner that maintains the integrity of ecosystems in perpetuity, which contributes to the long term economic, ecological and social stability.

### ***Special Initiatives***

- Coordinating GNWT input into the Environmental Impact Assessment Review of the proposed Mackenzie Valley gas pipeline.

## **Environmental Protection**

Develops strategies and programs to ensure that the release of contaminants into the air, water and land, and environmental impacts associated with industrial and community development, are minimized. Coordinates the GNWT's response to climate change and initiatives to promote energy awareness and efficiency, and the use of alternative energy sources.

### ***Special Initiatives***

- Promotion of wise energy use through the Energy Conservation Program;
- The new Waste Reduction and Recovery Act;
- Develop an Air Quality Code of Practice for the Upstream Oil and Gas Industry;
- Participating in the review of land and water development proposals on federal and Commissioner's land;
- A new environmental guideline for the management of biomedical waste; and
- Partnering in the Arctic Energy Alliance; and
- Development of a Greenhouse Gas Strategy and Action Plan for the NWT.

## **Forest Management**

The Department is responsible for the stewardship of 33 million hectares of forest resources in the Northwest Territories. Key elements are the development of a framework of legislation, policies, strategic plans and standards and the administration of regulatory processes for forest management. In addition knowledge and technology transfer supports program delivery at the regional level.

Sustainability of forest resources and forest fire management are core business areas. To ensure the sustainability of forests, the Department is engaged in collecting and analyzing data on the state of forest ecosystems and their productivity, completing forest management plans, establishing standard operating practices and procedures and conducting forest education. RWED provides the resources to meet the challenges of forest fire occurrence within the NWT and ensures forest fire response is according to the NWT Forest Fire Management Policy. Community protection plans are developed with communities and resources put in place and maintained for ensuring the NWT is prepared to respond to forest fires. An effective preparedness and response system requires that personnel, equipment, aircraft, infrastructure, databases and decision support systems for fire response are developed and maintained.

**Special Initiatives**

- Proposed *Forest Management Act* Review;
- Proposed Forest Management Policy;
- Develop of improved forest inventory methodologies;
- A Forest Management Information System developed with the Informatics Division;
- Standards and Guidelines for Forest Planning and Operations; and
- Development of Community Protection Plans in collaboration with communities and MACA.

**Industrial Initiatives**

Facilitates the GNWT industry-related socio-economic activities that ensure northern resources provide northern benefits. Negotiates agreements with industry, on commitments made to NWT residents to mitigate any adverse industrial social and economic impacts. Monitors industrial activities in coordination with communities and industry. Conducts research and reports on industry best practices to provide the GNWT knowledge for future industrial planning.

**Informatics**

Develops and implements an Informatics Strategic Plan that, working with all divisions and regions, shall result in the provision of leading edge database systems development and management thus allowing the provision of appropriate and timely information to staff, the public and partners.

Through the NWT Geomatics Centre, provides geomatics services to RWED, the rest of the GNWT and partners, as required. The Centre conducts remote sensing and geographic information systems projects, provides access to remote sensing and geographic information databases, and promotes the application of remote sensing and geographic information systems in all resource sectors.

**Special Initiatives**

- Participation in the GNWT's Knowledge Management Strategy;
- Creation of a Geomatics Data Warehouse for all GNWT Departments; and
- Informatics Strategic Plan.

**Investment and Economic Analysis**

Develops strategies and means to optimize economic development, growth and employment. Promotes diversification and development of the wage and traditional economies and value-added sectors. Contributes market research and development, business services and information, linkages between international and national business organizations as well as financial assistance through loan and grant or contribution programs. Provides programs and services to Business Development Centres to assist in the development of regionally focused strategies, which support business, labour force and community development. Provides a comprehensive range of support services to regions and communities including strategic planning, economic research, program management and training.

***Special Initiatives***

- Implement the NWT Manufacturing Strategy;
- NWT Arts Strategy approval and implementation;
- Promotion of an NWT Centre for Innovation;
- Participation in Devolution Negotiations;
- Participation in the Economic Development Advisory Forum;
- Business Development and Investment Corporation;
- NWT Fur Strategy; and
- Survey business to identify major costs and issues affecting trade/services industry.

**Mackenzie Valley Pipeline Office**

Delivers focused, Government-wide coordination, planning and strategy formulation to maximize the benefits and mitigate the adverse impacts of the development of the Mackenzie Valley Pipeline Project. This includes acting as a key contact at a senior Government level for industry, the Federal Government, NWT communities and Aboriginal Governments; managing external and internal information and communication with respect to the GNWT strategic responses to the development of the Mackenzie Valley Pipeline Project; and coordination of the negotiation of socio-economic and other agreements with the Producers Group.

**Minerals, Oil and Gas**

Develops and implements strategies to encourage and attract non-renewable resource development in the NWT. Provides advice on the geological potential, industrial activity and potential opportunities associated with mineral, oil and gas exploration.

***Special Initiatives***

- A web-enabled compilation of subsurface well picks for the NWT;
- CS Lord Geoscience Centre;
- Evaluation of oil and gas potential for the Deh Cho Land Use Planning Committee;
- Development of an atlas-like and basin-by-basin compilation of the known status of the NWT's petroleum geology for industry and Northern clients;
- A geological mapping project at Wecho River, diamond studies;
- Two large compilation projects; and
- An aeromagnetic survey being undertaken as preparation for future fieldwork.

**Parks and Tourism**

Develops, operates and maintains public tourism facilities such as parks, visitor centres and interpretive displays. Provides support for tourism marketing, research and product development and provides advice and support to NWT Arctic Tourism. Implements the Protected Areas Strategy.

***Special Initiatives***

In addition to ongoing initiatives, new initiatives include:

- Encouraging new product through the Tourism Product Development Fund;
- Implements the Protected Areas Strategy five year action plan;
- Revision of the NWT Parks Act and the NWT Travel and Tourism Act; and
- Implementing new technology for data capture, such as the use of hand held data entry units for surveys and campground receipts.

**Wildlife and Fisheries**

Promotes the conservation and sustainable use of wildlife resources and their habitat, and plays a key role in ensuring effective environmental management of non-renewable resource developments.

***Special Initiatives***

- An Industry Support Program for the Great Slave Lake Fisheries;
  - Loan programs to help purchase capital equipment;
  - Funding market studies to look at alternate markets for the Great Slave Lake catch;
  - The Canada--NWT Agriculture Policy Framework Agreement that will provide a source of investment to the export game meat industry through to 2008;
  - Trapper training workshops promoting traditional lifestyle and trap exchange;
  - Northern Wild Fur Collection program;
  - New NWT Wildlife Act;
  - New NWT Species At Risk Act;
  - The Western NWT Biophysical Study and West Kitikmeot Slave Study;
  - A Wildlife Management Information System;
  - Recovery strategies for federally listed species at risk are being prepared;
  - A monitoring program for the Bathurst caribou herd;
  - An NWT Biodiversity Action Plan;
  - An Ecosystem Classification and Mapping Framework with Forest Management Div.;
  - Cumulative Effects Assessment and Management Framework and the Mackenzie Valley Cumulative Impact Monitoring Program.
-

## 5. ENVIRONMENTAL SCAN

The Department of Resources, Wildlife and Economic Development (RWED) is a large Department with a diverse mandate. That diverse mandate demands accountability for a balanced approach to development and sound environmental management practices. Representing RWED's and the GNWT's interests in promoting benefits for NWT residents associated with industrial development and mitigating adverse environmental and social impacts is further challenged by a complex regulatory regime born of land claims agreements and federal and territorial legislation.

The evolving political and constitutional development of the NWT also affects how RWED carries out its business, as Aboriginal governments aspire to greater self-determination through self-government, land claims and devolution agreements. RWED's policy approach must reflect emerging systems of governance and support new partnerships. Given the unique characteristics of the NWT demographics and political arrangements, there are few applicable models from other jurisdictions to draw from, however as a relatively small jurisdiction, the GNWT can benefit from its participation in interjurisdictional partnerships and agreements.

### **Economic Overview**

The NWT economy had yet another remarkable year in 2003 and real Gross Domestic Product (GDP) growth is estimated at 13 per cent. Diamond mine construction was driving GDP growth in 2000 and 2001 and a decline in the momentum was expected in 2002 as construction ended. Now, as two mines are in full production, the value of diamond exports has more than doubled and real GDP is expected to grow dramatically – a growth rate of 8 per cent is forecast for 2004.

The NWT has propelled Canada into the forefront of world diamond production, taking this nation in only five years from producing no diamonds to being the world's third largest supplier of rough diamonds by value. Currently, two diamond mines are in production and a third is scheduled to start construction in early 2005.

Going beyond diamonds, other sectors of the NWT economy are more than holding their own. The oil and natural gas industry remains healthy. While exploration expenditures for the winter of 2003 were down from the previous winter, this was due largely to the natural cycle of exploration activity as companies perform analysis on previously explored options.

The buoyant non-renewable resource sector is helping to support other sectors of the economy, especially the housing sector. Housing investment more than doubled from 2001 to 2002 and this level was maintained in 2003. While housing shortages are easing in Yellowknife, there is little indication of a significant softening in housing investment.

While the growth in the non-renewable sector tends to overshadow the renewable sector of the economy, the tourism industry is starting to recover after the severe affects of SARS, 9/11 and the Iraq War on the industry in the NWT, across Canada and around the world. The 2002-03 season saw a 22 per cent increase in visitors and a 30 per cent increase in spending by tourists visiting the NWT. Preliminary survey results for 2003-04 suggest another good year for tourism.

The manufacturing sector has almost tripled in value between 1999 and 2003, the wholesale sector saw an increase of 43 per cent from 1999 to 2003 and retail sales continue to climb year after year.



The NWT's employment rate averaged a remarkable 70 per cent for 2003, compared to an average of 62 per cent for Canada as a whole. The NWT's two operating diamond mines alone are now providing 1,300 person years of direct employment annually. This will climb to 1,800 person years when the third mine becomes operational in 2007.

The future of the NWT economy is bright. The vast potential of the NWT is largely untapped. If approved, the Mackenzie natural gas pipeline is expected to start pre-construction activity in late 2005 and natural gas may start to flow south in late 2008. There is considerable interest in potential hydroelectric production using run-of-the-river technology, which means no massive flooding. Finally, the GNWT continues to make investments in infrastructure that will encourage further economic investment in the NWT.

### *Northwest Territories Economic Indicators*

<b>INDICATOR</b>	<b>2001(A)</b>	<b>2002(A)</b>	<b>2003(A)</b>	<b>2004(P)</b>
Gross Domestic Product Chained (1997) Dollars	2,889	2,949	3,332	3,595
(% Change)	15.1	2.1	13.0	7.9
Total Investment Chained (1997) Dollars	1,461	1,545	935	981
(% Change)	72.9	5.7	-39.5	5.0
Consumer Expenditures Chained (1997) Dollars	923	952	962	972
(% Change)	3.0	3.1	1.1	1.1
Government Expenditures Chained (1997) Dollars	985	1,018	1,074	1,143
(% Change)	6.1	3.4	5.5	6.5
Exports Chained (1997) Dollars	1,581	1,588	2,762	3,085
(% Change)	11.6	0.4	73.9	11.7
Imports Chained (1997) Dollars	1,853	1,880	2,156	2,326
(% Change)	21.2	1.5	14.7	7.9
Employment (Number of Persons)	20,775	20,925	20,850	20,910
(% Change)	7.4	0.7	-0.4	0.3
Avg. Weekly Earnings (\$)	862	888	895	908
(% Change)	4.8	3.1	0.7	1.4
CPI (Yellowknife, 1992 = 100)	113.0	116.3	118.4	120.3
(% Change)	1.6	2.9	1.8	1.6

Sources: Statistics Canada  
NWT Department of Finance  
NWT Bureau of Statistics

(P) Projected by NWT Department of Finance  
(A) Actual per Statistics Canada

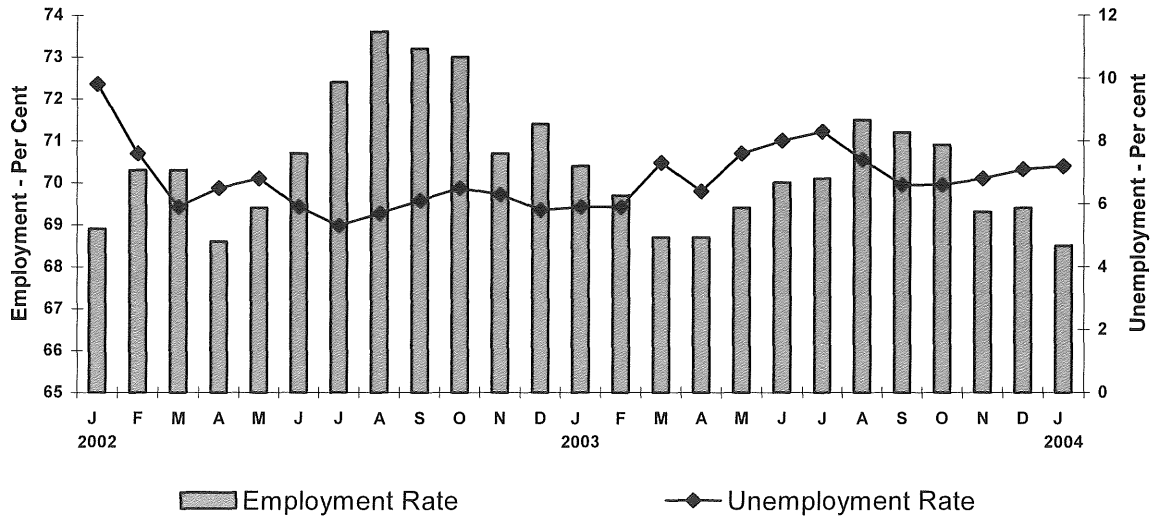
Note: Average weekly earnings in 2001 represent combined data for the Northwest Territories and Nunavut.

### **Employment**

On average in 2003, of the 29,900 NWT residents 15 years of age and older, 20,900 persons were employed, representing an overall employment rate of 69.9 per cent compared to a national average of 62.4 per cent. The employment rate in Yellowknife was 81.9 per cent, compared to 60 per cent in the other NWT communities.

The NWT participation rate continues to be consistently higher than the national average. 2003 saw an average labour force participation rate of 75.2 per cent for NWT, compared to 67.5 per cent for Canada. The NWT began 2004 with an unemployment rate of 7.2 per cent for January compared with an average unemployment rate of 7.9 per cent for Canada for the same month.

**Labour Market**

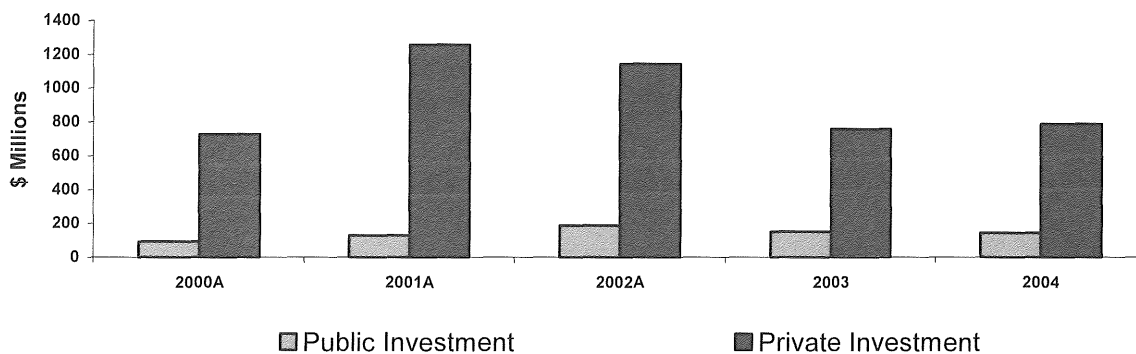


Source: Statistics Canada Labour Force Survey

**Investment**

As expected, private investment decreased 34 per cent in current dollars from 2002 to 2003 as construction of the second diamond mine was completed in late 2002. Private investment is forecast to increase in 2004 because of a slight increase in oil and natural gas activity in the run-up to the start of the Mackenzie Valley pipeline. Total government investment decreased 19 per cent from 2002 to 2003 and is expected to decrease a further 5 per cent in 2004. The main driver behind the 2004 decrease is the drop in GNWT capital investment due to fiscal constraints.

**Public and Private Investment**



Source:

Statistics Canada

Note: 2000 to 2002 data are actuals, 2003 data are preliminary actuals, and 2004 data are based on Statistics Canada's survey of intentions.

Housing investment in 2003 is down slightly from 2002 yet continues to be strong considering the dramatic increase of 137 per cent from 2001 to 2002. \$96 million was spent in the housing sector in 2003, compared to \$100.2 million for 2002. This represents a decrease of approximately 4.2 per cent.

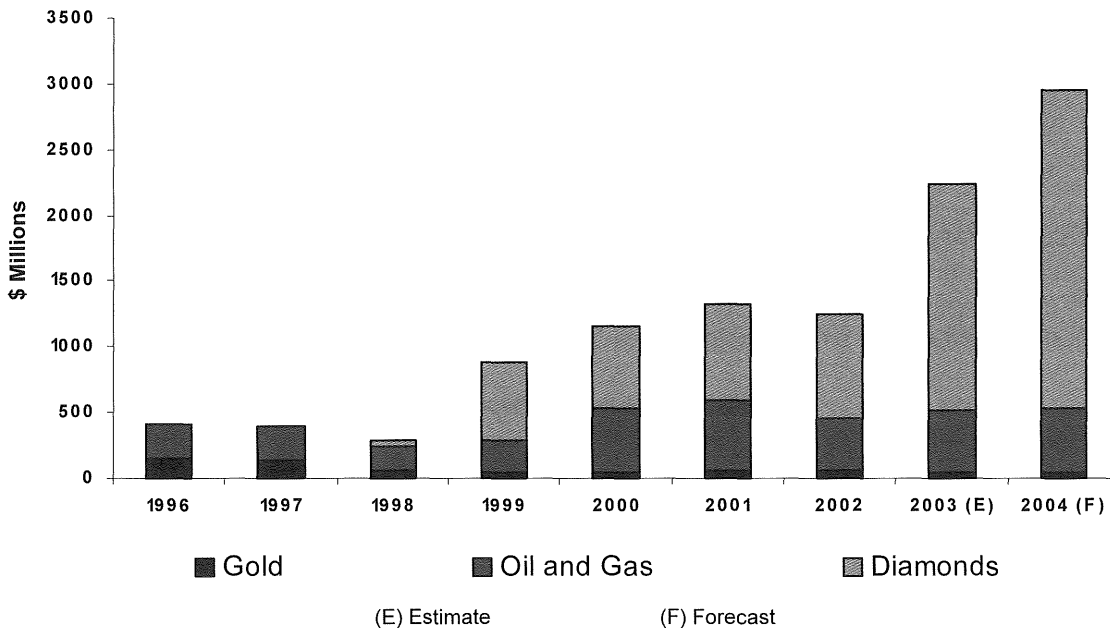
The value of NWT residential building permits was down only slightly from \$53.8 million in 2002 to \$51.5 million in 2003. These numbers continue to exhibit the strength of the NWT economy as these values were maintained through 2003 after experiencing growth rates of 163 per cent from 2000 to 2001 and another 94 per cent in growth experienced from 2001 to 2002.

**Mining and Oil and Gas Exploration**

The non-renewable resource sector is the dominant force in the NWT economy. Diamond production drives the NWT non-renewable resource sector with a 60 per cent share of the value of total NWT mining and oil and natural gas extraction. The two producing diamond mines are now generating 12 per cent of the world’s diamonds in value. Diamond production increased 10 per cent from 2001 to 2002 and a further 117 per cent increase is expected in 2004.

The current value of rough diamonds mined in Canada is \$1.7 billion. The final retail value of these diamonds is estimated at \$12.2 billion. However, currently less than one per cent by volume of Canada’s rough diamonds remains in Canada to be cut and polished.

**Value of Gold, Diamonds, Oil and Gas Production**



Source: Natural Resources Canada, Mineral and Metals Sector

Note: Data excludes Nunavut for all years.

Oil and natural gas exploration activity is occurring throughout the NWT but varies in intensity depending on the region. Exploration in the Mackenzie Delta is being postponed until closer to a time when the natural gas can get to market. Oil and natural gas exploration is estimated to have declined 25 per cent to approximately \$140 million in the 2003-04 winter season.

Gold mining represented 2 per cent of the value of the NWT mining and oil and natural gas extraction sector. 2003 and 2004 saw the end of underground gold mining in Yellowknife, closing down gold mining operations in the NWT.

**Manufacturing**

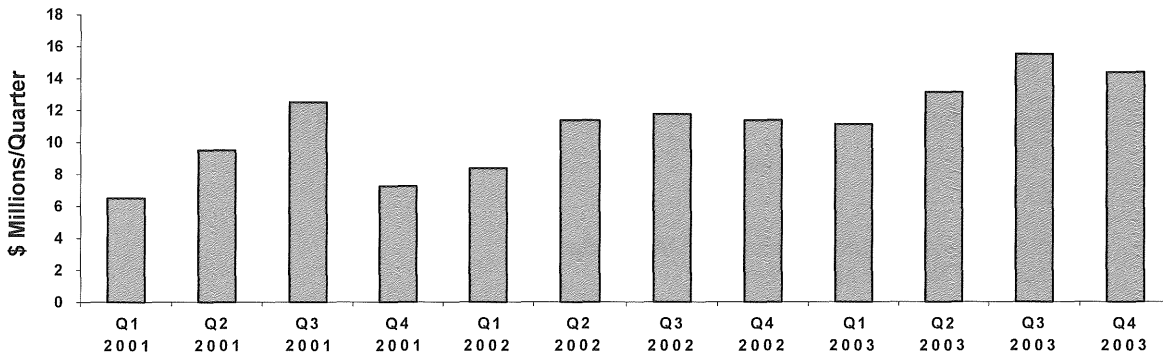
Local manufacturing can supply products developed in the north for northern conditions and tastes. Manufacturing can reduce our reliance on imported goods, thereby improving our balance of trade with the rest of Canada. This also keeps jobs and opportunities within the NWT. A viable manufacturing sector will also provide new and rewarding employment and experience for northern residents, and through re-spending will create additional employment in the service sector. There are constraints however including: distance to markets, high labour costs, skilled labour shortages and generally high costs of living in the north.

Manufacturing in the NWT is a diverse industry. There were approximately 300 individuals employed in the manufacturing industry or 1.4 per cent of employed persons in the NWT. A 2000 manufacturing business listing showed that 96 businesses were primarily engaged in:

- Diamond Polishing
- Lumber milling, doors, windows, water tanks, cabinets, logs and home products
- Boxes, pallets, stakes, core boxes, timbers and material for the mineral industry
- Manufacturer of cleaning agents
- Printing, silk screening, and publishing
- Bottling, baking, canning and meat processing
- Custom furniture
- Boat building, log homes, engine rebuilding, komatiks, sleds, trailers and upholstery
- Metal, wood and plastic signs;
- Canvas goods, bags, tents, clothes, jewellery, leather, shoes, tanned furs, clothing
- Redi-mix concrete, trusses, sheds, planters, and related construction material
- Crafts manufacture, including pottery

Diamond cutting and polishing plants in the NWT have been supported by the GNWT as a means to derive value-added from the diamond mining industry. As the value-added industry for diamonds continues to expand in the NWT, manufacturing shipments' share of export values grow. Shipments were up \$11.4 million or 26.5 per cent in 2003 for the year.

***Manufacturing Shipments***



Source: Statistics Canada

**Renewable Resource Sector**

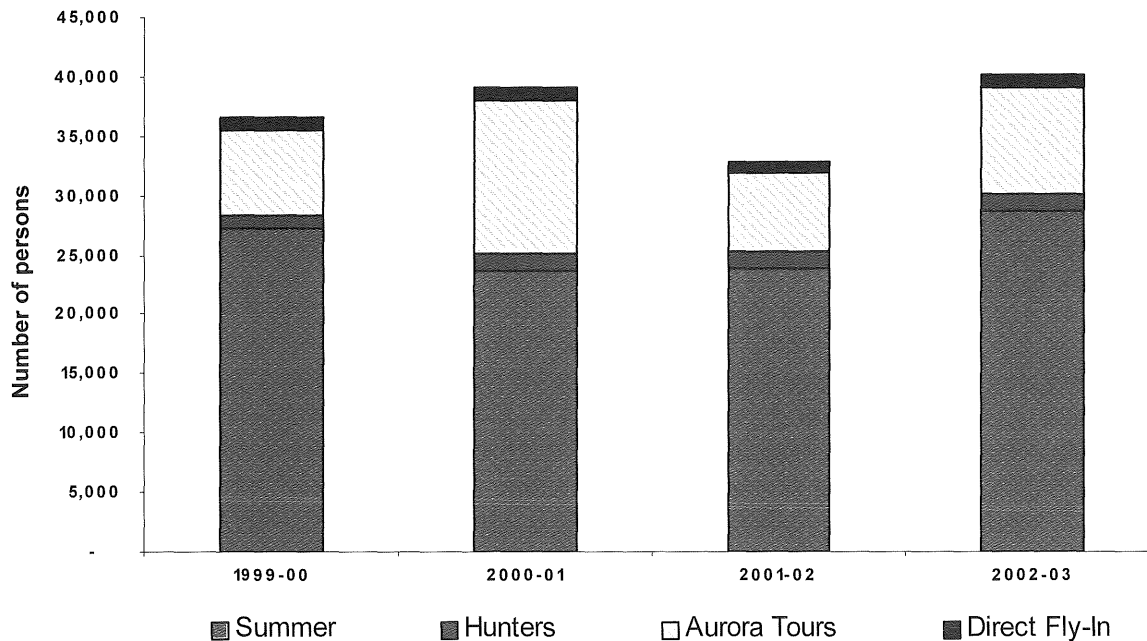
**Tourism**

The total number of visitors to the NWT increased 22 per cent, from 32,833 in 2001 to 40,100, in 2002. Almost 2,500 more Aurora tour visitors and an additional 5,000 summer tourists visited the NWT during 2002 compared to 2001. The value of tourism to the NWT economy is estimated to have increased \$12 million or 30 per cent from 2001 to 2002. Most of the increase came from Aurora tour and summer visitors; however, there was also an overall increase in spending by summer tourists.

Data for May through August of 2003 shows a 10.5 per cent decline in the number of visitors compared to the summer of 2002 as the NWT continued to feel the effects of 9/11 and the SARS outbreak. However, Aurora tourism showed signs of recovery, with an increase of almost 11% in the number of Japanese visitors in the period November 2003 through April 2004 compared to a the same period a year earlier.

Despite the tourism industry's \$50 million contribution to the NWT economy, its potential is still largely undeveloped. The vastness of the NWT landscape provides the NWT with extensive tourism possibilities. Lack of infrastructure, particularly highways, is a major impediment to increasing the size of this industry.

**Visitors to the Northwest Territories**



Source: NWT Resources, Wildlife, and Economic Development

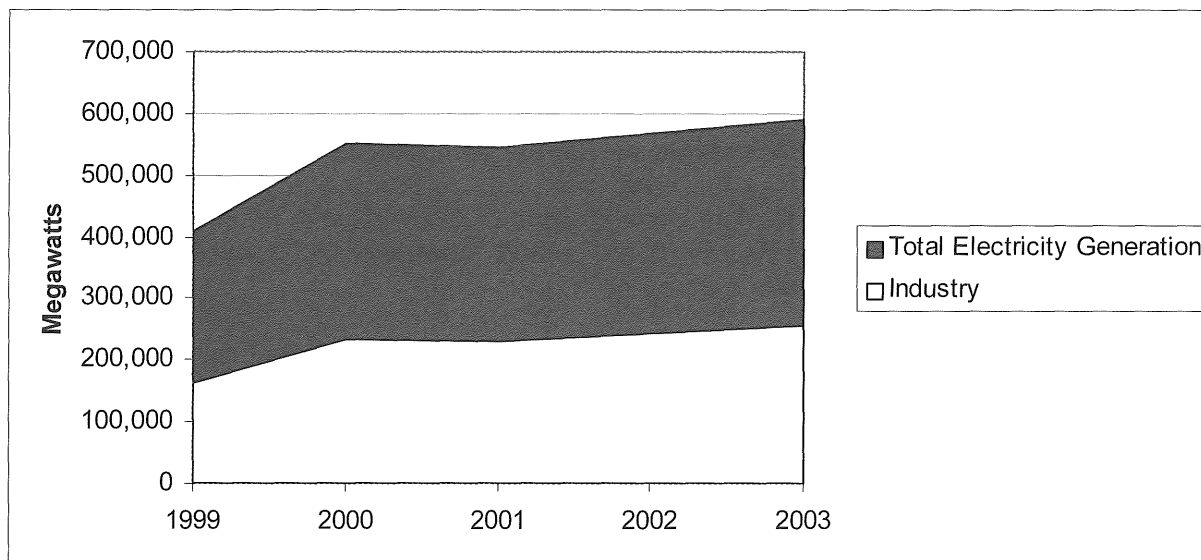
**Commercial Fishery**

The NWT's commercial fishery industry added over \$1.4 million to the NWT economy in 2002, representing 3.8 per cent of the Canadian industry total. According to the federal Department of Fisheries and Oceans, 1,164 tonnes of freshwater fish were caught commercially in 2002, which is 4.9 per cent of the national freshwater total.

## Energy

The NWT's economic future will be dominated to a large extent by energy-related matters. The Mackenzie Gas Project, hydroelectric development, climate change and associated need for energy conservation and industrial development are key drivers in our economic future.

**Electrical Generation in the NWT**



Generation of electricity in the NWT has increased dramatically since 1999. The sharp increase between 1999 and 2000 is largely a result of diamond mines coming on stream. Industrial demand accounted for under half of total demand for electrical energy in the NWT over the period 1999 through 2003.

As the demand for energy increases, the GNWT is challenged to encourage efficient use of energy, promote reduction in consumption and explore means of generating energy, which do not depend on fossil fuels.

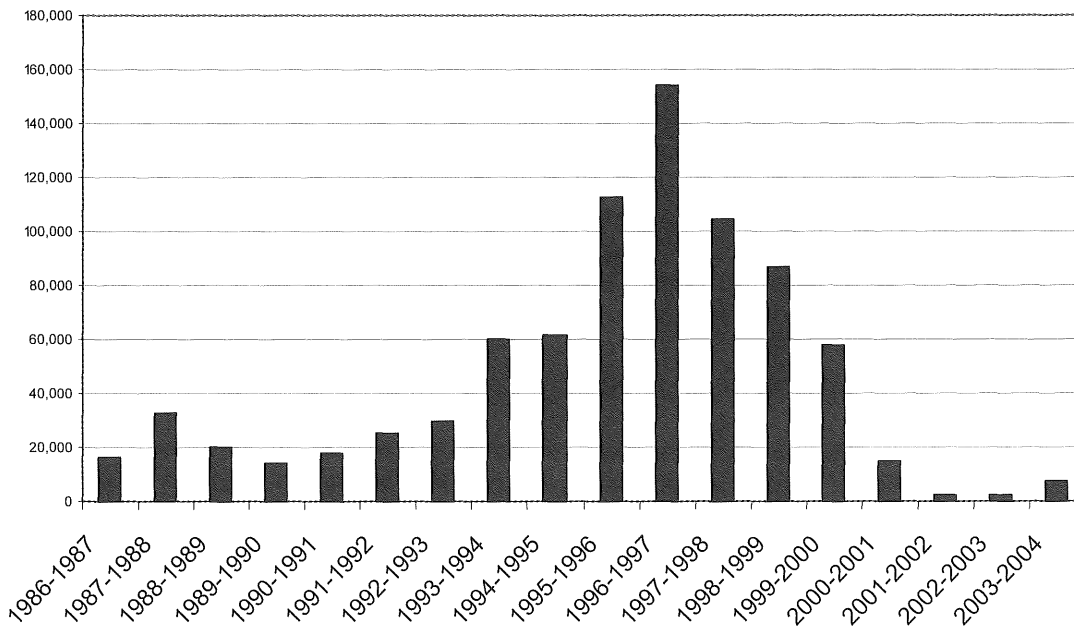
## Forestry

The NWT contains approximately 33 million hectares of forested land. Harvesting of forest resources is an opportunity to provide long-term and stable employment in communities. Large-scale commercial development in the NWT is impacted by lack of infrastructure, proximity to markets and the nature of the resource. Opportunities for commercial harvesting of larger volumes are limited primarily to localized areas in the southern part of the NWT, however small-scale commercial harvesting occurs as far north as Inuvik. In most areas, current harvest levels are far below sustainable limits.

Commercial harvest for sawmilling peaked in 1997-1998 followed by a downward trend due to fluctuating market conditions. The chart below presents information on harvesting for sawmilling since 1986. Sawmilling is seeing a resurgence however and a steady continuation of this trend is expected. During 2003-2004 there were an increased number of applications for harvesting and the participation of new operators. Subsistence harvesting for fuelwood and building materials occurs in all communities throughout the NWT. Fuelwood accounts for approximately 60% of total harvest volumes in the NWT. Traditional uses of the forest resource including for arts and crafts, trapping and hunting and plant harvesting remain an essential part of the use of NWT forest resources.

RWED is committed to ensuring sustainability of the forest resource throughout the NWT. A solid information base is being developed to monitor sustainable use of forest resources. Detailed analyses are being developed to assess sustainable harvest levels for areas where there is an interest in commercial harvesting. A significant challenge is to monitor and assess the forest resource impact from oil and gas development. Current growth trends in the non-renewable resources sector will impact the ability to manage forest resources for the many values expected from them. Other challenges include a need to develop local level knowledge around forest planning, forest operations, sawmilling, and product marketing and sales.

**Sawlog Harvest Volumes (cubic meters) 1986-2003\***

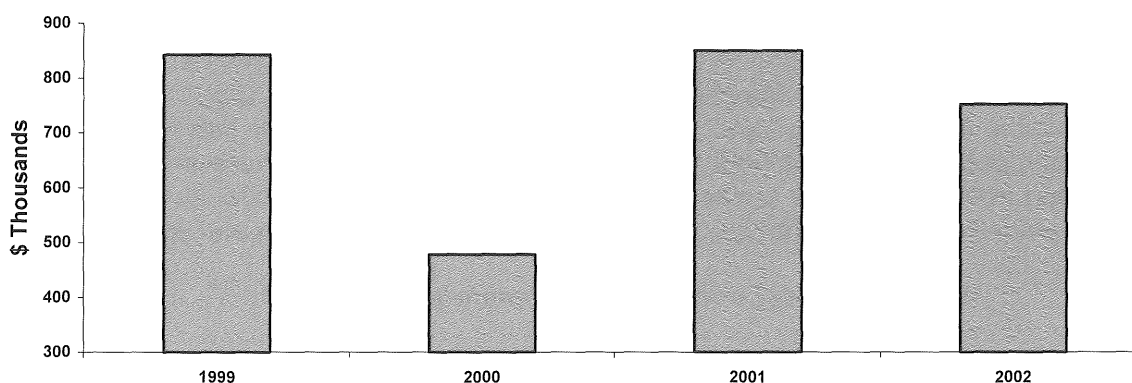


\* Data for years 2000 through 2003 are estimates

**Fur**

The total value of pelts produced in the NWT in 2002 yielded over \$750,000. The pelts with the greatest market share in 2002 were marten, lynx, beaver, muskrat, seal, wolverine and white fox. Good returns are expected for 2003 as prices remain high and there exists a continued interest in the industry. However, prices realized and sales depend heavily on the value of the Canadian dollar and trends within the highly unpredictable world of fashion. Growth in the number of trappers, volumes of fur and values of pelts is expected for 2004.

### *Total Value of Pelts, for Year Ending June 30*



Source: NWT Resources, Wildlife, and Economic Development

### **Trade**

The level of retail trade has increased significantly over the last year, driven by an increase in population and by higher consumer spending power, which was the result of higher average employment earnings. 2003 saw an increase of \$24.5 million, or 4.8 per cent, in retail trade compared with 2002. Wholesale trade saw a decrease of 21.5 per cent from 2002 to 2003.

### **Wildlife Resources and Our Natural Environment**

NWT land and waters include the ocean waters and sea floors that are part of the Beaufort Sea-Arctic Ocean complex, limited in the south by the mainland of the NWT and the coastal limit of the Yukon Territory, in the west by the International Boundary with the United States, in the east by the boundary with Nunavut and in the north by the 90th Parallel. The NWT is strikingly rich in ecological transitions and contrasts. From south to north, the boreal forest leads us to the taiga with its patches of permafrost, and then to the tundra, where permafrost is continuous.

From east to west, the massive Archean rocks of the Canadian Shield give way to horizontal sedimentary rocks under the northern extension of the great interior plains of North America, and then to mountains of sedimentary, igneous and glacial origin. Along the Mackenzie River, one sees the turbid waters from its western mountain-born tributaries flow alongside the clear waters from its eastern Shield-born tributaries. Deltas are transitional zones between water and land. The Mackenzie River has one of the most distinctive deltas in the world, where channels continually change course and where salt and fresh waters mix. The winter-bound Beaufort Sea and Arctic Ocean harbour polynas, year-round ice-free areas rich in wildlife.

Travelling back in time, almost all of the NWT was deeply buried under ice four times between 600,000 and 13,000 years ago. Between these glaciations, parts of the NWT were ice-free. Animals used the ice-free corridor to move, mostly from Beringia (Alaska and the Bering Sea today) into the southern regions of North America. Some of these new arrivals are now extinct: woolly mammoths, single-toed horses, and their predators, sabre-toothed tigers and scimitar cats. The surviving species of mammals moved north as the ice sheets retreated; these mammal species are related to those that migrated from Asia through the Beringia region between glaciations. Some descendants of these species are well known today: caribou, moose, lynx, grizzly bears, and wolverines.



The NWT covers a vast area, occupying a land area of 1,183,085 square kilometres, including 163,000 square kilometres of freshwater, representing almost 14 per cent of Canada's total. Our land and water are home to over 30,000 species, half of which are insects. Mammals comprise 73 species, and birds another 247 and our territory spans 10 Ecozones.

Our land and water support healthy populations of barrenground caribou belonging to several discrete herds. The best estimate for the total population of barrenground caribou herds that spend at least part of the year in the NWT is around 800,000. Barren ground caribou are the most abundant and the most heavily harvested species in the NWT. Other species of caribou, such as Peary and Arctic Island, are at risk. Population estimates for other major mammalian species of importance or interest to human residents include:

Grizzly Bear	3500-4000
Polar Bear	3000
Dall's Sheep	15000-26000
Moose	20000

Boreal woodland caribou have been classified as "threatened" in Canada as a result of changes to their habitat resulting from oil and natural gas, forestry and agriculture activities. In the NWT the status of Boreal caribou has not been well documented. Some Boreal caribou ranges remain relatively free from human activity while others are nearing the levels of disturbance observed to cause population depletion elsewhere in Canada. Peary caribou have been classified as "endangered" in Canada. While threats to Peary caribou are mainly environmental such as weather and food supply.

The rapid growth and expansion of the mainland muskox populations observed in the 1990's has slowed as populations have now occupied most of their historical range. On the arctic islands, environmental factors such as icing and predations appear to have stabilized the muskox populations. In some areas, harvest levels remain below sustainable levels.

Outfitting operations in the Mackenzie Mountains rely on healthy Dall's sheep populations with abundant trophy size rams. To date, harvest information indicates that the current harvest is sustainable.

Surveys and studies are conducted at regular intervals to monitor the status of NWT wildlife populations. These include censuses of barren-ground caribou, bison and moose populations, monitoring calf survival and habitat use in boreal caribou populations, estimating size, productivity and natural mortality in polar bear and grizzly bear populations, monitoring of trends in wolf and wolverine populations, monitoring of age and horn size in Dall's sheep harvests, and monitoring of harvest levels. Priorities for surveys and studies are reviewed annually in consultation with renewable resource boards established through land claim agreements and First Nations. Opportunities for increased harvesting are identified to renewable resource boards established through land claim agreements and First Nations.

## **RISKS AND OPPORTUNITIES**

### **Political and Regulatory Environment**

A significant factor limiting the ability to secure a healthy financial and social future for northerners is the uncertainty surrounding control of northern resources, development and revenue. Progress on land claims and self-government in the NWT and subsequent changes to environmental legislation have laid the groundwork for greater certainty and a positive climate for investment. However, defining roles and processes under the new regulatory and environmental assessment regime is still evolving.

Certainty and clarity for northern development will only come about by working with Aboriginal governments to devolve responsibilities for land and resource management from the federal government. Given that several Aboriginal governments are negotiating to assume responsibilities in self-government agreements, the GNWT and Aboriginal governments will have to work in close partnership to achieve common resource management goals. Co-management of NWT resources will ensure the implementation of laws, policies and processes to encourage and facilitate economic development, while ensuring protection of the environment. Working together effectively, however, takes time and resources, and could significantly set back development of the NWT economy if not properly managed.

The level of development activity in recent years has escalated with the establishment of two diamond mines, and a third diamond mine proposal, De Beers Snap Lake, has now completed the regulatory review process and will become operational in 2007. Development activity is expected to continue to grow in anticipation of the proposed Mackenzie Valley pipeline. Given the level of development activity and large-scale investment, the potential for jobs, training and other socio-economic benefits is immense. It is vital the GNWT and NWT residents are positioned to take full advantage of these benefits.

Until such time as responsibility over resources and revenues flowing from resource development are transferred to the north, the GNWT must rely on its limited tools and resources to help shape northern development. Participation in environmental assessment review, fulfilling consultation requirements, working with communities and other government agencies to ensure the interests of northerners are well represented, and participating in the negotiation of environmental and socio-economic agreements ensure that NWT residents enjoy benefits associated with northern development while preserving the integrity of the natural ecosystem.

The proposed Mackenzie Valley pipeline has risks and opportunities associated both with potential benefits, and potential adverse impacts. The pipeline will create a large number of jobs over two to three seasons in the construction phase, however the substantial benefits in employment will accrue through the large increase in oil and natural gas exploration activity that the pipeline will generate. These benefits are at risk should the pipeline construction be delayed long enough that a pipeline from Alaska is constructed. Such a pipeline would effectively delay construction of the Mackenzie Valley pipeline for many years.

Construction and operation of the pipeline itself will have socio-economic and environmental risks that should be addressed through mitigative measures required under an environmental impact assessment and review. However, uncertainty applies to both anticipated risks and the efficacy of proposed mitigation, therefore the potential does exist for environment damage and socio-economic harm should the pipeline go ahead. On the flip side, risks will offer an opportunity for income for firms specializing in environmental assessment and monitoring.

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The environmental impact assessment for the pipeline was initiated in the spring of 2004. The review, and follow up programs to monitor impacts should the pipeline be constructed, will place additional pressures on the department to provide baseline data on socio-economic and environmental conditions along the impact area of the pipeline, and to monitor future impacts. These expectations cannot be adequately met with the current complement of biologists, environmental specialists and other staff employed by RWED.

### ***Special Initiatives***

RWED is responding to risks and opportunities in the political and regulatory environment through the following special Initiatives:

- Coordinating GNWT input into the Environmental Impact Assessment Review of the proposed Mackenzie Valley gas pipeline. The GNWT will respond on two themes: biophysical impacts and mitigation, and socio-economic impacts and mitigation;
- The Mackenzie Valley Pipeline Office initiative is to prepare for the increased interest in exploration for natural gas and oil reserves in the Mackenzie Valley. The Mackenzie Valley Pipeline office will provide a comprehensive, coordinated GNWT planning approach to the pipeline project and is intended to ensure that all NWT residents benefit from the development of our gas resources;
- The Protected Areas Strategy is a joint initiative of the federal and territorial governments working in partnership with communities, regional organizations, land claim organizations, industry organizations and environmental non-government organizations. The intent is to promote a balance approach to conservation and development by conserving lands that have ecological and cultural significance for the residents of the Northwest Territories;
- Participation in Devolution Negotiations;
- Participation in the GNWT's Knowledge Management Strategy;
- Creation of a Geomatics Data Warehouse for all GNWT Departments; and
- Informatics Strategic Plan.

### **Non-Renewable Resource Sector**

Knowledge of the resource base is essential to resource extraction. Mineral resource information forms a critical part of the database that must be used in any land-use planning process, whether for parks or other protected areas. The approach and data used in any land-use planning process is of significant interest to exploration companies and a consideration when they calculate the risk of an exploration decision. Geological mapping and resource identification is the single most cost-effective incentive that government can provide to encourage non-renewable resource industry activity. While the fact that the NWT is under-explored is an advantage when compared to southern Canadian jurisdictions and the United States of America, the lack of geological data is a constraint on exploration. The lack of data increases substantially the risk that companies take when they explore for minerals in the NWT. As the federal government primarily has jurisdiction over land and resources, the GNWT must rely on cooperation efforts to advance the sector.

### ***Special Initiatives***

- The C.S. Lord Northern Geoscience Centre, jointly funded by the GNWT and the federal government, has several initiatives intended to increase our knowledge of the non-renewable resource base;
- A web-enabled compilation of subsurface well picks for the NWT;

- Evaluation of oil and gas potential for the Deh Cho Land Use Planning Committee;
- Development of an atlas-like and basin-by-basin compilation of the known status of the NWT's petroleum geology for industry and Northern clients;
- A geological mapping project at Wecho River, diamond studies;
- Two large compilation projects; and
- An aeromagnetic survey being undertaken as preparation for future fieldwork.

### **Goods Producing Sectors: Manufacturing**

On the national scene, the NWT is a very small player in manufacturing, with our share of the Canadian manufacturing pie being well under 1 per cent. Individual plants in the NWT are small scale and will likely remain so in the future. One exception has been diamond cutting and polishing. Although relatively small-scale in national or international terms, the industry has made a significant contribution to NWT manufacturing.

There are other opportunities for growth largely associated with meeting the needs of local, limited markets, especially those created through resource development. The low volumes associated with limited markets also mean that the manufacturer may be overly dependent on a single buyer.

A major marketing issue is promotion, distribution and marketing. The general public, or institutional buyers such as community governments, may not be aware of Northern products because they are outside normal distribution channels. Manufacturers may not have the capacity, or see the need, to advertise widely if current production is for a specific client.

Based on the results of a number of tourism surveys, there seems to be a market for locally produced crafts and related products unique to the NWT. Most tourists looking for this type of gift or memento of the NWT are willing to spend between \$60 and \$100. Examples of the types of products might include pottery, cards, partly manufactured crafts and similar items.

Opportunities still exist for small-scale manufacturing targeting the unique needs of northern markets. Advancements of the Internet provide an opportunity to reduce the effects of distance to market in some areas. Although the GNWT has the Business Incentive Policy, NWT manufacturers will only be competitive in a relatively narrow range of products. Diamond cutting and polishing is an example of the use of a local resource on which to develop value-added industry. The training issues associated with the industry are varied, ranging from technical trades to artisans. As with most businesses, good infrastructure can act to lower operating costs by reducing the time needed to store inventory and by reducing costs to manufacture.

Marketing and product development are the major issues facing manufacturing development in the NWT. There are four major market areas, government, mining/exploration, private sector businesses, and consumers. No segment may be fully aware of the range of Northern products available or how competitive those products may be compared to imports. Increased marketing effort would help raise awareness.

It is expected that future growth within the economy will heavily depend upon mineral development. If there is an expansion of mineral development and investment in the NWT, there may be new opportunities to expand manufacturing. New technologies and innovations can also provide opportunities that build on unique Northern needs and challenges.

**Special Initiatives**

RWED has a number of ongoing initiatives in support of the goods producing sector. New initiatives include:

- Implementation of an NWT Manufacturing Strategy;
- NWT Arts Strategy approval and implementation;
- NWT Fur Strategy to direct investment and effort towards expanding and strengthening the NWT fur industry;
- Promotion of an NWT Centre for Innovation;
- Commercial Renewable Resource Development with the signing of the Federal/Provincial/Territorial Agriculture Policy Framework Agreement;
- Polished Diamond Certification program;
- Diamond promotion and marketing initiatives; and
- Diamond Tourism Plan.

**Trade and Services**

Retail and wholesale trade, and the services sector is thriving, but one of the main drivers of growth, non-renewable resource development, is also attracting labour away from the sector, and driving up labour costs. The mining, oil and natural gas industries offer high paying jobs, which the trade and service businesses find difficult to match. With a limited labour pool, the service sector finds itself at a disadvantage.

While labour market issues are beyond RWED's mandate, RWED is working with the NWT Chamber of Commerce to monitor the problem as well as other issues identified by the sector.

**Special Initiatives**

- RWED's initiative supporting the sector includes a survey of businesses to identify major costs and issues affecting the trade and services industry and consultation with the NWT Chamber of Commerce to keep abreast of emerging problems;
- RWED participates in the Economic Development Advisory Forum that was created by the Intergovernmental Forum (IGF), made up of Aboriginal, Territorial, and Federal Government representatives. The IGF recognized economic development as a priority area, requiring ongoing policy direction; and
- Establishment of a Business Development and Investment Corporation.

**Tourism**

Tourism in the NWT has a great deal of unrealized potential. Wilderness, unique cultures, fish, wildlife, and unspoiled forests and tundra all contribute to our attraction. Tourism is also largely a sustainable resource, one that can enhance and preserve the NWT's cultural and environmental integrity. In many ways, it is consistent with Aboriginal lifestyles. The midnight sun in summer and Aurora Borealis in winter add to the allure.

Furthermore, this potential can be realized in communities of any size and by a wide range of businesses including large hotels, airlines, to self-employed outfitters and guides. Although general economic conditions elsewhere, SARS, and uncertainty generated by terrorist activity have been a cause for concern, it underscores the need to continually develop products, properly package them for the consumer, and market them effectively.

However, in the face of territorial government fiscal restraint, obtaining additional marketing dollars is a difficult task. A more strategic approach to marketing will be required, targeting markets with high potential for growth, whether based on proximity or interest segment. To ensure maximum benefits and continued positive word-of-mouth advertising, industry training remains essential.

Private sector investment is crucial to ensure a growing capacity to accommodate tourists. While the private sector is in the best position to develop community-specific products and put together the necessary financing, in small communities government assistance is required to fill in the gaps where commercial lending fails. The GNWT can also help by ensuring the licensing process is as simple as possible.

The GNWT continues to have an important role in the provision of public infrastructure in support of tourism. Good roads and airports are the most basic requirement, and a system of parks and visitors' centres provides a means to attract, accommodate, inform, and lengthen the stay and increase expenditures of tourists. The current system of parks and visitors services is highly rated, but some roads in the NWT continue to receive much criticism.

Marketing remains a key factor for success. Tourism is a very competitive global business, but we do have some advantage in that we tend to benefit from nearby provincial markets and the United States. Europe is also a growing market for wilderness tourism. Attracting tourists will continue to require regular marketing by industry, ensuring a consistent message, delivered on a regular basis. The industry association has the lead in marketing. Government maintains its role of providing market research to industry and individual businesses to ensure plans address changing market circumstances. By working together, government and industry can make the most of this major renewable resources sector.

Realizing our potential means:

1. Creating a distinct brand image for the NWT as a travel destination
2. Focusing on niche markets and markets close to home
3. Continuing product development
4. Improving infrastructure
5. Developing and maintaining innovative partnerships
6. Increasing the use of the Internet as marketing tool and a point-of-sale method
7. Expanding resources for current and accurate research, product development and marketing

### ***Special Initiatives***

RWED has a number of ongoing initiatives in response to these challenges. New initiatives include:

- Diamond Tourism Plan;
- Revision of the NWT Parks Regulations and the NWT Travel and Tourism Act; and
- Implementing new technology for data capture, such as the use of hand held data entry units for surveys and campground receipts.

### **Commercial Fisheries**

Commercial fishing in the NWT is relatively small in scale and NWT products play a small role in the marketplace, however commercial fishing supports traditional use activities such as subsistence fishing. The NWT commercial fishery consists of one main fishery on Great Slave Lake and a number of small fisheries located mainly in and around the Mackenzie Delta.

A major challenge facing the NWT commercial fishery is lack of training. Every commercial fishing venture, no matter how small, is a business requiring interaction with buyers, shipping companies, governments and suppliers. Even relatively small boats are filled with complicated equipment including motors, depth finders, radar, radios, and other types of equipment. The industry and markets are rapidly changing. Basic skills in reading and writing English are essential and fishers have to keep up with the latest technologies.

Training in fish handling, preparation and fish processing plant management can be undertaken through a combination of formal and on-the-job training. Fish plant management, either for full-scale processing or just packaging, requires advanced business skills and training. These skills cannot be developed without significant training and education. Plants also need access to businesses and people with training in refrigeration, electrical, mechanics, welding and so on.

Recruitment into the fishery faces strong competition from other sectors. The NWT economy is vibrant, with unprecedented growth being witnessed in income and employment opportunities in both the public and private sector. Wages are generally two to three times higher than minimum wage and are coupled with generous benefits.

Participants in the fishing industry generally receive the equivalent of minimum wage with few, if any, benefits. Young people in the NWT are being drawn away from commercial fishing towards more rewarding employment opportunities. They are often replaced by labour imported from southern Canada.

Increases in the cost of capital and operations and maintenance for commercial fishing operations, have greatly exceeded increases in fish prices over the past ten years. Combined with relatively low wages for crew and diminishing returns to owner/operators, has resulted in attrition of the Great Slave Lake fleet and consequently an overall decline in catch each year.

### ***Special Initiatives***

RWED's initiatives in response to these challenges and opportunities include:

- An Industry Support Program for the Great Slave Lake Fisheries that provides some core funding. Additionally the Program has four components: the Fish Harvesters Assistance Program, the Commercial Harvesters Assistance Program, the Fish Harvesters Expansion Program, and the New Entrants Program;
- Loan programs to help purchase capital equipment; and
- Funding market studies in 2005/2006 to look at alternate markets for the Great Slave Lake catch.

### **Forest Management**

Changes in patterns of forest use and the level of development across forest landscapes in the NWT have been substantial over the past two decades. These changes have impacted the sustainable management of our forests and these trends are expected to continue for the foreseeable future. Emerging challenges associated with these changes are providing opportunities for improving sustainable forest management in the NWT.

The regulations covering commercial meat harvests are out of date and require review and revision. The federal and provincial governments are proposing legislative changes to harmonize meat inspection procedures to allow for a greater flow of goods to markets. The GNWT will participate in national programs aimed at streamlining processes to reduce costs while ensuring that risks to consumers are minimized.

In recent years, the development of markets for qiviut (muskoxen under-wool) has been a priority. In addition to the sale of musk ox meat from the 1999 harvest of 1,450 animals, the value of the qiviut and leather has increased the total NWT value of the muskox harvest to \$1.1 million. Qiviut production continues to gain strength and provides positive contributions towards harvesting costs. An increase in wildlife harvesting combined with applied agri-food science and research has the potential to add significant economic benefits to this sector. Important liaisons have evolved with federal agencies including Agriculture and Agri-foods Canada and the Canadian Food Inspection Agency. The bringing together of skills, knowledge and applied science have facilitated the potential for economic benefits which, up until a few years ago, seemed remote or out of reach.

Outfitting, for both hunting and non-consumptive wildlife tourism, offers business opportunities for NWT residents.

### ***Special Initiatives***

RWED has a number of ongoing initiatives in response to the challenges and opportunities in this sector as well as the following new initiatives:

- The Canada/NWT Agriculture Policy Framework Agreement that will provide a source of investment to the export game meat industry through to 2008 in order to improve the product quality and consistency and develop long-term markets;
- Updating trapping technologies and handling techniques combined with trapper training workshops to ensure NWT harvesters continue to place high quality, high value furs in the marketplace;
- Trap exchange program. The NWT is a world leader in implementation of humane trapping methods;
- Marketing fur from various jurisdictions as a Northern Wild Fur Collection, while allowing for the retention of individual jurisdictional identities to increase market awareness and enhance the market identity of fur harvested from Northern Canada;
- Increased investments in training and programs to encourage participation in a traditional lifestyle.

### **Wildlife Monitoring, Research and Management**

Economic development activities in both the non-renewable and renewable resource sectors rely heavily on having information on the biophysical environment upon which to base development decisions.

For the non-renewable sector, including oil and natural gas, mining, infrastructure, and energy, baseline information is needed on the status of wildlife populations and wildlife habitats, the ecology of wild species, how development activities affect habitat use and ways to mitigate potential impacts. For the renewable sector, information is needed on the status of wildlife populations, factors regulating population size, sustainable harvest levels and natural variation in populations.



Section 22 of the Mackenzie Valley Resource Management Act and section 12(3) of the Canadian Environmental Assessment Agency call upon government agencies and departments to supply relevant scientific, technical, and expert information to environmental assessment and review processes. RWED is the collector and holder of scientific information on wildlife, wildlife habitat, biodiversity and ecological processes. As the number and complexity of environmental assessment processes increases the ability of RWED to effectively provide this information is strained. Once development activities are initiated the need for collection and analysis of information continues. Impact hypotheses developed during environmental assessments need to be validated through site specific and regional monitoring programs. Wildlife populations being harvested commercially need to be closely monitored to ensure they do not decline to economically or environmentally unsustainable levels.

There are currently three renewable resource co-management boards established through land claim agreements in the NWT. A fourth co-management board will be created by the TliCho Agreement and future land claims agreements will likely result in additional boards. These boards require information on wildlife and wildlife habitat in their regions to support management decisions. Information collected to support decision-making, needs to be stored, analyzed and made available to those needing it. RWED Regional offices, wildlife boards, the federal government, Aboriginal organizations and the general public need to be able to easily access this information electronically. Currently, information is contained mainly in written publications and internal databases.

Understanding and appreciation for the northern environment depends on the public having access to information about the north. This information needs to be provided to youth through school programs and to the public through various publications and websites.

Federal species at risk legislation includes a "safety net" provision under which the federal government can take over management of any species at risk that is not adequately protected by the legislation and programs of the NWT. The NWT requires territorial species at risk legislation to ensure the protection and recovery of species at risk in the NWT. Its implementation will require establishing processes for assessment of the status of northern species and preparing and implementing recovery actions for listed species.

The GNWT has made a commitment to implement the Canadian Biodiversity Strategy in the NWT. The first step in this commitment is to identify actions currently being taken to conserve biodiversity and to then identify and implement additional actions needed.

Global climate change is considered to be one of the most serious environmental, economic and political challenges of this century. Modern computer-driven climate models indicate that large areas of northwestern North America including the Mackenzie Valley will warm significantly. Understanding the potential implications of this warming on wildlife and wildlife habitat is essential for the long-term management of NWT species.

**Special Initiatives**

RWED's initiatives in response to the challenges and opportunities in this sector include:

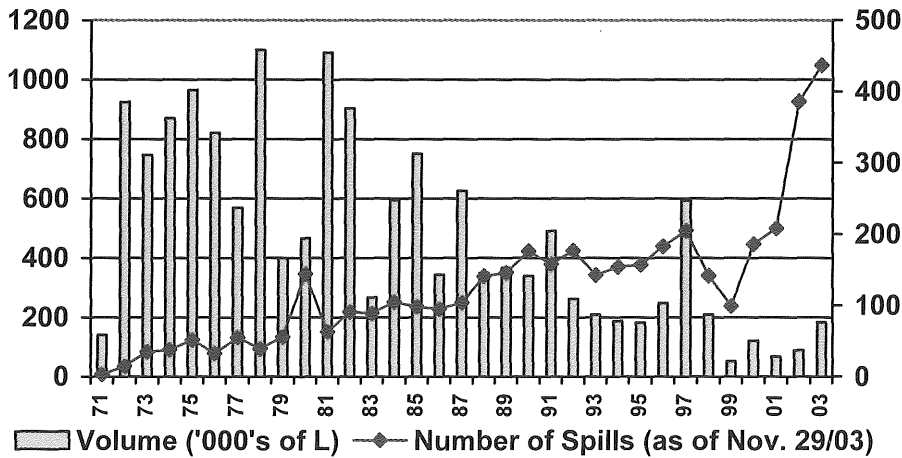
- The Western NWT Biophysical Study and West Kitikmeot Slave Study have been established to address wildlife and wildlife habitat information gaps related to non-renewable resource development in the Mackenzie Valley and the Slave Geological Province respectively. These programs are supporting priority research on the status of wildlife populations and wildlife habitats, the ecology of wild species, how development activities affect habitat use and ways to mitigate potential impacts;
- A Wildlife Management Information System (WMIS) is being designed that will allow RWED to store, analyze and distribute information and data related to wildlife management. WMIS will also be used to integrate wildlife population and habitat information (including our geographically-based data) with information from other divisions such as Forest Management. RWED Regional offices, partners such as the federal government and Aboriginal organizations, and the general public will be able to access different levels of the WMIS system through the Internet;
- A new NWT Species at Risk Act to protect and help recover species at risk within the NWT. The Species at Risk Act will, to a large extent fulfill the GNWT's commitment under the *Accord for the Protection of Species at Risk* and enable the protection necessary;
- A new Wildlife Act to integrate the wildlife harvesting and management provisions of land claim agreements, ensure consistency with the Charter of Rights and Freedoms, and incorporate modern approaches to the sustainable management of wildlife resources;
- Recovery strategies for federally listed species at risk are being prepared. Research projects necessary to determine and implement recovery actions are also being conducted;
- This list of initiatives undertaken by organizations and groups working in the NWT that touch directly or indirectly on the goals of the Canadian Biodiversity Strategy will be analyzed and gaps between commitment and action will be identified;
- An Ecosystem Classification and Mapping Framework - the Department through the Wildlife and Fisheries and Forest Management Divisions is working on the development of an ecological land classification in the NWT. Information is being collected at both broad and detailed levels. An ecological land classification will allow forest managers to better understand the factors and landscapes that influence forest productivity and succession so that forest management and planning activities can be planned with maximum efficiency. A good understanding of ecosystem dynamics will enable resource managers to balance resource use while ensuring sustainability and minimal impact on other resource values. Wildlife managers will benefit from an improved landscape level understanding of the primary habitat characteristics and the succession trajectories that plant communities follow on various landscapes. Renewable and non-renewable resource managers would benefit from a common ecologically based understanding of renewable resource distribution and characteristics so that integrated planning decisions can be made both within the NWT and with the federal government and adjacent provinces and territories.
- RWED has participated in the design of the Cumulative Effects Assessment and Management Framework and the Mackenzie Valley Cumulative Impact Monitoring Program. These processes, when implemented, will ensure that site specific and regional monitoring programs feed information on cumulative effects into resource development decisions; and

- A monitoring program for the Bathurst caribou herd is proposed to support monitoring initiatives including: Community based monitoring of caribou population status, movement, condition, pregnancy and diseases; Harvest monitoring via check stations, harvest studies and compulsory reports and; Science monitoring of movements, range use, contaminants, insect harassment, pregnancy rates and calf survival.

### **Environmental Protection and Energy**

While non-renewable resource development has been a boon to the NWT economy, it brings consequent risks to the environment. These risks include the possibility of increased pollution of air and water, land contamination, and disruption of wildlife and destruction of wildlife habitat. Climate change is also an issue, which poses challenges to the NWT, and is affecting us right now.

**Number and Volume of Petroleum Spills since 1971**



The environmental risk from spills is associated primarily with the transport and storage of petroleum products (fuels) to meet community and industrial needs for heat, transportation and electrical power generation.

RWED has been tracking spill trends since the NWT’s 24-Hour Spill Reporting Service first began operation in 1971. Since that time, the number of spills being reported in the NWT has increased steadily. This is attributed to increased industrial activity and community growth together with a growing awareness of the need to report such occurrences.

At the same time however, the volume of fuels being spilled on an annual basis has steadily decreased. This is attributed to better spill prevention and response capabilities by those who transport and store the large volumes of fuel needed in the North.

Canada’s military activities and the search for natural resources have left an unfortunate legacy of hazardous and contaminated sites across the NWT. The Government of Canada has inventoried 658 sites located on federal Crown land that are contaminated. Of these sites, 416 sites require cleanup and remediation while a further 242 have either been remediated, determined that no cleanup is required or whose status is contingent on a decision. The responsibility for abandoned or active contaminated sites is not restricted to the federal government.

As part of the GNWT financial auditing process, the Department of Finance reports on environmental liabilities, which are the responsibility of the GNWT. In 2002, Finance reported that the GNWT was responsible for a potential 304 sites. This inventory represents both actual and potential contaminated sites including community landfill sites, sewage lagoons and GNWT-owned facilities (e.g. schools, airports, hospitals, nursing stations).

RWED also maintains a system of active and inactive fuel caches across the NWT that has been included in this inventory. The inventory does not include sites owned by the Northwest Territories Power Corporation.

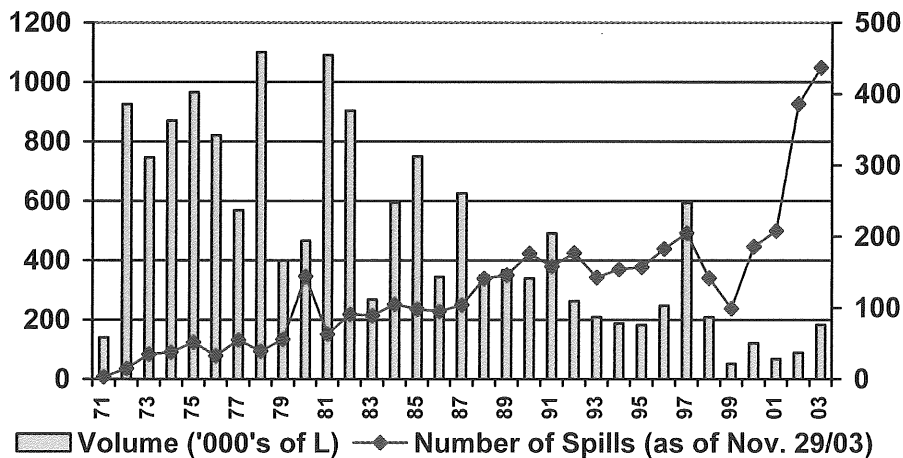
The Northwest Territories is part of the global community, and what happens in this broader community will eventually affect the North.

- A monitoring program for the Bathurst caribou herd is proposed to support monitoring initiatives including: Community based monitoring of caribou population status, movement, condition, pregnancy and diseases; Harvest monitoring via check stations, harvest studies and compulsory reports and; Science monitoring of movements, range use, contaminants, insect harassment, pregnancy rates and calf survival.

### **Environmental Protection and Energy**

While non-renewable resource development has been a boon to the NWT economy, it brings consequent risks to the environment. These risks include the possibility of increased pollution of air and water, land contamination, and disruption of wildlife and destruction of wildlife habitat. Climate change is also an issue, which poses challenges to the NWT, and is affecting us right now.

### Number and Volume of Petroleum Spills since 1971



The environmental risk from spills is associated primarily with the transport and storage of petroleum products (fuels) to meet community and industrial needs for heat, transportation and electrical power generation.

RWED has been tracking spill trends since the NWT's 24-Hour Spill Reporting Service first began operation in 1971. Since that time, the number of spills being reported in the NWT has increased steadily. This is attributed to increased industrial activity and community growth together with a growing awareness of the need to report such occurrences.

At the same time however, the volume of fuels being spilled on an annual basis has steadily decreased. This is attributed to better spill prevention and response capabilities by those who transport and store the large volumes of fuel needed in the North.

Canada's military activities and the search for natural resources have left an unfortunate legacy of hazardous and contaminated sites across the NWT. The Government of Canada has inventoried 658 sites located on federal Crown land that are contaminated. Of these sites, 416 sites require cleanup and remediation while a further 242 have either been remediated, determined that no cleanup is required or whose status is contingent on a decision. The responsibility for abandoned or active contaminated sites is not restricted to the federal government.

As part of the GNWT financial auditing process, the Department of Finance reports on environmental liabilities, which are the responsibility of the GNWT. In 2002, Finance reported that the GNWT was responsible for a potential 304 sites. This inventory represents both actual and potential contaminated sites including community landfill sites, sewage lagoons and GNWT-owned facilities (e.g. schools, airports, hospitals, nursing stations).

RWED also maintains a system of active and inactive fuel caches across the NWT that has been included in this inventory. The inventory does not include sites owned by the Northwest Territories Power Corporation.

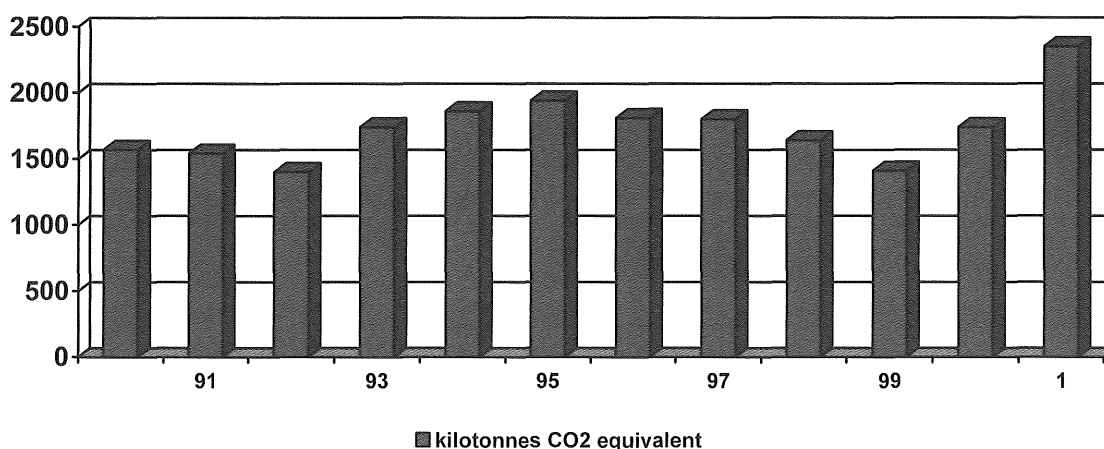
The Northwest Territories is part of the global community, and what happens in this broader community will eventually affect the North.

Global climate change is considered to be one of the most serious environmental, economic and political challenges of this century. That has led the GNWT to develop a Greenhouse Gas Strategy. The 1990-2001 data on Canada's greenhouse gas emissions demonstrates both the challenges and progress in controlling emissions of these pollutants.

In 1990, Canada's emissions were 607 mega tonnes. Under the Kyoto Protocol, Canada's target is 6% below the 1990 emissions level, or 571 mega tonnes annually. Total emissions of all greenhouse gases in Canada have risen to 720 mega tonnes by 2001, or 18.5% above the 1990 level.

While some progress is being made in controlling the increase in greenhouse gas emissions, and more progress is anticipated as federal, provincial and territorial programs continue to be implemented, the challenges remain significant.

### ***Northwest Territories and Nunavut Annual Greenhouse Gas Emissions (1990-2001)***



The chart above illustrates greenhouse gas emissions from the NWT and Nunavut for the period of 1990 to 2001. During this period, our emissions increased by 49.7% compared to Canada's 18.5% increase. The largest increase occurred in 2001, which reflects the increased level of mining and oil and gas development activity.

Greenhouse gas emissions in the Northwest Territories are expected to increase further with new mines, the pending Mackenzie Valley pipeline, and the exploration activity that will follow the pipeline decision. Our challenge will be to minimize this increase to the greatest extent possible while not unduly restricting the development of our economy. The impacts of a changing climate are already being observed and measured.

Large areas of northwestern North America including the Mackenzie Valley have warmed significantly. Meanwhile, areas over Baffin Island, Greenland and the North Pacific have cooled. This pattern is broadly consistent with that projected by modern computer-driven climate models.

These same models predict the warming trends will continue as concentrations of carbon dioxide rise. A warmer North is expected to result in such major changes as:

- The intensity and duration of extreme weather events,
- Melting of the permafrost,
- Changes in distribution of plant, forest and animal species,
- Changing forest fire risk, and
- Reductions in the duration of winter seasons, affecting transportation and ice roads.

While credible scientists attribute these changes in part to increasing concentrations of greenhouse gas emissions, some of these regional changes may also be related to a long-term natural cycle called the Arctic Oscillation. Another impact from global sources is the accumulation of persistent pollutants (i.e. organo chlorines, heavy metals and radioactive wastes) in Canada's North. Capable of being transported long distances from the world's industrialized regions of Europe and Asia, these pollutants are now found in many of our northern plants and animals. While their long-term effects are not well understood, some of these pollutants have been linked to reproductive failure and cancer in various animal species.

During the 1960s and 70s, scientists and politicians began to learn of the risks associated with PCBs after which national and international agreements were put in place to control their manufacture, import, use and disposal. The result has been a dramatic decrease in the amount of PCB being released each year from industrial sources.

Industrial activity is not the only source of environmental risk. Although northern communities are generally small in population, each will produce liquid, solid and hazardous wastes that must be managed. Despite the relatively small quantities, there exist impacts on the local environment that are expected to become greater as populations and local industrial activity increases. In coming years, even greater pressure will be placed on municipal infrastructure by growing community populations and resource companies that deposit camp and other industrial wastes in municipal landfills and sewage lagoons.

A survey undertaken by the former Department of Renewable Resources in 1994 indicates that more than two million litres of waste oil and fuel, and approximately 260 tonnes of other hazardous wastes are produced annually in western Arctic communities.

Because of our cold climate and vast size, the NWT consumes vast amounts of energy to keep our houses warm and to move people and goods into and across our jurisdiction. Because of distance from source, the cost of petroleum products is higher in the North and in many isolated communities such costs would be prohibitively expensive if petroleum products were not subsidized by the GNWT. Higher energy costs affect the cost of doing business, and the cost of living in the NWT.

The GNWT, as are other governments, is increasingly under pressure to respond in a meaningful way to rapidly increasing commodity prices while at the same time moving forward on the Climate Change agenda, both of which are related to the supply and demand of energy for household and industrial use, both domestically and continentally.



On the supply side, there are potential sources of energy that could be tapped into: frontier regions for oil and gas development (e.g. Mackenzie Delta); renewable energy (e.g., hydroelectric, wind, solar, biomass, etc.); and non-conventional energy sources (e.g., geothermal). The NWT has an abundance of these resources to provide energy for domestic use. However, the challenge is to optimize the use of these resources through an appropriate planning and policy framework. The GNWT's current approach to energy planning does not take into consideration the broad range of available energy sources in the NWT.

On the other hand, demand for costly energy could be reduced through energy conservation initiatives (e.g., programs to incorporate energy efficient features into commercial, residential and industrial buildings, programs to increase the fuel efficiency of commercial and personal vehicles, etc.)

The GNWT's current approach to energy matters does not provide clarity in terms of responsibility for policy or planning development or accountability. To ensure a strategic, integrated and long-term approach to energy policy, and the full range of issues associated with it, there is a need to develop the capacity to address the broad range of energy policy issues within the NWT. Implicit, is the need to participate meaningfully in the broader continental energy dialogue, including the Northwestern Energy Alliance.

The NWT is the only jurisdiction in Canada that does not have a specific department or policy group responsible for Energy policy issues.

RWED currently plays a role in Oil and Gas development and Investment attraction, but does not have the mandate or resources to deliver the full-range of energy sector policy and planning development and coordination that the GNWT requires.

The creation of an Energy Policy Unit with an initial staff complement of three is planned. The overall mandate of this unit will be to provide the broad energy sector intelligence required for the development and increased use of domestic energy resources and the reduction of energy supply costs.

### ***Special Initiatives***

RWED's has a number of ongoing initiatives in response to the risks and opportunities identified for environmental protection and energy; new initiatives include:

- Promotion of wise energy use through the Energy Conservation Program, which provides financial assistance to territorial, and community-funded departments, boards, and agencies, and non-profit organizations, to undertake capital projects that will result in long-term reductions in the usage of electricity and heat energy, and water. Eligible projects must relate to purchased electricity, fuel or water supplies.
- A new environmental guideline for the management of biomedical waste.
- The new Waste Reduction and Recovery Act provides the legislative framework for programs that will result in the recovery, reuse and recycling of waste materials. The first program to be established under the Act focuses on the recovery of beverage containers.
- Participating in the review of land and water development proposals on federal and Commissioner's land, which may affect the quality of the environment.

- Administration of the Air Quality Program to monitor the quality of the air and regulate activities on Commissioner's Land which may emit contaminants to the atmosphere. The Air Quality Program also provides for northern participation in national and international air quality issues including depletion of the ozone layer and the long-range transport of airborne pollutants.
  - An Air Quality Code of Practice for the Upstream Oil and Gas Industry is being developed to provide clear and consistent guidance as to the GNWT's air quality management expectations of the oil and gas industry throughout all aspects of development activity – including the regulatory application phase, the well evaluation phase and the operational phase. The Code will be used in the review and assessment of all oil and gas development applications and operations.
  - Partnering in the Arctic Energy Alliance: recognizing there is a continuing need to coordinate the planning and management of energy and utility systems in the Northwest Territories, the Department of Resources, Wildlife and Economic Development helped to form the Arctic Energy Alliance. Together with other core members - the NWT Association of communities, NWT Housing Corporation, NWT Public Utilities Board, and GNWT Departments of Municipal and Community Affairs and Public Works and Services - the Alliance was formed to assist energy consumers to work together to reduce the costs and environmental impacts of energy and utility services in the NWT. The Alliance is a NWT not-for-profit society established under the Northwest Territories Societies Act.
  - A Greenhouse Gas Strategy and Action Plan for the NWT: the Government of the Northwest Territories recognized in 2001 that it had a responsibility to contribute to Canada's efforts to reduce emissions of greenhouse gases and is committed to working with governments and organizations to develop an equitable approach to Canada's international commitment under the Kyoto protocol. A made-in-the-NWT strategy to help control greenhouse gas emissions was developed in consultation with government agencies, municipalities, industry and the public. A review of the Strategy has been initiated with the intention of assessing activities since 2001, renewing partnerships and identifying priorities for future work.
  - Creation of an Energy Policy Unit – The new unit will have responsibility in the following areas:
    - NWT Energy Policy - In this area the energy unit would be responsible to lead in the development of GNWT policies regarding use and supply of all non-renewable, non-conventional and renewable energy sources in the NWT. In addition, the unit will have an ongoing responsibility to monitor and report on energy policy development/issues in western provinces/states, as well as in the continental and global context.
    - NWT Energy Plan - In this area, the Energy Unit would be responsible for researching, analyzing and synthesizing technical information with respect to supply/demand of the various sources of energy, and interpret this information within the framework of the NWT's Energy Policy in order to lead in the development and implementation of an NWT Energy Plan.
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## 6. PERFORMANCE MEASURES

The establishment of the Department's business planning goals is based on the following:

- The Department's mandate, as set out in the Establishment Policy for Resources, Wildlife and Economic Development;
- The administration and enforcement of legislation, legal agreements and protocols for which the Department is responsible and/or jointly responsible;
- The priorities established by members of the 15<sup>th</sup> Legislative Assembly in "Self-reliant People, Communities and Northwest Territories – A Shared Responsibility"; and
- The critical issues facing the GNWT outlined in the Department's Environmental Scan.

In addressing these elements, the Department has established the following goals:

1. To foster the development of a diversified, sustainable NWT economy that provides opportunities for employment, business development and expansion, and wealth generation for residents of the Northwest Territories, through the promotion of trade, goods-producing industries, tourism and the traditional economy.
2. Promote and encourage sustainable development and the wise use of the NWT's renewable and non-renewable resources such that benefits are provided to all communities, social and environmental implications are mitigated and the various cultures of the NWT are respected.
3. To ensure that the NWT's current natural capital of land, air, waters, wildlife, and forests are available, protected and enhanced for future generations through the application of sound environmental management, and regulatory practices and responsible energy management.
4. To maximize efficiency and effectiveness in responding to client needs by providing programs, services and information to clients in a timely and courteous manner.
5. To promote the aspirations and unique qualities of the NWT as a prime location to visit, live, and do business and to be a strong voice for equity, opportunity and self-determination.

The four goals in RWED's business plan align with four of the five GNWT goals, those being 1, 3, 4 and 5. Given the highly integrated nature of the Department's mission, no single core business area is responsible for the achievement of any one goal or specified outcome. Its success is dependent the coordination among and cooperation between units within the organization.

**RWED Goal # 1:**

To foster the development of a diversified, sustainable NWT economy that provides opportunities for employment, business development and expansion, and wealth generation for residents of the Northwest Territories, through the promotion of trade, goods-producing industries, tourism and the traditional economy.

**Corresponding to GNWT Strategy - "A Shared Responsibility" - Goal 3 and Goal 4:**

**Goal 3:** Well-governed, sustainable communities and regions able to fulfill their potential.

**Goal 4:** A diversified economy that provides Northerners with opportunities and choices.

<b>Supporting Core Businesses</b>	<b>Outcomes</b>	<b>Measurables</b>
Core RWED Functions Diamond Projects Environmental Protection Forest Management Industrial Initiatives Investment and Economic Analysis Mackenzie Valley Pipeline Office Parks and Tourism Wildlife and Fisheries	A sustained professional public service at all levels	<ul style="list-style-type: none"> <li>• RWED employment levels</li> <li>• RWED employee training participation</li> </ul>
	Agreements in place with industry to promote new business opportunities for northerners	<ul style="list-style-type: none"> <li>• Number of business opportunities arising from agreements</li> </ul>
	Sector specific economic diversification strategies implemented	<ul style="list-style-type: none"> <li>• Reportable actions taken towards implementation</li> </ul>
	Programs that support harvesters evaluated	<ul style="list-style-type: none"> <li>• Number of reviews conducted or in review</li> </ul>
	Increased NWT tourism	<ul style="list-style-type: none"> <li>• GDP in the tourism sector above a 5 year average</li> </ul>
	National diamond strategy in place that reflects NWT interests	<ul style="list-style-type: none"> <li>• Reportable participation in the National Diamond Strategy</li> </ul>
	Increased infrastructure as a result of private/public partnerships	<ul style="list-style-type: none"> <li>• Private capital investment across all sectors combined above a 5 year average</li> </ul>
	Increased investments in partnerships amongst Aboriginal business leaders, business associations and federal govt	<ul style="list-style-type: none"> <li>• Number of Aboriginal Business partnerships</li> </ul>
	New Business Dev. and Investment Corporation	<ul style="list-style-type: none"> <li>• Date established for opening.</li> </ul>
	Increased growth in value-added natural resource and related industries	<ul style="list-style-type: none"> <li>• NWT retail and wholesale trade volumes above a 5 year avg.</li> </ul>
	Increased export of natural resource-based products	<ul style="list-style-type: none"> <li>• Volume and dollar value of primary exports</li> </ul>
	Growth in natural resource and related sectors	<ul style="list-style-type: none"> <li>• GDP across all sectors combined above a 5 year average threshold</li> </ul>

**RWED Goal # 2:**

Promote and encourage sustainable development and the wise use of the NWT’s renewable and non-renewable resources such that benefits are provided to all communities, social and environmental implications are mitigated and the various cultures of the NWT are respected.

**Corresponding to GNWT Strategy - “A Shared Responsibility” - Goal 3 and Goal 4:**

**Goal 3:** Well-governed, sustainable communities and regions able to fulfill their potential.

**Goal 4:** A diversified economy that provides Northerners with opportunities and choices.

Supporting Core Businesses	Outcomes	Measurables
Diamond Projects Environmental Impact Assessment Industrial Initiatives Investment and Economic Analysis Mackenzie Valley Pipeline Office Minerals, Oil and Gas Wildlife and Fisheries Forest Management Energy	Improved information to, and participation by, regions and communities on socio-economic conditions in their respective areas with respect to major developments	<ul style="list-style-type: none"> <li>• Number of annual socio-economic monitoring reports, and semi-annual commitment reports, as per various socio-economic agreements</li> <li>• Reportable actions taken towards implementing socio-economic agreements</li> </ul>
	National diamond strategy developed with governments and stakeholders to nurture value-added industries	<ul style="list-style-type: none"> <li>• Reportable actions taken towards National Diamond Strategy</li> </ul>
	Federal/NWT Economic Development Agreement	<ul style="list-style-type: none"> <li>• Economic Development Agreement for the NWT secured</li> </ul>
	Socio-economic agreements implemented in conjunction with communities and industry to promote benefits from development (e.g. training, employment, building community capacity, infrastructure development, etc.)	<ul style="list-style-type: none"> <li>• Reportable actions taken to implement socio-economic agreements for the BHP, Diavik and De Beers diamond mines</li> <li>• Socio-economic and related agreements for the Mackenzie Gas Project negotiated.</li> </ul>
	Increased growth in diamond value-added industries	<ul style="list-style-type: none"> <li>• Volume and dollar value of export of diamond value-added and manufactured products above a 5 year average threshold</li> </ul>
	Increased export of non-renewable resource-based products	<ul style="list-style-type: none"> <li>• Volume and dollar value of primary exports of non-renewable resource-based products above a 5 year average threshold</li> </ul>

	Increased growth in non-renewable resource, trade and goods producing sectors	<ul style="list-style-type: none"> <li>• GDP in the non-renewable resource, trade and other goods producing sectors above a 5 year average threshold</li> </ul>
	Increased export of renewable resource-based products	<ul style="list-style-type: none"> <li>• Volume and dollar value of primary exports of renewable resource-based products above a 5 year average threshold</li> </ul>
	Key economic sectors developed in sustainable manner	<ul style="list-style-type: none"> <li>• Action plans developed for: oil and natural gas; minerals; tourism; commercial renewable resource development (i.e. including wildlife, forests and fisheries); and value-added production / manufacturing</li> </ul>
	Increased participation in natural resource development and the traditional economy	<ul style="list-style-type: none"> <li>• Population participation rates increased over present by 5 per cent annually</li> </ul>
	Increased fur exports within sustainable levels for a renewable resource	<ul style="list-style-type: none"> <li>• Volume and value of annual fur exports monitored and reported</li> </ul>
	Increase benefits to NWT fur harvesters	<ul style="list-style-type: none"> <li>• Monitor and report financial returns to NWT harvesters through RWED fur marketing service</li> </ul>
	Marketing agreements negotiated with industry and territorial governments to increase benefits to NWT fur harvesters and industry monitored	<ul style="list-style-type: none"> <li>• MOU agreements with Nunavut, Yukon and Fur Harvesters Auction Inc. in place and reportable actions taken to implement</li> </ul>
	Monitor and report on energy policy development/issues in western provinces/states, as well as in the continental and global context	<ul style="list-style-type: none"> <li>• NWT Energy Policy</li> <li>• NWT Energy Plan</li> </ul>

**RWED Goal # 3:**

To ensure that the NWT's current natural capital of land, air, waters, wildlife, and forests are available, protected and enhanced for future generations through the application of sound environmental management, and regulatory practices and responsible energy management.

**Corresponding to GNWT Strategy - "A Shared Responsibility" - Goal 5:**

**Goal 5:** Care and protection of the natural environment.

Supporting Core Businesses	Outcomes	Measurables
Environmental Impact Assessment Environmental Protection Forest Management Industrial Initiatives Minerals, Oil and Gas Parks and Tourism Wildlife and Fisheries Energy	Forest resources are used in a sustainable manner	<ul style="list-style-type: none"> <li>Reportable actions taken towards development and use of forest resources.</li> </ul>
	NWT communities are protected from forest fire	<ul style="list-style-type: none"> <li>Reportable actions taken towards establishment of community protection plans.</li> </ul>
	NWT Species at Risk Legislation in place	<ul style="list-style-type: none"> <li>Reportable actions taken to implement the Legislation</li> </ul>
	New Wildlife Act consistent with land claim agreements in place	<ul style="list-style-type: none"> <li>Reportable actions taken to implement the Legislation</li> </ul>
	Protected Area Strategy (PAS) partner participation increased	<ul style="list-style-type: none"> <li>Reportable actions taken to advance increased number of protected areas through the PAS stages</li> </ul>
	NWT Greenhouse Gas Strategy reviewed and implemented	<ul style="list-style-type: none"> <li>Reportable actions taken with partners to revise and implement strategy</li> <li>Increased participants in strategy implementation</li> </ul>
	Improved administrative and regulatory tools to preserve, protect and enhance the quality of the environment	<ul style="list-style-type: none"> <li>Number of, and reportable actions taken towards, established Agreements, guidelines, standards and regulations</li> </ul>
	Bilateral Mackenzie River Basin Transboundary waters agmts. negotiated	<ul style="list-style-type: none"> <li>Numbers of agreements, and reportable actions taken, to negotiate and implement agreements</li> </ul>
	Recover and re-use recyclable resources	<ul style="list-style-type: none"> <li>Implement <i>Waste Reduction and Recovery Act</i></li> </ul>

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	Impacts on the environment from community and industrial development are minimized	<ul style="list-style-type: none"><li>• Number and volume of hydrocarbon spills reported to the 24-Hour Spill Report Line over a five-year period</li><li>• Trends in air quality over five-year period</li><li>• Number of contaminated sites on Commissioners' Land registered and remediated over a five-year period</li></ul>
	Promotion and encouragement of wise use of energy resources	<ul style="list-style-type: none"><li>• NWT Energy Policy</li><li>• NWT Energy Plan</li></ul>



**RWED Goal # 4:**

To maximize efficiency and effectiveness in responding to client needs by providing programs, services and information to clients in a timely and courteous manner.

**Corresponding to GNWT Strategy - "A Shared Responsibility" - Goal 3:**

**Goal 3:** Well-governed, sustainable communities and regions able to fulfill their potential.

Supporting Core Businesses	Outcomes	Measurables
Informatics All Divisions	Increased data communications infrastructure within the GNWT, and the public where feasible, through partnerships amongst federal government, industry and Aboriginal organizations	<ul style="list-style-type: none"> <li>• Wildlife Information Management System in partnership with the Government of Alberta in place</li> <li>• Forest Information Management System in partnership with other governments in place</li> <li>• GNWT spatial data warehouse in partnership with Territorial departments in place</li> <li>• Number of baseline data sets for the Mackenzie Delta and Valley in place</li> </ul>
	Efficient departmental IT operations	<ul style="list-style-type: none"> <li>• Number of responses met as set out in legislation and policy</li> </ul>
	Timely management decisions are made using information as a critical resource.	<ul style="list-style-type: none"> <li>• Number of, and reportable actions towards, data standards, policies and guidelines developed and implemented.</li> <li>• Department-wide data model, data architecture and data dictionary completed.</li> </ul>
	Essential information available to all clients through efficient, effective and economical information technologies.	<ul style="list-style-type: none"> <li>• RWED's overall enterprise architecture fully developed.</li> </ul>

**RWED Goal # 5:**

To promote the aspirations and unique qualities of the NWT as a prime location to visit, live, and do business and to be a strong voice for equity, opportunity and self-determination.

**Corresponding to GNWT Strategy - "A Shared Responsibility" - Goal 1:**

**Goal 1:** A strong northern voice and identity.

<b>Supporting Core Businesses</b>	<b>Outcomes</b>	<b>Measurables</b>
Diamond Projects Environmental Protection Forest Management Industrial Initiatives Investment and Economic Analysis Mackenzie Valley Pipeline Office Minerals, Oil and Gas Parks and Tourism Wildlife and Fisheries	NWT promoted as a prime location to live, raise a family, visit and do business, and build on initiatives that promote and distinguish the NWT's unique northern identity	<ul style="list-style-type: none"> <li>• Number of, and where possible dollar value of, marketing partnerships with NWT Arctic Tourism and the Canadian Tourism Commission</li> <li>• Number of, and where possible dollar value of, marketing projects and partnerships under diamond promotion and marketing initiatives</li> <li>• Level of investment in the Opportunities Fund</li> <li>• Number of trade missions hosted and participated in</li> </ul>
	A fair deal on devolution and resource revenue sharing that reflects a strong and unified northern voice negotiated with federal government and Aboriginal partners.	<ul style="list-style-type: none"> <li>• Reportable actions towards devolution negotiations</li> </ul>
	Expanded partnerships that optimize federal contributions to economic and social development	<ul style="list-style-type: none"> <li>• Economic Development Agreement for the NWT secured.</li> <li>• Number of, and reportable actions towards, partnerships.</li> </ul>