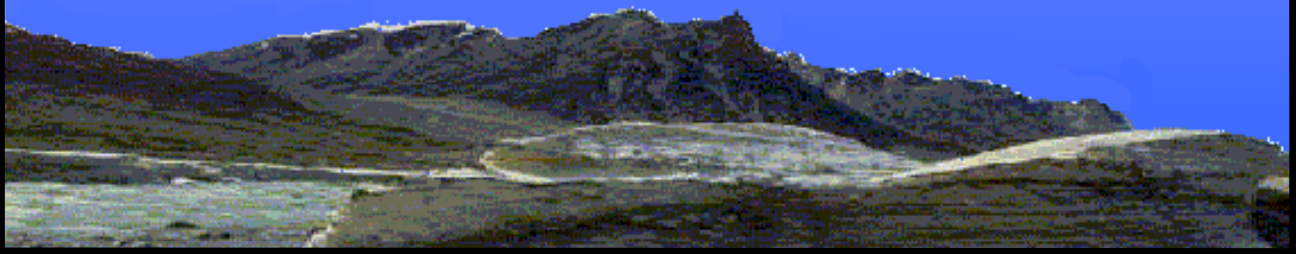


**A Consultation-Based Review of the  
Harvester Support Programs of the  
Government of Nunavut and  
Nunavut Tunngavik Inc.**

**FINAL REPORT**

Prepared for:

**Government of Nunavut,  
Department of Environment  
and  
Nunavut Tunngavik Inc.**



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## 1. INTRODUCTION

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The harvesting of wildlife is the economic foundation of traditional Inuit life, and represents a key element of the modern mixed subsistence and wage-based economy of Nunavut. The Nunavut Land Claims Agreement (NLCA) was negotiated, in part, to afford Inuit a measure of control over and continued access to wildlife resources; hunting continues to play a critical role in the economy, diet and culture of Nunavummiut. One key area that Tunngavik Federation of Nunavut (TFN) was unable to negotiate as part of the NLCA was a Harvester Support Program similar to one negotiated in Nunavik.

The agreement on some type of Harvester Support Program was the lone outstanding issue to be resolved before an Agreement in Principle for the NLCA could be signed. The Government of the Northwest Territories (GNWT) offered a possible solution where they and TFN would contribute \$15 million each to be paid over a period of 5 years for the creation of a program. This compromise was accepted and the GNWT contributed funds with broad flexibility to deliver a harvester support program. The funds are contributed into the Nunavut Hunter Income Support Trust and the NHSP submits annual budget requests to the Trust.

The harvesting economy and lifestyle, however, have been under increasing pressure in recent years. Harvesting costs – oil and gas, ammunition, skidoos, fishing boats and motors – have risen steadily over the past decade. Fluctuating prices for furs and meat products, rising transportation costs, wage employment and the gradual reduction in land skills among Inuit youth are just a few of the changes transforming the lives of Inuit harvesters today.

Nevertheless, harvesting activity is viewed by most as a critical element of the long-term sustainability of Nunavut communities, and sustainable wildlife populations and an active community of harvesters are at the heart of the Inuit vision for Nunavut.

Both Nunavut Tunngavik Inc. (NTI) and the Government of Nunavut (GN) have long recognized the importance of harvesting activities to Nunavummiut, and have supported harvesters directly through formal contribution programs. Since the creation of Nunavut in 1999, the GN has delivered support in various direct and indirect forms, ranging from price-support programs for sealskins to community harvesting programs. Most of these programs were inherited or adapted from the Government of the Northwest Territories (GNWT). NTI has delivered its own harvester support program since 1995. The Nunavut Economic Development Strategy, developed in 2003, explicitly identifies the need to revise the harvester support policies of the GN and NTI so that they are complementary and better reflect Nunavut's mixed economy.

A number of social and environmental changes have occurred since these programs

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were first introduced. The political environment has changed as well: Nunavut now has a new *Wildlife Act* and a new Inuit Wildlife Secretariat.

To help identify and address the evolving needs and expectations of Nunavut harvesters, in August 2005 the GN and NTI commissioned a review and analysis of the existing harvester support programs in Nunavut.

## 1.1. Purpose of the Project

This report provides a review and analysis of the support provided to harvesters in Nunavut by the GN's Department of Environment (DOE) and by NTI. The consultants were asked to:

- Assess current wildlife support programs of the GN and NTI and develop recommendations in light of current fiscal realities;
- Determine the degree to which current harvester support programming is meeting the needs of client groups;
- Analyze current delivery mechanisms and identify options for delivery;
- Analyze annual funding levels and priorities, and provide recommendations for long-term program financing;
- Provide a gap analysis between public expectations and the capacity of GN and NTI to address them;
- Review harvester support programs in other jurisdictions and identify policy approaches of potential interest to Nunavut;
- Propose and carry out a process to update information received from stakeholder consultations conducted jointly by the GN and NTI in 2000.

## 1.2. Methodology

To address these research goals in the limited timeframe available to the project, the consulting team used a number of approaches:

- A review and analysis of historical and current documentation identified by project managers in the GN and NTI, as well as other available background documents. Materials reviewed included program criteria and guidelines, program financial records, prior reviews and evaluations of harvester support programs by the GN and NTI (conducted in 2000 and 1998 respectively), correspondence related to policy development, and a number of planning documents associated with the restructuring of wildlife management in Nunavut. A list of documentation reviewed is included as Appendix 1.
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- Focus groups were arranged through the HTOs in six Nunavut communities to obtain feedback from harvesters on needs, priorities, and satisfaction with the support programs. Since under the Terms of Reference no major new consultation was to be held, the purpose of the focus groups was to confirm and update the results of consultations held by GN and NTI in 2000. Three of the focus groups were conducted in person by project team facilitators; the remaining three focus groups were conducted using the tele-health video conferencing technology. A list of focus groups conducted is included in Appendix 2.
- A total of seven GN staff and four NTI staff were interviewed. A list of those interviewed for the project is included in Appendix 2.

Time and resource constraints required that research for this report be limited to these methodologies. However, informants and focus group participants were all well informed, with considerable experience in the wildlife sector; there was thus a high degree of consistency in the views of respondents, which lends weight to the recommendations.

In the following section, we discuss the background and current context for the present range of Harvester Support Programs delivered by both the GN DOE and NTI, and look briefly at comparable initiatives being delivered in three other jurisdictions.

In Section Three, we summarize the evolving needs and expectations of harvesters.

Section Four considers the current slate of Harvester Support Programs, and identifies key issues under four principal headings:

1. Relevance of Program to Harvester Needs;
2. Program Organization, Management and Delivery;
3. Program Impacts and Success;
4. Program Resources.

Section Five outlines a range of strategies and recommendations to address the issues discussed in the preceding section, and these form the basis for conclusions and the summary of recommendations contained in the final section of the report.

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## 2. BACKGROUND

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Nunavut's wildlife management regime was originally developed during the negotiation of the Nunavut Land Claims Agreement (NLCA), based on the system in place under the GNWT. Under the Claim, mechanisms were added for joint management of wildlife between Inuit and government through the Institutions of Public Government. The system represented the negotiators' best assumptions about how land and resource management would function in the real, post-Claim territory.

Eleven years later, it is clear that much of the system has worked extremely well. A Nunavut-wide network of Hunters and Trappers Organizations (HTOs) has been established; programs and services to support harvesting have been designed or adapted; and the Territory now has a made-in-Nunavut *Wildlife Act*.

At the same time new issues, needs and priorities have emerged since the resource management and harvesting regime was first conceived. An appropriate place to begin our analysis is with a brief overview of the network of organizations mandated to manage various aspects and elements of the system.

### 2.1. Organizations Involved in Harvester Support

#### 2.1.1. Nunavut Tunngavik Inc. (NTI)

NTI is the Inuit organization mandated to oversee implementation of the NLCA on behalf of Nunavut beneficiaries, and to ensure that all other parties to the Claim – Governments, Institutions of Public Government, and Designated Inuit Organizations (DIOs) – meet their obligations.

In the area of wildlife, the responsibility lies with NTI's Wildlife Department, whose mandate is threefold:

- To ensure all parties are implementing their respective responsibilities in the area of wildlife management as per the NLCA;
- To advocate on behalf of Inuit on wildlife management issues, and
- To initiate projects and support programs.

The Wildlife Department is managed by the Director of Wildlife, who is accountable to the CEO of NTI. The Department receives policy direction from the Second Vice President.

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Final governance authority lies with the NTI Board of Directors.

NTI has a number of wildlife-related obligations under the Claim. Some are assigned directly to NTI (“the Tunngavik”) in the Claim, while some are retained DIO obligations. Not all these obligations are exclusively managed by the Wildlife Department: responsibilities are shared with the Implementation Department, senior management, policy personnel, and in some cases the Board of Directors. The Second Vice President is charged specifically with overseeing the policy aspects of the Wildlife Department’s work.

In addition to its Claim-based obligations, NTI provides additional assistance to harvesters in Nunavut, and to their representative organizations. Such support includes:

- Funding and administering the Nunavut Harvester Support Program (NHSP);
- Assisting HTOs/DIOs in implementing their roles and responsibilities in wildlife management;
- Ensuring harvesters’ rights are fully respected and implemented;
- Organizing sectoral meetings and consultations to promote the evolution of an effective network of organizations for wildlife management.

### **2.1.2. Nunavut Wildlife Management Board (NWMB)**

The NWMB was established by the NLCA as an Institution of Public Government, and is “the main instrument of wildlife management in the Nunavut Settlement Area” (NLCA 5.2.33). The NWMB seeks to bring together the knowledge and perspectives of Inuit and government to provide for wildlife conservation and the exercise of Inuit harvesting rights in the public interest.

A partial list of NWMB’s obligations, defined in the NLCA and in the NLCA’s Implementation Contract, includes:

- Prepare annual budget for HTOs and RWOs, and providing funding to HTOs and RWOs (5.7.13);
- Participate in research (Sections 5.2.37 to 5.2.38);
- Conduct the Nunavut Wildlife Harvest Study (5.4.2);
- Provide advice as to requirements for the promotion of wildlife education, information and training of Inuit for wildlife management (5.2.34[g]);
- Promote and encourage training for Inuit in the various fields of wildlife research and management (5.2.38[b]);
- Promote and encourage the employment of Inuit and Inuit organizations in research and technical positions made available through government and private sector research contracts (5.2.38[c]).

Members are appointed to the NWMB by four DIOs, the Governor in Council, and the

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Commissioner-in-Executive Council. The Governor in Council also appoints a Chairperson. The NWMB is ultimately accountable to the Government of Canada, through the Minister of Indian and Northern Affairs.

### **2.1.3. Regional Wildlife Organizations (RWOs)**

Regional Wildlife Organizations (RWOs) are DIOs that provide a forum for coordinating Inuit harvesting interests at a regional level. Their mandate is derived from specific obligations arising from the Agreement (especially NLCA Article 5, Part 7)

A partial list of RWO obligations, defined in the Claim and Implementation Contract, includes:

- Oversee the exercise of harvesting rights by Inuit in each region (5.7.1);
- Regulate harvesting practices and techniques among the members of HTOs in its region, including the use of non-quota limitations (5.7.6[a]);
- Manage harvesting among the members of HTOs in its region (5.7.6[d]);
- Consult with NWMB before government personnel gain access to Inuit-owned lands (21.5.7);
- Sponsor viable economic measures designed to benefit Inuit (5.6.31.c);
- Advise the RIA with respect to harvesting and wildlife concerns when an Inuit Impact and Benefit Agreement (IIBA) is negotiated (Schedule 8.3, and 26.1).

Their other harvester-related activities include helping to coordinate communication, planning, policy development and training for HTOs in regions. In the Qikiqtani region, QWB is responsible for the disbursement of GN CHAP funding.

The Board of Directors of each RWO is made up of representatives from each HTO in the Region (5.7.5). The RWOs are accountable to their members, to NTI for their DIO obligations, and to NWMB for audits.

### **2.1.4. Hunters and Trappers Organizations (HTOs)**

Like the RWOs, the Hunters and Trappers organizations were created under the NLCA, but actually predate the Claim. Originally called “Hunters and Trappers Associations”, the HTOs adopted common bylaws as part of the implementation of the Claim. Their mandate is derived from specific obligations arising from the NLCA, and particularly Article 5. HTOs are Designated Inuit Organizations under the Claim.

A partial list of HTO obligations, defined in the Claim and Implementation Contract, includes:

- Regulate harvesting practices and techniques among the members of HTO, including the use of non-quota limitations (NLCA 5.7.3[a]);
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- Appoint HTO representatives to the RWO (5.7.5);
- On behalf of a claimant, make a claim for loss or damage to a developer. If the claim is not settled within 30 days, the HTO may submit the claim to the Surface Rights Tribunal, on behalf of the claimant (6.4.1);
- Sponsor viable economic ventures designed to benefit Inuit (5.6.31c, 5.6.39, 5.7.38);
- Advise the DIO with respect to Harvesting and Wildlife Concerns in the Negotiation of an Inuit Impact and Benefit Agreement (IIBA);
- Advise the Land and Resource Institutions of Public Government, the Nunavut Social Development Council, and other appropriate bodies with respect to Harvesting and Wildlife Concerns.

HTOs represent the front line of grassroots wildlife management in Nunavut. In addition to their Claim-related activities, they also play an active role in harvester support through:

- Administering NTI's NHSP in their community;
- Negotiating IIBAs;
- Developing businesses or economic development subsidiaries;
- Sponsoring local promotional and educational activities;
- Delivering community training related to harvesting, survival and wildlife management, and guiding.

Membership in Hunters and Trappers Organizations is open to all Inuit residents of a community. HTOs may provide for classes of non-voting membership and privileges, and may distinguish between persons who are Inuit by descent or custom, but who are not enrolled under Article 35 of the Claim, and other persons.

HTOs are governed by an elected Board of Directors, and are primarily accountable to their members: they are also accountable to NWMB from an auditing perspective, and to NTI for DIO's responsibilities and for NHSP funding.

### **2.1.5. Nunavut Inuit Wildlife Secretariat (NIWS)**

In 2004, in response to harvester concerns, NTI and the NWMB conducted a study of needs in the sector by consulting RWOs, RIAs, representative HTOs, and government officials. The resulting report, presented to the Wildlife Policy Advisory Committee (WPAC) in October 2004, recommended the creation of a Nunavut Inuit Wildlife Secretariat. This organization would be mandated to:

- Support the development of capacity within HTOs and RWOs, where required;
  - Support planning, policy development, and operation of HTO and RWOs, where required;
-

- Provide support and advice to RWOs and HTOs on the implementation of their obligations under the NLCA, when required;
- Take on some of the functions currently carried out by the Wildlife Department of NTI.

The organization has been incorporated, and an executive director has been hired. The members of the organization are the three RWOs who are represented by their respective Chairperson and Vice-Chairperson and NTI, whose second Vice-President chairs the Board.

### **2.1.6. Government of Nunavut, Department of the Environment**

Within the GN, DOE has the lead responsibility for ensuring the protection, promotion and sustainable use of natural resources in Nunavut by supporting the management of the environment, wildlife, fisheries and sealing, and parks.

DOE has a wide range of regulatory and program functions, and implements specific statutory and legal obligations of the GN, including a number of commitments under the NLCA.

The next sections of this report describe the programs currently delivered by the Department to support harvesters.

## **2.2. Government of Nunavut Harvester Programs**

The Government of Nunavut DOE provides a number of direct and indirect support programs for harvesters and recognized harvester organizations that “direct their efforts to enhancing the wise use of the harvestable resources in Nunavut”.<sup>1</sup> The programs are based on the principles that:

1. Renewable resource development is an important aspect of a balanced Nunavut economy.
2. Representative organizations make an important contribution to renewable resource management and development and the Government of Nunavut will support their activities within specified guidelines.
3. Support to individuals for renewable resource use activities will assist in maintaining traditional lifestyle options.

The majority of these programs were inherited from the GNWT, and were developed in the mid-1980s long before the creation of Nunavut. As a result, these programs tend to

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<sup>1</sup> Department of Environment. *Grants and Contributions in Support of Harvesters Policy*

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reflect the priorities and needs of the Northwest Territories as a whole rather than the specific interests of Nunavummiut.

Current programs for the support of harvesters offered by DOE that lie within the scope of this review are:

1. Community Harvesters Assistance Program (CHAP)
2. Community Organized Hunts (COH)
3. Hunters' and Trappers Disaster Compensation (DC)
4. Hunters' and Trappers' Organizations (HTOs)
5. Regional Wildlife Organizations (RWOs)
6. Memorandum of Understanding with Workers Compensation Board (MOU with WCB)

The Department also delivers a Fur Pricing Program that is a key component of government support to harvesters. The Fur Pricing Program provides harvesters with a minimum guaranteed price for fur sold through the Department's Fur Marketing Service and through private fur vendors. This program is currently the subject of a separate study commissioned by the Department, and was not included in the terms of reference for this review.

The program budgets and actual amounts spent by DOE on these six programs from 2001 to 2005 are shown on the following page.

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**Table 1**  
**Department of Environment**  
**Harvester Support Programs**  
**Budgeted and Actual Program Dollars 2001-2006**

Programs	2001-02		2002-03		2003-04		2004-05		2005-06	
	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	YTD
<b>HTOs</b>	<b>317,000</b>	<b>316,200</b>	<b>317,000</b>	<b>316,100</b>	<b>317,000</b>	<b>317,000</b>	<b>316,900</b>	<b>317,000</b>	<b>317,000</b>	<b>317,000</b>
Qikiqtani	135,000		135,000		135,000			135,800		
Kivalliq	87,500		87,500		87,500			87,500		
Kitikmeot	93,600		93,600		93,600			93,600		
<b>RWos</b>	<b>223,000</b>	<b>223,100</b>	<b>223,000</b>	<b>223,100</b>	<b>223,000</b>	<b>223,200</b>	<b>223,100</b>	<b>223,000</b>	<b>223,000</b>	<b>223,000</b>
KWF	92,500		92,500		92,500			92,500		
QWB	73,000		73,000		73,000			73,000		
KHTA	57,600		57,600		57,600			57,600		
<b>CHAP</b>	<b>251,000</b>	<b>203,037</b>	<b>251,000</b>	<b>251,000</b>	<b>250,000</b>	<b>242,455</b>	<b>235,550</b>	<b>251,000</b>	<b>251,000</b>	<b>71,646</b>
Qikiqtani	201,000	157,110	191,000	191,000	150,000	143,393	143,293	151,000	151,000	71,646
Kivalliq	50,000	45,927	60,000	60,000	50,000	49,062	49,657	50,000	50,000	
Kitikmeot					50,000	50,000	42,600	50,000	50,000	
<b>COH</b>	<b>50,000</b>	<b>48,513</b>	<b>45,000</b>	<b>41,106</b>	<b>45,000</b>	<b>12,500</b>	<b>35,187</b>	<b>45,000</b>	<b>45,000</b>	<b>N/A</b>
HQ (Nunavut)		31,394								
Qikiqtani		12,119		38,606		12,500	35,187			
Kivalliq				2,500						
Kitikmeot		5,000								
<b>DC</b>	<b>15,000</b>	<b>N/A</b>	<b>15,000</b>	<b>3,700</b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>	<b>20,000</b>	<b>N/A</b>
<b>Sub-total, before WCB</b>	<b>856,000</b>	<b>790,850</b>	<b>851,000</b>	<b>835,006</b>	<b>855,000</b>	<b>815,155</b>	<b>830,737</b>	<b>848,500</b>	<b>856,000</b>	
<b>WCB</b>		<b>748,109</b>		<b>369,532</b>		<b>(90,306)</b>	<b>561,000</b>			<b>900,000</b>
<b>Total</b>		<b>1,538,959</b>		<b>1,204,538</b>		<b>724,849</b>	<b>1,391,737</b>			<b>N/A</b>

Source: Department of Environment. Note that in 2003-04, there was a credit from the Workers Compensation Board on the MOU with the WCB.

### 2.2.1. Community Harvesters Assistance Program

According to DOE policy, the purpose of the Community Harvesters Assistance Program (CHAP) is to provide financial support through HTOs to assist holders of General Hunting Licenses (GHL) and land Claim beneficiaries who reside within the HTOs' recognized area of jurisdiction in their harvesting activities. Communities with recognized HTOs are eligible for the funding, and in the absence of a recognized HTO, funding may be provided directly to individuals.

Eligible expenditures under CHAP are:

- Fuel for transportation and heating;
- Supplies;
- Capital items such as snowmobiles, ATVs, boats and motors, traps, nets, radios, other harvesting equipment, equipment replacement costs, shelters, and freight.

The Program is administered by DOE Regional Managers. Over the past five years, there has been approximately \$250,000 available annually in the budget for all of Nunavut. In the past few years, Kitikmeot and Kivalliq regions have each received \$50,000, which is divided among the HTOs in the regions.

For example, last year, \$7,100 was provided for each community in the Kivalliq, a decision made by the Regional Manager of Wildlife after consultation with an ad hoc committee of the Kivalliq Wildlife Board Chairman, NTI wildlife staff member and the Regional Manager of Wildlife. Each HTO submits a proposal annually, which is reviewed by the Regional Manager in conjunction with other representatives from KWB and the NTI Wildlife Department. The Program supports a wide variety of expenses that focus on community hunt-oriented resources, enabling harvesters to obtain food that is then distributed to the community.

Within the Qikiqtani region, Outpost Camps have been historically funded since the 1970's, and approximately \$150,000 annually from the CHAP program has been used over the past few years for the support of outpost camps. To be eligible, an applicant must live for at least six months on the land. Applications are taken by the local Wildlife Officer, submitted to the local HTO for approval, and then provided to DOE Regional Manager and the Qikiqtaaluk Wildlife Board for review. The funds cover supplies and tools, fuel allowance, transportations costs, and construction materials, all eligible expenses under CHAP. Kitikmeot uses a portion of their funds to assist Outpost Camps (mostly spring camps) and Kivalliq has never funded Outpost Camps although there have been requests in the past from residents.

According to Department representatives interviewed, there is no formal process in place to establish short or long-term priorities for the Program. Approved funding is based on an assessment of specific needs: a new outpost camp, for example, may receive more funding than an established camp. One respondent noted as an issue that there had been inconsistent application of criteria for review and approval of applications to the Program in previous years. In the current year (2005-06) however, only people who stayed out on the land longer than six months as specified in the criteria received funding. As a result of this, fewer applications were approved, and

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successful applicants are receiving higher levels of funding than previously.

### **2.2.2. Community Organized Hunts**

The Community Organized Hunt (COH) program provides financial assistance to HTOs on behalf of community residents dependent upon caribou who are unable to access big game without financial assistance for transportation. This may be due to factors such as distance or adverse travel conditions. The level of financial assistance is based on:

- Availability of funds within regional budgets;
- Distances to big game populations;
- Available methods of transportation;
- Funds or services provided by the community.

Contribution agreements are set up with the HTOs, with assistance from the Wildlife Officer.

The original COH Program was discontinued by the GNWT, but was retained in the Qikiqtani region in the late 1980s and 1990s by reallocation of operational funding for the purpose. This was done to ensure that Resolute Bay and Grise Fiord had access to caribou meat from sources other than the Peary Caribou herd, to reduce pressure on the herd.

The Program covers the costs of fuel and transportation. In the early 1990s, funding was used to charter aircraft for hunters to harvest caribou elsewhere and to fly the meat back to the two communities. After a series of unsuccessful hunts due to bad weather or lack of caribou, the funds were utilized to purchase caribou from other communities in Nunavut and to fly it to Resolute Bay and Grise Fiord.

DOE subsequently made the monies available to all Nunavut communities, although needs similar to those of the two Qikiqtani communities were not specifically identified. The current program budget of \$45,000 is still accessed entirely by Qikiqtani region, at levels somewhat below the total amount budgeted. One departmental spokesperson felt that Kitikmeot and Kivalliq residents might not be aware that their communities are eligible for this support.

### **2.2.3. Hunters' and Trappers' Disaster Compensation (DC)**

The Hunters' and Trappers' Disaster Compensation program reimburses harvesters for equipment lost through unavoidable natural disasters, such as storms or avalanches. It is not designed to serve as a general insurance program for equipment damage or loss. The Program serves holders of General Hunting Licences or land claim beneficiaries dependent on harvesting for "a substantial portion" of their income (currently set at 25% of income). The Program was originally conceived by the GNWT as a way to provide harvesters with start-up money after a major setback due to a natural disaster such as a forest fire which impacted a trapline, traps and equipment or cabins associated with a trapline. The maximum compensation to individual harvesters remains at the original

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level of \$4,500 per occurrence, which may not reflect current capital costs for replacement of major equipment used in harvesting. Prior to division, the GNWT reviewed all their fire programs and increased the level of compensation available as well as the overall budget for communities below the treeline. The exercise was not broadened to review disaster compensation above the treeline. In both 2003-4 and 2004-05 the Department paid out the full budgeted amount of \$20,000 per year.

The Program is administered by DOE Headquarters. Applications are taken by the Wildlife Officer, who obtains comments from the local HTO and forwards information to the DOE Regional Manager for review and recommendation, then to the Director of Wildlife who chairs an Approvals Committee. The Program is not advertised: many harvesters learn of it only through word of mouth.

The Program has received an average of 40 applications per year over the last few years. However, this does not include requests filtered out by the Wildlife Officers, which makes it impossible to determine the total number of request submitted and rejected. Most of the claims do not relate to natural disasters, but rather to loss caused by accidents or human error; thus very few claims receive funding from this program.

#### **2.2.4. Hunters' and Trappers' Organizations**

The Hunters' and Trappers' Organizations (HTOs) Program provides an annual financial contribution to HTOs representing the interest of hunters and trappers within a particular community. Funding HTOs is not a GN responsibility under the NLCA. However, the Program reflects recognition by the GN of the important role the HTOs play within the system of wildlife management.

The primary source of core funding for the operation of HTOs is the NWMB, with funding provided under the NLCA Implementation Contract. The NWMB provides a total of \$874,926 to HTOs in the Qikiqtani region, \$471,114 to HTOs in Kivalliq, and \$471,112 to HTOs in Kitikmeot. \$67,302 is provided to each HTO in the Qikiqtani and Kivalliq regions, with HTOs in the Kitikmeot receiving varying amount based on size and other factors. The HTO funding provided through DOE serves as supplementary funding in the form of additional core funding for administrative support. Over the past five years, DOE has budgeted and spent a total of approximately \$317,000 annually on HTO contributions - \$135,800 to HTOs in the Qikiqtani region, \$87,500 to HTOs in Kivalliq, and \$93,600 to HTOs in Kitikmeot. In the Qikiqtani and Kitikmeot regions, DOE funding is allocated among HTOs in the regions based on a historical formula that takes into account a base contribution, the number of GHs in the community, and the number of harvesters selling fur in the previous year. In the Kivalliq, the total funds available are distributed equally among HTOs (see Table 2, Appendix 3).

Up to this point, the funding for HTOs from both sources – NWMB and DOE – was distributed to HTOs through the NWMB. With the establishment of the Nunavut Inuit Wildlife Secretariat, it is planned that, following a transitional period, all funding provided to the HTOs will be distributed through that organization.

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### **2.2.5. Regional Wildlife Organizations**

The purpose of the Regional Wildlife Organizations (RWOs) program is to provide financial support to organizations representing the combined interests of HTOs within a region. The Program was designed to support the co-management of wildlife by government and Inuit through support for the operations of the RWOs. Contributions to the RWOs are negotiated by the Department, subject to an overall territorial maximum level.

Similar to HTOs, the primary source of core funding is the NWMB, which provide a total of \$714,435 to the three RWOS - \$351,030 to Qikiqtaaluk Wildlife Board, \$179,148 to Kivalliq Wildlife Board, and \$184,257 to Kitikmeot Hunters and Trappers Organization. DOE provides supplementary core funding. Over the past five years the department has annually provided a total of \$223,100 for Nunavut RWOs, with \$92,500 for Qikiqtani region, \$73,000 for Kivalliq and \$57,600 for Kitikmeot.

Up to this point, the funds were distributed to RWOs by the NWMB. However, with the establishment of the Wildlife Secretariat, all funding to the RWOs will be distributed through the Secretariat.

### **2.2.6. Memorandum of Understanding with Workers Compensation Board**

The MOU with the Workers Compensation Board ensures that harvesters in Nunavut principally engaged in hunting, fishing or trapping as a livelihood, who have at least 25% of their gross income from harvesting, have access to the Workers Compensation system. Because harvesters do not have an employer, they were excluded from the compensation system prior to 1994, when the current system was established to cover them. The harvesters do not pay premiums; rather the WCB pays compensation directly to harvesters in the case of a harvesting injury, and the Government of Nunavut is invoiced annually for the total amount paid out to claimants, plus additional charges covering an administration fee, future claim liabilities, adjustments to prior future claims liabilities, and outstanding interest. In effect, the GN is providing life insurance and long term liability coverage to harvesters.

Payments to claimants are made as a percentage of income. In 2005 harvesters were deemed to have an income of \$28,400 per year, based on broad calculations to estimate average cash income and replacement value of meat harvested. The deemed income assigned to harvesters under the MOU increased to \$33,360 as of January 1, 2006.

The amounts paid out have varied considerably from year to year between 2001 and 2005. In 2001-02 the amount paid by DOE to WCB was \$748,109. In 2003-2004, a credit of \$90,306 was received by DOE from WCB, the result of a high level of adjustments to prior claims liabilities. In 2004-05, the Government of Nunavut paid \$561,000 to the WCB.

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Administration of the MOU with WCB involves Wildlife Officers taking applications from claimants and assisting with the application process at the community level. WCB has the responsibility for overall administration of the Program.

### **2.3. NTI Harvester Programs**

NTI's NHSP was established to provide support to beneficiary harvesters within Nunavut. A harvester support program had been a major point of contention between Inuit and the federal government during the negotiations of the NLCA. In 1991, the Tunngavik Federation of Nunavut (TFN) proposed creation of a harvester support program in co-operation with the GNWT outside of the land claim agreement. NTI and the GNWT each contributed \$15 million over a five-year period from 1993 to 1997 to the Nunavut Hunters Income Support Trust (NHIST), a fund that would provide the program funding for the NHSP. It was anticipated that the \$30 million would provide an estimated average annual investment income of \$1.2 million (at an average real rate of 4% per year) and enable the Program to be sustainable. As the funds are invested in financial markets, the fund value fluctuates with market conditions.

The purpose of the NHSP is to provide support for lower income harvesters in order to ensure that traditional harvesting and its associated cultural values and knowledge remain a strong and vibrant element of Inuit life. NTI's NHSP Department is responsible for overseeing the administration and implementation of the program, and NTI is accountable for the funds to the NHIST. Currently a Manager, Financial Officer, Purchasing Officer and Programs Officer staff the program office at the Rankin Inlet office of NTI.

Program delivery began in 1995, and initially focused on providing support to harvesters for purchasing large capital equipment items such as snowmobiles, engines, boats and ATVs. A small equipment program provided subsidies for items such as trail radios, rifles, tents, ammunition etc. A gas subsidy program was ended after a decision was made to increase the funds available to purchase more large equipment.

After an evaluation of the program in 1998, the areas of support were expanded. Programs currently operating under the NHSP include:

1. Capital Equipment Program (CEP)
2. Small Equipment Program (SEP)
3. Women's Role in Harvesting Program (WRHP)
4. Traditional Knowledge Enhancement Program (TKEP)
5. Community Harvest Program (CHP)

The annual budget for the NHSP program funds is currently approximately \$2,877,000 million, with an additional \$500,000 (15%) used for administration. From this budget, \$2,000,000 is allocated to the Capital Equipment Program, \$250,000 to the Small Equipment Program, \$250,000 to Women's Role in Harvesting, \$200,000 to Traditional

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Knowledge Enhancement Program, and \$177,000 to the Community Harvest Program. Information available on budgeted and actual funds under the program for the period 2001 to 2005 are shown in Table 2.

As noted, the NHSP was first envisioned as a program that would be self-sustaining over time. Fluctuations in financial markets and the greater than projected levels of program funding in response to high levels of demand have meant that the capital of the NHIST is being gradually depleted. The current projection is that, with current budgets for programs and administration of almost \$3.5 million, the shortest life expectancy of the Program is approximately another 7 years, to the year 2010/11.

### **2.3.1. Capital Equipment Program**

NHSP's Capital Equipment Program (CEP) is designed to provide assistance to harvesting households that cannot adequately finance investment in the equipment they require to carry on a traditional harvesting lifestyle. To be eligible, a harvester must be a Nunavut beneficiary, 16 years of age or older, and a member of a family with an income of \$75,000 or less. Other eligibility criteria include a requirement to show a demonstrated need for the equipment, and to not have received CEP support in the previous four years.

The CEP is delivered by NTI in conjunction with the local HTOs. The local HTO Board is responsible for screening applicants within their community. Application forms are filled out by the harvester with the HTO, and NTI only receives applications that have been reviewed and approved by the HTO. Depending on income and the number of dependants, there may be a requirement for an applicant to a portion of the cost as equity. Approved applicants sign a contribution agreement with NTI, which allows the harvester to take possession of the equipment once it is delivered. The equipment is delivered to the home communities of the successful applicants on the sealift. The HTO is closely involved throughout the whole process.

In the period 2001-2005, \$2,000,000 has been budgeted annually for the CEP, and actual expenditures have usually been at the level; shortfalls in any given year have been the result of operational factors rather than lack of demand. In 2005, \$1,976,667 has been spent purchasing large harvesting equipment such as snowmobiles, ATVs, and boats and motors, and a total of 274 clients were assisted under the Program.

### **2.3.2. Small Equipment Program**

The Small Equipment Program (SEP) is designed to provide assistance to harvesting households carrying on a traditional harvesting lifestyle. Equipment is provided at a subsidized cost under the program, including smaller equipment such as global positioning systems, high frequency radios, satellite phones, fish nets, sleeping bags, floater suites, industrial sewing machines and sewing machines.

The SEP is open to all harvesters in a community, with no restrictions on income.

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Equipment is purchased by NHSP and sent to the HTOs to sell to beneficiary harvesters at a subsidized cost. NTI purchases the equipment by tender at the lowest cost, and the suppliers send the equipment to each community as needed. Given the limited supply of small equipment items per community, the following system is used for distribution of the equipment. More expensive small equipment items are identified by NHSP and are subject to a draw in the community in which winners have the first opportunity to buy the equipment. Under the draw system, harvesters who wish to purchase small equipment must fill out a Ballot Entry Form to be entered for the draw, and only one household member may apply for the draw. A mandatory equity portion must be paid by the successful purchaser within 15 days of the draw. Less expensive items are sold directly in the community on a first-come, first served basis.

The annual budget for the SEP is currently \$250,000. However, there is great demand on the SEP, and in 2005 \$371,648 was spent by NTI on small equipment, almost 50% more than the amount budgeted. In the previous year, \$576,478 was spent on the Small Equipment, which included a carryover of program funds from the previous year. Even so, the combined total disbursed in the two years 2003 and 2004 was 16% greater than the overall amount budgeted for the two-year period.

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**Table 2**  
**Nunavut Tunngavik Inc.**  
**Nunavut Harvester Support Program**  
**Budgeted and Actual Program Dollars 2001-2005**

Programs	2001		2002		2003		2004		2005	
	Budget	Actual	Budget	Actual	Budget	Actual	Budget	Actual	Budget	YTD
<b>CEP</b>	<b>2,000,000</b>	<b>1,948,376</b>	<b>2,000,000</b>	<b>2,003,185</b>	<b>2,000,000</b>	<b>1,643,140</b>	<b>2,000,000</b>	<b>1,665,580</b>	<b>2,000,000</b>	<b>1,976,667</b>
Qikiqtani - North		437,799		505,781		421,076		392,919		501,109
Qikiqtani - South		568,388		526,584		422,250		467,335		457,758
Kivalliq		507,747		540,568		432,081		400,961		551,224
Kitikmeot		434,441		430,253		367,733		404,366		466,577
<b>SEP</b>				<b>107,351</b>		<b>4,410</b>		<b>576,478</b>		<b>371,648</b>
<b>WRHP</b>										
Qikiqtani - North								<b>35,000</b>		<b>41,825</b>
Qikiqtani - South										
Kivalliq										
Kitikmeot										
NHSP										
<b>TKEP</b>										
Qikiqtani - North								<b>40,000</b>		<b>41,400</b>
Qikiqtani - South										
Kivalliq										
Kitikmeot										
<b>CHP</b>										
Community Harvest				<b>30,199</b>		-		-		<b>56,510</b>
Boat O&M				N/A		N/A		N/A		55,961
				30,199		-		-		549
<b>Total</b>	<b>2,000,000</b>	<b>1,948,376</b>	<b>2,000,000</b>	<b>2,140,735</b>	<b>2,000,000</b>	<b>1,647,550</b>	<b>2,450,000</b>	<b>2,317,058</b>	<b>2,877,000</b>	<b>2,488,050</b>

Source: Nunavut Tunngavik Inc., Nunavut Harvester Support Program

### 2.3.3. Community Harvest Program

The Community Harvest Program (CHP) was developed to provide financial assistance to local Hunters & Trappers Organizations in organizing a community hunt to benefit members of the community. The meat obtained from the community hunt can be distributed:

- Through a community feast; and/or
- To selected members of the community, such as Elders, families with no means for hunting, widows, youth, etc.

A total of \$100,000 is available under the program, and an HTO may receive a maximum of \$3,000 towards a community harvest. In 2005 a total of \$55,961 was spent on this program, covering 27 separate projects.

NHSP has also integrated the former Community Boat Operations and Maintenance Support program under the CHP. An annual budget of \$77,000 is allocated for operation and maintenance support under the program. The Community Boat Program provides financial assistance for marine hunting activity in communities with a community-owned boat. Expenses such as fuel, gas, naphtha, and salaries for captain and crew may be covered under this program.

The Community Boat component of the program is little used, with \$30,199 actually spent in 2002, and only \$549 in 2005. It has been suggested that the same financial and human capacity issues that challenge HTOs in other areas are a factor in the low usage of this program. At present very few communities actually own community boats, and the financial implications of obtaining and maintaining one are substantial.

### 2.3.4. Women's Role in Harvesting Program and Traditional Knowledge Enhancement Program

The NHSP introduced two new programs in 2004: the Women's Role in Harvesting (WRH) Program and Traditional Knowledge Enhancement (TKE) Program. While these had existed previously as informal initiatives, starting in September 2004 they were more formally organized, with the development of program procedures and an application process. These programs support local groups or organizations in delivering programs in their communities. Projects must enhance the traditional harvesting lifestyle by supporting activities based on sharing Inuit values and harvesting knowledge.

Under the **Women's Role in Harvesting**, women access the program to apply and teach traditional, harvest-related skills such as sewing. The Program covers payment of an instructor, equipment and materials. Other activities might include skin or hide preparation, and the use of different parts of animals. Originally \$7,000 was available to each community under the program. However, this was not an effective way to focus on priority needs; currently all applications are reviewed and approved on a priority basis,

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and approved projects receive a maximum of \$12,000. Application forms are submitted through the HTO and the Community Liaison Officer. The Community Liaison Officers, who work for the Regional Inuit Associations, promote the program and may assist people with applications. Community Economic Development Officers may also assist individuals with applications.

The program remains greatly underutilized: of the \$250,000 budgeted for the programs annually, only \$35,000 was used in 2004, and \$41,825 in 2005.

The **Traditional Knowledge Enhancement Program** has similar criteria to the WRH Program, and funds any training program where harvesting skills are passed on. Youth camps have been popular under the program, including land trips with youth and elders. The program covers instructors, supplies and equipment. TKE Program criteria also include support for hunter education and harvesting training programs such as rifle safety.

The application process is similar the WRHP, and applications from communities are reviewed and priority projects funded with a maximum of \$12,000 provided per project. However, uptake of the program has been low, and from a budget of \$200,000 only \$40,000 was actually used in 2004 and \$41,400 in 2005.

## 2.4. Previous GN and NTI Program Reviews

### 2.4.1. GN Harvester Program Review

In May 2000, the Minister of Sustainable Development announced a review of the department's harvester support programs. The department had inherited many of its programs from the GNWT after the creation of Nunavut in 1999, and the purpose of the review was to determine whether the programs needed to be refined in order to meet the needs of Nunavut harvesters. The primary focus of the review was an assessment of current and future needs of harvesting households and the organizations representing harvesters in Nunavut.

The review was conducted under the direction of an interdepartmental working group; the process included extensive consultations with Inuit harvesters and communities, as well as interviews with 125 stakeholders including GN, NTI, and RWO and HTO staff. In addition, Minister's panel discussions were held in eight communities to discuss programming gaps in relation to harvester needs.

Despite the extensive nature of the review exercise, a draft policy on harvester support programs never proceeded to the final phase. In part, the process stalled due to the need to develop partnerships with other organizations and departments in order to effectively meet the identified needs.

Some of the preliminary observations of the review on specific needs of harvesters were identified in the Second Interim Report of the review, as follows:

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1. The majority of those interviewed agree that, of subsidy programs, capital support needs is the first priority.
2. As the level of harvesting activity increases, fuel subsidies become more important; as the level of harvesting activity decreases, access to small equipment becomes more important.
3. As the level of harvesting activity decreases, access to training in harvesting techniques become more important.
4. There may be an opportunity to reduce the cost of the WCB Harvesters Programs through training and providing safety equipment to harvesters.
5. There may be opportunities to partner with other government departments and agencies to provide funding in areas where responsibility does not rest exclusively with DSD.
6. Harvesters recognize the value of HTOs and consider support for them equal in importance to, or greater than, support for individuals. HTOs recognize the value of RWOs. There is therefore a need to clarify the role and relationship of HTOs and RWOs.<sup>2</sup>

During the consultations, high priority needs of harvesters identified by communities were:

- Small equipment and fuel subsidies;
- Supporting intensive harvesters;
- Training youth;
- Support for HTOs;
- Supporting productivity and intersettlement trade.<sup>3</sup>

Individuals participating in the Minister's Panels identified the following issues affecting harvester support programs<sup>4</sup>:

#### *Program Gaps*

- There should be more support for hunter education and harvesting training

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<sup>2</sup> Second Interim Report

<sup>3</sup> Traditional Economy and the Nunavut Economic Development Strategy

<sup>4</sup> Department of Sustainable Development. No date. *Aajiqatigiingniq: Sustaining Wildlife Harvesting: Choices for Nunavummiut*

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programs for youth, and this should be the primary responsibility of the Department of Education and training agencies;

- There was no support for the operation or maintenance of harvesting equipment;
- A number of program gaps included insurance, hunter education, and gas subsidies;
- Full-time or intensive harvesters should receive more support;
- Insufficient support existed for resource development programs in the communities;

#### *Program Delivery*

- People were unaware of the scope of DSD harvester programs, and how these differed from those offered by NTI;
- Programs were too complex and difficult to access;
- Programs were seen as being delivered inconsistently across communities;
- Some people felt HTOs should be more involved in decision-making;
- Linkages with the GN's income support program need to be developed so that the two programs are complimentary.

#### *Other Findings*

- Funding in support of HTOs was considered to be poorly coordinated and inadequate, which has limited their ability to take on additional program responsibility.

### **2.4.2. Nunavut Harvester Support Program Review**

A comprehensive evaluation of NTI's NHSP was conducted in 1998. The first phase of the evaluation was held at the Rankin Inlet Nunavut Wildlife Symposium in April 1997. The Symposium identified issues and possible operational changes that provided the basis for the second phase of the evaluation.

In the second phase of the evaluation, data was collected through surveys with harvesters in seven representative Nunavut communities, and interviews were held with Board and staff members of HTOs, RWOs, and NTI, and with government departments. A Final Report produced in 1998 provided recommendations to the NTI Board on revisions to the Program.

Some of the principal recommendations from the Program evaluation were:

1. That the name of the Program be changed from Nunavut Hunter Support Program to Nunavut Harvester Support Program, to reflect more accurately the broad program objective of assisting members of harvesting households, not only hunters.
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2. That the mandate for the NHSP be revised as follows: “To provide assistance and benefits to Nunavut Inuit harvesting households which cannot adequately finance the necessary equipment and supplies to carry on a traditional lifestyle.”
3. That the Capital Equipment Program, which provides recipients with the purchase of major capital equipment for transportation in hunting, fishing and trapping, remain the core program of the NHSP.
4. That the Working Capital Subsidy and Fuel Subsidy be removed from the Program Policy statement of NTI as core programs of the NHSP.
5. That NHSP undertake planning, in conjunction with RWOs and HTOs, for implementation by the 2000 program year of an additional program of flexible block funding to HTOs and to RWOs, applying on a reduced scale the principles of the Kativik Hunter Support Program, to be used for specific community harvesting projects of benefit to harvesting households, or which strengthen the harvesting economy of the community.
6. That NHSP undertake planning in conjunction with RWOs and HTOs for implementation by the 1999 program year of an additional program of subsidization of the purchase by harvesters of smaller capital equipment, including floater suits, trail radios, rifles, sewing machines and tent canvas.
7. That the Nunavut Hunters Income Support Trust and NTI undertake research into the current situation and needs of women as processors of harvesting products to determine what aspects of current programs or what new programs would best meet their needs and provide appropriate support and benefits.<sup>5</sup>
8. That the NTI NHSP office analyze on an ongoing basis the key characteristics of approved applicants, including income, harvesting level, and current equipment, and provide this on an annual basis to HTOs as a basis for assessing impact of the Program on the target group.
9. That arrangements be developed between NTI, the Government of Nunavut, and other interested parties for the collection of standardized economic and social indicators related to harvesting households and the harvesting economy to provide a framework for analysis of the impact of the NHSP and other programs related to harvesting.
10. That NHSP work with other agencies which deliver programs for harvesters, including Nunavut Sivummut, RWOs, RWED, Income Support, and regional Inuit community economic development organizations, to establish mechanisms for improved communication and co-ordination, with the objective of providing a more flexible, coordinated and strategic approach to supporting harvesting households and strengthening the harvesting economy.

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<sup>5</sup> Qikiqtaaluk Corporation and Consilium. October 1998. *Recommendations to the Board of Directors of Nunavut Tunngavik Inc. on the Nunavut Hunter support Program.*

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## 2.5. Harvester Support Programs from Other Jurisdictions

A number of other jurisdictions provide harvester support programs to ensure traditional harvesting activities continue to benefit their respective populations. Their programs reflect both similar and different approaches to the challenge of supporting harvester, and may provide options for adapting harvester programs in Nunavut. The following summaries provide a concise overview of some of the important features of these support programs, with reference to possible lessons for Nunavut harvester programming.

### 2.5.1. Nunavik - The Inuit Hunting, Fishing and Trapping Support Program

Nunavik's Inuit Hunting, Fishing and Trapping Support Program was established under the James Bay and Northern Quebec Agreement (JBNQA). As part of that agreement, the funding supporting the program is ongoing, permanent, and includes mechanisms to increase funding levels to reflect both inflation and increases in beneficiary population. The Kativik Regional Government (KRG), the public body charged with administering the region<sup>6</sup>, oversees the program and disperses 85% of program funding to the Northern Village Corporations in the region (Northern Village Corporations are the equivalent of Hamlets in Nunavut). The remaining 15% is retained for regional projects. Funding for each community is based on the number of beneficiaries and the cost of living, and therefore varies every year. In 2004, for example, each community received \$17,410, an additional \$17,410 per group of 100 beneficiaries, and \$19 per beneficiary<sup>7</sup>. A total of \$5 million for the year 2003-2004 was provided for the region.

In addition to overseeing the general program, the KRG provides technical and administrative support to the communities. Each community is responsible for delivering the program under the oversight of the local harvester organization and its officer. A key factor in the success of the program is the management contribution of Secretary Managers with the community councils. These people are usually long-term "lifers" who have extensive experience and skills in the area of financial management.

A defining feature of the Nunavik program is the flexibility afforded the community in how the allocated funds are spent. An agreement between the KRG and the communities fosters innovation and creativity in community projects. The list of eligible activities includes directly supporting harvesting activities, the purchase of both large and small equipment, community harvesting infrastructure (such as a fishing boat or freezer), production and marketing of products and by-products from harvesting, and

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<sup>6</sup> The KRG adds 15% to the total grant for the Program to cover administration costs.

<sup>7</sup> Interview with Sandy Gordon, Manager of HFTSP, KRG Department of Renewable Resources.

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helping to replace lost equipment (for which an equity contribution is required from the recipient). The key focus of the program is on benefits for beneficiaries within a community, and not on providing assistance for individuals, although the communities have the flexibility to assist individual harvesters.

KRG plays a pivotal role in providing technical and administrative support on regional programs. For example, if several communities identified a need for search and rescue training and equipment, the KRG could use its regional pool of funding and expertise to coordinate training and the purchase of equipment supplemented by community program funds. The KRG is adept at leveraging both funding and other support from various agencies within Nunavik and beyond.

Reports suggest that the program works well. As the focus of the program is to benefit communities and not individuals, allegations of favoritism are rare. Maintaining responsibility and community control of the program has developed local capacity to a greater degree than in other jurisdictions.

Program flexibility and local control have ensured local priorities are met. A strong, effective regional coordination and administrative agency acts as a facilitator, coordinator and support agency.

Key elements of the program that may be of relevance for Nunavut harvester programs are:

- Community capacity is sufficient to effectively deliver the Program. A key factor appears to be participation of community councils overseeing financial management of the Program, in cooperation with the local hunters and trappers organizations.
- Lost equipment is replaced at equal cost with contributions from the harvester, the community and the region.
- Conflict of interest allegations are rare, in part due to the community focus of the program.
- Technical assistance is readily available to communities from regional agency and the province.

However, it is important to note that annual funding is provided by the Quebec government under the JBNQA. Tunngavik Federation of Nunavut (TFN) was unable to negotiate a Hunter Support Program within the NLCA. The solution at the time was an offer by the GNWT to cost share contributions into a new program with TFN over the next 5 years until Nunavut was created in 1999.

### **2.5.2. Eeyou Istchee - Cree Hunters and Trappers Income Support Program**

The primary objective of the Cree Hunters and Trappers Income Support Program is to support the traditional way of life for Cree hunters by providing an income guarantee,

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benefits, and other incentives. The program was established in 1975 as part of the JBNQA, and contains similar payment structures that include adjustments for cost of living and the increase in beneficiary population.

The program provides a basic income to Cree who continue to spend a significant amount of time on the land. Eligible activities beyond direct harvesting activities include equipment manufacture or repair, trap line preparation, processing and transporting of country food, production of handicrafts, etc. The program is administered by the independent Cree Hunters' and Trappers' Income Security Board, which has six members, three appointed by the Cree and three by the Government of Quebec. Local administrators in each of the nine Cree communities interview applicants and administer payments to those deemed eligible<sup>8</sup>.

The program provides an annual income to harvesting families. Eligibility is based primarily on the status of the family head, with a funding formula that takes into account the activities of other family members and the total number of days per year each member spends on the land engaged in harvesting activities. Eligible harvesters are recognized by the community as ones who practice harvesting activities in accordance with traditional values and methods. Local committees maintain lists of eligible harvesters. Harvesters must spend at least 120 days a year involved in traditional activities, which must also be more than the time spent on other forms of employment. A number of changes have been implemented over the years to accommodate people leaving the harvesting lifestyle for a period of time for illness or to pursue education.

Benefit amounts are based on two factors – time spent on the land, and an annual indexation that increases by 15% over a three-year period. Additional consideration is given for trapping territories that are distant. Eligible beneficiaries may hold seasonal jobs to a certain extent to help support their harvesting activities.

In 2002-2003, the province and the Cree established an insurance fund to financially compensate beneficiaries for the loss of income resulting from being unable to continue harvesting for a period of time. Individuals accumulate sick days that can be drawn upon when needed. Days are also set aside in the event of loss of income resulting from a disaster such as flooding or forest fire.

Benefits under the program totaled \$15,897,360 in 2002-2003, of which 92% was paid to harvesters for days spent on the land. Most recipients received between \$6-12,000<sup>9</sup>.

Relevance of the Cree programs is limited by differences between Cree and Inuit harvesting patterns. Cree hunters live in bush hunting camps for periods of several months or more, while Inuit harvesters, with the exception of those living in outpost camps, tend to hunt primarily in shorter trips from a home base. In addition, annual

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<sup>8</sup> Discussion with Tanya Strong, Assistant Administrator, Cree Hunters and Trappers Income Support Program

<sup>9</sup> 2002-2003 Annual Report. Cree Hunters and Trappers Income Security Board.

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funding is provided by the federal government under the JBNQA, a goal that was not attained by TFN during negotiations of the NLCA. For both these reasons, the Cree program does not appear to be directly applicable to the needs of Nunavut harvesters.

### **2.5.3. GNWT Programs and the Inuvialuit Harvesters Assistance Program**

The GNWT operates a number of programs for the support of harvesters within the territory. These programs date back to 1985 when the initial program guidelines and budgets were established. These programs are essentially identical to the programs that the Government of Nunavut inherited from the GNWT, and include:

- Local Management Committee funding, which is used to support administration and operating costs of local harvesting management committees. Initially funding was based on the number of General Hunting Licenses in a community; current levels of funding are approximately \$9,000 per community, somewhat less than the levels provided in Nunavut to HTOs;
- Community Harvester Assistance Program (CHAP) funding, which is identical to the Nunavut program, and provides total annual funding of approximately \$473,000;
- Disaster Compensation Program, identical to the Nunavut program, which has relatively low levels of compensation to claimants, strict criteria limiting access, and a budget of \$20,000 per year;
- Workers Compensation Board program, which is identical to the Nunavut MOU with Workers Compensation Board.

The budgets of the GNWT programs have changed little since they were established, and there has been no ongoing assessment of the impact of the programs on harvesters. The GNWT is in the process of developing a harvester support policy, which will focus on providing greater responsibility to local agencies to determine how to spend harvesting support program funding.

There are also a number of regional programs for the support of harvesters within the NWT which came about at the same time as the GNWT invested \$15 million for Nunavut, they also made the same amount available for different aboriginal groups in the western NWT. The program of greatest relevance for Inuit in Nunavut is the Inuvialuit Harvesters Assistance Program (IHAP), which was implemented in the summer of 1998. There are similarities between this program and the NHSP. Over a three-year period, a \$4.4 million Inuvialuit Harvesters Assistance Trust Fund was established with funds contributed by the Inuvialuit Regional Corporation (IRC) and the GNWT. The fund is maintained over time, with its value adjusted annually to the Canadian consumer price index (cost of living) as part of the land claim agreement.

The primary objective of the fund is to provide ongoing assistance to Inuvialuit subsistence harvesters. During the IHAP's first year of operation, 61 beneficiaries

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received assistance ranging from \$224 to \$7,500 for a total program expenditure of \$197,000. By 2002, total program expenditures had decreased to \$184,387.

The program provides a maximum of \$10,000 support to households of eligible harvesters over a 5-year period. Local IHAP committees oversee and approve the level of assistance provided to applicants. Eligible equipment ranges from large equipment such as snowmobiles and boats to smaller equipment including nets and sewing machines. Fuel is also an eligible item.

IHAP assistance can cover up to 75% of the cost of equipment and fuel costs, with the harvester accessing the remaining credit at local retail outlets if required. Local harvester organizations oversee the distribution and collection of applications for their respective communities. An IHAP committee reviews and approves applications and forwards these to the IHAP Program Manager, who in turn reviews the applications and forwards the cheque to the retail operators. An appeal process has been established via the IRC and the Inuvialuit Game Council.

The Inuvialuit program has a number of similarities to the NHSP; these include financing of annual program funds by investment of capital within a trust fund, and program benefits based on households rather than individuals. In addition, a contribution of 25% is required from program participants, and eligible items include large capital items, small capital items and fuel (which was originally an eligible expenditure under the NHSP). The program is administered by community committees.

#### **2.5.4. Lessons from Other Jurisdictions**

As noted above, most interviewees felt that the different nature of Cree harvesting meant that there were few direct lessons to be applied to Nunavut from the Cree program. The Inuvialuit program is more comparable to the NHSP in Nunavut, although it operates on a smaller scale. Similarities include:

- The focus on providing support to households rather than to individual harvesters;
- A requirement for equity contributions from applicants for large and small equipment provided under the program;
- Administration of the program by community committees.

Several aspects of the Nunavik program, including the annual funding provided by the federal government, distinguish it from harvester support in Nunavut. However, interviewees suggested there were four key aspects of the program that should be considered in light of needs in Nunavut:

- Participation of community councils in the local management of the program;
  - Requirements for equity contributions by program recipients for equipment received from the program;
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- A focus on community harvesting needs rather than individuals;
- Technical assistance is readily available to communities from a central, regional agency.



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## 3. NEEDS OF HARVESTERS

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### 3.1. Introduction

Representatives of both the Government of Nunavut and NTI agree that it is essential to support harvesting as a livelihood, not just in specific instances where it intersects with and becomes part of the wage-based formal economy. The 2000 program review by the Government of Nunavut emphasized that “Government programs must serve the purpose of ensuring that the necessary conditions to sustain and grow the land-based economy are in place.”<sup>10</sup> Similarly, the 1998 review of NTI’s NHSP recommended that the mandate for the NHSP be “To provide assistance and benefits to Nunavut Inuit harvesting households which cannot adequately finance the necessary equipment and supplies to carry on a traditional lifestyle.”<sup>11</sup> The Nunavut Economic Development Strategy, developed in 2003 by a broad coalition of government, Inuit organizations, non-governmental organizations and private sector groups, also identifies support for the land based economy as a critical component of Nunavut’s “mixed economy”.

In the twenty years since the introduction of GNWT harvester support programs, there has been a significant change in the circumstances of harvesters. Harvesting by employed hunters has gradually increased over this period to complement harvesting by the more intensive harvesters. Equipment and operating and maintenance costs have increased. There are also some indications that the overall level of harvesting activity has declined in the past several years.

At the same time, most people interviewed felt that the basic needs of people in the communities in relation to harvesting had not really changed over the period, despite the changed circumstances and increased operating costs.

This view was confirmed by the focus group sessions with harvesters arranged in co-operation with six community HTOs, all of which reaffirmed the continued relevance of the needs identified in the 2000 review. There is a direct correspondence between the needs of harvesters identified in the current consultation and those identified in the earlier program review.

The specific needs identified during this consultation are summarized below.

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<sup>10</sup> Aajiqatigiingniq: *Results of Departmental Research*

<sup>11</sup> Qikiqtaaluk Corporation and Consilium. October 1998. *Recommendations To The Board of Directors on Nunavut Tunngavik Inc. on the Nunavut Harvester Support Program*

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## **3.2. Needs of Nunavut Harvesters Identified During the Focus Group Consultation**

### **3.2.1. Harvester Education and Training**

The 2000 review of GN programs concluded that as the level of harvesting activity decreases, there are fewer opportunities for young Inuit to learn harvesting skills with older harvesters. Access to training in harvesting techniques thus becomes more important. It was suggested that NTI and government could offer programs that support training and help to pass on traditional skills from generation to generation, and that using community resources - including Wildlife Officers and HTOs – to help promote and deliver this training is appropriate.

All of the participants in the focus groups reaffirmed that training for young Inuit as a priority. They emphasized that:

- Many young Inuit today do not know how to hunt, how to survive on the land, how to build an igloo, or how to understand ice conditions and weather;
- More and more beneficiaries are losing their cultural background and knowledge; there is a need for the training of young Inuit so they will not forget the traditional way of hunting and their language, which is preserved through harvesting activities;
- Elders must have a chance to become more involved in teaching young people traditional land skills enhancement programs, to prepare young hunters to handle emergencies on the land;
- Funds should be available to provide for the teaching of young Inuit in harvesting, survival and land skills; this training should extend to training for non-traditional harvesting technologies such as GPS and skidoo maintenance.

### **3.2.2. Capital Equipment**

The majority of those interviewed for the 2000 program review agreed that capital support needs are the first priority for subsidy programs. The same view was reiterated in the focus groups. It was also suggested that capital equipment programs should be extended to support the building of cabins.

### **3.2.3. Operations and Activities of HTOs and RWOs**

The 2000 program review noted that harvesters recognize the value of HTOs and “consider support for them to be equal in importance or even greater than support for individuals.” It was also clear that HTOs recognize the value of the RWOs.

In the current consultation, focus group participants confirmed that this is still the case.

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They noted that, where possible, programs should be run through RWOs and HTOs, instead of by regional office staff of the Government of Nunavut.

### **3.2.4. Support for Intensive Harvesters**

The 2000 review found that that people who harvest for a livelihood (full-time or intensive harvesters) are the harvesters most in need of assistance from programs.

This finding was reflected in findings from the focus groups in the current consultation. However, focus group participants also emphasized that differentiation between those working and unemployed is artificial, since all Inuit harvesters must construct their income from a variety of sources. Rather, the distinctions should be based on those who harvest as a livelihood and those who harvest for recreational purposes.

Focus group participants also suggested that although there should be an emphasis on assisting those with lower incomes, some form of assistance should be available for harvesters at all income levels, as is the case in the Small Equipment Program of the NHSP. Harvesters who are employed contribute a significant amount now to community food supplies, and have needs in critical areas such as harvesting safety.

### **3.2.5. Small Equipment**

The 2000 GN program review noted that “As the level of harvesting activity increases, fuel subsidies become more important. As the level of harvesting activity decreases access to small equipment becomes more important.”

Participants in the focus groups emphasized that there is a real need for assistance in acquiring such items as nets and floater suits. In addition, access to GPS units and satellite is considered nearly essential to ensure the safety of harvesters.

### **3.2.6. Operation and Maintenance of Harvesting Equipment**

Participants in the focus groups stated that support for the purchase of gas, oil, rifles and bullets is important in helping to feed communities. While the purchase of capital equipment like snowmobiles and boats was identified as the primary barrier facing harvesters, it was noted that this equipment may sit idle because of the inability of some hunters to purchase gas or parts to maintain the equipment.

### **3.2.7. Insurance**

A number of insurance-related issues were identified by harvesters during the 2000 program review, and the WCB program was viewed as of critical importance.

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During the current consultation focus group participants reaffirmed that some sort of support for lost and damaged equipment, similar to an insurance type program, is a critical need. Harvesters who lose their equipment through an accident face a major challenge.

Respondents would like to see an improved system of warranties and some level of insurance protecting equipment. It was also suggested that coverage provided through the Disaster Compensation program of the GN should be improved, and that coverage under Disaster Compensation should be extended to the damage or loss of cabins as a result of the activities of polar bears.

Generally, focus group participants were pleased with and had little comment on the WCB program.

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## 4. ISSUES ANALYSIS

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### 4.1. Program Relevance

#### 4.1.1. Relevance to Harvester Needs

This first section of the Issues Analysis discusses the “relevance” of the current slate of harvester support programs: that is, the degree to which these programs address the needs and goals of harvesters.

In general, interview respondents and focus group participants felt that the areas of need addressed by major harvester support programs of the GN and NTI correspond to the actual requirements of harvesters. The extent to which those needs are being met may, in some cases, require further consideration of funding levels, delivery mechanisms, eligibility criteria or other adjustments, but in general terms the current programs continue to address priority needs. Put simply, without the support of these programs, harvesting in Nunavut would cease to be an economically viable activity for a very large number of current harvesters.

A review of prior program evaluation documents indicate that both GN and NTI have, through formal analysis and formal and informal consultation, sought to adjust programs to maintain or enhance their relevance to Nunavut harvesters. Following the 1998 evaluation and extensive input from Wildlife Symposia, NTI introduced the changes to its NHSP programs discussed above. The NHSP expanded its focus to address the needs of women in harvesting, traditional knowledge and support for community harvesting activities. The GN undertook a program review in 2000; however, as noted above, this review was not carried through to the final phase of updating harvester programs, largely due to the need to develop partnerships with other organizations and departments.

Aside from anecdotal evidence and direct user comment, the most common indicator of program relevance is program utilization. It is not an infallible indicator: programs may be under-utilized because of poor promotion, administrative barriers to access, and other reasons. Nevertheless careful monitoring of utilization can provide program and policy personnel with a strong sense of where community needs and priorities actually lay. In the course of this research, it proved to be impossible to obtain actual historical data on program utilization. These records are not currently maintained by either NTI or DOE.

The collection of program utilization data was recommended as part of the 1998 evaluation of the NHSP. Following that review, new program guidelines, forms and operating procedures were introduced in the NHSP programs, and a database system

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was developed. However, the database is not currently operative.

In the case of the GN programs, little has been done to date in terms updating program policies and guidelines, or establishing information and evaluation systems. The process for this was started with the 2000 program review, and is being continued through the present review.

Both GN and NTI programs are designed to meet similar goals and provide similar services to similar clientele. It is therefore recommended that NTI and GN program managers agree on a consistent set of data to be collected to support ongoing monitoring and assessment of program utilization. This would include the collection and compilation of multiyear data on:

- The number of applications received;
- Total amount of funding requested;
- Number and percentage of applications granted and refused;
- Reasons for declined applications;
- Percentage of grant/contribution budget utilized.

Systematic collection of this information in the future will greatly facilitate both future evaluation of the programs and annual planning and priority setting.

The collection of program utilization data should be complemented by the collection of standardized economic and social indicators related to harvesting households and the harvesting economy to provide a means of assessing the broader impact of the NHSP and GN programs on harvesters, harvesting households and the harvesting economy as a whole. Both of these types of data collection will contribute to the periodic review of program priorities, policies and procedures to ensure that harvester programs continue to address and have an impact on the real and evolving needs of harvesters.

While program utilization data was not available to the researchers, several respondents commented on changing utilization patterns:

- Some indicated that the NHSP CEP currently may be addressing only about one-third of the potential demand for the Program;
  - Others indicated that the Community Boat O&M element of the NHSP Community Harvest Program should be reconsidered, as the Program is not being accessed to any significant extent. The intent of the Program was originally to provide seven communities who have community-owned boats with resources to help cover the costs of operating and maintaining the boats. However, the Program is not being utilized; it was suggested that HTOs lack resources and capacity to maintain these boats, and that there is no clear assignment in the communities of responsibility for the maintenance function;
  - It was noted that applications for outpost camp funding, which is currently available under the GN CHAP, were increasing, and some outpost camps are growing in population;
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- The Community Organized Hunt Program, which was expanded beyond its original focus on two communities in Qikiqtani, is not being accessed outside of the Qikiqtani region;
- The GN DC program receives a large number of applications that do not fit the program criteria, and very few that do. There is little understanding of the program's purpose (initial support after equipment loss due to a natural disaster) and some desire for the government to use this as a compensation program for losses and damage from all causes, not just natural disasters.

### 4.1.2. Trends

Before further discussion of the relevance of programs, it is useful to briefly summarize some of the forces shaping the environment in which these programs are being delivered. Both GN personnel and NTI staff identified a number of environmental shifts that should be taken into account when the future of harvester support is being considered.

Key trends include:

- The rising costs of harvesting. This has important implications for program planning. Most harvesters felt that current levels of support are inadequate; however, from a funder perspective, simply maintaining the current level of support is becoming rapidly more costly. Contributing to this trend are:
  - The rising cost of fuel;
  - Increasingly expensive capital equipment, spare parts and ammunition;
  - A perception that animals are becoming further away from the permanent settlements.
- A decline in the number of harvesters and the level of harvesting activity. This was attributed to a number of factors, including:
  - The increasing cost of harvesting;
  - Declining levels of interest and capacity among youth;
  - The growing availability of wage employment.
- Changes in Inuit diet and the domestic economy of Nunavut, with an increasing reliance on imported food;
- Changes in capital equipment technology:
  - Snowmobiles now incorporate hi-tech, computer-assisted motors and GPS systems. Harvesters have traditionally been masters of spontaneous repair and maintenance; however, highly computerized systems are more difficult for harvesters to repair, and warranties are easily invalidated by unauthorized maintenance;

- Snowmobiles are being designed for speed rather than the rigors of harvesting; they require more maintenance, more repairs, and age prematurely.
- A new *Wildlife Act* and regulations. While these will in all likelihood have minimal substantive impact on subsistence harvesting (given that the *Act* recognizes and affirms the Inuit right to harvest), regulations may require some reporting of harvesting levels by individuals in the future. This will not have a huge impact overall on individuals, but may have implications for commercial harvesting relating to potential limitations on TAH, commercial allocations and harvesting limits;
- Virtually all respondents expressed serious concern about anticipated increases in world fuel prices. The impact on Nunavummiut has been delayed because of the territory's stocks of lower-priced gas. It will be felt next summer when the new gas supplies arrive. The rapid increase will have the most significant impact on the lowest income harvesters, and may, in some cases, render harvesting prohibitively expensive for families who rely on it to the greatest extent.

### 4.1.3. Responding to the Changing Environment

These and other trends contribute to a changing environment within which harvesters carry out their activities and funders deliver support programs. Evaluation of relevance means, to a large degree, assessing how NTI and GN adjust their programs to reflect the changing circumstances of Nunavut harvesters.

As noted above, most of the programs delivered by the GN were inherited from the GNWT, which developed its harvester support strategies in the mid-1980s. There was near consensus among GN interviewees that there had been little shift in the focus of the territorial programs since the creation of Nunavut.

Even though harvester needs may remain consistent over the years, it is essential that programs serving them be reviewed thoroughly and periodically to ensure that program goals, structures, criteria, and funding levels continue to reflect current realities.

### 4.1.4. Setting Priorities

While it was noted above that the current GN and NTI programs remain relevant to harvesters (e.g., most continue to address a real need), the relative importance of these programs will change as the economic, social and political environment changes.

GN program priorities are set within criteria and guidelines of the programs themselves. One GN informant cited program criteria for CHAP and COH, which set priorities on the basis of need. For example, a new OPC would have start up costs (that an established camp may not) and receive additional financial support for this reason.

Many of the current programs, including their goals and guidelines, were originally developed in the 1980's. There is no formal, periodic process for revisiting GN program

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priorities, and they remain essentially as they were initially implemented under the GNWT. No formal mechanism exists establishing relative priorities between programs in light of shifting harvester or community needs. While this is one of the purposes of the current review, this must be done on an ongoing basis.

Long-term program priorities for NTI's NHSP were established when the program was first implemented in 1995; they were revised in light of stakeholder input following the 1998 evaluation. The annual process of establishing NHSP priorities begins in January of every year, when local HTOs identify their equipment needs. NHSP collects this information in preparation for the tendering process. NTI oversees the tendering process, and selects the most cost effective proposal.

#### **4.1.5. Flexibility**

One key to success for program delivery in Nunavut is flexibility – the ability of a delivery agency to adjust criteria or procedures to more effectively address the diverse needs and circumstances of a wide range of clients.

As noted in the preceding sections, the overall focus of GN harvesting support programs has not shifted significantly over the last two decades; however, the programs have evolved on a regional basis to better address specific regional needs.

For example, the GN's Community Organized Hunts Program was originally used to help harvesters hunting for communities without access to caribou, in particular the high Arctic communities of Grise Fiord and Resolute Bay. Most of the funds were used to cover transportation costs to bring harvesters to the caribou, and to ship caribou back to the community. This approach had significant drawbacks; an unsuccessful hunt meant that funds had been spent and the community was still without caribou. Now Resolute and Grise Fiord use program funds to purchase caribou and fly it in from other areas. The CHAP in the Qikiqtani region is now used primarily to fund outpost camps; in the Kivalliq, on the other hand, the CHAP had been used in the past to respond to an immediate need to subsidize the commercial harvesting of caribou.

These varied applications of the program illustrate a wide range of approaches to meeting an identified need, and demonstrate a commendable level of flexibility. However, this variety of approaches also causes confusion and frustration among the public. Many focus group participants wondered why people in other regions or communities were being allowed to diverge from the published program guidelines. While the GN's flexibility no doubt increases the relevance of programs to specific communities, it would be preferable to restructure program guidelines and information so that they accurately reflect the current range of program applications.

Flexibility is inherent in the structure of NHSP's programs, many of which respond directly to community needs identified by HTOs. While this responsiveness to an ever changing set of community priorities poses administrative, management and logistical challenges, it enables the NHSP to respond to both annual changes (harvesters may

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need a new rifle this year rather than a new trail radio) as well as longer-term changes (i.e. shifting from more capital intensive support to an emphasis on smaller equipment or supplies).

#### 4.1.6. Relevance to the Mandate of the Delivery Agency

NTI respondents felt unanimously that the NHSP directly addresses a key component of NTI's mandate, which is the support of the traditional harvesting lifestyle of beneficiaries of the NLCA. While some concerns were expressed that equipment was occasionally acquired for recreational purposes rather than hunting, consensus was that program dollars were largely contributing to the strengthening of the harvesting economy, and thus to the health and promotion of Inuit culture.

This year, the NHSP directly addressed the use of program equipment for recreational purposes through preparation of a new Contribution Agreement for the Capital Equipment Program. This agreement makes it clear that the program is not intended to provide equipment for recreational purposes, and outlines the consequences for misuse of equipment provided under the program (which include reassignment of the equipment by the HTO to another harvester).

It should be noted that the NHSP was not created by the Nunavut Land Claims Agreement, and is not a statutory element of NTI's mandate. It is a discretionary program, jointly launched in 1994 with an initial contribution from both NTI and the GNWT, to address NTI's broader social mandate. This is not widely understood among Nunavut residents: it is clear from past research and from focus group participants that the NHSP is viewed as an entitlement under the Claim, not as an optional program. This perception should be addressed in the promotion of the program.

As regards the Government of Nunavut, several respondents suggested that direct support programs for harvesters are, in fact, in conflict with one of DOE's key mandates – the conservation and management of Nunavut's wildlife. Prior to the creation of the Department of the Environment and the Department of Economic Development and Transportation, both were incorporated within the Department of Sustainable Development, which held responsibility for both wildlife management and economic development. Within that structure, harvesters were viewed as a specific sector of the Nunavut economy targeted for special support. Currently, however, the mandate of DOE does not incorporate responsibility for economic development<sup>12</sup>; the delivery of harvesting programs may thus no longer fit the current mandate.

It was also noted that although the initial intent of the COH program was to provide an alternative meat source to communities that lacked access to caribou, this program evolved to support the communities of Grise Fiord and Resolute Bay and to reduce pressure on the Peary caribou population. Note that in the case of Grise Fiord and

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<sup>12</sup> Except for the Fisheries and Sealing division.

Resolute Bay the net impact of the program is paying people not to hunt, and in other communities community hunt funds are to provide a food source. CHAP funds to support harvesters financially, or to enable harvesters to live on the land in outpost camps, is difficult to reconcile with the current mandate of the Department. While all acknowledged the critical cultural and economic importance of such support, it was felt that GN's DOE was probably not an appropriate vehicle to provide it. As one respondent noted: "The only reason why these programs are in the department is that they are in the department".

Some respondents noted that many programs do not distinguish between commercial and subsistence harvesters. However, it may be counterproductive to distinguish programs as solely applicable to commercial or subsistence harvesters. Given the mixed nature of the harvesting economy, where most harvesters are involved to some extent in harvesting for both domestic and commercial use, the distinction is artificial and does not reflect reality. Most harvesters, of necessity, find employment in the wage economy to obtain cash for reinvestment in harvesting equipment. In addition, having harvesters active in subsistence harvesting helps to maintain the skills and knowledge that are essential if commercial activities are to be successfully implemented - skills and knowledge that cannot be developed solely within the short time frames of development projects. In most cases, subsistence harvesters and commercial harvesters are not distinct groups. There are some commercial harvesters, however, that are more distinct, operating essentially as businesses, with higher equipment costs than most other harvesters, and with a substantial income resulting from their activities. This group includes commercial fishermen, who may need a more specific type of support program suited to their circumstances.

Some respondents felt that responsibility for delivery of the COH should be placed under another department or agency, including possibly the Department of Health and Social Services, given the Department's renewed emphasis on the promotion of country food as a key source of nutrition for Nunavummiut. Others felt that the importance of Outpost Camps in the preservation of Inuit culture suggests that perhaps some elements of the CHAP could be transferred to the Department of Culture Language Elders and Youth (CLEY).

A number of GN and NTI respondents, however, suggested that harvester support programs might more appropriately be dealt with by an organization entirely outside the GN.

The two options proposed were NTI and the new Wildlife Secretariat. Some of the practical considerations associated with such a transfer will be discussed later in this report. However, it should be noted that harvesters do represent an economically and culturally important sector of the Nunavut population; while responsibility for harvester support may not currently be appropriately situated within GN, it remains a key issue for the territorial government, and one of great concern to Nunavummiut. As such, it is important that the GN retain within their mandate responsibility for support for harvesters, whether the delivery of harvester support programs lies within DOE, another Department, or is transferred to an agency outside the GN.

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### 4.1.7. Duplication

Several informants pointed to the similarities between elements of the GN's CHAP and NTI's Small Equipment and Capital Equipment Programs. Under these programs harvesters may apply for categories of equipment and supplies that in some instances duplicate each other. GN's programs are open to all communities but in a given year may only provide funding to cover the cost associated with supporting a relatively small number of communities; the NSHP is open to all Nunavut communities, with local priorities set by HTOs.

There is also potential overlap between the Government of Nunavut COH program and NHSP's CHP, which both address community harvests.

In addition, NTI has operated a pilot program to assist harvesters who have suffered a large equipment loss, sometimes in cooperation with the GN's DC program. While collaborative, the process by which the two parties determine their contributions has been informal and ad-hoc.

Given that demand regularly exceeds the supply of available resources, such duplication was not felt to be a "bad" thing: program users, in particular, felt that the more avenues of support were available, the better. However, duplication of program funds also means duplication of administrative systems, infrastructure, reporting requirements, and other elements that reduce the level of resources actually available to stakeholders. Most respondents felt that consolidation of delivery systems and elimination of overlap could reduce overhead, improve efficiency and effectiveness, and simplify access to programs.

There is currently no formal structure in which program and policy personnel from the GN and NTI can collaborate to harmonize the objectives of their respective harvester support programs. There is, however, regular informal communication and a cooperative relationship between the staff of the respective programs. As noted above, a number of ad hoc arrangements have evolved to help maximize the impact of limited resources, reduce potential duplication, and foster cooperation. For example, GN staff in the Kivalliq meets with NTI and the Chair of the RWO to review applications to their respective programs (CHP and CHAP) to ensure there are no duplicate applications for similar projects or requests for funding.

### 4.1.8. Gaps

A comparison of the needs identified by harvesters with the programs available illustrates some of the gaps within the range of current GN and NTI harvester support.

#### **Funding levels**

The gap most frequently cited by informants during the consultation was the difference between the level of funding available from programs and the actual needs of harvesters in light of rising costs.

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## **Capacity Development for HTOS**

The demands placed on wildlife management organizations far exceed the vision of the land claim negotiators who established initial statements of responsibility and levels of funding. HTOs, which for the most part are one-person operations governed by an elected Board, are responsible for a much broader range of obligations, programs and services than originally conceived, but without a concomitant increase in resources, staffing, training, or policy support. Expectations and demands are growing; capacity, by and large, is not keeping pace.

The consequences are clear. Major management failures have occurred within several HTOs and RWOs. Organizations throughout the sector continue to experience high levels of turnover of staff, with the consequent loss of corporate memory and impact on organizational effectiveness and inter-organizational communication.

As discussed above, under the NLCA the NWMB is responsible for funding HTOs, but the GN also provides them with some direct financial support, while NTI, working with the NWMB, has lent ongoing support for HTO development. NITC has also taken measures to facilitate access for HTOs to its standards training funding programs. However, given the scale of need, both existing programs and resources are inadequate to ensure that HTOs develop the capacity required to discharge their full range of responsibilities. One of the responsibilities of the newly established Nunavut Inuit Wildlife Secretariat is to coordinate support to HTOs in training, policy development, and human resource and financial operations.

## **Training**

As noted above, fewer youth are becoming harvesters. This can be attributed to a number of reasons; however, focus group participants felt that a key reason was the lack of training to enable youth to acquire the critical land skills they will need.

Areas of training need identified include:

- The use and production of traditional tools;
- Navigation and weather forecasting skills;
- Firearm safety, handling and maintenance;
- Safety and survival on the land;
- Butchering;
- Principles of sustainable harvesting;
- Equipment maintenance;
- New harvesting approaches and technologies.

Training should also be available for experienced harvesters to increase their safety and enable them to keep current on new technologies and maintenance and warranty issues.

Respondents all felt that Inuit organizations, not the GN, should take the lead in developing a strategy to address this need, with funding provided by the Aboriginal

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Human Resources Development Agreement holders (AHRDAs) and the GN Department of Education, to the extent that its mandate allows.

Additional funding might be committed or reserved to help young harvester apprentices establish themselves as harvesters by assisting with initial purchases of equipment and tools.

## **4.2. Program Organization, Management and Delivery**

### **4.2.1. Stakeholder input**

A critical element in the success of any public program is ensuring that stakeholders have the opportunity to provide their input into the identification of needs, establishment of program objectives, and the effectiveness of delivery mechanisms. This is particularly important in Nunavut, where the range and diversity of needs is broad.

The Government of Nunavut's program review in 2000 provided opportunities for stakeholder input, and, as noted above, there is regular, informal information exchange, particularly at the local and regional levels, between GN staff and RWOs and HTOs, and regular contact between Wildlife Officers and harvesters. Respondents spoke positively of effective cooperation and good communication between all parties. However, there is currently no formal process that permits GN to consult with harvesters or other stakeholders on its harvester support programs on an ongoing basis.

NTI, as an Inuit organization, is in many ways better positioned to assess stakeholder needs. In collaboration with other wildlife organizations, NTI has since 1996 organized a series of wildlife symposia that provide opportunities for a range of stakeholders to provide broad input on a number of issues, including programs and priorities. Less formally, NTI depends largely on frequent, informal meetings with harvesters, RWOs and HTOs for feedback on its programs. NTI facilitates annual managers' workshops, during which HTOs review the NHSP program manual and other materials; these events also provide an opportunity for HTO managers to raise issues and concerns relating to the programs.

The structure of the NHSP itself, which relies on local HTOs to identify needs and priorities, also reflects a high level of stakeholder input, and high degree of user connection with the Program; HTOs and the community control the approval and review process, applications are completed in the community, and equipment is brought into the community for distribution.

In terms of information exchange between DOE staff and NHSP staff, this occurs on an informal and case-by-case basis, with no formal structure for meetings for reviewing applications or coordinating programs.

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### 4.2.2. Capacity

Lack of capacity at the HTO level continues to be one of the biggest challenges to effective administration and delivery of support programs.

As noted earlier in this report, the NLCA places a heavy burden on HTOs in Nunavut. A recent analysis identified more than fifty HTO obligations under the Claim, excluding their delivery of programs on NTI's behalf. Additional needs, such as HTO participation in the development of regulations for implementation of the new Wildlife Act, continue to arise. When one adds to those obligations the regular management and administrative work associated with operating any Board-driven, not-for-profit organization in Nunavut, the scale of the challenge becomes clear.

These organizations represent extraordinary value in their knowledge of the people, the local harvesting dynamic and the communities they serve; yet a significant number lack the capacity to deliver even the most basic of programs and services. High staff turnover rates, lack of adequate monitoring structures, frequent changes in Board and membership, poorly kept financial records and program documentation all result from and contribute to this general lack of capacity. Poor management has led to several instances of closure, a sense of perpetual crisis, and an inordinate requirement for support from other organizations.

The HTOs are directly involved in the delivery of the NHSP, and coordinate the identification of community needs, preparation and submission of applications. The impact of HTO lack of capacity on program delivery is therefore direct. HTOs play a key role in communicating program information to local harvesters: when the HTO is dysfunctional, local harvesters experience reduced access to information on the programs. This is mitigated somewhat by ongoing efforts by the NHSP to develop simplified and standardized procedures and forms that may be handled more easily at the community level.

The HTO lack of capacity also places an additional burden on GN, NTI and NWMB personnel. A considerable portion of the NTI Wildlife Department time in the last few years has been spent "putting out fires" that arise directly because of HTO lack of capacity. GN's Wildlife Officers in many communities have had significant demands placed on them to provide the HTO and harvesters with support in completing the various applications for the CHAP and DC programs in particular: Wildlife Officers often have to spend considerable time gathering receipts, making estimates on costs, and generally doing much of the basic work involved in delivering these programs at the community level. This demands a high level of specialized skills such as proposal development and financial management, and results in significant additional staff costs.

In summary, the consequences of this lack of HTO capacity are a serious impediment to effective, efficient and economical delivery of programming, and a diversion of resources into indirect HTO support that could otherwise be flowed into direct harvester support.

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### 4.2.3. Consistent Application of Program Guidelines

In the section above on “Flexibility”, it was noted that a certain measure of flexibility was critical to the success of Nunavut harvester support programming, and should be encouraged. In the case of the CHAP, however, activities funded under the Program vary a great deal between regions.

In the Qikiqtani region, the CHAP is used primarily for the support of Outpost Camps. In the Kivalliq, the Program had been used in the past for the support of the commercial caribou harvest. This has resulted in uneven distribution of the benefits of the Program for Nunavut harvesters.

On the other hand, program guidelines and criteria for the GN’s DC Program are quite specific and narrowly focused. GN field staff receive many DC applications, but few are eligible for compensation. There are huge expectations on the part of harvesters in relation to this program, which leads to both misunderstanding and resentment. Some focus group participants characterized the program as a “joke” and “useless”, a view clearly the result of lack of accurate information about the program’s goals and criteria.

Further comments were made on the use of funds provided by NTI and the GN to support HTO operations. One of the strengths of program delivery through community organizations is proximity to the users and the accurate reflection of local needs. However, much of the funding is targeted by the funder for specific purposes: it cannot simply be used by an HTO to reimburse Board members, or to boost the pay of a Secretary Manager. A transparent process is required to ensure accountability, and to guarantee that contributions are allocated to and used for the purposes for which they were granted.

### 4.2.4. Delivery

#### **GN Programs**

Discussion of GN program delivery must be considered in light of prior questions raised in this paper on the appropriateness of DOE as a vehicle for delivery of harvester support programs. Any issues related to the actual mechanics of GN delivery are subordinate to the larger, overarching question of departmental mandate.

Despite that caveat, respondents identified several strengths in the current delivery system. The most frequently identified advantage was the role of Wildlife Officers, and their close and supportive relationship with the communities. Wildlife Officers are critical to the delivery of several GN programs, including the CHAP and the DC programs. They generally develop strong working relationships with the HTOs. Although Wildlife Officers may, as noted above, spend a disproportionate amount of time providing program administration and management support that the HTOs should be responsible for, they play a vital front-line role in representing the department, and, in many cases, the GN, on matters affecting harvesters.

As note above, the CHAP is regionally driven by regional priorities. While the variety of

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implementation approaches has led to some confusion, the program's regional nature encourages collaboration with RWOs and the department's regional offices to identify priorities, and helps in achieving the broad objective of "ownership and control at the regional level".

Respondents noted that the COH is currently in a transitional state; its availability to all Nunavummiut is still a relatively recent development, and it is difficult at this point to assess the real and long-term impact of its current delivery structure.

DC is delivered strictly internally by the Department: no third party is involved in its administration. This has meant that criteria remain clear and guidelines have been adhered to. This rigor, however, occasionally puts Wildlife Officers in an awkward position: Wildlife Officers must report honestly and accurately on incidents relating to claims, which may necessitate reporting information that invalidates the statement or claim of a local harvester.

### **NTI Programs**

The primary advantage of the current delivery system for the NHSP is the degree of responsibility and authority it provides to local harvesters and communities through the HTOs. Priorities are set locally, applications are completed in the community, and the equipment is brought into the community for distribution. This approach is not without its drawbacks and challenges, as discussed above; but the NHSP model embodies the NLCA's goal of empowerment of Inuit at the community level (a goal echoed in GN's commitment to decentralization).

Some focus group respondents felt that NTI still exercises too much control over funding; they proposed that HTOs be granted more power to allocate available funds to needs, with fewer restriction and requirements. They cited the difficulty in getting accurate program information from a variety of sources and the frequent failure of communication between local HTO, government, and NTI as arguments for increased local autonomy.

### **Alternative Approaches to Program Delivery**

Both interviewees and participants in focus groups were asked to suggest alternative program delivery mechanisms, and specifically to provide feedback on the possibility of a single-window program delivery system.

Respondents distinguished between two tiers of the "one-window approach":

- At the user level, "one window" would mean access to all available wildlife support programs and services through a single agency in the community, most likely an HTO;
  - At the administrative level, "one window" would mean administration and management of all harvester support programs and services of the GN and NTI through a single, central organization.
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The **strengths** of a single window approach include:

- Ease of access, with one-stop shopping for program information and applications;
- Consistency of program criteria;
- Reduction of bureaucracy and overhead, with possible savings available for use to support harvesters;
- The potential for a comprehensive slate of programs that addresses a broader spectrum of needs and reduces duplication, gaps and redundancy;
- Greater ease of long-term, strategic planning for sectoral support, integrating the full spectrum of needs outlined in this document;
- Collection of consistent longitudinal utilization data to support policy development, planning and evaluation;
- Consistent and comprehensive promotion of programs to their potential users.

**Weaknesses** of a one-window approach include:

- Potential lack of flexibility if programs are delivered and administered through a single, central organization;
- Access to program information and application procedures through a single organization in the community will require a competent and well-organized HTO staff, in frequent contact with the central administrative organization;
- The potential for a “disconnect” between GN and its responsibilities vis-à-vis harvesters, and a gradual withdrawal of the GN from funding and political support;
- The need for a highly skilled, trained and effective program management unit to deliver and administer programs;
- The necessity for a governance mechanism that integrates GN’s obligations to all harvesters as a public government with the NTI/HTO obligation to promote the interests of Inuit harvesters specifically;
- NTI is currently perceived by some beneficiaries as excessively centralized, with “too many programs”: this might exacerbate that perception if NTI were identified as the one-window agency.

Two organizations were suggested as potential points of access under a one-window approach: NTI and the newly created Nunavut Inuit Wildlife Secretariat.

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## 4.2.5. Communications and Promotion

### GN Program Promotion

Overall, community awareness and understanding of harvester support programs was low, and more effective advertising and promotion is needed to educate stakeholders about harvester programs and promote utilization. The WCB develops and delivers a formal advertising campaign; that is the extent of structured advertising for GN harvester support programs.

Harvesters in communities most often learn of GN programs by word of mouth, through contact with other harvesters, or through local Wildlife Officers. Promotional initiatives tend to be program-specific, and are often undertaken regionally or locally. For example, in the Kivalliq, a letter is sent to the HTOs each year announcing the launch of the application process for the COH and CHAP. Programs and timelines are also discussed with RWOs and NTI at formal and informal meetings throughout the year.

Overall, however, GN programs are not well known or understood in the communities. The DC Program, in particular, seems subject to public confusion and misconceptions. Several focus group members were unaware that the Disaster Compensation Program existed at all. Program criteria are not well understood; although the Program only addresses losses from natural disasters (and only to a maximum of \$4500), many harvesters expect to be covered for a wide range of mishaps, accidents, or even cases of poor judgment. Consequently a large number of applications are received annually, but very few are eligible.

When program resource levels are stable and programs are being utilized to their maximum, there is little incentive on the part of a government to invest a large amount of time or energy in additional promotion. However, focus group participants felt that poor promotion put potential program clients in smaller communities at a disadvantage when it came to accessing funds, and would like to see greater efforts made to promote and explain programs at the community level.

Most respondents agreed that HTOs and particularly HTO Boards should play a critical role of promoting programs and educating the public. Focus group participants felt that:

- HTO committees should be more active in informing the public about harvester support programs through public meetings, community radio broadcasts, and other presentations. It was noted that verbal and personal presentations are much more effective in an Inuit setting than written materials such as posters, fliers and pamphlets;
  - GN representatives should visit the smaller communities, provide community briefings on harvester related programs and services, and get feedback from the harvesters;
  - Employees and spokespersons providing program information should be bilingual; if a “one window” delivery agency is established, all staff should speak Inuktitut.
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### **NTI Program Promotion**

The NHSP utilizes formal advertising in local media and the HTOs to distribute information on its programs. The annual workshop for the HTOs provides another opportunity for NHSP staff to update HTOs on programs, and encourage them to let their communities know about them. A more aggressive and formal communications plan is currently being prepared for 2006, incorporating pamphlets, hand out cards, and other promotional items.

During the consultations leading to the establishment of a Nunavut Inuit Wildlife Secretariat, a number of communication issues between various Inuit partners in wildlife management and harvester support were identified. These have hopefully been addressed through the creation of the Secretariat, which is mandated to "...establish and maintain a strategy for strengthening communication between stakeholders in wildlife management, potentially including simplified reporting, wildlife website and newsletter, and information dissemination."

### **4.2.6. Access To Programs**

In an ideal delivery environment, all harvester support programs should be equally accessible to all eligible recipients. There are a number of practical and procedural constraints that have tended to limit that access in some cases.

- Literacy remains a barrier for some potential program users. Some people cannot fill out an application, or require assistance to do so. Generally such assistance is available from HTOs or Wildlife Officers, but illiteracy can limit access;
- As noted above, lack of information about programs can be a barrier in communities with dysfunctional HTOs or reduced access to media;
- Some programs will only accept one application per household. However, Nunavut households often include several active harvesters.

### **GN Programs**

Access by Nunavummiut to GN programs varies across the Territory, and is influenced by a number of factors.

Access to the DC program is comparable across Nunavut.

The COH was originally a Qikiqtani regional program; it was opened up to other communities across Nunavut four years ago. Access to this program from the Kitikmeot and Kivalliq remains minimal: some focus group participants were unaware that their communities were eligible for the program.

As noted above, the CHAP is being delivered according to program guidelines in all

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three regions, but in the Qikiqtani region, based on historical regional priorities identified by the QWB, the funding is directed primarily to outpost camps. Some respondents felt that this focus on supporting outpost camps in the Baffin limited the ability of the program to assist other harvesters not living in outpost camps. Others noted that providing this support was consistent with supporting a traditional lifestyle, and consistent with IQ. Used in this way, the funding supports a “household” or small “community”, rather than just one harvester.

An access issue was identified relating to Bathurst Inlet and Umingmaktok. These two camps have received funding to cover the entire costs of their fuel from various government sources over the years, most recently through the Department of Sustainable Development. They continue to be eligible for funding under DOE’s CHAP program, but only to the same extent as other outpost camps, a sum considerably less than they are used to receiving.

### **NTI Programs**

NTI identified no access difficulties relating to its programs beyond those caused by HTOs with insufficient capacity, as discussed above. Where lack of HTO capacity acted as a barrier to access for harvesters, NTI would seek alternative means of support, including working through Community Liaison Officers (CLOs). A detailed communications plan to identify programs and criteria to the communities would increase the level of applications for the newer programs being delivered.

NTI noted in particular its elimination of one important barrier through recognition of the importance of women in harvesting in the 2004 decision to create the “Women’s Role In Harvesting” and the “Traditional Knowledge Enhancement” initiatives.

Some focus group participants raised an interesting distinction. Some felt that limiting access to “harvesters” was unfair and discriminatory; program funds should be accessible to all beneficiaries. Most, however, recognized that the purpose of the NHSP is to support harvesters and promote harvest-related activities, and felt the distinction between “harvesters” and “beneficiaries” should be maintained.

Some focus group participants also felt that NHSP’s requirement that household income should not exceed \$75,000 has been an unfair barrier for some hunters, and in particularly those who are not working, but are living with working people. It was also noted that an income of \$75,000 represents different levels of income in different communities, and that that should be recognized when considering contributions.

### **4.2.7. Linkages**

No formal linkages for planning, consultation, policy development or program delivery relating to harvesting have been established between NTI and DOE. There is, however, a history of collaboration linking the two organizations. This manifests in various informal and ad hoc activities, including working together to assist a harvester who has lost important equipment, and cooperative information exchange to ensure assistance

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to harvesters is not duplicated. As noted above, staff in the Kivalliq have met with NTI and the Chair of the KWB to review applications to their respective programs (COH and CHAP) to ensure there are no duplicate applications for similar projects or requests for funding.

All parties interviewed value that collaboration, and emphasize that any future management, planning or governance structures relating to harvester support must maintain and strengthen existing linkages. One NTI informant emphasized the importance of not losing access to the expertise resident within the GN, including Wildlife officers and the senior staff. The Nunavut Inuit Wildlife Secretariat is seen by many as one possible forum where stakeholders, including both NTI and DOE, can build a relationship to support joint planning and policy development for harvester support.

### 4.3. Program Impacts and Success

#### 4.3.1. Program Impacts on Harvesters

##### ***GN Programs***

Most GN respondents felt that their programs do have a positive impact. There are discernible regional differences in the degree to which specific programs were meeting specific needs, but in general the programs appear to be having meaningful and positive impacts on harvesters and harvesting. From the harvesters' point of view, participants in the focus groups agreed that harvesters appreciate and benefit from these support programs.

A number of specific issues were identified by both program representatives and focus group participants in relation to program impact.

The **Community Harvester Assistance Program** is viewed as having a strong impact on harvesters, since its benefits go directly to the community level. The Program focuses on harvesters with less money, and provides financial support to them for activities on the land.

In the Kitikmeot and Kivalliq regions, for the most part program guidelines are closely followed, with assistance provided to individual harvesters to buy capital equipment or meet other requirements for harvesting.

In the Qikiqtani region, however, although CHAP guidelines are still followed, the program is essentially used to support outpost camps; thus most program funding flows to a relatively small group of people. Kitikmeot and Kivalliq funding, on the other hand, is accessible to a wider population of harvesters. At the same time, it is important to note that outpost camps do play an important role in providing Nunavummiut with the

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opportunity to live in a traditional way, thus helping to maintain and pass on knowledge and skills related to harvesting.

The small overall CHAP budget also limits the impact of the program.

The **Community Organized Hunts** program was seen as having a limited impact on harvesters, as only a few harvesters are hired to harvest the animals for the community. Its primary impact is on people in the community who cannot hunt, as is intended by the program.

The impact of the **Disaster Compensation** program is limited, given its relatively small size and its limited focus. It was conceived as a program with a narrow application to situations where capital equipment of harvesters was lost due to a natural disaster such as an avalanche. However, as noted above, many harvesters expect that the Program should be covering much broader circumstances where equipment is lost due to accidents, such as a snowmobile lost through the ice. It makes little difference to the harvester's future ability to harvest whether the equipment was lost in a storm or in an accident. The amount available under the program to cover equipment lost through a natural disaster is only \$4,500, a level of compensation that is far below the cost of most major capital equipment of harvesters. As a result, the impact of the program on harvesters is considered to be minimal. There is some public pressure to broaden the applicability of the program and increase the level of compensation provided.

### ***NTI Programs***

Representatives of NTI felt that the NHSP has a positive impact on harvesters, and is meeting the needs of harvesters outlined above, however there is no formal system in place to actually measure the impact of the program. Participants in the focus groups suggested that while the program may not be perfect, it has a real, significant and beneficial impact on harvesters in Nunavut. The program provides equipment to lower-income harvesters who might not otherwise be able to afford it, enabling them to hunt and carry out their traditional lifestyle. Generally, focus group participants wanted to see the program continue in its current form.

The **Capital Equipment Program**, which has the greatest impact on harvesters, is seen as an essential program that directly addresses the highest priority need of harvesters.

The **Small Equipment Program**, even with a much smaller budget, is seen as significant by extending the impact of the NHSP beyond the lower-income harvesters to the broader harvesting community in areas of real need, which impact directly on safety while harvesting.

The **Women's Role in Harvesting** program is seen as very significant in extending the impact of the NHSP beyond hunters who fulfill only one of the essential roles in a harvesting household, to food and skin processors, clothing-makers, trainers, etc. However, the Program was only recently implemented and has been significantly underutilized. The **Traditional Knowledge Enhancement** program is also seen as

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significant given the clear need for training and passing on of harvesting skills. This program was also recently implemented and has been significantly underutilized.

### **4.3.2. Program Impacts on the Harvesting Economy**

There has been no formal assessment to determine the overall impact of GN harvester support programs on the harvesting economy. Most informants in the Government of Nunavut think the impact of the programs is localized, with the exception of the support provided to RWOs and HTOs. Individual harvesters can be affected quite positively, but funding limitations tend to substantially reduce the potential positive impact these programs could have on the overall harvesting economy.

The NHSP Capital Equipment Program has a much larger budget than the various GN programs (not including WCB obligations which can vary year to year), and is geared towards assisting lower income harvesters, most of whom are engaged in subsistence harvesting. It seems clear that increasing the number of harvesters able to continue harvesting will have a positive impact on the broader harvesting economy. The amount of funding provided annually for other NHSP program elements is much smaller and their impact is more focused on specific target groups. Individual participants in these programs, either women participating in a sewing activity or an elder teaching youth traditional skills, do benefit significantly as individuals, and contribute to the harvesting economy by ensuring important harvesting-related skills and knowledge are preserved and enhanced.

Although further research will be required in order to assess the impact these programs have on the provision of food for Nunavut communities, it was clear to many informants that GN and NTI harvester support programs have contributed substantially and positively to the effective harvesting of country food that is critical in feeding Nunavummiut.

### **4.3.3. Program Success and Evaluation**

While program impacts may be observed through any apparent effects of a program on harvesters, determining actual program success in a meaningful way requires a more direct linkage back to the goals and objectives defined for the Program.

Both the GN and NTI harvester support programs have been formally evaluated once: NTI's in 1998, and GN's in 2000. Results and findings of those evaluations are summarized above. Beyond those two reviews, there is no indication that either GN or NTI are currently defining what outcomes their programs are seeking to achieve, defining measurable outputs programs should produce, or monitoring to determine what impact their programs are having (or not having).

The result is that program staff, politicians and beneficiaries cannot say with any assurance what the real impact of a large investment of public funds has been in the case of GN or of NHIST funds in the case of NHSP. Both NTI and GN officials

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acknowledge that program monitoring is limited to responding to specific complaints, and a review of the mandatory reporting specified in contribution agreements. No specific reports are made to stakeholders or the public at large; NTI provides program expenditure levels as part of its general annual report.

Both the GN and NTI maintain detailed records of program budgets and actual programs dollars spent. Thus, most of the information available for this study concerned budgets and actual program dollars disbursed. However, there was little information available from either GN or NTI on participation rates, numbers of applications received and approved, or other quantitative measures of program success in meeting program goals and objectives. This is not to say that programs were not and are not successful; given the information available to the reviewers, however, neither the government, NTI, nor the current evaluation team have the information necessary to provide a meaningful analysis of their success.

A similar situation was identified during the 2000 GN program review in terms of measuring program success. The report of the Program review concluded that:

- None of the programs covered by the review have explicitly stated objectives that would meet the test of measurability;
- The data that has been assembled are sufficient to benchmark current spending in program areas, but not sufficient to facilitate a current review of either program effectiveness or program efficiency.

These observations remain accurate today.

The 1998 evaluation of the NHSP suggested that it was essential for NHSP to develop a system for monitoring and evaluating its programs. It recommended:

- That the NHSP develop a simple tracking system that can be used to monitor use of and benefits from equipment contributed by the Program through mechanisms such as follow-up interviews by HTOs with program recipients after one year, including specific indicators such as harvesting activity, harvest, sharing of meat, and participation of other family members, as well as conduct by NHSP of an annual or biannual survey of program recipients to determine impact of the Program contribution.
- That NHSP develop a comprehensive database for entering information from the application forms for the purpose of analyzing impact of the Program on the target group.<sup>13</sup>

The proposed tracking and follow-up system has not been developed. A database was created but is not presently operational.

There are two levels of evaluation that should be in place.

1. Basic program utilization data should be recorded consistently from year to year

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<sup>13</sup> Qikiqtaaluk Corporation and Consilium. *Ibid.*

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for all the programs under discussion. For some programs this information was available; for others it is not being collected, or could not be consolidated for our review.

2. The second level of evaluation is often referred to as a results-based monitoring and accountability framework, or RMAF. This is a planning process that requires systematically identifying the goals, objectives and activities of a program and linking these with specific, measurable outputs and impacts. This enables funders, clients, program planners and delivery agencies to establish a clear, comprehensive evaluation strategy that identifies performance measures and indicators of success. These allow evaluators and other stakeholders to relate the results and impacts of the program back to the original program goals and objectives. Such a framework is essential for proper evaluation of program impacts and success.

## 4.4. Program Resources

### 4.4.1. Adequacy of Funding Levels

#### ***Government of Nunavut***

The budgets for most of the GN harvester programs were established many years ago, and continue to be determined annually on the basis of precedent and available resources, rather than on current information relating to client needs. Between 2001 and 2005, annual allocations to harvester support programs (excluding expenses for the MOU with WCB) totaled \$856,000 both at the start and end of the period, with only small variation in between these years (see Table 1, page 10 above).

Actual amounts disbursed for these programs (again with the exception of the costs of the MOU for WCB), varied slightly more, from \$790,850 in 2001-02 to \$830, 737 in 2004-05, with only minor variation between 2002 and 2005.

The MOU with WCB entails highly variable levels of expenditures from year to year. Expenditures in recent years have been:

2001/02	- \$748, 109
2002/03	- \$368, 532
2003/04	- \$90, 306 (credit)
2004/05	- \$561, 000
2005/06	- \$900,000

DOE overall financial support for harvesters in 2004-05 was \$1,391,737, or 9.4% of the department's overall budget. This is a significant expenditure for the department, but represents only 0.2% of the total Operations and Maintenance Expenditures of the

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Government of Nunavut.

Departmental respondents reported that demand on the programs is increasing, and that there are not enough funds available to meet the increased demand. Lapsed funds are not a significant issue, with the recent exception of the Community Organized Hunt Program, where the budget has been under-utilized for the past two years (mostly due to HTO capacity issues.).

Current funding for the **Community Harvester Assistance** Program cannot meet all applications for outpost camps support in the Qikiqtani region. In the past there was considerable flexibility in assessing applications for outpost camp funding; however, in the last year stricter application of program guidelines resulted in a reduction in the number of proposals being approved, making slightly larger amounts available to successful applicants.

As noted above, the funding for **Community Organized Hunt Program** currently appears to be adequate. Funds have been lapsed in the last two years, in some cases due to problem with delivery by an HTO.

The **Disaster Compensation Program** is intended to provide compensation to harvesters who suffer loss or damage from natural disasters, such as major storms or avalanches. The present program budget is sufficient for the applications that meet the program intent and guidelines. The most significant concern raised by eligible applicants is the current maximum limit of \$4,500 in compensation per occurrence, given the cost of harvesting equipment. A broader concern is that the program covers natural disasters only. It does not cover losses or damage that are due to accidents, human error, or other causes including high risk harvesting activities where a loss of equipment occurs frequently and can reasonably be expected. Many applicants who apply suffer losses due to these other causes, and they are therefore not eligible for compensation. Their expectation is that the program should compensate them for loss or damage due to any cause, and should, in essence operate like a free insurance program where compensation is provided but premiums don't have to be paid. Note that the WCB Harvesters program operates in this manner.

### ***Nunavut Hunter Support Program***

The current total budget for the NHSP is \$2,877,000. This has gradually increased from the \$2,000,000 budgeted for the Capital Equipment Program in 2001 following the introduction of the Small Equipment Program and the Women's Role in Harvesting and Traditional Knowledge Enhancement programs. All programs are funded from the Nunavut Hunters Income Support Trust, and are therefore not related to the Operations and Maintenance budget of NTI.

The funding level for the Capital Equipment Program has remained consistent since 2001, with the majority of NHSP funds, approximately \$2 million, going to the CEP. The other NHSP programs receive between \$177,000 and \$250,000 annually. As was the case with GN funding, funding levels are determined annually on the basis of precedent

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and available resources.

According to NHSP representatives, there is unquestionably more demand on the **Capital Equipment Program** than funds available. Measures of this are hard to obtain, since not all HTOs provide detailed reporting. NTI personnel estimate that in order to fully meet the needs of hunters for large equipment, the funding levels for CEP would have to triple; however, the lack of a formal system of evaluation limits NTI's ability to determine the real extent of the gap between needs and available resources. Even at the current level of utilization of funds, however, the Program will run out of resources by 2010-11.

The **Small Equipment Program** is also experiencing very high demand, and ran over budget in 2004 and 2005. Neither the **Traditional Knowledge Enhancement** nor the **Women's Role in Harvesting** programs are currently using their full budget, perhaps because of the recent establishment of the programs and the need for more intensive promotion.

### ***Operating and Maintenance Costs***

A number of focus groups participants suggested that, after major capital equipment costs, operating costs for gas and spare parts are the most important barrier to harvesters. Fuel and maintenance expenses have increased considerably over the past decade, and show no sign of levelling off. Fuels costs are expected to rise sharply as the current supply of oil and gas purchased earlier in the year begins to be replaced with higher cost fuel. Rising costs will affect all harvesters; those requiring support the most will continue to be the most negatively impacted. Warranty service is not readily available in all communities and this leads to further maintenance problems and increased costs.

While programs such as the Community Organized Hunt Program, CHAP and NTI's Community Harvest Program do allow for fuel purchase, there is program dedicated to providing financial assistance for gas and other items related to the operation and maintenance of capital equipment. The original NHSP program included funds for the purchase of gas. However, this element of the program was removed because of the overall cost at the time and the excessive administrative burden management of this program placed on HTOs. Reviews of this area since by NHSP have determined that the costs of providing assistance in this area are well beyond the resources of the program due to administrative barriers

It is beyond the scope of this study to quantify the projected impact of rising gas and oil prices on harvesters: the critical importance of this gap, however, should be noted by GN and NTI program planners.

#### **4.4.2. Administrative versus Program Costs**

It was noted previously that the cost of administering NTI's NHSP is approximately \$500,000 out of an overall budget of just under \$3,500,000. This represents

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approximately 15% of total program funds, which is reasonable by national program delivery standards; it is, for example, identical to the administrative cost associated with delivery of the Kativik-administered program in Nunavik.

It was not possible to obtain information on the administration costs associated with GN harvester support programs; this breakout is not provided in the reports on program budgeted and actual expenditures. The GN programs are administered by DOE program officers or other personnel who also provide other services within the department; salary and overhead costs cannot be attributed reliably to any one specific program. Although there are clearly administration costs associated with delivery of the harvester support programs, there are no dedicated staff members and resource needs would not change significantly should the department cease delivery of harvester support programming.

#### 4.4.3. Program Sustainability

The 1998 program evaluation of NHSP, the 2000 program review of GN harvester programs, and focus groups and interviews carried out for current review all confirm that the harvester support programs of NTI and DOE must continue, and should be viewed as long-term, essential investments in the land-based economy of Nunavut. The programs provide essential support to harvesters and harvesting households; without them, many harvesting households could not effectively continue their activities.

In 1996, it was estimated that country food from wildlife harvesting contributed \$15,000 to \$17,000 in income to harvesting households in the Arctic in food consumed by the household and in cash. In 2002 the Conference Board of Canada estimated that up to 79% of Nunavut Inuit males are involved directly in harvesting, and that the overall replacement value of country food in Nunavut, if households had to purchase replacement food at the store, was between \$30 and \$50 million<sup>14</sup>. Wildlife harvesting is an essential element in GN strategies promoting healthy, nutritional diets and food security for Nunavummiut. The programs also support programs and strategies of the Department of Economic Development and Transportation for the commercial development of wildlife resources, many of which depend on harvesters who already own the necessary harvesting equipment. Most parties interviewed agree that the funding for the harvester support programs must continue and increase.

In terms of the harvester support programs of the Government of Nunavut, many people feel that there is a need to increase funding for Community Harvester Assistance Program, including funding for Outpost Camps, HTOs, and Disaster Compensation. As noted above, the present program budgets combined represent 0.2% of the overall GN budget.

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<sup>14</sup> Quoted in Myers, Heather, F. Berkes, H. Fast, M. Kislalioglu-Berkes. May 2005. *Feeding the Family in Times of Change: Contaminants and Development Options* (Northern Research Forum, Oulu)

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In terms of the NHSP, results from the focus groups indicate that harvesters have high expectations for the continuation and expansion of capital equipment programs. NHSP's CEP is perceived as the central element of harvester support, and viewed by many beneficiaries as a virtual entitlement. However, the Program consumes \$2 million per year, more than the amount originally projected as a sustainable level of expenditure from the NHIST, while the other NHSP programs currently disburse about \$500,000.

It is estimated that the NHIST may run out of funding by 2010-2011. At the same time, current estimates of the actual demand for capital equipment support suggest that the budget of the CEP could easily be tripled, and that additional program development and expenditures are required for the newer NHSP programs. NTI needs to investigate options for re-capitalizing the NHIST or consider cutting programs in order to preserve the Trust. Given the substantial and positive impact the NHSP has had on harvesters, it is likely in the best interests of both NTI and GN to promote a long-term and sustainable NHSP. The political question needs to be asked and answered "What is the future direction for Harvest Support in Nunavut?"

## **4.5. Summary of Issues from Consultations**

### ***Program Relevance***

#### ***Relevance to Needs***

1. There is a need to ensure that harvester support programs continue to identify and address real harvester needs in the future.
2. There is a need to improve collection, maintenance and use of program utilization records by both program delivery agencies (GN and NTI).
3. Under-utilization of NTI Community Boat O&M Program must be examined.
4. GN has recently experienced an increase in applications for Outpost Camp funding.
5. There is a lack of clarity at GN policy level in relation to support for Outpost Camps.

#### ***Trends***

6. There is a need to respond to trends shaping the harvesters' program environment, including rising costs of harvesting, changes in harvesting equipment (snowmobiles, boats, etc.) technology, and decline in number of harvesters.

#### ***Responding to the Changing Environment***

7. There is no formal, periodic process in GN and NTI for revisiting program priorities and responding to changing environment for harvester programs, including
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changes in external programming.

### ***Flexibility***

8. Some uses of program funds do not reflect program guidelines, which causes confusion and frustration among the public.

### ***Relevance to the Mandate of the Delivery Agency***

9. NHSP is viewed by many as an entitlement for all beneficiaries under the claim, when it is in fact a discretionary program launched with GNWT and NTI contributions.
10. GN needs to consider what department is the appropriate vehicle to provide harvester support programs: while acknowledging the critical cultural and economic importance of harvester support programs, these programs have residual economic development goals from the previous DSD, and may be in conflict with DOE's primary mandate.
11. Programs do not distinguish between commercial and subsistence harvesters.

### ***Duplication***

12. There is duplication between some of the elements of GN's CHAP and NTI's SEP and CEP, and also between GN's COH and NTI's CHP.
13. NTI has also used its programs to assist harvesters who have suffered a large equipment loss, sometimes in cooperation with the GN's Disaster Compensation, but these arrangements are informal and ad-hoc.
14. Duplication of administrative systems, infrastructure, reporting requirements, and other harvester program elements between GN and NTI possibly reduce the level of resources actually available to stakeholders.
15. No formal structure is in place through which program and policy personnel from the GN and NTI can collaborate to harmonize the objectives of their respective harvester support programs.

### ***Gaps***

16. Expectations and demands on HTOs are growing, but existing programs and resources are inadequate to ensure that HTOs develop the capacity required to discharge their full range of responsibilities.
  17. There is an absence of training programs to enable youth to acquire the critical land skills they require for harvesting.
  18. There is an absence of training programs for experienced harvesters.
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19. There is a lack of resources to provide program support for operations and maintenance costs (gas, equipment parts, etc.).
20. There is a demand for a general insurance-type program to cover equipment loss and damage not due to unavoidable natural disasters.

## ***Program Organization, Management and Delivery***

### ***Stakeholder Input***

21. There is no formal, regular consultation process that permits GN to consult with harvesters concerning their needs in relation to programming.

### ***Capacity***

22. Some communities are unable to access their share of harvester support programs because of lack of capacity in the local HTO, which also places additional burden on GN, NTI and NWMB personnel.

### ***Consistent Application of Program Guidelines***

23. Utilization of the CHAP primarily for the support of Outpost Camps in Qikiqtani and, in the past, for the support of the commercial caribou harvest in Kivalliq, results in uneven distribution of the benefits of the program for Nunavut harvesters.

### ***Delivery***

24. Wildlife Officers' reports on incidents relating to compensation claims may invalidate the statement or claim of a local harvester, which can be difficult in the context of relationships within the communities.
25. Focus groups, NTI and GN personnel all suggest investigation and development of a one-window approach to planning and implementation of harvester programming.
26. Some HTOs feel that NTI exercises too much control over program funding, and want to see greater discretion by HTOs and communities in the use of program funds.

### ***Communications and Promotion***

27. Community awareness and understanding of harvester support programs is low, especially in the case of the GN's Disaster Compensation Program.
  28. Poor promotion puts potential program clients in some communities at a disadvantage when it comes to accessing funds.
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29. HTO committees should be more active in informing the public about harvester support programs.

### **Access**

30. Literacy acts as a barrier in some cases to access by harvesters to programs directed at them.
31. Lack of information about eligibility for programs such as the GN COH limits access in Kitikmeot and Kivalliq regions.
32. Bathurst Inlet and Umingmaktok are able to access CHAP funding for Outpost Camps, but not at the level they were accustomed to in the past when the camps were larger and classified as disorganized communities by CG&T and were being funded under other programs.
33. Some HTOs encountered difficulties in managing funds from GN programs in previous years, and were thus ineligible to apply for new funding until these previous issues were addressed.

### **Linkages**

34. No formal linkages are in place between NTI and DOE for harvester program planning, consultation, policy development or program delivery.

## ***Program Impacts and Success***

### ***Program Evaluation***

35. The lack of systems within NHSP and GN for gathering and recording program data consistently from year to year limits the capacity for effective management, planning, monitoring or reporting.
36. Neither GN nor NTI are currently establishing specific objectives or outcomes for their programs, defining measurable outputs the programs should produce, or monitoring to determine program impact.

## ***Program Resources***

### ***Program Resources***

37. There is a need to continue funding and delivery of GN harvester programs on a long-term basis.
38. There is a need to ensure long-term sustainability of NHSP, and particularly CEP
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and SEP, in light of high levels of harvester need that exceed current funding levels for the programs.

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## 5. ADDRESSING THE ISSUES: STRATEGIES AND RECOMMENDATIONS

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### 5.1. Introduction

In this section of the report, specific strategies and recommendations have been developed to address the issues identified and discussed in the previous section.

This report is the product of a consultation-based review, with no additional primary program evaluation research. This methodological limitation means that some of the following recommendations may be conditional on further investigation and data gathering.

Within these limits, the strategies and recommendations provided are designed to assist both DOE and NTI to improve the current array of harvester support programs for the benefit of all harvesters and the land-based economy in Nunavut.

### 5.2. Program Relevance

#### 5.2.1. Mandate

##### Department of Environment

The Government of Nunavut is committed under the principles and goals of *Pinasuaqtavut*, and more specifically under the Nunavut Economic Development Strategy and Nunavut Land Claims Agreement, to the continuation, support and development of wildlife harvesting as an essential component of the mixed subsistence and wage-based economy of Nunavut. As part of this commitment, the Government of Nunavut has confirmed its resourcing of harvester support programs within the framework of its overall support to the land-based economy. Without the continuation of these programs, many harvesters would simply not be able to continue harvesting activities at their current level.

The current delivery agency for harvester support programs within the GN is DOE. The Department was created following the division of the former Department of Sustainable Development into Environment and Economic Development components. One of the primary mandates of DOE is wildlife conservation and management. As discussed above, the management of the harvester programs is not clearly related to the mandate of the department; CHAP and COH may, in fact, conflict with the department's overall

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mandate vis-à-vis the management of wildlife.

While it is possible to transfer management of the harvester programs to other GN departments – for example, COH to Department of Health and Social Services, or CHAP to Department of Economic Development and Transportation – it is recommended that the Department transfer direct administration and delivery of harvester support programs to a one-window administration and delivery agency.

It is essential, however, that the GN remain directly involved at the policy and planning level with a one-window agency. GN experience, commitment and expertise are valued by all stakeholders; the wildlife officers in particular are an important resource for harvesters, and serve as a key link between harvesters and other areas of the GN. It is also important that support for harvesting activities remains a key element of GN's overall mandate.

Within the GN, the policy role of DOE in relation to harvester support programs should be exercised in conjunction with other departments such as Economic Development and Transportation, Education, Health and Social Services, and Culture Language Elders and Youth on an inter-departmental committee mandated to oversee government policy in relation to development of the land-based economy of Nunavut.

### **Nunavut Harvester Support Program**

The mandate of NTI is “Inuit Economic, Social and Cultural Well-Being through the Implementation of the Nunavut Land Claims Agreement”. The NHSP, as a key support for Inuit wildlife harvesting in Nunavut, fits within this overall mandate. At the same time, the main organizational focus for NTI is implementation of the NLCA. Management of the program by NTI was taken on for historical reasons since they were one of the original co-funders with the GNWT of the Nunavut Hunters Income Support Trust. Originally the program was managed as a stand alone department and then by NTI's Wildlife Department, but as the result of a recent evaluation of the Wildlife Department, the Department now focuses more directly on wildlife management and the Program is managed as a separate NHSP department within NTI.

The management of the Program within NTI has led to some confusion on the part of beneficiaries, who feel that all beneficiaries of the NLCA should automatically be eligible for the Program. In fact the NHSP is a discretionary program originally launched with contributions from NTI and the GNWT, not as a component of or with funding from the land claim. This must be clarified to beneficiaries.

It has been suggested that the GN could transfer delivery of its harvester support programs to NTI. While augmenting NTI's role as a program delivery agency is an option, it is recommended in this report that the preferred strategy would be transfer to a one-window management and delivery agency under the Nunavut Inuit Wildlife Secretariat, once NIWS has achieved the capacity and stability to take on that role.

At the same time, it is essential that NTI remain involved at the policy and planning level with the harvester support programs, as well as for accountability for the use of funds from the NHIST in support of these programs.

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*Recommendations:*

1. That the Government of Nunavut maintain its commitment to the strengthening and development of the land-based economy in Nunavut through continued support and allocation of resources to the harvester support programs currently managed and delivered by DOE.
2. That DOE, as part of the re-profiling exercise recommended below, investigate the transfer of harvester support programs to a new one-window administration and delivery structure.
3. That any new governance structure for harvester programs ensure there is ongoing commitment and participation of the Government of Nunavut as both funders and active partners in planning, goal setting, evaluation and accountability for harvester support programs.
4. That NTI maintain its commitment to the ongoing support and development of the land-based harvesting economy through the funding and operation of the NHSP.
5. That, as part of an overall communication strategy to promote its wildlife and harvesting programs, NTI clarify the origin and nature of the NHSP as a discretionary program rather than as an entitlement for all beneficiaries under the claim.
6. That NTI investigate the delivery of the NHSP within a new joint governance structure for administration and delivery of the harvester support programs of NTI and the GN.

### **5.2.2. Relevance to Needs**

It is clear from the 1998 and 2000 program reviews, and from the consultations and interviews carried out as part of the current review, that the harvester programs of both NTI and DOE continue to address real needs of harvesters. The consultations indicate that the needs have not changed significantly, although the context within which harvesting is conducted and the actual costs of harvesting equipment have changed dramatically.

Both NTI and the GN lack a formal, periodic process for revisiting program priorities, and for responding to trends and the changing context of harvester support programs. It is essential that both NTI and the GN establish mechanisms for the ongoing, periodic review of programs priorities, guidelines and policies and procedures in relation to

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harvester needs, to ensure that their harvester programs continue to address real needs and priorities of harvesters in the future.

The ongoing review of programs by both agencies must include direct consultation with harvesters to obtain up-to-date assessments of need as a basis for setting current program priorities. NTI's corporate structure, and the community-based priority setting exercises conducted annually by HTOs, help ensure a degree of community input. GN's main sources of information on client needs are ad hoc feedback from Wildlife Officers and complaints from disgruntled clients; a more formal and comprehensive strategy for gathering information on harvesters needs is required.

These measures should be combined with development of a client-oriented service approach to program delivery among both NTI and GN program staff. There is a real need for front-line officers to interact more with harvesters as their client group.

*Recommendations:*

7. That the GN carry out as soon as possible a re-profiling exercise for the harvester support programs, initially reviewing policy goals, and then reviewing for each program the program goals, policies, procedures, funding levels, etc., in order to align the latter with broader policy goals, either:
    - As an internal re-profiling exercise conducted by GN; or preferably;
    - As collaborative planning exercise between GN and NTI, leading towards integration of the programs under a one-window administration and delivery framework.
  8. That NTI and the GN conduct an annual environmental scan to validate existing program goals, structures and resourcing, to realign these as and when required.
  9. That NTI and GN identify opportunities and develop a process for formal, periodic community and harvester consultation, needs assessment, and priority setting, by:
    - Formalizing the Nunavut wide harvester symposia and holding them every two years;
    - Working with the NIWS and HTOs to establish a standing forum in which harvesters' organizations can review and provide feedback on relevant support programs and priorities, ideally in the context of the proposed two-tier single window system;
    - Actively and regularly soliciting feedback from funding recipients (individual and corporate) on their experience, and on the impact of the funding received;
    - Engaging NIWS and HTOs in the development of outcome measurements under the proposed results-based management and accountability
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framework.

10. That NTI and the GN establish a program planning and budgeting mechanism to periodically review linkages between GN and NTI priorities for harvesting support and resource allocation to specific areas, and revise if required in light of changing costs and available resources. This should be done either in the context of the GN's and NTI's current programs, or preferably as part of the development of a one-window administration and delivery system.
11. That both NTI and the GN develop a more client-centred orientation for harvester programs by:
  - Fostering a "service" approach to program delivery among both NTI and GN staff, in which program personnel view and use their clients as resources to constantly improve the programs;
  - Utilizing reorganization of program design and delivery structures as an opportunity to review all elements of the client interface (program documentation, response to inquiries, program delivery standards, general user satisfaction, etc.);
  - Providing training in client service to front-line program staff.

### **5.2.3. Program Priorities**

Under the terms of reference for this review, recommendations on program priorities are to be provided within the context of current fiscal realities. The recommendations below on program priorities provided are based on the analysis of needs carried out in the current review through focus groups and interviews, and in the preceding reviews conducted by NTI and the GN in 1998 and 2000 respectively and their relationship to current programming.

It is important to note, however, that these recommendations are limited by the specific information records available on current programming. Both NTI and the GN do an excellent job of monitoring and reporting on monies budgeted and spent under their respective harvester support programs. At the same time, essential data on program utilization by clients and data that should be used to assess impacts of programs on harvesters is not collected, and therefore not available. It is therefore not possible to assess and make recommendations on program priorities based on their actual effectiveness in meeting the needs of harvesters, but only on the basis of how the needs of harvesters are prioritized, and how the specific program policies and objectives correspond to the priority needs of harvesters.

There is significant overlap between some of the NTI and GN programs. This is true in the case of the GN's CHAP and NTI's CEP and SEP, and between GN's COH and NTI's CHP. There is also some overlap between the GN's DC program and NTI funding of claims for disaster compensation, as a result of a pilot program under the NHSP to address claims of harvesters for disaster compensation; there are plans underway to

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develop the pilot program into a more formal program. These are more cases of overlap rather than duplication, since the demand for these programs generally outstrips available resources, except in the case of GN's COH and NTI's CHP. The harvester support programs of the two agencies would benefit from greater coordination and even more from potential integration if the concept of a single, one-window administration and delivery agency is pursued.

As greater harmonization or integration of programs is achieved, the CHAP program will benefit by clarification of its guidelines in relation to Outpost Camp support; this will enable adaptation of its guidelines to focus on support for the household rather than individual harvesters, and on equity contributions from applicants. Both of these latter changes are based on the example of programs in other jurisdictions, and will align program criteria more closely with NTI's CEP.

A key gap in programming is the training of youth in critical land skills, principles of sustainable harvesting, and new harvesting approaches and technologies. Training should also be available for experienced harvesters in areas such as safety and new technologies. Training for all harvesters in equipment maintenance in relation to the retention of warranties may assist harvesters with the costs of replacing parts and equipment.

Another main gap in current programs identified in the consultations is support for fuel and parts for the operation of major harvesting equipment. Previous reviews by NHSP have determined this to be beyond the financial capacity of the Program and local capacities for program administration and delivery. There was little current information available on this area for the current review; however, given recent dramatic increases in the price of gas and oil, further investigation of this area should be carried out by GN and NTI within the context of future one-window program delivery.

Another gap appears to be the desire for a program for equipment loss. Many harvesters believe that a program should exist that compensates them for lost or damaged equipment in general, rather than the current Disaster Compensation program which only covers losses due to unavoidable natural disasters.

### *Recommendations:*

12. That financial support for the purchase of capital equipment by harvesting households be recognized as the highest priority need of Nunavut harvesters, that the CEP and SEP of NTI and the CHAP of the GN continue to be offered and to address the needs of harvesters for capital equipment, and that:
    - The GN consider realigning the criteria for CHAP to provide assistance to households rather than to individual harvesters;
    - The GN consider requiring an equity contribution from harvesters receiving support from the CHAP;
    - NTI and the GN collaborate on greater harmonization and potential integration of their programs for purchase of capital equipment for
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harvesters.

13. That DOE review the allocation of funds within CHAP to Outpost Camps, clarify its policy position and program needs regarding support for Outpost Camps through consultations with clients and stakeholder departments such as ED&T, CLEY and Education, and develop appropriate policy guidelines and an Outpost Camps Strategy based on the resulting policy and strategic goals for Outpost Camps.
  14. That, given the need and strong support from both stakeholder agencies and the harvester client group, the GN continue to provide ongoing financial resources for the operation of HTOs and RWOs with clear expectations and contribution agreements.
  15. That, given the need and the strong support from both stakeholder agencies and the harvester client group, the Memorandum of Understanding with the WCB be continued as a mechanism for provide Workers Compensation Benefits to harvesters.
  16. That the Disaster Compensation Program of the GN be continued as an essential program and that:
    - The maximum level for individual claims be increased significantly, based on an assessment of current costs for replacement of capital equipment;
    - All events reasonably classified as natural disasters be included, but the Program not cover claims for events other than those classified as natural disasters, with the broader need to be addressed through capital equipment programs (CEP, CHAP);
    - No equity contribution be required for disaster compensation, as the original capital equipment may have been purchased by the harvester or through a program that already requires an equity contribution;
    - No distinction be made between subsistence and commercial harvesters for the purposes of the Program, as these are not distinct groups in a mixed subsistence-wage based economy, but rather that eligibility be based on the percent of activities spent on harvesting, as is done now for the GN WCB and NHSP CEP programs.
    - NTI and GN collaborate on greater harmonization and potential integration of the DC program with NTI's pilot program for disaster compensation.
  17. That NTI and the GN further investigate the possibility of providing a program for harvesters equipment loss.
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18. That, given the low levels of utilization of the WRH program of NTI, NTI conduct a review of the Program to determine whether this is a result of beneficiary lack of familiarity with the Program and lack of promotion, or if the Program policies and guidelines need to be adjusted to better address the needs of processors and participants other than hunters in harvesting households.
  19. That the GN's COH program policies and guidelines be reviewed and refocused in consultation with the affected communities in the Qikiqtani region, and that, given the lack of uptake of COH funds by other communities and regions and the lack of utilization of NTI's Community Harvests Program, NTI and GN determine through collaborative consultation with affected communities and HTOs whether there is a legitimate need for community harvest support; if so, that they work with affected communities and HTOs to develop alternate approaches for addressing the need; or if not, that they reallocate the funds to other priorities.
  20. That, recognizing the lack of client utilization of funds from NTI's Boat O&M Program, NTI determine through collaborative consultation with affected communities and HTOs whether there is a legitimate need for boat maintenance support; if so, that they work with affected communities and HTOs to develop alternate, coordinated approach to addressing the need, possibly incorporating economic development, job creation or training funds, or if not, that they reallocate funds to other priorities.
  21. That NTI and GN identify as a priority the training of youth to assist them in acquiring critical land skills required for harvesting, and that NTI and GN collaborate with Arctic College in seeking resources from IIBAs, external foundation, corporations, and other potential funders as well as in the development and delivery of harvesting training programs for youth.
  22. That NTI and GN identify as a priority the training of experienced harvesters in various aspects of harvesting, including equipment maintenance and safety, and that NTI take the lead in promoting the TKE program and in organizing workshops for experienced harvesters funded by NITC from land claim implementation funds as part of the implementation of Article 5 of the NLCA.
  23. That NTI and GN further investigate the needs of harvesters in relation to the provision of financial assistance for operation and maintenance, including fuel, of major harvesting equipment by;
    - Preparing an analysis of need based on a representative sampling of operating and maintenance records, HTO reports and funding requests received;
    - Preparing a long term projection of funding requirements based on anticipated operation and maintenance needs;
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- Examining current program funding allocations, ideally in the context of the program integration exercise, and determining the feasibility of re-profiling funds to address these needs.

24. That NTI and GN develop a formal structure for collaboration and harmonization of the objectives of their respective harvester support programs, preferably through development of an integrated, one-window program administration and delivery agency.

### **5.3. Program Organization, Management and Delivery**

#### **5.3.1. Program Governance, Administration and Delivery**

The NHSP, which was formerly managed by the Wildlife Department of NTI, is now managed by a separate NHSP department within NTI. Overall governance of the Program is by the NTI Board of Directors. The GN harvester support programs are managed by DOE, which was split off from the former Department of Sustainable Development. Both agencies deliver harvester support programs to the same clientele, and there is considerable overlap between programs of the two agencies. However, there are no formal structures or mechanisms in place for fostering ongoing collaboration between the two program agencies, or for coordinating program planning, policies, delivery or monitoring. Collaboration does occur, but generally on an ad hoc basis when major issues arise, rather than on the day-to-day or year-to-year operation and delivery of the programs.

Given the perceived conflict of the role of DOE in operating support programs with their primary mandate of wildlife management, it was recommended above that delivery of the GN harvester support programs be transferred to another GN department or agency. Given the common clientele, overlap in programming and the need for harmonization between the GN harvester programs and those of NTI, it is recommended that a one-window delivery mechanism for the programs of both agencies be pursued.

The one-window delivery mechanism would operate at two tiers, or levels. One tier would involve program administration, so that there would be a single agency administering the current programs of NTI and Environment. It is suggested that this one-window administration agency would be NTI or NIWS. The second tier would be program delivery at the community level. This preferred community delivery agency is the HTO. HTOs are already the delivery agency in the communities for the NHSP.

NTI/NHSP is an experienced program delivery organization with established internal systems for financial, human resources and program management. However, its core mandate is implementation of the NLCA, not program delivery or coordination.

In discussions leading up to the establishment of the NIWS, it was suggested NIWS

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might evolve sufficient capacity to act as a program delivery agency. Its current structure provides direct organizational linkages to the HTOs and RWOs; its governance structure could certainly accommodate the creation of an advisory body if required, incorporating NTI and GN input, with specific responsibilities in relation to the governance of these programs and oversight of the funding flow.

Utilizing NIWS as the one-window administration agency may therefore be the preferred option. It must be recognized, however, that NIWS is a new organization with new staff, and is currently engaged in clarifying its own mandate, powers, functions, and structure. Any consideration of an expanded role for NIWS will require:

- Extensive discussion and consultation with NIWS members and stakeholders;
- Full agreement from all stakeholders on an expansion of the NIWS mandate, based a complete and detailed description of GN and NTI responsibilities and expectations;
- Analysis of the resourcing requirements associated with the transfer of responsibility (including transitional planning and development and ongoing administrative, human resources, training, legal, governance, facility and other resource requirements); and,
- Identification and commitment of resources adequate to meet identified needs.

At the community level, the appropriate delivery agency under a two-tier, one-window structure is the HTO. As noted previously, however, many HTOs are currently experiencing serious issues related to capacity level. Any additional responsibility will require the same level of in-depth analysis and planning recommended for the NIWS, supported by a strong commitment to training and transitional support. Unless adequate time and resources are allowed for the development of this two-tier, one window infrastructure, the model will fail. As the experience of Nunavik shows, however, the rewards in terms of community empowerment and capacity building can be significant.

Throughout the transition, and on an ongoing basis, it will be essential to keep Wildlife Officers involved; they are an important resource for harvesters, and serve as a key link between harvesters and other areas of DOE. It should be possible for Wildlife Officers to continue in an advisory role to HTOs for program delivery, with reduced direct responsibility for program delivery at the community level as HTO capacity evolves. Utilizing the Community Liaison Officers, who already participate in the delivery of TKE and WRH Programs, as an additional resource to assist with program delivery could also relieve some of the burden on HTOs, and result in more effective overall delivery of harvester programs at the community level.

Participation by DOE in an interdepartmental committee focused on the land-based economy, comprised of representatives of Environment, Economic Development and Transportation, Education (including Income Support), and CLEY, would provide an effective forum for policy discussions that may impact on the harvester support programs.

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*Recommendations:*

25. That the GN and NTI develop a new governance structure for harvester support programs through establishment of an integrated, two-tiered, one-window agency for administration and delivery of harvester support programs, by:
- Investigating options for the establishment of an integrated one-window administration agency, through establishment of a mechanism such as a joint oversight committee for NTI, Environment, and other stakeholders, to ensure ongoing participation of GN in program goal setting, and accountability for NTI and GN monies transferred to support programming;
  - Developing a Memorandum of Understanding to address the issues of participation in a two-tiered, one-window program administration and delivery agency, which would address authority and roles, joint structures, policy development processes, and accountability;
  - Pursuing opportunities under the one-window agency for harmonization and integration of current programming;
26. That the GN and NTI develop and implement plans in cooperation with the one-window administration agency for training and support for HTOs to ensure that they have the required capacity to act as the primary delivery agency at the community level in a one-window delivery mechanism for harvester support programs, by:
- Establishing a collaborative strategic planning initiative, involving NTI, GN, NIWS, NITC, NWMB, and Arctic College, to assess HTO training needs and to develop an integrated, long-term HTO training program;
  - Ensuring that Wildlife Officers of DOE act in the role of advisors to the HTOs in the delivery of harvesting support programs;
  - Investigating the possible role of Community Liaison Officers (CLOs) in providing administrative or program functions at the community level for harvester programming in co-operation with HTOs.

### **5.3.2. Communications and Program Access**

The NHSP has put considerable effort into their communication with the HTOs as local administrators of the Program, including program promotion and development of a detailed manual laying out program procedures and program forms required. The proposed communications initiative scheduled for 2006 should address the erroneous perception that access to the NHSP is a right under the land claim, rather than a discretionary program administered by NTI.

The GN inherited their harvester support programs from the GNWT, and, little has been done in communications and promotion of the programs to the client base of harvesters.

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Very little promotional material is available on the GN programs, and harvesters often hear about programs only by word of mouth.

A communications and promotional strategy for harvester support programs should be undertaken jointly by GN and NTI, initially as a joint exercise, and later through the one-window agency once this is established. Elements of this strategy should include:

- Involvement of HTO Boards in the communities in the dissemination of information to harvesters;
- Use of standing, Inuktitut/Inuinnaqtun/English promos distributed to community radio stations;
- Annual publication and circulation of program guidelines, criteria, funding levels, application and review procedures, and key deadlines;
- Online program and application information and forms;
- Current, attractive, translated program and application information available in all communities through HTOs, Wildlife Officers and CLOs.

Lack of communications and promotion has a direct effect on access. It was pointed out during the consultations for this review that lack of promotion limits access by some communities, who lack the networks and contacts to obtain information.

A second factor affecting access is literacy. It is essential that all forms and program information be available in Inuktitut and Inuinnaqtun, and that there be complementary information provided verbally by the HTO committees.

There are also specific issues related to access to specific harvester programs. In the consultations, the lack of access by Bathurst Inlet and Umingmaktok to enough funding under the CHAP program was raised. This is primarily a program issue, and the program personnel need to review the needs of these communities in relation to the program guidelines and budget.

#### *Recommendations:*

27. That, in the short term, DOE develop a community information strategy on the nature and limitations of the DC.
  28. That, in the longer term, the GN and NTI develop a joint, comprehensive promotional and communication strategy as part of the integration of programs under a one-window agency, incorporating printed material and brochures, community media, meetings and in-person presentations, and that:
    - The promotional and communication strategy identify “small communities” as a specific audience for key messages and incorporate a “Small Communities” sub-strategy under the overall communications strategy, emphasizing verbal, personal presentations and use of community radio;
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- Promotional and communication strategies utilize HTO committees as spokespersons in communicating information on harvester support to coincide with any reorientation of programs, and that all program promotional materials and forms for potential applicants be available in both Inuktitut and English.

## 5.4. Program Impacts and Success

Both DOE and NHSP maintain detailed and comprehensive records of program expenditures to account for the monies budgeted and spent on the harvester support programs. However, other forms of information on program activity are not easily available.

In the last program evaluation of the NHSP conducted in 1998, it was recommended that NTI gather specific types of information that would allow them to assess utilization and participation in the Program, and to carry out assessment and impacts of the Program on beneficiaries. Following this recommendation, a database information system was set up; at this time it is not operational.

The GN does not collect information on number of applications received, applications approved or rejected, amounts or types of contributions approved, etc. Much of this information cannot be retrieved even from raw data, since many of the applications (e.g., applications for the DC program) are filtered out by Wildlife Officers at the community level, and are therefore not documented within the program files.

The 2000 program review also noted that none of the GN programs covered by the review have explicitly stated objectives that would meet the test of measurability, and that data available was not sufficient to undertake a review of program effectiveness.

In order for the GN and NTI to document and understand the effectiveness and judge the success of their programs, standard program information must be recorded on an ongoing basis. A standardized dataset of information must be collected for all programs in order to allow comparison between the various programs, and comparison between delivery-years of the same program.

It is also essential to identify goals and objectives for each program, and define the outcomes and impacts that programs are expected to achieve for harvesters. This will allow for a monitoring process to be established that includes specific indicators linked to program goals and objectives, and allow funders, delivery agencies, clients and other stakeholders to determine to what extent the program goals and objectives are being achieved. This framework of goals and objectives, expected outcomes and impacts, and identified indicators for monitoring and evaluation is known as a Results Based Management and Accountability Framework. This type of framework, even a relatively simple one, is essential if program administrators and clients are to understand in more than a superficial way the actual benefits of the programs achieved for harvesters.

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*Recommendations:*

29. That the GN and NTI agree on a basic set of program data and a consistent set of program utilization data to be collected and recorded, including the collection and compilation of multiyear data on at least:
- The number of applications received;
  - Total amount of funding requested;
  - Number and percentage of applications granted and refused;
  - Reasons for declined applications;
  - Percentage of grant/contribution budget utilized.
  - That NTI and GN establish a results-based monitoring and accountability framework, which involves systematically identifying goals, objectives and activities for a program, as well as program resources, outputs and impacts, and setting out an evaluation strategy with performance measures and indicators of program impact and success.
30. That as part of monitoring and accountability framework, NTI and GN establish a joint framework for ongoing solicitation of client input on satisfaction with program quality and service by;
- Actively and regularly soliciting feedback from funding recipients (individual and corporate) on their experience, and on the impact of the funding received;
  - Conducting periodic formal client surveys; and,
  - Providing ongoing channels for client input through user feedback forms, periodic community radio phone in programs, and online feedback opportunities.
31. That NTI and GN co-ordinate collection of data on program utilization and for program evaluation to ensure standardization among programs delivered by the two agencies, and preferably develop a joint data collection and evaluation framework within the context of an integrated one-window administration and delivery agency.

## **5.5. Program Resources**

### **GN Program Resources**

Funding levels for the harvester support programs have slightly decreased since they

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were delivered by the GNWT before the establishment of Nunavut. The funds from all DOE harvester programs are essentially fully used in each year. Since records are not kept of the overall number of applications received, applications rejected or the reasons for rejections, it is not possible to say quantitatively how much more funding is required to address the additional demand under these programs. However, comments from the consultations suggest that:

- Additional resources are required to meet the demand under the CHAP program, including increased demand from Outpost Camps;
- Additional resources are urgently needed for HTOs as their role in the delivery of harvester programs and in other areas of wildlife management increases;
- The Disaster Compensation Program needs to increase the maximum compensation payable to qualifying applicants, given the high costs of equipment replacement.
- A very substantial increase in resources for harvester support will be necessary should the GN decide to offer a general equipment-replacement program.

### **NHSP Program Resources**

The NHSP's Capital Equipment Program funds are generally fully utilized, with any shortfall in spending related more to the operational situation within HTOs than lack of demand. Although records are not kept of the unfulfilled demand, it was estimated in the interviews for this review that the actual demand for the Capital Equipment was roughly three times the current amount spent.

All parties interviewed agree that the CEP provides essential support to Nunavut harvesters and must not be allowed to end. The Small Equipment Program also has very high demand

Both the WRH and TKE programs are new and have only spent 21% and 17% of their budgets respectively in the current year. It is not clear at this point whether this is an accurate reflection of demand, or simply indicative of the need for better communications and promotion of the new programs.

Figures were not available on the Community Harvests Program; but there is little evidence of current demand for the Boat Operating and Maintenance portion of that program, although community boats are in Arctic Bay, Clyde River, Qikiqtarjuaq, Iqaluit, Sanikiluaq, Chesterfield Inlet and Gjoa Haven and awareness or capacity may result in proposals not being submitted and these boats not being as active as might be possible.

At the current level of program expenditures, the NHIST may exhaust its capital by the year 2010-11. Based on all the interviews for this review and the previous consultations carried out for the NHSP review in 1998, this would be a major blow to the continuation of an effective harvesting sector in Nunavut. It is projected that even with reductions in expenditures for the other NHSP programs, the level of spending for the CEP is not

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sustainable. Therefore there needs to be clear direction from the Political level if there is a willingness to pursue a continuation of Harvest Support and to what level and involvement by various organizations and levels of Government.

*Recommendations:*

32. That, as part of the departmental re-profiling exercise, DOE establish the long-term political commitment within GN for continued and increased funding for harvester support programs.
  33. That the GN increase resources allocated to the CHAP, HTO and DC programs by:
    - Increasing overall funding available to the harvester support programs in the immediate future to address increased costs of harvesting as well as unmet demand within the programs;
    - Reallocating in consultation with NIWS some of the funding for RWOs to HTOs;
    - Applying to harvester support programming any savings from administration realized by establishment of a one-window administration and delivery structure for harvester programs.
  34. That in the short term, NTI obtain a detailed and updated forecast for the life of the current NHIST capital fund, and reassess program budgets in light of this forecast and ongoing level of demand from harvesters.
  35. That for the longer-term, NTI and GN collaborate to negotiate with the Government of Canada for new input of capital into NHIST.
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## 6. CONCLUSIONS

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The key conclusions and recommendations from the current review of harvester support programs of NTI and DOE may be summarized as follows:

1. ***Commitment to Harvester Support Programming:***

Both the Government of Nunavut and NTI should maintain their commitment to the strengthening and development of the land-based economy in Nunavut through continued support and allocation of resources to the harvester support programs currently managed and delivered under NTI's NHSP and the GN's DOE.

2. ***Program Organization, Management and Delivery:***

NTI and GN should pursue establishment of an integrated, two-tiered, one-window mechanism for administration and delivery of harvester support programming in Nunavut currently under NHSP and DOE, including:

- a) One tier, or level, involving a single agency for program administration – either the NHSP department of NTI or the recently establish Nunavut Inuit Wildlife Secretariat (NIWS);
- b) A second tier, or level, involving a single agency for program delivery in the community, which would be the HTO, with the assistance of Wildlife Officers and Community Liaison Officers;
- c) Establishment of a joint oversight committee within the one-window administration agency including both NTI and DOE to ensure the ongoing involvement of both stakeholders as active partners in planning, goals setting, evaluation and accountability for harvester support programs;
- d) Harmonization and integration of the current harvester support programming under the one-window administration and delivery mechanism to address overlaps in programming between NTI and GN, following a program re-profiling exercise carried out by DOE.

3. ***HTO Capacity Development:***

NTI and GN, in collaboration with NIWS, NITC, NWMB and Arctic College, should implement plans to assess HTO training needs and to develop an integrated, long-term program for HTO capacity development to ensure they have the required capacity to act as the primary delivery agency within a one-window delivery mechanism for harvester support programs.

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**4. Harvester Support Program Priorities:**

Based on the analysis of harvester needs in relation to current programming, the following priorities were identified for harvester support programming, subject to further investigation of the effectiveness and impact of programs in meeting the needs of harvesters:

- a) Financial support for the purchase of capital equipment by harvesting households is the highest priority need of Nunavut harvesters;
  - b) NTI's Capital Equipment Program and Small Equipment Program, and GN's Community Harvester Assistance Program should continue to be offered and harmonized, with the GN realigning the criteria for CHAP to include assistance to harvesting households and equity contribution from successful applicants;
  - c) GN review funding for outpost camps and develop appropriate policy guidelines;
  - d) GN continue to provide clearly defined financial resources for the operation of HTOs and RWOs;
  - e) The MOU with the Workers Compensation Board be continued;
  - f) The GN's Disaster Compensation Program and NHSP's pilot program for disaster compensation be continued and harmonized to address all events classified as natural disasters, with an increased in the maximum level for claims and no requirement for an equity contribution,
  - g) NTI and the GN investigate the possibility of providing a program for harvesters to address the broader need for equipment replacement due to accidents, human error or other causes;
  - h) NTI should conduct a review of the Women's Role in Harvesting and Traditional Knowledge Enhancement to determine whether low levels of client utilization are a result of lack of promotion of the need for revised program policies and guidelines;
  - i) The GN's Community Organized Hunts and NHSP's Community Harvests Program should be reviewed to develop alternate approaches and harmonization, with possible reallocation of some of the funds to other priorities;
  - j) NTI and GN should collaborate on a strategy identifying funding, resources, and a structure for providing training for both youth and experienced harvesters under the harvester support programs, through collaboration with Arctic College and NITC.
  - k) That NTI and GN investigate the needs of harvesters in relation to the provision of financial assistance for operation and maintenance of major harvesting equipment.
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5. **Communication Strategy:**

NTI and GN should develop, as part of the proposed integration of harvester programs under a one-window agency, a comprehensive promotional and communication strategy incorporating printed material and brochures, community media, meetings and in-person presentations, with a specific strategy to address the communications needs of communities.

6. **Program Monitoring and Evaluation:**

NTI and GN should establish mechanisms for the ongoing, periodic review of program priorities, guidelines and policies and procedures, including a results-based monitoring and accountability framework for harvester support programs to provide a basis for better understanding the effectiveness and impacts of harvester programs on harvesters in the communities. The monitoring and accountability framework should include plans for ongoing solicitation of client input on satisfaction with program quality and service.

7. **Program Resources and Sustainability:**

The GN should consider increasing resources allocated to Community Harvester Assistance Program, HTO support, and Disaster Compensation Program through reallocation of other program funds and an increased allocation of funds from the overall GN budget.

NTI should, in the short term, obtain an updated forecast for the life of the current NHIST capital fund and reassess program budgets in light of this forecast and of the ongoing level of need of harvesters; and in the longer term collaborate with the GN to negotiate a new infusion of capital into the NHIST

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## APPENDIX 1: DOCUMENTS REVIEWED

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## 7. APPENDIX 2: FOCUS GROUPS AND INTERVIEWS CONDUCTED

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### HTO Focus Groups

- Cambridge Bay
- Chesterfield Inlet
- Gjoa Haven
- Grise Fiord
- Iqaluit
- Rankin Inlet

### Interviews

Seeglook Akeeagok, Acting Regional Manager, Baffin Region, Department of Environment

Monica Angohiatok, Regional Manager, Kitikmeot Region, Department of Environment

Donna Adams, Manager, NHSP, Nunavut Tunngavik Inc.

John Colford, Manager of Traditional Economy, Government of the Northwest Territories

Bert Dean, Senior Policy Advisor, Wildlife Department, Nunavut Tunngavik Inc.

Drikus Gissing, Acting Director of Wildlife Management, Department of Environment

Sandy Gordon, Manager of HFTSP, Department of Renewable Resources, Kativik Regional Government

Trevor Jarrett, Director of Corporate Services, Department of Environment

Ed McKenna, Director of Policy, Planning and Communications, Department of Economic Development and Transportation, Government of Nunavut

Raymond Ningeocheak, 2<sup>nd</sup> Vice-President, Nunavut Tunngavik Inc.

Gabriel Nirlungayuk, Director, Wildlife Department, Nunavut Tunngavik Inc.

Steve Pinksen, Director of Policy, Planning and Legislation, Department of Environment

Dan Shewchuk, Regional Manager, Kivalliq Region, Department of Environment,

Tanya Strong, Assistant Administrator, Cree Hunters and Trappers Income Support Program

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**APPENDIX 3: ADDITIONAL TABLES**

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**Table A-1**  
**RWO Core Funding from NWMB and**  
**Department of Environment**  
**2005-06**

	<b>NWMB CORE</b>	<b>DOE CORE</b>	<b>TOTAL CORE</b>
	<b>FUNDING</b>	<b>FUNDING</b>	<b>FUNDING</b>
BAFFIN	351,030.00	73,000.00	424,030.00
KITIKMEOT	184,257.00	57,600.00	241,857.00
KIVALLIQ	179,148.00	92,500.00	271,648.00
<b>TOTALS:</b>	714,435.00	223,100.00	937,535.00

Source: NWMB

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**Table A-2**  
**HTO Core Funding from NWMB and**  
**Department of Environment**  
**2005-06**

	NWMB CORE FUNDING	DOE CORE FUNDING	TOTAL CORE FUNDING
<b>BAFFIN HTOs</b>			
ARCTIC BAY	67,302.00	10,000.00	77,302.00
CAPE DORSET	67,302.00	10,800.00	78,102.00
CLYDE RIVER	67,302.00	11,000.00	78,302.00
GRISE FIORD	67,302.00	10,000.00	77,302.00
HALL BEACH	67,302.00	10,000.00	77,302.00
IGLOOLIK	67,302.00	11,000.00	78,302.00
IQALUIT	67,302.00	11,000.00	78,302.00
KIMMIRUT	67,302.00	9,000.00	76,302.00
PANGNIRTUNG	67,302.00	11,000.00	78,302.00
POND INLET	67,302.00	11,000.00	78,302.00
QIKIQTAARJUAQ	67,302.00	11,000.00	78,302.00
RESOLUTE BAY	67,302.00	10,000.00	77,302.00
SANIKILUAQ	67,302.00	10,000.00	77,302.00
<b>SUB TOTAL:</b>	<b>874,926.00</b>	<b>135,800.00</b>	<b>1,010,726.00</b>
<b>KIVALLIQ HTOs</b>			
ARVIAT	67,302.00	12,500.00	79,802.00
BAKER LAKE	67,302.00	12,500.00	79,802.00
CHESTERFIELD	67,302.00	12,500.00	79,802.00
CORAL HARBOUR	67,302.00	12,500.00	79,802.00
RANKIN INLET	67,302.00	12,500.00	79,802.00
REPULSE BAY	67,302.00	12,500.00	79,802.00
WHALE COVE	67,302.00	12,500.00	79,802.00
<b>SUB TOTAL:</b>	<b>471,114.00</b>	<b>87,500.00</b>	<b>558,614.00</b>
<b>KITIKMEOT HTOs</b>			
BATHURST INLET	20,000.00	10,800.00	30,800.00
BAY CHIMO	20,000.00	10,800.00	30,800.00
CAMBRIDGE BAY	90,933.52	13,500.00	104,433.52
GJOA HAVEN	86,222.40	14,400.00	100,622.40
KUGLUKTUK	100,355.76	15,300.00	115,655.76
KUGAARUK	72,089.04	13,500.00	85,589.04
TALOYOAK	81,511.28	15,300.00	96,811.28
<b>SUB TOTAL:</b>	<b>471,112.00</b>	<b>93,600.00</b>	<b>564,712.00</b>
<b>TOTALS:</b>	<b>1,817,152.00</b>	<b>316,900.00</b>	<b>2,134,052.00</b>

Source: NWMB