

**KPMG** Peat Marwick

**DIAND**

**REVIEW OF THE GOVERNMENT  
IMPLEMENTATION OF THE  
INUVIALUIT FINAL AGREEMENT**

**FINAL REPORT**

**June 16, 1987**

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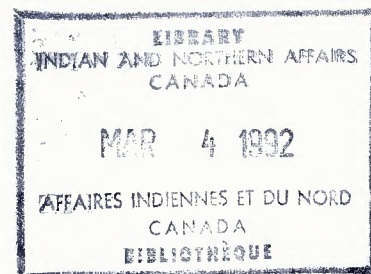
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## **PRIVATE**

Mr. A. Winberg  
Evaluation Directorate  
Indian and Northern Affairs Canada

June 16, 1987

Dear Mr. Winberg:

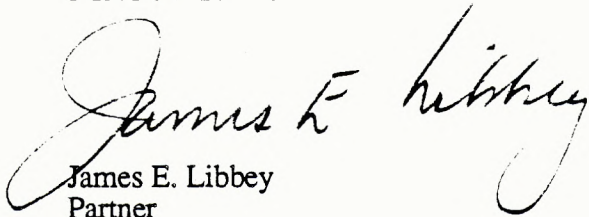
**re: Review of the Government Implementation  
of the Inuvialuit Final Agreement**

We are pleased to present our final report on the Review of the Government Implementation of the IFA. The review was carried out according to Terms of Reference dated March 2, 1987 and was a major undertaking. We are indebted to the many representatives of the three governments, the Inuvialuit and industry who co-operated extensively with the review team.

We would also like to express our gratitude to our associates, Lois Little and Robert Stephen of Lutra Associates Ltd. of Yellowknife, and Dr. Gerald Graham of Ottawa, for their capable and enthusiastic participation in the project.

Yours very truly,

PEAT MARWICK



James E. Libbey  
Partner

JEL:nl

IFA  
FINAL REPORT  
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**IFA**

**FINAL REPORT**

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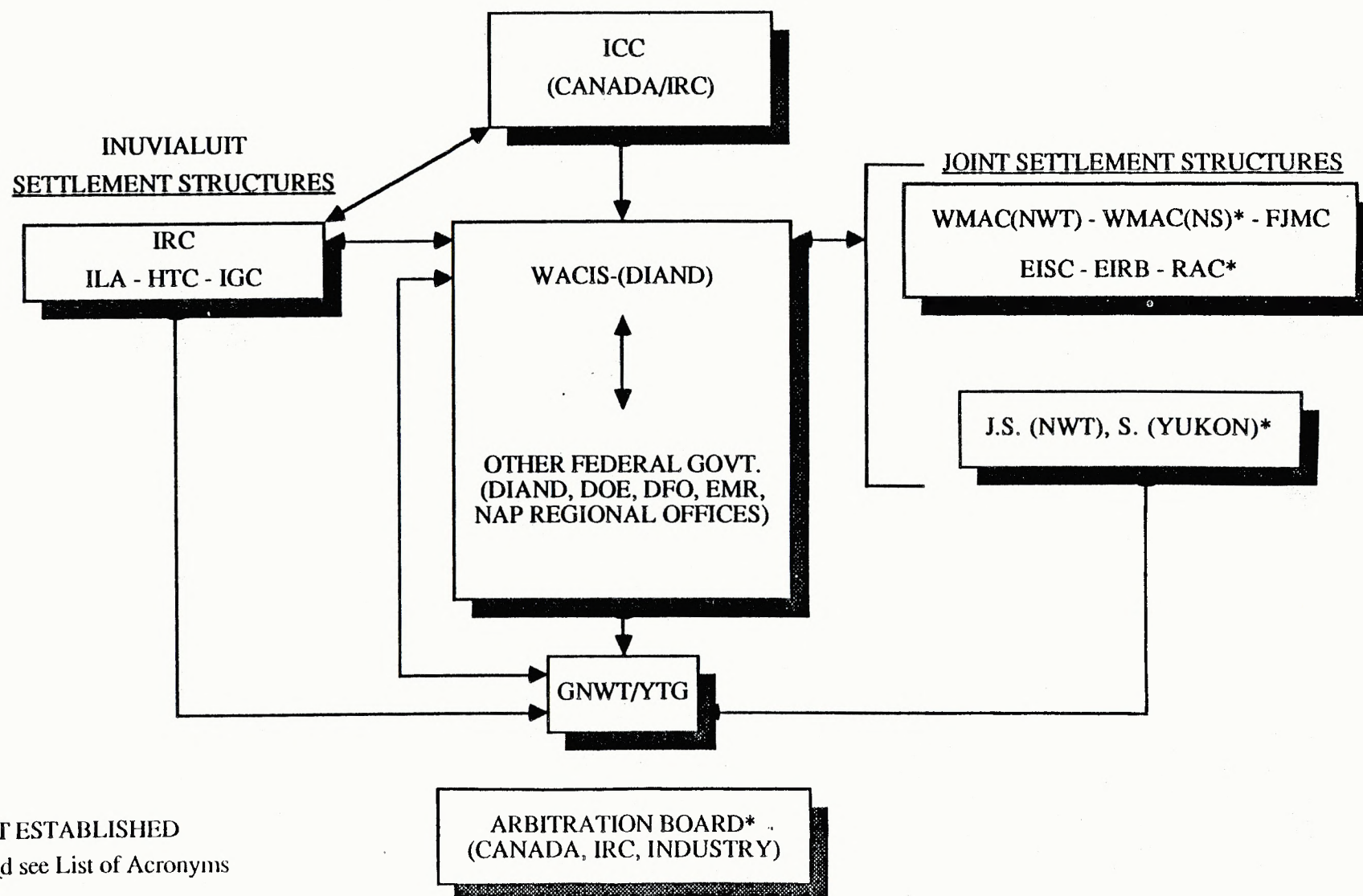
## INTRODUCTION

This report presents the results of the review of the government implementation of the Inuvialuit Final Agreement (IFA). A chronology of major milestones in implementation of the IFA is provided in Appendix 1. It is based upon interviews with more than sixty government officials, chairmen and members of the settlement structures, industry officials, and Inuvialuit representatives, conducted in Ottawa, Calgary, Yellowknife, Whitehorse, and Inuvik and by telephone to these and other locations between March 26 and April 23, 1987. It is also based on a review of numerous documents and files related to IFA implementation. Draft reports were reviewed at focus group meetings in Yellowknife, Whitehorse and Ottawa and at two meetings of the Advisory Committee.

This report addresses the issues that were set out in the Terms of Reference, namely:

- Assess the implementation status of the Inuvialuit Final Agreement and the degree to which the IFA has been implemented as intended in the start-up phase.
- Assess the effectiveness of the support provided in terms of funding, planning, information, and co-ordination by the GNWT, YTG, and the Federal Government.
- Identify factors which have facilitated or impeded implementation.
- Identify the cost of implementing the agreement to date by category of activity.
- Determine what remains to be done to fulfill federal and territorial obligations and how this can best be accomplished within the Cabinet approved financial limits.
- Discuss the pros and cons of maintaining the current contribution agreements with the territorial governments and the controlled allotments for federal departments to fund the implementation costs of the Inuvialuit Final Agreement.
- Provide information that can be used to guide the drafting of future claims agreements and facilitate their implementation.

Exhibit 1, overleaf, displays a chart of the structure in place to implement the IFA.

IFA IMPLEMENTATION  
CHART OF STRUCTURE

\* NOT YET ESTABLISHED

For legend see List of Acronyms  
overleaf

## LIST OF ACRONYMS

COPE	Committee for Original Peoples' Entitlement
CWS	Canadian Wildlife Service (in DOE)
DFO	Department of Fisheries and Oceans
DIAND	Department of Indian Affairs and Northern Development
DOE	Department of Environment
EIC	Employment and Immigration Canada
EIRB	Environmental Impact Review Board
EISC	Environmental Impact and Screening Committee
EMR	Energy, Mines and Resources
FJMC	Fisheries Joint Management Committee
GNWT	Government of the Northwest Territories
HTA	Hunters and Trappers Association
HTC	Hunters and Trappers Committee
ICC	Implementation Coordination Committee
IDC	Inuvialuit Development Corporation
IFA	Inuvialuit Final Agreement
IGC	Inuvialuit Game Council
ILA	Inuvialuit Lands Administration
IRC	Inuvialuit Regional Corporation
ISR	Inuvialuit Settlement Region
JS (NWT)	Joint Secretariat (Northwest Territories)
NAP	Northern Affairs Program (of DIAND)
NOGAP	Northern Oil and Gas Action Program
RAC	Research Advisory Committee
RERC	Regional Environmental Review Committee
S (Yukon)	Secretariat (Yukon)
WACIS	Western Arctic Claims Implementation Secretariat (DIAND)
WAR	Western Arctic Region
WMAC (NS)	Wildlife Management Advisory Council (North Slope)
WMAC (NWT)	Wildlife Management Advisory Council (Northwest Territories)
YTG	Yukon Territorial Government



## EXHIBIT 2

### CHRONOLOGY

- |                |  |
|----------------|--|
| May 1977       | - COPE submits the claim   |
| October 1978   | - agreement in principle signed  |
| May 1979       | - agreement reached on 85% of lands involved in the claim                                    |
| January 1983   | - formal negotiations begin  |
| May 1984       | - Cabinet approves IFA<br>- Inuvialuit ratify IFA  |
| June 1984      | - Bill C-49 passed by Parliament   |
| July 1984      | - IFA comes into force by Proclamation   |
| August 1984    | - WACIS established  |
| August 1984    | - Economic Enhancement Fund (\$10 million) paid to Inuvialuit Development Corporation        |
| September 1984 | - Establishment of Social Development Fund (\$7.5 million)                                   |
| December 1984  | - \$12 million financial compensation paid to Inuvialuit Regional Corporation                |
| November 1985  | - T.B. omnibus submission on funding for fiscal years ending March 31, 1988 (\$55.6 million) |
| December 1985  | - \$1 million financial compensation paid to IRC   |
| January 1986   | - Cabinet approval to fund Inuvialuit Implementation costs                                   |
| February 1986  | - T.B. decision on November 1985 Submission  |
| March 1986     | - IRC Contribution Agreement signed<br>- IRC Implementation Agreement signed                 |
| April 1986     | - Implementation workshop, Inuvik  |
| April 1986     | - GNWT Contribution Agreement signed   |
| April 1986     | - YTG Contribution Agreement signed  |
| July 1986      | - \$30 million loan to IRC   |
| August 1986    | - Joint Secretariat established  |

## **EXHIBIT 2 (Cont'd)**

### **CHRONOLOGY**

- |                |  |
|----------------|--|
| September 1986 | - Minister of Indian Affairs and Northern Development meets with IRC |
| December 1986  | - \$1 million financial compensation paid to IRC                     |
| April 1987     | - \$30 million loan to IRC   |



## EXECUTIVE SUMMARY

In 1984, Cabinet approved \$55.6 million to cover net additional costs resulting from the implementation of the Inuvialuit Final Agreement (IFA); that is, to cover costs that would not have to be incurred in the absence of the IFA. In February 1986, Treasury Board approved funding for the period up to 1987-88. In the coming months, a second Treasury Board submission will be developed. This will provide an important opportunity for all parties to reconsider priorities, financial arrangements, and allocation of funds within the \$55.6 million budget. This evaluation has been undertaken to support the development of the T.B. submission. This report highlights the challenges to be faced during the development of the submission.

### Findings

Since funding approval was received from Treasury Board, the tasks to implement the Inuvialuit Final Agreement are being carried out substantially as required. However, certain required structures are not yet in place, some of the tasks are in need of further definition, and various other issues need to be addressed.

### Specific Tasks

Definition of and planning for certain of the tasks are required. This will present particular challenges. Examples include:

- defining the activities of the Inuvialuit Game Council and Hunters and Trappers Committees that qualify for net additional implementation funding
- ensuring that wildlife management and fisheries programs are comprehensive and integrated with other similar research programs
- adjusting the budget for two parks (Herschel Island Territorial Park and North Yukon National Park) in light of Inuvialuit priorities and relevant park standards for wilderness parks
- defining the work to be done under the legal review task



## RESUME

En 1984, le Cabinet a approuvé \$55.6 millions pour défrayer les coûts nets additionnels qui ont résulté de la mise en oeuvre de l'Entente Finale des Inuvialuit (EFI): plus exactement, pour défrayer les coûts qui ne se seraient pas présentés en l'absence de l'EFI. En février 1986, le Conseil du Trésor a approuvé les fonds nécessaires pour la période allant jusqu'à 1987-88. Dans les mois à venir, une deuxième présentation au Conseil du Trésor sera développée. Cette présentation fournira une occasion importante pour tous les intéressés de reconsidérer les priorités, les arrangements financiers et l'allocation des fonds du budget de \$55.6 millions. Cette évaluation a été entreprise pour appuyer le développement de la présentation au Conseil du Trésor. Ce rapport met en valeur les défis à confronter au cours du développement de la présentation.

### Observations

Depuis l'approbation des fonds par le Conseil du Trésor, les tâches établies pour la mise en oeuvre de l'Entente Finale des Inuvialuit s'effectuent en grande partie comme prévues. Cependant, certaines structures nécessaires ne sont pas encore en place, certaines tâches exigent une définition plus approfondie, et plusieurs autres questions devraient être abordées.

### Tâches Spécifiques

La définition et la planification de certaines tâches sont nécessaires. Ce processus comportera des défis particuliers. Par exemple il s'agit de:

- définir les activités du Conseil Inuvialuit de gestion du gibier, et les comités communautaires de chasseurs et piégeurs qui qualifient pour des fonds net additionnels de mise en oeuvre;
- assurer que les programmes de gestion de la faune et des programmes halieutiques sont compréhensifs et sont intégrés aux autres programmes de recherche similaires;
- ajuster le budget pour deux parcs (le Parc territorial de l'Ile Herschel et le Parc national du Yukon du Nord) selon les priorités des Inuvialuit et les normes en vigueur pour les parcs sauvages;



- integrating all implementation tasks with Inuvialuit priorities and desires for economic participation in the various tasks
- consideration of deferring some ground survey work in favour of accelerating development activities of other tasks.

Co-ordination will be necessary to avoid overlap and duplication. There will be a need to highlight continuing uncertainties with respect to the costs associated with sand and gravel royalties and environmental reviews.

### **Priorities**

It is likely that the first round of budgeting for the second T.B. submission will yield requests for funding in excess of the ceiling that Cabinet has approved for the first 10 years. It will be very important that the Inuvialuit participate in the establishment of priorities and the trade-offs that will likely be necessary to finalize the submission within the ceiling of \$55.6 million.

### **Timeliness**

The process of developing and finalizing the Treasury Board Submission must proceed apace in order to dovetail, to the extent possible, with budgeting cycles of the government participants.

### **Financial Arrangements**

Certain technical questions will have to be resolved as quickly as possible in order to facilitate planning and budgeting. Issues include the denomination of the funding ceiling (current or constant dollars), reprofiling of lapsed funds and definition of the expectations for financing implementation tasks from sources other than the funds provided for implementation.

### **Communication**

Participants in the submission development process will require explicit guidelines on the process, the information requirements and the schedule. Development of the submission will also provide an opportunity to establish improved mechanisms to co-ordinate and provide information about the implementation tasks.



- définir le travail à compléter pour le processus de révision juridique;
- intégrer toutes les tâches de mise en oeuvre avec les priorités des Inuvialuit ainsi qu'avec leurs désirs d'obtenir des bénéfices économiques de ces tâches diverses;
- considérer la possibilité de différer le travail d'arpentage du terrain en faveur de l'accélération des activités de développement d'autres tâches.

Pour éviter le chevauchement et la duplication d'effort, une certaine coordination sera nécessaire. Il faudra également mettre en relief les doutes continuels à propos des coûts associés avec les royalties de sable et de gravier, ainsi que les coûts d'examen des répercussions environnementales.

### **Priorités**

Il est probable que l'établissement préliminaire du budget pour la deuxième présentation au Conseil du Trésor provoquera des demandes de fonds qui excèdent le plafond approuvé par le Cabinet pour les dix premières années. Il sera donc très important que les Inuvialuit participent à l'établissement des priorités et des échanges qui seront probablement nécessaires pour mettre au point la présentation dans le cadre des \$55.6 millions.

### **Délai**

Le processus de développement et de mise au point de la présentation au Conseil du Trésor doit procéder rapidement pour coïncider dans la mesure du possible avec les cycles budgétaires des participants gouvernementaux.

### **Arrangements financiers**

Il sera nécessaire de résoudre aussi rapidement que possible certaines questions techniques afin de faciliter la planification et la budgétisation. Ces questions incluent la valeur du plafond (en dollars courants ou constants), la réallocation des fonds échus et la clarification des attentes à propos du financement des tâches de mise en oeuvre de sources qui ne sont pas comprises dans les fonds destinés à la mise en oeuvre.



## **Accountability**

The submission should be in sufficient detail, or be supported by sufficient detail, to facilitate both ongoing monitoring of progress and annual reporting on costs of implementation, including A-base expenditures, and achievements. In order to facilitate this, funding should continue to be through controlled allotments for federal departments and contribution agreements for the territorial governments. The preparation of annual reports by WACIS would satisfy a recent recommendation of the Public Accounts Committee.

## **Training**

Clarification of Inuvialuit training needs and funding responsibility from existing programs will have to be reviewed.

## **Lessons Learned**

There are some lessons to be learned from the IFA implementation that may be useful in negotiating and implementing other agreements. Agreements should be clearer on conditions for government access, the amendment process and remuneration of native participants on boards and committees. Land claim negotiations should consider whether native implementation funding is to be provided and how to streamline settlement structures. There should be pre-planning, perhaps at the approval-in-principle stage so that an implementation secretariat is already in place when an agreement becomes law.

A secretariat or an implementation co-ordinating committee should be responsible for developing a plan, negotiating it with the native group in question, and ensuring that it is carried out. This body should be a focal point for implementation and be given authority to handle disputes. Communication on an ongoing basis, through annual reports, newsletters, meetings and teleconferences, is needed to keep all interested parties informed of implementation progress.



## **Communication**

Les participants au développement de la présentation auront besoin de lignes directrices explicites sur le processus, les renseignements nécessaires et le calendrier du programme. Le développement de la présentation fournira aussi la possibilité de mise en place de mécanismes améliorés pour coordonner et pour informer à propos des tâches de mise en oeuvre.

## **Imputabilité**

La présentation devrait être suffisamment détaillée ou appuyée par une documentation adéquate pour faciliter le contrôle continu des progrès accomplis et pour faciliter la préparation de rapports annuels sur les coûts de mise en oeuvre, comprenant les dépenses du budget principal, et les réalisations. A ces fins il faudrait continuer de fournir le financement aux ministères fédéraux et par allocation contrôlée aux gouvernements territoriaux par ententes de contribution. La préparation des rapports annuels par le Secrétariat chargé de la mise en oeuvre de la revendication de l'Arctique de l'Ouest satisferait une recommandation récente du Comité permanent des comptes publics.

## **Formation**

Il sera nécessaire de revoir les besoins en formation des Inuvialuit et déterminer leur financement à partir des fonds de programmes existants.

## **Leçons Apprises**

Certaines leçons de la mise en oeuvre de l'EFI pourraient s'avérer utiles dans la négociation et la mise en oeuvre d'autres ententes, et sont donc à retenir. Les ententes devraient être plus claires en ce qui concerne les conditions d'accès gouvernemental, le processus de modification et la rémunération de participants autochtones aux conseils et aux comités. Les négociations de revendication globale devraient considérer s'il faut fournir des fonds de mise en oeuvre aux autochtones, et comment rationaliser les structures établies dans les ententes. Il faudrait effectuer une planification préliminaire, peut-être à l'étape de l'entente de principe pour qu'un secrétariat de mise en oeuvre soit déjà en place quand une entente devient loi.



Un secrétariat ou un comité de coordination de la mise en oeuvre devrait être responsable du développement d'un plan, de la négociation de ce plan avec le groupe autochtone en question, et d'assurer l'exécution du plan. Ce corps devrait être le point central pour la mise en oeuvre et il devrait avoir l'autorité nécessaire pour résoudre les disputes. Une communication continue par des rapports annuels, des bulletins, des réunions et des téléconférences, est nécessaire pour informer tous les partis intéressés des progrès de la mise en oeuvre.



## **I - STATUS OF GOVERNMENT IMPLEMENTATION**

The 1985 Treasury Board submission identified 28 implementation tasks for which net additional funding was requested. This funding was to cover costs that would not have otherwise been incurred in the absence of the IFA. These tasks are described below, and a brief assessment of the work remaining to be done under each task is provided. Exhibit 3, **overleaf**, lists the 28 tasks and provides a brief comment on the status of each task.

### **Task 1 - Approval Process**

The approval process was established to identify the potential settlement beneficiaries, provide them with information regarding the provisions of the Inuvialuit Final Agreement, and ascertain their acceptance of the Final Agreement by means of a ratification process. This process began on January 1, 1984 and was completed on June 26, 1984 with the signing of the Final Agreement by COPE and Canada.

The Government of Canada was responsible for the costs incurred by Canada, COPE, and the Government of the Northwest Territories in conducting the approval process. While the Agreement called for Canada to pay all such costs, there was no prior approval of the kinds of activities that would be involved in the process and thereby funded. As a result, it was necessary to negotiate the amount to be paid for approval.

### **Assessment**

This developmental task has been completed at a cost of \$1,142,052.

### **Task 2 - Eligibility and Enrolment**

The eligibility and enrolment process was to identify all the individuals eligible to participate in the Western Arctic Settlement according to criteria set out in the Final Agreement and to establish the initial eligibility/enrolment lists. An Enrolment Authority, comprising two representatives of COPE and one representative of the Government of Canada, had overall responsibility for this task.

**EXHIBIT 3**  
**IFA IMPLEMENTATION TASKS**  
**SUMMARY STATUS**

TASK (IFA Section)	COMMENTS	<u>THREE YEARS TO MARCH 1987</u>	
		FUNDS APPROVED	PROJECTED EXPENDITURES
1. Approval Process (S.19)	Complete.	\$ 1,113,932	\$ 1,142,052
2. Eligibility and Enrolment (S.5)	Substantially complete.	831,950	788,202
3. Legal Review	Ongoing; progress slow; task requires better definition. There is no clear implementation obligation for this task.	100,000	50,000
4. Administration of Inuvialuit Lands (S.7(a); S.7(10) -7(12); S.7(13) - 7(26); S.7(61) - 7(81); S.7(85) -7(92))	Ongoing; recent study suggests several issues; need to establish whether the governments require licences.	60,000	58,400
5. Ground Surveys (S.7(5) - 7(7))	Good progress; will probably take beyond March 1994.	950,000	1,044,000
6. Administration of Inuvialuit Title	Infrastructure in place; demand for service difficult to predict.	-	23,000
7. Sand and Gravel Inventories (S.7(27))	Ongoing; may require more involvement of the Inuvialuit.	300,000	175,000
8. Sand and Gravel Royalties (S.7(32))	Ongoing; funds for royalties are difficult to predict and funds for royalty program administration have been requested.	423,600	327,731
9. Environmental Impact Screening Committee (S.11(13))	Ongoing; need to finalize procedures and relationships; level of future activity difficult to predict.	125,300	27,800
10. Environmental Impact Review Board (S.11(15))	Ongoing; several issues of substance to deal with; level of future activity difficult to predict.	173,100	55,000
11. North Slope Annual Conference (S.12(57) - 12(61))	First one planned for 1987-88; whether additional Conference to be held will be reviewed.	41,000	-

**EXHIBIT 3**  
**IFA IMPLEMENTATION TASKS**  
**SUMMARY STATUS**

TASK (IFA Section)	COMMENTS	<u>THREE YEARS TO MARCH 1987</u>	
		FUNDS APPROVED	PROJECTED EXPENDITURES
12. Wildlife Management Advisory Council (North Slope) (S.12(46) - 12(56))	Active, but without a chairman; will be ongoing.	125,000	67,800
13. Wildlife Management Advisory Council (NWT) (S.14(45) - 14(60))	Ongoing and active; working closely with IGC.	137,200	53,000
14. Fisheries Joint Management Committee (S.14(61)-14(72)) .	Ongoing; good progress.	124,000	256,000
15. Regulation of Fishing on Inuvialuit Lands (S.14(64)(d))	Ongoing; some work done by FJMC; forecast requirements reduced.	135,000	5,000
16. Research Advisory Council (S.14(80) - 14(87))	Not yet established; will be ongoing.	25,800	-
17. Inuvialuit Game Council (S.14(73) - 14(74))	Well established; ongoing; need to distinguish "net additional costs".	249,600	103,200
18. Hunters and Trappers Committees (S.14(75) - 14(79))	Well established; ongoing; need to distinguish "net additional costs".	119,600	-
19. Wildlife Management Programs	Species studies under way; harvest studies starting and may have ongoing component.	967,900	954,000
20. Joint Secretariat (GNWT) (S.14(57); 14(79); 14(85))	Ongoing; slow getting established but on the right track; critical support to many bodies.	661,000	538,500
21. Secretariat (Yukon) (S.12(54))	Staffing in progress; will be ongoing.	142,500	49,500



**EXHIBIT 3**  
**IFA IMPLEMENTATION TASKS**  
**SUMMARY STATUS**

TASK (IFA Section)	COMMENTS	<u>THREE YEARS TO MARCH 1987</u>	
		<u>FUNDS</u> <u>APPROVED</u>	<u>PROJECTED</u> <u>EXPENDITURES</u>
22. Arbitration Board (S.18)	Not yet established; should be a priority; difficult to forecast workload.	349,000	-
23. Economic Planning Conference (S.16)	Replaced by human resource data base study. Although not required by the Agreement, this task has been identified by GNWT in relation to its obligations under section 16 of the IFA.	81,900	53,960
24. Economic Measures (S.16)	Steering Committee under consideration; staff persons to be hired; funded to March 1988. Although not required by the Agreement, the Committee has been established to fulfil section 16 of the IFA.	128,000	49,200
25. Herschel Island Territorial Park (S.12(16) - 12(19)) (S.12(24) - 12(45))	Significant development costs and ongoing operating requirements; proposed expenditures exceed the levels agreed to in 1985-86.	424,200	391,000
26. North Yukon National Park (S.12(5) - 12(15))	Infrastructure development completed by 1991-92; some question extent of requirements for a wilderness park.	1,200,000	1,234,000
27. WACIS	Ongoing; future role requires definition.	175,000	55,000
28. Inuvialuit Implementation Funding	Complete.	2,800,000	2,772,634
		<u>\$11,964,582</u>	<u>\$10,273,979</u>

The IFA called for the initial enrolment process to be completed within three months of signing. This timeframe proved to be optimistic, and the completion date was revised. The task was largely completed by January 1986 at which time the Enrolment Authority had:

- collected validating documentation and information in relation to eligible persons;
- produced a preliminary eligibility list comprising persons determined to be eligible to be enrolled; and
- published the preliminary eligibility list in the NWT Gazette.

### **Assessment**

An enrolment list will be published in the Canada Gazette by September 1987.

Changes to the enrolment procedure were made and agreed to by officials of Canada and the Inuvialuit. These changes have been followed by the Enrolment Authority in conducting the enrolment process. They are awaiting ratification through an amendment to the Agreement.

DIAND was responsible for the costs incurred in the initial enrolment process. Once completed this summer, the costs associated with eligibility and enrolment of future beneficiaries will be the responsibility of the Inuvialuit.

### **Task 3 - Legal Review**

Subsection 3(3) of the IFA provides that where there is any inconsistency or conflict between the Settlement Legislation or the Agreement and the provisions of any other law, whether federal, territorial, provincial, or municipal, the Legislation or Agreement prevails to the extent of the inconsistency or conflict. The federal and territorial governments have recognized the need to conduct a comprehensive review of existing legislation at an early stage of implementation to identify inconsistencies. The review should include a review of legislation as well as legal interpretation of IFA provisions with respect to other legislation and, if necessary, preparation of amendments to legislation and/or pertinent regulations.

The review was felt to be particularly important in the NWT where the exercise of Inuvialuit rights are more likely to be affected. Thus, GNWT was the only jurisdiction to request and receive implementation funding to carry out a review. Reviews and legal interpretation by other jurisdictions are carried out as a part of regular, ongoing activities.

Within the GNWT, the Justice Department is responsible for performing the legal review. A Legal Counsel was hired by the Legal Division in 1986-87 and has been responding to requests to look at specific sections of various acts, particularly the Wildlife Act, as well as providing legal opinions on the IFA with respect to issues such as access to Inuvialuit lands. The responsibility for the preparation of amendments lies with the Legislation Division. To date, the Legislation Division has prepared 17 regulations to the Wildlife Act as a result of the legal review. An internal working group has been formed to guide the legal review and is made up of representatives from the Legal, Legislation, and Constitutional Law Divisions of the Justice Department.

### **Assessment**

To carry out the overall legal review properly, it is the opinion of the GNWT Justice Department that representatives of GNWT departments, federal government departments, and the Inuvialuit should meet to identify areas of review and set priorities. This has not taken place to date. (It was not a legal requirement of the IFA.) As is stated above, an overall legal review is needed and co-ordination between jurisdictions and departments is required. Once the priorities are established, the legal, constitutional, and legislative review should take place, followed by the preparation of amendments to the appropriate legislation and/or regulations where necessary.

It will be necessary to confirm the extent to which ongoing interpretation requirements for GNWT will be funded from implementation funds rather than A-base funds.

### **Task 4 - Administration of Inuvialuit Lands**

The IFA calls for numerous activities on the part of the NAP in Ottawa and regionally, relating to matters such as access to Inuvialuit lands, land exchanges, the adaptation of operational activities to a new management regime, and the development of other rules, procedures, and policies.



A joint working group was established to deal with land-related matters such as government access. The Inuvialuit Land Administration (ILA) procedures with respect to access have been revised and are currently subject to review and consultation by government departments.

### **Assessment**

A study has been contracted by DIAND to examine issues related to land management in the Inuvialuit Settlement Region. It is now being finalized.

Access fees not originally budgeted as part of IFA implementation funding have been paid by the governments and may be an ongoing requirement. Negotiations with the Inuvialuit regarding access to their lands are continuing.

Future activities related to this task have been identified by the study mentioned above and include:

- a review of the linkages and effects of the environmental impact screening and review process as it relates to land management;
- review the use of lands reserved for governmental use as of October 31, 1978 and review of legal character of rights reserved;
- consequential amendments to the Expropriation Act and the NEB Act;
- enact regulations related to wildlife compensation that would give Canada the authority to require proof of financial responsibility; and
- develop procedures for establishing participation agreements.

### **Task 5 - Ground Surveys**

The IFA provides for surveys to be conducted, as necessary, on Inuvialuit lands in order to confirm land area and boundaries. EMR is responsible for undertaking this activity and assuming its costs. Of the \$55.6 million, \$8.2 million were approved to complete these surveys over the ten-year implementation period.

EMR is undertaking the survey work in two basic phases: an initial control survey which sets the framework for a second, more detailed boundary survey. To date, approximately 50% of the control survey work has been completed. Subsequent steps will include the completion of the control survey work and then undertaking the boundary surveys. EMR had planned to start the survey work in 1985-86. Because funding was approved in February 1986, the survey work could begin only in 1986-87. The actual work is proceeding ahead of schedule because of advances in technology related to the control survey.

### **Assessment**

Using the approach described above, EMR officials estimate that by March 31, 1994, they will have surveyed approximately 70% of the 7(1)(a) and 7(1)(b) lands (there are approximately 5,000 kilometres of straight-line boundaries to be surveyed). This assumes that there are no other major developments that require the use of the limited supply of surveyors. EMR officials expressed concern that unless A-base funds are used, they would not be able to complete the survey work within the \$8.2 million budget that has been approved. Once another year or so of experience is gained, it will be possible to establish a more precise estimate of the extent to which A-base funds may have to be used.

There is potential for economic opportunities for the Inuvialuit resulting from this task. EMR is prepared to provide training to the Inuvialuit to become survey assistants, although a prior level of educational achievement is required. In addition, there are opportunities for the Inuvialuit to do general labour as part of the survey work or to provide specific goods and services (e.g., heavy equipment, air support, snowmobiles, camp equipment, etc.).

### **Task 6 - Administration of Inuvialuit Title**

The IFA grants 35,000 square miles of lands (5,000 under 7(1)(a) and 30,000 under 7(1)(b)) in fee simple absolute to the Inuvialuit. To date, certificate of title to the lands has not been issued to the Inuvialuit Land Administration (ILA) due to technical difficulties arising from the size of the Inuvialuit parcel of land. The Land Titles Act allows title to issue only for property under 2,000 acres. Discussions have taken place between the legal counsel for the Inuvialuit and the NWT

Registrar of Land Titles, and it is expected that the difficulties will be resolved by the fall of 1987 by legislative amendments.

The NWT Land Titles Office is responsible for the administration of Inuvialuit title and has begun to prepare for the expected increase in work. As a result of the IFA, the Inuvialuit became owners of the lands described in the Agreement and may deal with the land as any private landowner, except that lands can be transferred only to beneficiaries or to the Crown. The NWT Land Titles Office must register all transfers of ownership, mortgages (longer than three years), and leases. A Document Examiner has been hired, and the entire staff of the Land Titles Office has been trained in the requirements of the Agreement.

### **Assessment**

The NWT Land Titles Office has started developing new operating procedures.

Though it is difficult to predict the timing and volume of land transactions that will occur after title is issued, there is expected to be an ongoing impact on the NWT Land Titles Office as a result of the IFA.

### **Task 7 - Sand and Gravel Inventories**

The Final Agreement has special provisions circumscribing the Inuvialuit ownership of sand and gravel resources. Included in the implementation of these provisions is the requirement to develop 20-year forecasts of the volumes of sand and gravel required from Inuvialuit lands to satisfy all Inuvialuit, public and private needs. The Inuvialuit are to reserve supplies of sand and gravel to meet these needs. The forecasts are to be revised from time to time as required, but not less frequently than once every five years.

The Treasury Board Submission proposed that DIAND complete these studies over three years. The timeframe for completing the first cycle of forecasts has now been extended to five years rather than three years so that there is continuous contact with the data, allowing for more efficient response to developments (e.g., highway construction) should they arise.



As funding was not received until February 1986, no activity took place in the 1985-86 fiscal year. In 1986-87, DIAND commissioned a study to collect all information available on granular materials in the ISR and to project requirements for sand and gravel over 20 years. Terms of reference were developed by a working group that had representation from the Inuvialuit, GNWT and DIAND. A smaller steering committee with representation from the same groups met with the contractor conducting the study. The project included a survey and interviews with construction contractors and government representatives at the community level. The study report summarizes proven, probable and prospective sand and gravel resources by community and summarizes the 20-year demand, at five-year intervals and by community, for five classes of material.

### **Assessment**

Further work within the implementation timeframe includes follow-up and detailed mapping and continuation of the five-year cycle of inventory management studies. The first complete cycle will be finished in 1990-91 and the subsequent five-year update will be finished in 1994-95. The Inuvialuit have yet to formally establish the reserves called for in the IFA.

### **Task 8 - Sand and Gravel Royalties**

The IFA states that the Inuvialuit must reserve adequate supplies of sand and gravel to meet public community needs in the Western Arctic Region and in Inuvik. The GNWT Department of Municipal and Community Affairs, in conjunction with the GNWT Department of Public Works and Highways, carries out projects requiring sand and gravel. The GNWT must obtain a licence or concession to remove sand and gravel from Inuvialuit lands and may pay a royalty to the Inuvialuit Land Administration.

### **Assessment**

The Department of Municipal and Community Affairs has been paying royalties on sand and gravel taken since 1985-86. The payment of royalties is an ongoing requirement, but dollar amounts are difficult to predict as the formula involves the Gross National Product and because the quantities required will depend upon the level of activity on roads, erosion control, etc. There is a need for flexibility in the funding level for this task.

GNWT officials believe that the net additional costs of IFA implementation should include the cost of administering the royalties program, rather than just the royalties.

### **Task 9 - Environmental Impact Screening Committee (EISC)**

The EISC was established to assess development applications, make recommendations for approvals, and request further review or additional information. The Chairman of EISC was appointed in March/April 1986, and the first meeting was held in April 1986. The Committee has been meeting every four to six weeks, and an average of six proposals, including land use permit applications, are discussed at each meeting. EISC has received few referrals of major consequence in the last year. One of these, Amauligak, was recently referred to the Regional Environmental Review Committee (RERC) in DIAND.

#### **Assessment**

The EISC has hired a consultant to compile all regulatory review and implementation procedures, and use these as a basis to develop EISC procedures. The procedures will be completed during the summer of 1987 and issued to government agencies for review. The procedures will have to address the issue of timeliness and provide clear expectations for the review process. By-laws have been drafted for consideration in July.

The EISC's activities will increase in future if economic activity improves. The workload will also depend on the nature of activities to be subject to screening. This issue is currently under discussion.

A number of issues have been or are being addressed, including the relationship between screening and review, the relationship between screening and other processes, the application of the screening process and how wildlife compensation resulting from offshore developments is addressed. There is a clear potential for more than one review of any given project, so it is particularly important that the relationships among the potential reviewing bodies be clarified to ensure that the total review process is expeditious. "Expeditious" may have to be defined project by project.



### **Task 10 - Environmental Impact Review Board (EIRB)**

The EIRB, at the request of the EISC, subjects development activities to a public environmental impact review.

The Chairman of the EIRB was appointed in April 1986. The EIRB has met four times -- April 1986, November 1986, February 1987, and April 1987. These meetings have dealt mainly with procedures and administration. Only the Monenco proposal was formally received for review. It was returned to the proposer for additional information.

The Board has produced operational materials and has drafted by-laws and hearing guidelines.

#### **Assessment**

The EIRB was expecting to receive a formal request from EISC for a review of the Amauligak project, but the proposal was referred to the RERC due in part to the offshore aspects of the project. The EISC's preparation for the hearing is indicative of the sort of process it may follow in future. The public hearing for this project was expected to commence in May and to last three weeks. The EIRB had chosen an informal format for the hearings and would have limited the hearing to the key issues in order to maximize public understanding. A consultant had been hired to consolidate issues related to Amauligak and a series of workshops was to be held to discuss these issues.

As with the EISC, if development activity increases, the EIRB's level of activity will increase. General issues that need to be addressed include:

- the EIRB's role in light of the EISC's responsibilities;
- the relationship of the EIRB to other regulatory processes;
- the Board's relationship to the federal government;
- the relationship between Sections 11 and 13 of the IFA;
- how to deal with border claimant groups and the possible equal participation of government, which have the potential to create a costly exercise; and

- the definition of "expeditious" (IFA Subsection II(24)), which may have to be established project-by-project.

The EIRB is funded through DIAND for a limited number of board meetings each year. Funding arrangements for hearings themselves, as and when required, have not been established. Some flexibility will be required in these arrangements.

### **Task 11 - North Slope Annual Conference**

The IFA requires that a Yukon North Slope Annual Conference be held once a year in the Yukon Territory in order to "promote public discussion among natives, governments, and the private sector with respect to management co-ordination for the Yukon North Slope". The first Yukon North Slope Annual Conference has not been held. The Inuvialuit and the YTG believe this is a relatively low priority .

#### **Assessment**

The YTG is committed to holding the first conference in the fall of 1987. The format will be a 2-to 3-day workshop on the theme of conservation and resource management. Planning of the Conference will be the responsibility of the Yukon Secretariat and will begin when the Secretariat is fully staffed.

Canada, the YTG, and the Inuvialuit are required to review the results of past conferences at the third Conference to determine whether the Conference should continue. YTG officials intend to conduct a review after the first conference.

### **Task 12 - Wildlife Management Advisory Council (North Slope)**

The WMAC (NS) is to be established to provide for joint planning by native people and by governments in the Yukon North Slope with respect to conservation of wildlife, habitat and traditional native use and development activities. The Council will have as permanent members a chairman appointed by YTG with the consent of the native members and Canada and an equal number of native and government members, including at least one person designated by YTG and one by the federal Minister of the Environment.



The Council will advise appropriate ministers on wildlife policy and management, as well as regulation and administration of wildlife, habitat and harvesting for the Yukon North Slope. Specific tasks set out in the IFA are:

- advising the Porcupine Caribou Management Board, the Yukon Land Use Planning Commission, the EIRB and other appropriate groups on wildlife policy and management issues;
- preparing a wildlife conservation and management plan;
- determining and recommending quotas for harvesting of game;
- advising on measures to protect habitat that is critical for wildlife or harvesting; and
- reviewing plans for the Herschel Island Territorial Park and the North Yukon National Park.

The WMAC (NS) has not yet been formed. The primary reason for the protracted delay has been the inability to find a chairman acceptable to both the Inuvialuit and YTG. Other members have been designated. The YTG Department of Renewable Resources, DOE and DFO have initiated research studies that will be ratified by WMAC (NS) in due course. They consulted with GNWT and the Inuvialuit to ensure that the research programs complemented one another.

### **Assessment**

Once the WMAC (NS) is properly constituted, it will have to develop by-laws and operating procedures and hold regular meetings in order to discharge its responsibilities. YTG is to provide a secretariat (see Task 21). Each party is to pay the remuneration and expenses of the members that it appoints or designates. Funding is for initial development activities, followed by ongoing operations.

### **Task 13 - Wildlife Management Advisory Council (NWT)**

The WMAC (NWT) has jurisdiction in respect of that portion of the ISR that falls within the Northwest Territories. Council has as permanent members a chairman appointed by the GNWT with the consent of the Inuvialuit and Canada and an equal number of native and government

members. Government members include persons designated by GNWT and one person designated by the federal Minister of the Environment. Temporary members may be seconded from government departments or native groups, as required. Permanent native members will include persons designated by the Inuvialuit. Other native groups that have acquired harvesting rights in the Western Arctic Region under their land claims settlements are entitled to designate a representative.

The WMAC (NWT) is to provide advice to the appropriate ministers on wildlife policy and management and regulation and administration of wildlife, habitat and harvesting for the Western Arctic Region (WAR). Specific tasks set out in the IFA are:

- advising wildlife management boards, land use commissions, the EISC, the EIRB and other appropriate bodies;
- preparing a wildlife conservation and management plan for the WAR;
- determining and recommending appropriate quotas for Inuvialuit harvesting in the WAR;
- determining and recommending harvestable quotas for certain migratory game species harvested by natives other than the Inuvialuit, whether inside or outside the WAR;
- reviewing and advising the federal government on any proposed Canadian position for international purposes that affects wildlife in the WAR;
- reviewing and advising on wildlife legislation;
- advising on measures to protect critical habitat; and
- requesting from time to time, if appropriate, participation of the Hunters and Trappers Committees in the regulation of the subsistence harvest and the collection of subsistence harvest information.

The WMAC (NWT) held five meetings in 1986-87. The Council intends to have a wildlife conservation plan prepared within the next year or two. It will make trips for community consultation and will be involved in the Land Use Planning Program to obtain first-hand knowledge of activities on that front.



## Assessment

The WMAC (NWT) was intended originally to advise the Minister with jurisdiction over overall wildlife quotas for the region, with the Inuit Game Council (IGC) dividing up the quotas among the communities. In practice, however, the WMAC (NWT) and the IGC have merged operationally, with members of the former attending meetings of the latter. As a result of this streamlining, it is anticipated that WMAC (NWT) will require only two meetings per year, apart from its meetings with the IGC, to concentrate on the wildlife conservation plan.

The WMAC (NWT) has yet to develop its own procedural rules. GNWT provides the secretariat (see Task 20). Each party pays the remuneration and expenses of the members it appoints or designates.

Research studies required to support decision making by WMAC (NWT) are funded primarily through Task 19, but related studies funded through NOGAP and/or GNWT will also be used.

## Task 14 - Fisheries Joint Management Committee (FJMC)

The FJMC advises the federal Minister of Fisheries and Oceans in administering Inuvialuit rights and obligations related to fisheries. It began operations unofficially in April 1986. Its members, two from the IGC and two from DFO, and its interim chairman, a senior manager from DFO, were appointed in November 1986. Six meetings have been held, and several workshops and conferences have been attended by FJMC members. The achievements of the FJMC include the following:

- Each Hunters and Trappers Committee has been consulted as to the directions FJMC should take.
- A full slate of biological research projects was defined and carried out for 1986-87.
- A working group was established to develop a management plan for Beluga whales. A draft report has been presented to the FJMC.
- Members have participated in the Canada-Alaska management of trans-boundary fish and marine mammals issues.

- The FJMC has considered amendments to regulations under the Fisheries Act to bring them into line with the IFA. This housekeeping task is nearly complete.
- Development of the harvesting program is approximately two-thirds complete. This is being done in conjunction with the WMAC (NWT), and the EISC and EIRB will have to be involved with respect to potential compensation for damage to wildlife. The GNWT has taken the lead in harvesting studies, having previously conducted such studies elsewhere. A technical working group is developing methodology. Generally, there will be one combined study for all species, with some special studies for certain cases such as the Beluga whale.

### **Assessment**

Except for the harvest studies, which have not proceeded as rapidly as had been hoped, progress has exceeded expectations. According to the interim chairman, this is in part because fisheries and wildlife are important priorities for the Inuvialuit. Planning for 1987-88 is currently under way.

### **Task 15 - Regulation of Fishing on Inuvialuit Lands**

DFO's activities in this domain include registration, monitoring and enforcement related to public access to Inuvialuit lands for the purposes of fishing.

### **Assessment**

This task involves access by members of the general public to Inuvialuit lands for the purposes of fishing. Special provisions under the Fisheries Act with respect to licensing are being examined by DFO, as are questions of registration, monitoring and enforcement.

### **Task 16 - Research Advisory Council (RAC)**

Once established, the RAC is to be a central co-ordinating agency made up of all persons conducting research in the Inuvialuit Settlement Region (ISR) who wish to participate. Comprehensive and continuous research and scientific investigation are required in the ISR to provide information on which to base decisions affecting wildlife and the environment. Whenever



possible, studies should be undertaken by existing public and private institutions. The IFA provides that the Inuvialuit Regional Corporation may carry out the following specific tasks:

- collect and collate existing research data, identify gaps therein and make recommendations on any research required, including research to complete the data base;
- at the request of government, industry, native groups or others, commission special studies, on a cost recovery basis, to fill particular needs;
- serve as a repository for research studies and other relevant information; and
- consider any other pertinent matter referred to it by the Executive Committee of the RAC.

### Assessment

The RAC has not yet been established. At present, the Inuvialuit do not consider establishing the RAC to be a priority. Others, however, believe it is an important vehicle for identifying gaps in the information available for management of wildlife and the environment, for development of a corporate memory of research in the ISR, and for informed discussions of other related issues. It will be important for the RAC to integrate its work with similar activities bordering the ISR and to take advantage of existing sources of information.

An Executive Committee of the RAC is to be formed and will establish by-laws and rules of procedure. The GNWT will fund the staff and facilities of the RAC (see Task 20). Participating organizations will pay expenses for their own members.

### Task 17 - Inuvialuit Game Council (IGC)

The IGC, which was actually established in the late 1970s as regional wildlife organization, represents the collective Inuvialuit interests in wildlife. The Agreement gives the IGC responsibility for the following matters:

- appointing Inuvialuit members to boards and international delegations, such as the Porcupine Caribou Management Board;

- advising WMAC or others on wildlife issues, such as the ongoing overhaul of GNWT wildlife legislation;
- assigning hunting and trapping areas; and
- allocating Inuvialuit quotas.

The IGC is well established and is assuming an important role. It is a registered society made up of two members from each of the six HTC's. It meets five or six times per year in conjunction with WMAC (NWT). In addition to the above responsibilities, the IGC is involved in the following matters:

- tourism;
- businesses transferred from the Inuvialuit Development Corporation;
- interface with the North Slope Rural Fish and Game Management Committee;
- the Migratory Birds Convention discussions, under which Canada must consult with the Inuvialuit;
- the Convention on International Trade in Endangered Species (CITES), under which Canada must consult the Inuvialuit;
- Beaufort Regional Ocean Dumping Advisory Committee (RODAC);
- the Economic Development Conference;
- the Northwest Passage negotiations; and
- whaling and fur issues.

The majority of these activities, including CITES, the Migratory Birds Convention and RODAC, have been funded by GNWT from its A-base budget through a series of special requests to the GNWT Financial Management Board. The Porcupine Caribou Management Board activities are funded by separate agreement.



## **Assessment**

The IGC's role has been expanded by the Inuvialuit; as a result, its budget requests have increased considerably from the original estimates. In the near future, the IGC expects to have a resource person on staff.

A particular challenge will be to determine what IGC activities are implementation activities that generate net additional costs and which are regular responsibilities of GNWT.

As GNWT is responsible for funding the IGC, which appoints the Inuvialuit members to the EISC and the EIRB, GNWT has become responsible for funding the IGC members on the EISC and EIRB.

## **Task 18 - Hunters and Trappers Committee (HTCs)**

- Hunters and Trappers Associations (HTAs) had existed since the early 1970s in the six communities in the Inuvialuit Settlement Region. The IFA established HTCs to deal with the regulation of Inuvialuit harvesting rights within their area. In the communities of Holman, Paulatuk, Sachs Harbour, and Tuktoyaktuk, the HTCs are an extension of the HTAs. In Aklavik and Inuvik, which are border communities between the Inuvialuit and Dene Metis claims, the HTAs have continued to exist along with the new HTCs. Holman may also ask to continue its HTA. The HTAs deal with issues that overlap the two geographic areas, while the HTCs deal only with issues within the Inuvialuit Settlement Region. The six HTCs are registered as societies under the NWT Societies Act.

## **Assessment**

The GNWT is responsible for the administrative and operational costs of the HTCs. The GNWT Department of Renewable Resources has been quite involved with the HTAs since their inception. This involvement has continued with the HTCs, although the IFA gives the HTCs more independence along with more responsibilities. (For example, the HTCs can make by-laws governing the exercise of Inuvialuit rights to harvest, which are enforceable under the Wildlife Act of the NWT.) Implementation funding was received for the incremental costs of the HTCs, but the

HTAs in Inuvik and Aklavik are funded from GNWT A-base funds. It will be a challenge to determine the net additional implementation costs.

HTC funding is provided through the Joint Secretariat, which monitors and accounts for the funds but has no direct involvement in their activities. It may be desirable to fund HTCs directly from GNWT to improve accountability and reduce the administrative burden on the Joint Secretariat.

### **Task 19 - Wildlife Management Programs**

The IFA conferred specific, exclusive and preferential hunting, trapping, and fishing rights on the Inuvialuit. The maintenance of these rights provides both subsistence and economic opportunities for the Inuvialuit. Although not specifically required by the IFA, the federal Departments of Environment (Canadian Wildlife Service) and Fisheries and Oceans, as well as the GNWT and YTG, were allocated implementation funding to assure the protection and maintenance of the Inuvialuit harvesting rights and adherence to sound conservation strategies. This is to be accomplished through short-term, intensive harvesting and population studies and ongoing intermittent monitoring of the resultant data. The Wildlife Management Program can be divided into two programs: harvest studies and studies related to specific species.

#### **Assessment**

A Harvest Studies Working Group was established to undertake the harvest study program; its members include DFO, DIAND, GNWT, YTG, DOE-CWS, IGC, and the Joint Secretariat, as well as a consultant. The working group has spent most of its time to date on organizational matters and staffing. A harvest study co-ordinator has been hired through the Joint Secretariat. Harvest calendars are about to be produced, and terms of reference for the harvest studies are being developed. It is anticipated that community consultations, begun in May 1987, will allow the Working Group to verify and improve the harvest study methodology.

Staff have been hired and the specific species studies are under way in both Yukon and NWT. In the Yukon, the studies have not been reviewed by WMAC (NS) as the Council has not yet been formed. In order to avoid lapsing funds, the YTG Department of Renewable Resources approved the study program. CWS also approved the study of the Porcupine Caribou Herd. One of the first activities to be carried out by WMAC (NS) after formation will be to review and ratify the wildlife



studies under way. In the absence of the Council, the Inuvialuit have been made aware of the program through informal means.

According to biologists in the NWT and Yukon, at least five years are required to study a species. Also, a certain amount of harvest work should be considered ongoing. In determining the amount of additional funding that will be necessary, this should be taken into account.

These programs will provide information to support important activities such as quota allocation, international negotiations, screening and review, and consideration of the wildlife compensation provisions. The priority assigned and effort devoted to these programs should be established in light of the importance of the activities they support.

Also, wildlife research is conducted using other sources of funds such as A-base and NOGAP. The nature and extent of research required for IFA implementation should be considered in light of these other programs.

#### **Task 20 - Joint Secretariat**

Secretariat support is required for the various organizations created by the IFA. To minimize the cost of providing support for each organization, and to ensure co-ordination between the structures, the Joint Secretariat was established in Inuvik. The Joint Secretariat is intended to provide centralized administrative, logistical, technical, and financial support for the EISC, EIRB, IGC, WMAC (NWT), RAC, FJMC and, to some extent, the HTCs. Support to the Arbitration Board will be provided separately. The GNWT has funded the Secretariat through a contribution agreement, with assistance from DFO by way of a contract. The Secretariat is a registered society, managed by an Executive Director who reports to a Board of Directors. The Board is composed of the chairmen of the boards, councils and committees listed above.

The Executive Director was hired in August 1986, but the Secretariat was not functional until November 1986 as it had to be registered as a society and develop by-laws. Several positions are still vacant. As a result, the Secretariat has been spending a lot of time reacting to problems and trying to work out funding arrangements; it has therefore been unable to serve the boards and committees adequately. The current staffing situation is as follows:

- An office manager, a financial resource person, a bookkeeper and a harvest studies co-ordinator have been hired.
- The Secretariat is in the process of hiring two resource people to support WMAC (NWT), IGC and the HTC's and a resource person to support the EISC and EIRB.
- A resource person has just been hired to support the FJMC.

### Assessment

The situation faced by the Secretariat is difficult, as the Executive Director has had to establish relationships with the Board of Directors, the IRC, GNWT, and the federal government departments. The chairmen of the Secretariat's client groups feel that with recent and planned staffing actions (resource persons are joining the Secretariat to provide technical and administrative support to the chairmen) the Secretariat is moving in the right direction.

Funding for the Joint Secretariat has been provided by the GNWT under a contribution agreement. Future support for the various bodies will be as follows:

- GNWT is to support WMAC (NWT), IGC, HTC's and RAC.
- INAC is to support the EIRB and EISC.
- DFO is to support the FJMC.

The level of support required by certain of these bodies, especially the IGC, EISC and EIRB, will depend to a considerable extent on influences beyond their control. It will be important to ensure that responsibility for funding legitimate activities beyond those specifically planned and budgeted for is clearly established.

### Task 21 - Secretariat (Yukon)

The YTG is required to provide a Secretariat to assist in meeting the administrative needs of WMAC (NS) and to provide administrative support services for the Yukon North Slope Annual Conference. To meet these requirements, and to provide for co-ordination with other organizations involved in IFA implementation, it was decided that a Yukon Secretariat would be established.



## Assessment

YTG's plans were for the Secretariat to be composed of an implementation co-ordinator, a researcher, and a secretary. To date, the only person hired through Secretariat funding is a biologist who has been working in the Wildlife Studies program. Job descriptions have been prepared for the implementation co-ordinator and the secretary, and the positions are now being advertised. It is anticipated that they will be filled by June 30, 1987. Office furniture and equipment have been purchased and office space has been arranged. The Secretariat will be located in Whitehorse.

## Task 22 - Arbitration Board

The quasi-judicial Arbitration Board is to be established to arbitrate any differences between the Inuvialuit and industry or Canada as to the meaning, interpretation, application or implementation of the IFA, and to arbitrate the following matters in particular:

- enrolment disputes;
- disputes relating to certain land matters;
- conflicting subsurface resource claims;
- sand and gravel disputes;
- compensation for land taken for meteorological stations;
- expropriation of Inuvialuit lands;
- participation agreements; and
- wildlife compensation.

## Assessment

The Arbitration Board has not been established. The difficulty in setting up the Board has been in finding a chairman and vice-chairman acceptable to all parties -- government, industry, and the Inuvialuit. The establishment of the Arbitration Board is a priority. One of its first tasks will be to establish by-laws and operating procedures. As implementation progresses and as industrial activity picks up, the potential need for the Board grows.

The IFA limits Canada's obligations with respect to funding the Arbitration Board to the following ongoing expenditures:

- the remuneration of members appointed and staff provided by Canada; and
- the expense of the Board's premises.

It is not intended that the Board involve significant expense to Canada unless Canada deems it necessary or advisable to expand the Board's role or jurisdiction.

### **Task 23 - Economic Planning Conference**

In the original Treasury Board Submission, GNWT was to put on an economic planning conference for the Inuvialuit Settlement Region during 1986-87. However, because the Department of Economic Development and Tourism had recently held a conference in Inuvik with participation from most Inuvialuit communities, it was felt to be inappropriate to hold another conference. The Inuvialuit proposed, instead, the development of a Human Resource Data Base, which would include data on all residents such as their education and job history. This proposal was agreed to by the federal government and the GNWT. The GNWT entered into a contribution agreement with IRC to carry out both the development of the data base and Task 24 - Economic Measures. Eight field workers were to be trained and were to spend about 50 days each on the task.

### **Assessment**

GNWT has funded the project but had not received a status report as of May 30, 1987.

### **Task 24 - Economic Measures**

Section 16 of the IFA commits the federal and territorial governments to facilitating Inuvialuit access to governmental economic assistance programs and, through reasonable measures, to affording economic opportunities to the Inuvialuit with respect to employment and projects within the Inuvialuit Settlement Region. The objectives of the economic measures are:



- full Inuvialuit participation in the northern Canadian economy, and
- Inuvialuit integration into Canadian society through development of an adequate level of economic self-reliance and a solid economic base.

With a view to fulfilling these commitments, the GNWT Department of Economic Development and Tourism proposed the secondment of a GNWT staff member to IRC, who would operate from Inuvik and provide short-term advice and liaison for the IRC. The Inuvialuit proposed instead to take a more active role themselves. The Inuvialuit proposal included three full-time staff persons to co-ordinate economic activities, which will focus on the following objectives:

- providing small business development advice;
- reviewing government programs for which funding is available and identifying those of interest to Inuvialuit;
- providing mechanisms for training; and
- developing economic strategies.

The proposal also included the establishment of an Economic Measures Steering Committee, including government representation, to oversee implementation of the economic measures.

### **Assessment**

The Steering Committee has not yet been formed, but it is not a specific requirement of the IFA. A staff person has to be hired to develop appropriate strategies and draft terms of reference for the Committee.

The GNWT Department of Economic Development and Tourism entered into a contribution agreement with the IRC to provide funds for this task as well as Task 23 - Economic Planning Conference. The agreement covers the Conference and economic measures for the two-year period 1986-87 to 1987-88. However, the commitments of the GNWT and the federal government (DIAND Northern Affairs Program, Regional Office) with respect to economic measures will continue even after funding for this aspect of IFA implementation ceases.

## **Task 25 - Herschel Island Territorial Park**

YTG has drafted a Cabinet submission that will formally establish Herschel Island as a territorial park. A significant amount of work has already been undertaken in the planning and establishment of the park and training of six Inuvialuit to work in it. Archeological work started under NOGAP and is in its third season.

A Park Management Committee has been formed, comprising five Inuvialuit representatives and four YTG representatives. The Committee has held several meetings, the result of which has been a Draft Management Plan, describing park purpose and objectives, zoning, the resource management regime for the park, recreational opportunities, visitor services and facilities, and general information about park operations. Some purchasing of park equipment has been done, and a conceptual design for the park headquarters has been prepared. The Auxilliary Park Ranger training program has been developed. Six Inuvialuit have been hired as park ranger trainees for a six and a half month training program.

### **Assessment**

The Herschel Island Territorial Park is expected to be fully operational by the summer of 1990. Auxilliary rangers will begin working in the park in 1988.

The top priority of the Park Management Committee for 1987-88 will be the Auxilliary Park Ranger Program. Subject to review by WMAC (NS) and by government, the Committee proposes that a detailed design be prepared for park headquarters and that construction of the headquarters, accommodation for rangers, and development of a visitor camping area be undertaken. The Heritage Branch of the YTG has to begin work on stabilization and restoration of existing structures and to continue archaeological work. The Park Planner, together with the Committee, has to begin work on the Park Operation Plan. YTG will have a continuing role in the operation and management of the park.

Forecast expenditures on the park are significantly higher than those approved in the November 14, 1985 Treasury Board Submission. It will be necessary to consider carefully the extent to



which these expenditures are required by the IFA, given that the Agreement calls for a wilderness park.

### **Task 26 - North Yukon National Park**

The Western Arctic Claims Settlement Act amended the National Parks Act to create a national park in the western portion of the Yukon North Slope. The Final Agreement sets out the obligation to maintain the undeveloped, wilderness characteristics of the area as well as Inuvialuit rights and benefits (harvesting, training, economic opportunities). As well, existing mineral interests in the park were to be terminated.

To date, the major activities undertaken by Parks Canada to implement these requirements have included:

- The extinguishment of the Placer Mining Claim. This was originally estimated to cost \$500,000 but actually cost \$764,000. Parks Canada will not be making a separate request for additional resources to cover the difference.
- Research studies to understand the nature of the park site (natural resources, wildlife) and its special needs. Parks Canada typically has two focuses in park management: protection of the natural resources and features of a park and the interpretation of these features for visitors. Because a large number of visitors is not anticipated, the major emphasis will be on protection rather than interpretation.
- Training of Inuvialuit to become wardens has begun, although there are problems associated with this. First, in order to be classified as a warden, the incumbent must have post-secondary education. Parks Canada is still going ahead with the training; however, to become wardens, the Inuvialuit will eventually have to achieve the required scholastic level. This requirement may be challenged by the Inuvialuit. The second problem relates to retention; there is some difficulty in retaining individuals through the entire duration of the training program, apparently as a result of a lack of interest and a dislike of the isolation.

## Assessment

Parks Canada plans call for the development of the infrastructure of the North Yukon National Park to be completed by 1991-1992, after which there will be continuing maintenance and prevention/control activities. Infrastructure requirements include permanent and temporary housing for wardens, trails, search and rescue training and equipment, and research to determine what sensitive wildlife exists and how to protect it. Failure to establish WMAC (NS) may compromise the pace at which the infrastructure of the park is developed and the extent of involvement of the Inuvialuit in its development, but this does not appear to have been a problem to date. The Council, according to the IFA, is to advise on park planning and management and recommend a management plan for the park.

There is some question about the resources allocated to the development of the park, given that it is intended to be a wilderness park. Parks Canada officials maintain that the need for the infrastructure costs is related directly to their interpretation of the intent of the Agreement, which is to create jobs and to create economic spin-offs as a result of establishing the Park. They contend that a certain level of infrastructure is required if these objectives are to be achieved.

## Task 27 - Western Arctic Claims Implementation Secretariat (WACIS)

The WACIS was established in August 1984. Organizationally, it is part of the Corporate Services Directorate of the Northern Affairs Program at Indian and Northern Affairs Canada. The Secretariat has an annual operating budget of \$175,000 and has operated with three staff members (a manager and secretary on a part-time basis and a full-time policy adviser). The staffing configuration will change slightly in the near future to include a senior policy adviser, a staff support person, a manager, and a secretary. The latter two will be devoted to the Secretariat for approximately 30% of their time, as is currently the case.

The Secretariat's role is one of implementation, co-ordination, administration, and evaluation. Its major effort to date has been to co-ordinate the work leading to the establishment of IFA joint management structures and support mechanisms with federal departments and territorial governments. Other activities have included the provision of support and direction to chairmen of joint boards, monitoring contribution agreements, providing direction, advice, and information on implementation issues, attending workshops and implementation meetings, and providing



information to the various parties involved with implementation. In addition, a substantial amount of effort was devoted to the preparation of Cabinet documents and the T.B. submission.

### **Assessment**

The priorities of the Secretariat are to finalize the enrolment task, guide the development of appropriate policies and responsibilities for the Environmental Screening and Review Boards, establish the Arbitration Board, and deal with ongoing interpretation of implementation issues, particularly the issue of federal government access to Inuvialuit lands. A priority for the very near future will be the preparation of the Treasury Board submission, following the completion of this review of the government implementation of the IFA.

The continuing requirement for and role of the Secretariat are not well defined at this time. Its status is to be reviewed at the end of the initial five years of implementation. According to Secretariat staff, there will probably be less need for it when all the implementation structures are well established. Some continuing involvement may be required with respect to the Arbitration Board and economic measures.

YTG is in the process of establishing the Secretariat (Yukon) with a co-ordinating function that could interface with WACIS (Task 21). In GNWT, it has been proposed that the role of claims implementation co-ordinator be assigned to the Aboriginal Rights and Constitutional Development Secretariat.

### **Task 28 - Inuvialuit Implementation Funding**

In April 1986, the Inuvialuit Regional Corporation (IRC) entered into a contribution agreement with DIAND to allow IRC to finance its developmental costs of implementing the IFA. The agreement was for \$2.8 million in respect of fiscal years 1985-86 and 1986-87. Funds for 1985-86 were paid retroactively and funds for 1986-87 have been paid.

### **Assessment**

This task is complete.

## II - FUNDING GOVERNMENT IMPLEMENTATION

### ESTABLISHING THE FINANCIAL ARRANGEMENTS

#### The Process

The financial arrangements for IFA implementation were put in place through a series of complex events that can be summarized as follows:

- To support Cabinet's review of the draft agreement in January 1984, a preliminary cost estimate was developed. The funds approved by Cabinet were to be used only for net additional costs which would not have otherwise been incurred in the absence of the IFA.
- DIAND, through WACIS, co-ordinated the lengthy process of preparing an omnibus submission to Treasury Board to obtain approval for implementation funds for four federal departments and the two territorial governments. The process included a meeting with all four federal departments, GNWT, YTG, and the Inuvialuit in Inuvik in January 1985, bilateral sessions with all participants to confirm tasks and priorities, and extensive discussions with the Inuvialuit with respect to their funding requirements and overall implementation tasks. A ten-year expenditure plan with a ceiling cost of \$55.6 million was developed. Tasks that had not been considered in the preliminary cost estimate were included in this plan. These include:
  - North Yukon National Park (\$9 million)
  - IRC implementation funding (\$2.8 million)
  - GNWT legal review (\$0.4 million)
  - Herschel Island Territorial Park (\$3.4 million).
- Not surprisingly, the initial individual submissions to WACIS totalled more than \$55.6 million and had to be adjusted, based on extensive consultation, to respect this ceiling. It was recognized that the governments would be contributing some A-base money to implementation.
- The Treasury Board submission was finalized in November 1985. In January 1986, Cabinet approved funding of \$2.8 million for IRC implementation to be included in the \$55.6 million. In February



1986 Treasury Board rendered its decision. Approval covered the three fiscal years ending March 31, 1988. The total amounts approved by Treasury Board were less than requested in the submission as follows:

	<u>Requested</u>	<u>Approved</u>	<u>Variance</u>
		(\$000s)	
1985-86	\$ 2,319.1	2,314.1	5.0
1986-87	8,557.6	8,054.6	503.0
<u>1987-88</u>	<u>7,759.3</u>	<u>7,044.3</u>	<u>715.0</u>
Total	<u>\$18,636.0</u>	<u>17,413.0</u>	<u>1,223.0</u>

No person-years were approved, as such increases would have been incompatible with downsizing initiatives. Consideration of increases in reference levels for 1988-89 and 1989-90 was deferred pending the review of implementation that was proposed in the submission.

The next significant step in the process is a second omnibus submission to Treasury Board to seek funding approval beyond March 31, 1988. This review will support the development of that submission, but extensive bilateral discussions and consultation will again be required to clarify tasks and priorities and to project funding requirements to March 31, 1994 within the \$55.6-million ceiling. GNWT officials have expressed concern about the ceiling on implementation funding in light of the legal obligations that have been assumed, some of whose costs are not predictable.

### Other Financial Terms

Details of other important financial terms were found to be poorly understood by those involved with implementation. Specifically:

- It is not generally known whether the \$55.6-million ceiling is constant or current dollars (i.e., whether adjustments will be made for inflation).
- It is not known whether or how lapsed funds and/or funds cut from the November 1985 Treasury Board submission (\$1,223,000 for the three years ended March 31, 1988) can be reprofiled.

- Different approaches have been taken to accounting for salary costs of staff in federal departments. One has charged its controlled allotments; the others have charged their A-base funds.

The original estimates approved by Cabinet were in 1984 constant dollars. The Treasury Board submission was prepared in 1985-86 constant dollars. The Treasury Board approved funding for the first three years in current dollars. The contribution agreement with the GNWT for the three years 1985-86 to 1987-88 is in 1985 constant dollars and is to be adjusted for inflationary increases at the beginning of each fiscal year, using the CPI for the preceding 12-month period.

Funds for 1985-86 were approved in February 1986. As a result, there were limited opportunities to use those funds by March 31, 1986 and \$0.518 million lapsed. Additional lapsing of \$1.2 million is projected to have occurred at March 31, 1987. Pending this review, no approval has been requested to reprofile lapsed funds.

The spirit of the arrangements would appear to contemplate some reprofiling inasmuch as there is a legal commitment to carry out specific tasks originally estimated to cost \$55.6 million. Clearly, where funds are intended for one-time development efforts, those tasks could not be completed unless alternative approaches were developed or the tasks could be a lower level of effort. A reasonable approach might be to require ongoing costs to lapse because they will be replenished in any case, while reprofiling one-time development costs. This could also be used to cover increased costs in a given year in those tasks where the level of activity is difficult to predict. Unfortunately, the distinction between these two types of costs is not always clear, so considerable judgement will be required.

No new person years (PYs) were authorized by Treasury Board for IFA implementation. Nevertheless, considerable departmental staff time was dedicated to IFA implementation and, with one exception, the related salary costs were taken from A-base funds. It is the view of Treasury Board that such salary costs should be absorbed in the A-base because no PYs were authorized. This approach understates the total costs of IFA implementation. To the extent that government is interested in knowing the total cost of implementation, this may deserve reconsideration. A limiting factor is, of course, that few departments require their staff to maintain records of how their time is spent, so that attributing salary costs to implementation tasks would be somewhat arbitrary.

The costs of certain commitments under the IFA cannot be predicted accurately. Examples include:

- costs of reviews of development proposals to be carried out by the EIRB;
- sand and gravel royalties, which will depend on the quantities required in a given year; and
- costs of Arbitration Board hearings.

Cases such as these should be identified, and a method of funding unpredictable costs will be required.

The November 14, 1984 Treasury Board Submission recognized that governments would be contributing some A-base funding to IFA implementation. It is desirable to clarify expectations in this regard and to establish a means of capturing these costs so that a complete summary of the costs of IFA implementation can be prepared periodically.

### **Implications**

To develop plans and budgets for implementation, monitor progress and make decisions requires that the financial terms and conditions be fully understood by all participants. The next Treasury Board submission will provide an opportunity to clarify the financial arrangements. A reasonable goal will be to ensure that sufficient information is available to facilitate preparation of a meaningful annual report on IFA implementation for the year 1988-89, and for subsequent years as was recommended recently by the Public Accounts Committee.

### **FUNDING THE IMPLEMENTATION ACTIVITIES OF FEDERAL GOVERNMENT DEPARTMENTS**

Funding of IFA the implementation activities of federal government departments is provided through controlled allotments. The primary objective of a controlled allotment appears to be to ensure that the funds are spent only for a narrowly defined purpose -- in this case, for IFA implementation tasks. An important secondary objective appears to be to enable the government to summarize expenditures on IFA implementation. The inability to do this with respect to the James Bay Agreement has been problematic. To date, however, no one has attempted to track total



spending on IFA implementation. Consideration should be given to developing annual reports that would include both progress reports on the various tasks and a summary financial report, preferably showing both the controlled allotments and an estimate of A-base funds used for IFA implementation.

In due course, it will be appropriate to discontinue the use of controlled allotments. This should not be done, however, until three conditions are satisfied:

- The need to report on total spending on IFA implementation has passed.
- All development activities are either complete or can be clearly defined and funded separately. This would leave only ongoing tasks to be moved into the A-base. It could take 10 years, or even more, to reach this stage for some tasks.
- The costs of the ongoing tasks are reasonably predictable or provisions to handle unpredictable costs are in place.

#### **FUNDING THE IMPLEMENTATION ACTIVITIES OF THE TERRITORIAL GOVERNMENTS**

The YTG and GNWT receive funding for implementation through contribution agreements with DIAND. The main reason for using contribution agreements is to ensure that the funds will be spent only on implementation. The territorial governments must provide financial reports to DIAND to justify each draw, and DIAND has a right to audit.

There is flexibility in the contribution agreements with the territorial governments. Funds may be transferred between projects.

Officials of the GNWT believe the reporting requirements create an excessive administrative burden. There are several territorial departments involved, and other contribution agreements, such as that with the Joint Secretariat, complicate matters further.

The contribution agreements do not allow funds from one year to be carried forward to the next year. The need to clarify whether, and if so how, funds can be reprofiled relates to both GNWT and YTG.

Territorial government officials report that the impermanence of the contribution agreements causes problems. In the GNWT agreement, section 18 states that Canada's financial responsibility will not end with the expiry of the agreement and that a new agreement will be negotiated prior to the expiry of the existing agreement. However, because the funds are provided through a contribution agreement, all implementation staffing actions have been for term employees, with the term expiring at the end of the contribution agreement, March 31, 1988.

The YTG agreement does not contain a similar clause about renegotiation, but it probably should. The YTG is uncertain whether there will be funding beyond March 31, 1988, which makes planning difficult. The YTG draft Cabinet submission on the Herschel Island Territorial Park has been held up by a committee of Deputy Ministers of the YTG pending confirmation that appropriate funds will be available.

The alternative to contribution agreements is a base adjustment to the formula funding received from the federal government. A base adjustment requires an estimate of the continuing cost of IFA implementation. The adjustment must be negotiated with Canada, with the negotiated amount added to the base. Territorial governments need not provide an accounting of how the base is spent, so flexibility is increased.

It is still too early in implementation to consider a base adjustment. There has not been enough experience with the structures created and programs required by the IFA to allow for a reasonable estimate of ongoing costs. In due course, such an adjustment will be appropriate, but only when the three conditions for discontinuing the use of controlled allotments by federal departments are satisfied as well with respect to the territorial governments' tasks.

## **FUNDING THE JOINT SECRETARIAT**

The GNWT Department of Renewable Resources has entered into a contribution agreement with the Joint Secretariat and, through the Secretariat, with the WMAC (NWT) and IGC. The Research Advisory Committee, which has yet to be formed, will also be funded through this arrangement. The Secretariat is also responsible for the funds allocated to the HTC's both from GNWT A-base and from implementation funds. The Secretariat is to enter into contribution agreements with the HTC's and is required to ensure that adequate accountings for the funds are obtained.

The Secretariat is required to report quarterly to GNWT so that GNWT can report to DIAND. The Secretariat has not been fully staffed, and there have been problems in meeting the reporting requirements. The Secretariat must, in some cases, provide accounting services to the bodies for which it is responsible before the information can be passed to GNWT and hence to DIAND.

The financial arrangements will be further complicated when DFO and DIAND fund research positions in the Secretariat through contribution agreements.

### COSTS TO MARCH 31, 1987

The costs of implementation for the years 1984-85, 1985-86 and 1986-87 can be summarized as follows:

	<u>Projected Expenditures</u>	<u>Related Authorized Amounts</u> (\$000s)	<u>Net Difference</u>
1984-85	\$ 1,624	\$ 1,596	\$ (28)
1985-86	1,796	2,314	518
1986-87	6,854	8,055	1,201
TOTALS	<u>\$10,274</u>	<u>\$11,965</u>	<u>\$1,691</u>

Expenditures for 1984-85 and 1985-86 are actuals as reported to the review team. Expenditures for 1986-87 are projections pending final closing of the books for that year. The 1984-85 authorized and expended amounts relate to Task 1 - Approval Process, and Task 2 - Eligibility and Enrolment. Although expenditures for the year 1984-85 had been approved by an earlier Treasury Board decision, they were included in the omnibus Treasury Board submission of November 1986 in order to account fully for the \$55.6-million ceiling and the 10-year period.

Appendix 2 displays the expenditures to March 31, 1987 by task and by entity within each task. Appendix 3 displays expenditures to March 31, 1987 by entity. The amounts in excess of \$100,000 involved in the net lapsing of \$1,691,000, along with brief explanations for each, are as follows:



<u>Task #</u>	<u>Explanation</u>	<u>Lapsed (overexpended) \$000s</u>
7	Sand and gravel inventory work planned by DIAND for 1985-86 could not be done that year due to late approval of funding.	125
10	The EIRB was late being formed and the level of activity was considerably less than had been anticipated.	118
14	The FJMC was very active and progress exceeded expectations (see also Task 15 below).	(132)
15	Some of the work on fishing regulation on Inuvialuit lands was done under Task 14. Forecast ongoing requirements have been considerably reduced.	130
17	The amount budgeted for the IGC for 1985-86 could not be utilized due to the late funding approval.	146
18	The HTC funding had not been put in place by GNWT.	120
20	The Joint Secretariat has been late getting established.	123
22	The Arbitration Board has yet to be established.	349
27	Much of the WACIS budget was to have been for PYs. None were approved, so staff resources were provided from DIAND's A-base and the budget has not been fully utilized.	120
	Other amounts less than \$100 (net)	592
	Total	<u>1,691</u>

Working in constant dollars for simplicity and assuming that the \$7.044 million authorized by Treasury Board for the year ended March 31, 1988 is fully utilized, the balance of the \$55.6-million ceiling available to be allocated to tasks over the period April 1, 1988 to March 31, 1994 may be one of the following four amounts, depending on the decision with respect to reprofiling:

- |   |  |                  |
|---|--|------------------|
| - | assuming no funds are reprofiled   | \$35.408 million |
| - | assuming only lapsed funds are reprofiled and no lapses occur at March 31, 1988            | \$37.099 million |
| - | assuming only funds cut by Treasury Board from the November 1984 submission are reprofiled | \$36.631 million |
| - | assuming all funds lapsed and cut are reprofiled and no lapses occur at March 31, 1988     | \$38.322 million |

### **COSTS FORECAST TO MARCH 31, 1994**

The NWT Department of Renewable Resources opted not to offer long-term projections to the review team. DRR officials prefer to await the results of this review and then negotiate with DIAND, the Inuvialuit and others as part of the development of the next Treasury Board submission. It is not feasible, therefore, to present a complete forecast to March 31, 1994. In any case, it was not the mandate of this review to determine the activities to be funded from net additional implementation funding or the extent of that funding. This will be done by negotiation as part of the development of the Treasury Board submission. Rather, the following list of significant matters for consideration during the negotiations is offered:

- EMR estimates the cost of completing the ground surveys to be \$13 million. Treasury Board has approved \$8 million.
- YTG has identified new initiatives that bring the costs associated with Herschel Island Territorial Park to \$5.3 million. The Treasury Board approved \$3.393 million. The need for these additional expenditures will have to be assessed.
- Parks Canada will absorb the overexpenditure on the extinguishment of mining rights in the North Slope, but otherwise stands by its total requirement for \$9 million. The need is related to an understanding that the North Yukon National Park is expected to create jobs and other economic spin-offs, rather than to specific minimum standards for wilderness parks as some have previously believed. In this light, there may be opportunities to reduce the cost of the park, depending at least in part on the priorities of the Inuvialuit.
- The IGC is very active in a number of areas. It will be important to define which costs are legitimate net additional costs resulting from the IFA.

These examples illustrate the complexities of forecasting the costs of comprehensive claims agreements that will be encountered during the development of the next Treasury Board submission. It will be necessary for all participants to have an open mind during the negotiations and to maintain an awareness of the overall requirements and constraints of implementation. Priorities, levels of effort, alternative approaches, and timing of expenditures will need to be determined. It will be necessary for the Inuvialuit to be involved to the fullest extent possible in this process.



### III - SPECIFIC IMPLEMENTATION ISSUES

#### EFFECTIVENESS OF SUPPORT

This review was to assess the effectiveness of the support provided in terms of funding, planning, information, and co-ordination by the GNWT, YTG, and the federal government. Funding is dealt with in Chapter II. The other issues are dealt with in the following paragraphs.

#### Co-ordination

WACIS has been responsible for the following tasks:

1. Omnibus T.B. submissions 85-86, September 1987.
2. Contribution agreements with IRC, GNWT, YTG.
3. Payments to IRC - Social Development Fund, Economic Development Fund, loans.
4. Co-ordinating establishment of management structures.
5. Co-ordinating involvement of federal government departments on issues such as amendments, access.
6. Co-ordinating DIAND implementation, e.g., economic measures, land management, screening and review.
7. Co-ordinating activities of, and providing staff support to, Implementation Co-ordinating Committee.
8. Seeking advisory assistance from Justice and Finance.
9. Negotiating amendments with IRC.
10. Monitoring all aspects of implementation to ensure federal compliance.
11. Preparing memoranda to Cabinet.
12. Co-ordinating implementation review.

The Implementation Co-ordinating Committee (ICC) is to comprise two members, one each from the IRC and DIAND, and an independent chairman. The territorial governments sit with the

Committee by invitation, as required. Although the chairman has not yet been appointed, DIAND and the IRC have appointed members and the ICC has been performing a valuable role. Terms of reference for the ICC have not been formalized.

The ICC provides the framework for joint implementation. Its mandate is to:

1. Identify implementation tasks.
2. Develop preliminary implementation action plans.
3. Establish informal working groups to deal with specific implementation tasks, issues, or activities.
4. Assign implementation tasks to appropriate working groups.
5. Provide action plans, information, and clarification to working groups.
6. Provide a public information function to interested departments, agencies, and other parties.
7. Consult with federal departments and agencies and territorial governments and co-ordinate activities among them.
8. Monitor all implementation activities.
9. Report periodically to the Minister of Indian and Northern Development and the Chief Regional Councillor, IRC.

The Joint Secretariat and co-ordinators in each territorial government also have responsibilities for co-ordination.

### **Planning**

The ICC considers priorities and is a planning tool for the implementation process, but it has been used mainly for troubleshooting. Each department and the territorial governments are responsible for their own planning of implementation activities.

An implementation workshop (150 people) was held in Inuvik April 21-22, 1986.

## **Information**

Except for a briefing package prepared by WACIS for the public and the academic community, the dissemination of information is informal.

Early information sessions were held in Calgary with the oil and gas industry.

## **Funding**

Funding of IFA implementation is through contribution agreements and controlled allotments, as discussed in Chapter II.

## **Assessment of the Support Function**

Although progress has been made on the tasks identified in the Treasury Board submission, IFA implementation has not been without its problems. Many of these problems can be attributed to the lack of planning and foresight before the agreement was signed. In the absence of a policy requiring implementation planning, apparently little priority was given to implementation during the negotiation and approval phases of the IFA. Otherwise, a plan could have been agreed to in advance, and an implementation secretariat could have been in place by January 1984, when the tentative agreement was struck.

Cabinet did see preliminary spending estimates and approved IFA implementation funding, and a secretariat was in place by August 1984, but almost two years passed between the time the IFA was concluded and implementation actually began, with the settlement structures funded and other tasks well under way. During this time meetings were held with the Inuvialuit, Cabinet approval for funding the Inuvialuit implementation costs was sought, Treasury Board approval for funding implementation activities was sought, and order-in-council approval for appointments to boards was obtained. During this period there were also protracted problems concerning enrolment and IFA interpretation, e.g., access, third party rights.

Once funding was approved in February 1986 and contribution agreements were concluded with the territorial governments and the IRC, implementation began in earnest. The process was given impetus by the creation of the Implementation Co-ordinating Committee in March 1986.



In effect, then, implementation of the IFA has only been under way for one year. Moreover, the various joint settlement structures that do exist are, for the most part, still at an early stage of development: the Joint Secretariat has only been operational since November 1986, and some of the committees and boards established pursuant to the IFA have met several times each in the past year but are still in the process of developing rules and procedures. Fortunately for the screening and review process, development activity in the Beaufort region has been slower than anticipated. The Arbitration Board, Research Advisory Committee and WMAC (NS) await establishment, while implementation activities such as Economic Measures (Task 24), are just now getting under way. The Herschel Island Territorial Park and surveying are, however, in progress. In short, IFA implementation is still in the transitional phase, almost three years after signature of the Agreement.

Some of these problems stem from the haste with which the IFA was finalized. There have, however, been other contributing factors:

- In contrast to the negotiating phase, the implementation of the IFA has lacked priority within government.
- Funding approval was not received until February 1986.
- Distance from the region has resulted in poor communication links between DIAND and the IRC.
- In the region there is a belief that support from Ottawa in establishing the settlement structures and having them operating smoothly has been inadequate and that red tape has delayed matters further.
- The Joint Secretariat was slow to get started and has experienced its own problems. It has been preoccupied with funding and personnel matters, rather than matters of direct concern to the Chairmen of the boards and committees it is supposed to serve. This was exacerbated by the housing shortage in Inuvik.
- In some cases, key appointments to settlement structures have taken (or are taking) a long time to complete.

In spite of these difficulties, progress has been made on virtually all fronts. Funding is available, an implementation secretariat and co-ordinating committee are functioning, most of the implementation tasks are well under way, and the territorial governments appear committed to making the IFA work. Finally, the Joint Secretariat is about to hire resource people to serve the

committees and boards, and these structures themselves are in the process of adopting their own rules and procedures. This should go a long way towards resolving uncertainties concerning their respective mandates.

There is, however, a pervasive sentiment that the entire settlement structure, as called for by the IFA, is unduly cumbersome and imposes an unnecessary burden on all concerned -- the Inuvialuit, government and industry alike. Several possibilities have been suggested for streamlining, following on the experience with the operational merger of the Inuvialuit Game Council and the NWT Wildlife Management Advisory Council; for example, merging the FJMC and WMACs, possibly merging the screening and review boards and the two secretariats.

We have not had the opportunity to examine these options in detail. In any case, because most of the joint settlement structures are still in the early stage of development, and because rationalization has political, policy, and legal implications, it is probably better to experiment with the structures for an initial period before deciding whether to alter them substantially.

Nevertheless, recognizing that IFA implementation is a continuing joint activity, the potential exists for smoother implementation over the remaining years, particularly in the areas of information flow, accountability, and co-ordination and planning.

### **Information Flow**

One of the complexities with respect to IFA implementation is that a large number of federal departments are involved, as well as the governments of Yukon and the Northwest Territories, the Inuvialuit, industry, and the settlement structures. The information flow among these groups has generally been poor. Participants feel they do not know how implementation is proceeding on matters outside their own immediate jurisdiction.

Future implementation would be greatly improved if a mechanism were created to assure the flow of information between federal departments, territorial governments, and Inuvialuit agencies. WACIS is the most likely organization to perform this role, having been involved in implementation from the beginning and having developed an overall picture of the organizations involved and their activities. Several types of information mechanisms could be useful, such as meetings of all involved parties, teleconferences between all parties, newsletters, and annual

reports. The methods selected need not be elaborate -- the most important characteristics are that information be complete and distributed regularly.

### **Accountability**

The fact that no plans, guidelines, and milestones were established and agreed to at the beginning of implementation has made it difficult to exact accountability, as there is no commonly agreed yardstick against which to measure progress. Each department monitors the progress of the tasks that are its responsibility, but this does not occur at a central level.

The contribution agreements with the territorial governments require financial reporting but not reports describing the activities that have taken place. It is within DIAND's authority to require that information of this type be submitted. Information on activities would allow DIAND to ensure the activities correspond to the Agreement, as well as providing up-to-date status information.

The other federal departments receive funds through controlled allotments. Under this arrangement, no information on activities undertaken is required. It is still an outstanding issue whether DIAND (specifically WACIS) has the authority to demand financial and activity information.

### **Co-ordination and Planning**

IFA implementation planning has been performed for the most part by the various federal and territorial departments responsible for tasks. In the past year, however, WACIS and the ICC, with limited resources, have attempted to provide overall direction to implementation, rather than just reacting to issues and problems as they occur. The ICC should continue to set priorities, adopt a work plan and timeframe, and begin to look at longer-range issues once the initial phase is complete. WACIS has established its priorities, and IRC officials have indicated certain high and low priorities; clarification of priorities will be required for the Treasury Board submission.

Overall co-ordination needs to be tightened. The ICC, WACIS, the Joint Secretariat and the co-ordinators in the territorial governments should rationalize their roles and activities so that overall co-ordination takes place through WACIS. With emphasis shifting to the region now that the settlement structures are in place, the respective roles of WACIS and the Joint Secretariat may



require redefinition. The NAP Regional Office in Yellowknife may also perform a larger role in future as the focus shifts from planning and infrastructure to operations.

## EDUCATION AND TRAINING

The IFA makes significant demands on the Inuvialuit in terms of both skills and time. Technical, management and financial skills are required to administer the IFA and run the settlement structures. The IFA established a large number of structures, and the Inuvialuit have had to become involved in corporate structures as well as joint boards and committees. Few Inuvialuit had prior experience with structures of this kind and therefore had not had the opportunity to develop the skills required. As a result, and given the small Inuvialuit population, some Inuvialuit are serving on two or more boards, committees and/or corporations. *Experienced - great time*

It is apparent that greater efforts are needed in the education and training area. With the exception of the federal and territorial parks, the IFA does not provide for the education of Inuvialuit to enable them to participate in or head settlement structures to be employed by secretariats providing administrative and technical support to the boards and committees. In keeping with the spirit of the IFA, it is important that training take place, so that the IFA will in future be managed and administered by the Inuvialuit, rather than by non-native southerners. All possible measures should be taken to facilitate Inuvialuit access to existing training programs.

Subsection 12(42) of the IFA states that the "predominant number" of federal and territorial park employees should be Inuvialuit and that the appropriate government will provide training to assist the Inuvialuit in qualifying for employment. Training programs for both parks are under way. This training is specific to the kinds of employment offered in the parks and is unlikely to assist the Inuvialuit in developing the skills necessary to run boards and committees. *300 h*

In addition to funding for the training of park employees, the Treasury Board submission contemplated the need for training and provided funds under the Economic Development/Government Assistance heading and in the Inuvialuit Implementation Funding, where \$112,000 of the \$2.8 million for the IRC was earmarked for training.

The IDC also received funds under an Economic Development Agreement, which were used to identify Inuvialuit training needs. The results indicated training requirements that were outside the mandate of Employment and Immigration Canada.

Several other general training programs are of potential interest to the Inuvialuit. The GNWT and federal government (mainly Employment and Immigration Canada, EIC) have ongoing training programs in the North. The Canadian Jobs Strategy is an EIC program where EIC enters into a contract with an organization to provide funds to train the employees of that organization. The skill sought must be on an EIC priority list. The training will be provided by the community college (Arctic College) or, if the College cannot meet the need, by other sources.

The Northern Training Program is a Program administered by the GNWT that is cost-shared 50/50 between GNWT and EIC. The objective of the program is to bring northerners up to a minimum level of education. The program has been used by Parks Canada to raise the education level of the Inuvialuit going into the ranger training program for the North Yukon National Park.

4 A Renewable Resources Technology Diploma is available through Arctic College. It has not yet been decided whether a person with this diploma would be qualified to work as a resource person for the Joint Secretariat, as the normal requirement is for a bachelor degree. However, to date few Inuvialuit have registered in and completed the program.

The Joint Secretariat is seen by some as being the key place for training, because it works with all the committees and boards. For example, it was suggested that after preliminary summer training, high school graduates would work as apprentices with the resource persons. This would not be funded from IFA implementation funds. Success would depend on demand for the programs by the Inuvialuit.

DOE forecasts a need for \$25,000 per year for training the Inuvialuit in conservation and impact monitoring. In short, the whole matter of training and education may require closer examination because it has a direct bearing on the degree of success of land claims implementation. It should be considered in light of the human resource data base being developed (see Task 23) and in light of the desire of the Inuvialuit to be involved in the various tasks.

## INTERPRETATION AND APPLICATION OF THE IFA

In addition to the implementation tasks identified in the Treasury Board submission as requiring special funding, considerable amounts of time and effort have been expended in the past two and a half years on interpretation of the IFA. Many of these problems relate to technical matters or drafting problems. Others have to do with substantive issues. From interviews with all the parties concerned, it appears that the IFA is being applied inconsistently by government departments and the boards and committees. In some cases, it may have been ignored; in others cases, it is being applied either liberally or strictly. To some extent, these problems stem from the IFA itself; on some questions it is silent, ambiguous, or inconsistent. Admittedly, a certain amount of flexibility is required if implementation is to be effective, but too much flexibility leads to confusion.

Disputes concerning the interpretation of an agreement are inevitable. If such agreements are to work, however, mutual trust must exist. In the North we encountered a high degree of commitment to make the Agreement work but, in general, trust between the parties appears to be lacking. A full and regular exchange of information would be helpful. Although implementation is supposed to be a joint exercise, there is a feeling that attempts are being made to renegotiate aspects of the Agreement during the implementation phase. There has to be a mechanism, short of arbitration, for resolving disputes. The ICC, which has met four times, appears to be fulfilling this need, but the Inuvialuit feel that this situation is fragile because success depends on personalities rather than on an institutional framework.

Two examples of protracted disagreements are the search for an amending formula and the issue of government access. Negotiations and consultation on these two issues alone have gone on since the fall of 1984. Both matters appear to be on the verge of being resolved, but they highlight the need for effective co-ordination on the part of government, adequate briefing of officials, and high-level resolution of disputes.

A 'corporate memory' of the actual negotiations, perhaps set out in a series of position papers, might also be helpful. It has been suggested that land claim agreements allow an initial period for both parties to see how the Agreement works in practice before deciding on changes.



## IV - LESSONS TO BE LEARNED

### DRAFTING AND INTERPRETATION

This review of the implementation of the IFA has discovered problems in a number of areas. Based on this experience, other agreements should attempt to be clearer in the following areas:

- the conditions for government and public access to lands covered by the agreement, e.g., whether fees are required;
- how the agreement is to be amended;
- third party rights (based on a Canadian Reindeer case involving grazing rights for a privately owned herd on Inuvialuit lands);
- the extent to which screening and review applies to offshore developments (based on the confusion between sections 11 and 13 of the IFA); and
- remuneration of native participants on boards and committees.

Negotiators should resist knowingly deferring negotiations to the implementation phase. A federal official thoroughly familiar with the negotiating history of the agreement should be involved in implementation.

Other land claim negotiations should at least consider the following matters:

- whether native implementation funding is to be provided;
- how implementation is to be co-ordinated between native people and government;
- provisions for a legal review, perhaps concurrent with the negotiations;
- the streamlining of settlement structures;
- provisions for training and education, based on needs identified by the claimant group; and

- the need for a high-level implementation co-ordination committee.

## **PLANNING**

There should be pre-planning, perhaps at the approval-in-principle stage, so that an implementation secretariat is already in place when an agreement becomes law. As observed by the Auditor General and as incorporated in the new land claims policy, an implementation plan should accompany future land claims agreements; parallel negotiations on implementation should begin at the approval-in-principle stage. While such a plan will not eliminate disputes over such things as interpretation, it should make it clear what the Agreement actually entails. It should also ensure that implementation proceeds in a timely and orderly fashion.

The plan should state clearly what is to be done, by whom, how, in what order, and within what timeframe. It should allow for implementation to be phased in and should include a breakdown of costs. Tasks should be worked out with native groups before the federal government makes a final decision on costs internally. Ideally, joint settlement structures should be in place by the time chairmen are selected; failing that, they should have professional and administrative assistance at an early stage.

## **CO-ORDINATION**

Either a secretariat or an implementation co-ordinating committee should be responsible for developing a plan, negotiating it with the native group in question, and ensuring that it is carried out. This body should provide the focal point and take a lead role for implementation, and be given the authority to handle disputes. Its staff should include people with knowledge of the negotiations and experience in northern renewable resource and land management. Responsibility for implementation should rest with either DIAND or a central agency.

## **INFORMATION**

Government officials and industry need to be well briefed at an early stage and on an ongoing basis. A newsletter would serve to keep all interested parties informed of progress and upcoming meetings. Consideration should also be given to producing an annual report, as is required under

the James Bay Agreement. Regular meetings and teleconferences are other means of disseminating information to interested parties.



**APPENDIX 1**  
**COSTS OF IMPLEMENTATION BY TASK**  
**1984-85 TO 1986-87**

(The 1986-87 expenditures are projected only,  
pending finalization of accounts for the year.)

(The budget columns reflect the Treasury Board  
decision of February 6, 1986 which reduced the  
amounts requested in the related submission  
by \$5,000 for 1985-86 and by \$503,000 for  
1986-87.)

IMPLEMENTATION COSTS TO MARCH 31/87

TASK	ORG'N	Budget 84-85	Actual 84-85	Budget 85-86	Actual 85-86	Budget 86-87	Projected to 86-87	Total Budget to 3/87	Total Actual to 3/87
1	DIAND	1,113,932	1,142,052	0	0	0	0	1,113,932	1,142,052
Total for 1:		1,113,932	1,142,052	0	0	0	0	1,113,932	1,142,052
2	DIAND	481,950	481,950	350,000	283,947	0	22,305	831,950	788,202
Total for 2:		481,950	481,950	350,000	283,947	0	22,305	831,950	788,202
3	GNWT	0	0	0	0	100,000	50,000	100,000	50,000
Total for 3:		0	0	0	0	100,000	50,000	100,000	50,000
4	DIAND	0	0	0	0	60,000	58,400	60,000	58,400
Total for 4:		0	0	0	0	60,000	58,400	60,000	58,400
5	EMR	0	0	0	0	950,000	1,044,000	950,000	1,044,000
Total for 5:		0	0	0	0	950,000	1,044,000	950,000	1,044,000
6	GNWT	0	0	0	0	0	23,000	0	23,000
Total for 6:		0	0	0	0	0	23,000	0	23,000
7	DIAND	0	0	125,000	0	175,000	175,000	300,000	175,000
Total for 7:		0	0	125,000	0	175,000	175,000	300,000	175,000
8	GNWT	0	0	92,900	137,731	330,700	190,000	423,600	327,731
Total for 8:		0	0	92,900	137,731	330,700	190,000	423,600	327,731
9	DIAND	0	0	11,800	0	74,100	25,000	85,900	25,000
	GNWT	0	0	2,400	0	13,400	0	15,800	0
	YTG	0	0	4,700	1,500	18,900	1,300	23,600	2,800
Total for 9:		0	0	18,900	1,500	106,400	26,300	125,300	27,800
10	DIAND	0	0	12,400	0	125,400	49,000	137,800	49,000
	GNWT	0	0	2,100	0	14,900	2,000	17,000	2,000
	YTG	0	0	4,800	0	13,500	4,000	18,300	4,000
Total for 10:		0	0	19,300	0	153,800	55,000	173,100	55,000
11	YTG	0	0	0	0	41,000	0	41,000	0
Total for 11:		0	0	0	0	41,000	0	41,000	0
12	DOE	0	0	0	0	74,000	22,000	74,000	22,000
	YTG	0	0	5,200	0	45,800	45,800	51,000	45,800
Total for 12:		0	0	5,200	0	119,800	67,800	125,000	67,800
13	DOE	0	0	0	0	77,700	5,000	77,700	5,000

IMPLEMENTATION COSTS TO MARCH 31/87

TASK	ORG'N	Budget 84-85	Actual 84-85	Budget 85-86	Actual 85-86	Budget 86-87	Projected to 86-87	Total Budget to 3/87	Total Actual to 3/87
13	GNWT	0	0	7,200	0	52,300	48,000	59,500	48,000
Total for 13:		0	0	7,200	0	130,000	53,000	137,200	53,000
14	DFO	0	0	0	0	124,000	256,000	124,000	256,000
Total for 14:		0	0	0	0	124,000	256,000	124,000	256,000
15	DFO	0	0	0	0	135,000	5,000	135,000	5,000
Total for 15:		0	0	0	0	135,000	5,000	135,000	5,000
16	DIAND	0	0	0	0	7,700	0	7,700	0
	DOE	0	0	0	0	4,600	0	4,600	0
	GNWT	0	0	0	0	3,800	0	3,800	0
	YTG	0	0	0	0	9,700	0	9,700	0
Total for 16:		0	0	0	0	25,800	0	25,800	0
17	GNWT	0	0	124,800	0	124,800	103,200	249,600	103,200
Total for 17:		0	0	124,800	0	124,800	103,200	249,600	103,200
18	GNWT	0	0	59,800	0	59,800	0	119,600	0
Total for 18:		0	0	59,800	0	59,800	0	119,600	0
19	DFO	0	0	0	0	240,000	269,000	240,000	269,000
	DOE	0	0	0	0	61,900	105,000	61,900	105,000
	GNWT	0	0	0	0	550,000	485,000	550,000	485,000
	YTG	0	0	0	0	116,000	95,000	116,000	95,000
Total for 19:		0	0	0	0	967,900	954,000	967,900	954,000
20	DIAND	0	0	20,000	0	143,500	143,500	163,500	143,500
	GNWT	0	0	10,000	0	487,500	395,000	497,500	395,000
Total for 20:		0	0	30,000	0	631,000	538,500	661,000	538,500
21	YTG	0	0	10,000	0	132,500	49,500	142,500	49,500
Total for 21:		0	0	10,000	0	132,500	49,500	142,500	49,500
22	DIAND	0	0	71,000	0	278,000	0	349,000	0
Total for 22:		0	0	71,000	0	278,000	0	349,000	0
23	GNWT	0	0	0	0	81,900	53,960	81,900	53,960
Total for 23:		0	0	0	0	81,900	53,960	81,900	53,960
24	GNWT	0	0	0	0	128,000	49,200	128,000	49,200
Total for 24:		0	0	0	0	128,000	49,200	128,000	49,200



IMPLEMENTATION COSTS TO MARCH 31/87

TASK	ORG'N	Budget	84-85	Actual	84-85	Budget	85-86	Actual	85-86	Budget	86-87	Projected to	86-87	Total	Budget to	3/87	Total	Actual to	3/87
25	YTG		0		0		0		0		424,200		391,000		424,200		391,000		391,000
Total	for 25:		0		0		0		0		424,200		391,000		424,200		391,000		391,000
26	DOE		0		0		0		0		1,200,000		1,234,000		1,200,000		1,234,000		1,234,000
Total	for 26:		0		0		0		0		1,200,000		1,234,000		1,200,000		1,234,000		1,234,000
27	DIAND		0		0		0		0		175,000		55,000		175,000		55,000		55,000
Total	for 27:		0		0		0		0		175,000		55,000		175,000		55,000		55,000
28	DIAND		0		0		1,400,000		1,372,634		1,400,000		1,400,000		2,800,000		2,772,634		2,772,634
	DOE		0		0		0		0		0		0		0		0		0
Total	for 28:		0		0		1,400,000		1,372,634		1,400,000		1,400,000		2,800,000		2,772,634		2,772,634
Total:			1,595,882		1,624,002		2,314,100		1,795,812		8,054,600		6,854,165		11,964,582		10,273,979		

**APPENDIX 2**  
**COSTS OF IMPLEMENTATION BY ENTITY**  
**1984-85 TO 1986-87**

IMPLEMENTATION COSTS TO 1987 - BY DEPARTMENT

ORG'N	TASK	Budget 84-85	Actual 84-85	Budget 85-86	Actual 85-86	Budget 86-87	Projected 86-87	Total Budget to 3/87	Total Actual to 3/87
DFO	14	0	0	0	0	124,000	256,000	124,000	256,000
	15	0	0	0	0	135,000	5,000	135,000	5,000
	19	0	0	0	0	240,000	269,000	240,000	269,000
Total for DFO:		0	0	0	0	499,000	530,000	499,000	530,000
DIAND	1	1,113,932	1,142,052	0	0	0	0	1,113,932	1,142,052
	2	481,950	481,950	350,000	283,947	0	22,305	831,950	788,202
	4	0	0	0	0	60,000	58,400	60,000	58,400
	7	0	0	125,000	0	175,000	175,000	300,000	175,000
	9	0	0	11,800	0	74,100	25,000	85,900	25,000
	10	0	0	12,400	0	125,400	49,000	137,800	49,000
	16	0	0	0	0	7,700	0	7,700	0
	20	0	0	20,000	0	143,500	143,500	163,500	143,500
	22	0	0	71,000	0	278,000	0	349,000	0
	27	0	0	0	0	175,000	55,000	175,000	55,000
	28	0	0	1,400,000	1,372,634	1,400,000	1,400,000	2,800,000	2,772,634
Total for DIAND:		1,595,882	1,624,002	1,990,200	1,656,581	2,438,700	1,928,205	6,024,782	5,208,788
DOE	12	0	0	0	0	74,000	22,000	74,000	22,000
	13	0	0	0	0	77,700	5,000	77,700	5,000
	16	0	0	0	0	4,600	0	4,600	0
	19	0	0	0	0	61,900	105,000	61,900	105,000
	26	0	0	0	0	1,200,000	1,234,000	1,200,000	1,234,000
	28	0	0	0	0	0	0	0	0
Total for DOE:		0	0	0	0	1,418,200	1,366,000	1,418,200	1,366,000
EMR	5	0	0	0	0	950,000	1,044,000	950,000	1,044,000
Total for EMR:		0	0	0	0	950,000	1,044,000	950,000	1,044,000
GNWT	3	0	0	0	0	100,000	50,000	100,000	50,000
	6	0	0	0	0	0	23,000	0	23,000
	8	0	0	92,900	137,731	330,700	190,000	423,600	327,731
	9	0	0	2,400	0	13,400	0	15,800	0
	10	0	0	2,100	0	14,900	2,000	17,000	2,000
	13	0	0	7,200	0	52,300	48,000	59,500	48,000
	16	0	0	0	0	3,800	0	3,800	0
	17	0	0	124,800	0	124,800	103,200	249,600	103,200
	18	0	0	59,800	0	59,800	0	119,600	0
	19	0	0	0	0	550,000	485,000	550,000	485,000
	20	0	0	10,000	0	487,500	395,000	497,500	395,000
	23	0	0	0	0	81,900	53,960	81,900	53,960
	24	0	0	0	0	128,000	49,200	128,000	49,200
Total for GNWT:		0	0	299,200	137,731	1,947,100	1,399,360	2,246,300	1,537,091



IMPLEMENTATION COSTS TO 1987 - BY DEPARTMENT

ORG'N	TASK	Budget	84-85	Actual	84-85	Budget	85-86	Actual	85-86	Budget	86-87	Projected	86-87	Total	Budget to 3/87	Total	Actual to 3/87
YTG	9		0		0		4,700		1,500		18,900		1,300		23,600		2,800
	10		0		0		4,800		0		13,500		4,000		18,300		4,000
	11		0		0		0		0		41,000		0		41,000		0
	12		0		0		5,200		0		45,800		45,800		51,000		45,800
	16		0		0		0		0		9,700		0		9,700		0
	19		0		0		0		0		116,000		95,000		116,000		95,000
	21		0		0		10,000		0		132,500		49,500		142,500		49,500
	25		0		0		0		0		424,200		391,000		424,200		391,000
Total for YTG:			0		0		24,700		1,500		801,600		586,600		826,300		588,100
Total:			1,595,882		1,624,002		2,314,100		1,795,812		8,054,600		6,854,165		11,964,582		10,273,979