

2035 Canada Winter Games Hosting Feasibility Assessment

Defining Scope, Risk, Options and Decision Considerations for the
Northwest Territories

Prepared for:

The Government of the Northwest Territories
2035 Canada Winter Games Feasibility Working Group

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Table of Contents

<u>Executive Summary / Sommaire</u>	1
<u>Section 1 - Methodology & Approach</u>	12
<u>Section 2 - Context for Understanding This Report</u>	16
<u>Section 3 - Mitigating Factors - Discussion & Analysis</u>	19
<u>Section 4 - Socioeconomic Impact & Legacy</u>	24
<u>Section 5 - Games Delivery Strategies & Scenarios</u>	34
<u>5.1 Overall Event & Games Delivery Phasing</u>	35
<u>5.2 Sports Included in the Games</u>	40
<u>5.3 Games Delivery Phasing & Sports in the Games Scenario Evaluation Matrix</u>	47
<u>5.4 Village Accommodations & Services Scenarios: Discussion & Analysis</u>	57
<u>5.4.1 Village Accommodations & Services Matrix</u>	63
<u>5.5 Workforce - Volunteers & Staff</u>	66
<u>5.5.1 Workforce - Volunteers & Staff Matrix</u>	68
<u>5.6 Business of the Host Society</u>	74
<u>Section 6 - Integrated Financial Summary & Implications</u>	78
<u>Section 6A Operating Budget Financial Analysis</u>	84
<u>Analysis & Evidence - Operating Budget Planning Assumptions</u>	90
<u>6A.3 Games Delivery Financial Impacts</u>	93
<u>Section 6B - 2035 Capital Budget</u>	100
<u>Scope of Capital Recommendations for NWT 2035</u>	102
<u>Section 7 - Host Development Process & Considerations</u>	106
<u>Section 8 - Appendices</u>	
About Crossing Point Advisory	110
2035 CGC Site Visit Report	114
2019 Integrated Planning Framework	138
2035 Budget Analysis Full	154
NWT Cost Multipliers	159
<u>Section 9 - Reference Materials</u>	162
R1 - CGC Standards	
R2 - CGC Budget Guidance Budget Packages	
R3 - Historical Games Host Financials Summary	
R4 - 2019 Canada Games External Impact Analysis	

- Executive Summary -
- Sommaire -



Executive Summary

This report was prepared to support a significant public decision: whether, and under what conditions, the Government of the Northwest Territories should pursue hosting the 2035 Canada Winter Games.

It is important to be clear at the outset about what this report is—and what it is not. This is not a bid, a business plan, or a finalized Games delivery blueprint, nor is it intended to persuade decision-makers that the Games should be hosted. Instead, it is a feasibility-focused and decision-support review. The design of which is intended to establish the outer boundaries of scope, cost, risk, and opportunity associated with hosting the Games in a northern context, and to give decision-makers and vested community partners a clear, informed understanding of what hosting could realistically involve.

Rather than asking *“What would it take for the NWT to host the Canada Winter Games?”*, this review deliberately reframes the question to - *“How could the Northwest Territories host the Canada Winter Games in a way that is feasible, manageable, and aligned with northern realities?”* To answer that question, the analysis does not advance a single preferred solution. Instead, it examines a range of credible Games delivery scenarios, each reflecting different choices related to sport scope, delivery phasing, accommodation strategies, workforce design, capital investment, and revenue generation. These scenarios are not predictions or commitments; they are planning constructs used to test feasibility and understand consequences.

What This Review Provides - Taken together, the operating, capital, and scenario analyses establish a conservative planning envelope for hosting the Games. They define:

- the upper bounds of cost and complexity the NWT could reasonably expect,
- the key pressure points that drive risk (accommodation, workforce, venue capacity, revenue),
- the levers available to manage those pressures, and
- the trade-offs between cost, risk, athlete experience, and legacy outcomes.

Why the Games Matter for the Northwest Territories - Beyond sport, the Canada Games represent a once-in-a-generation opportunity to showcase the Northwest Territories to the rest of Canada. When aligned intentionally with territorial priorities,

hosting the Games can accelerate outcomes the NWT is already working toward—while also positioning the Territory as a destination, a partner, and a place of national significance. The analysis demonstrates that hosting the Games can:

- **Create a powerful tourism and destination-marketing moment**, drawing national attention to the NWT’s landscapes, communities, Indigenous cultures, and winter experiences, and supporting longer-term tourism growth beyond the Games themselves;
- **Advance housing and infrastructure priorities**, particularly where athlete accommodations are designed to transition into long-term community or workforce housing post-Games;
- **Generate meaningful economic and business opportunities**, spanning construction, professional services, tourism, hospitality, transportation, and cultural industries, with benefits felt across multiple sectors;
- **Build durable workforce and volunteer capacity**, leaving behind people with experience delivering a complex, national-scale event;
- **Strengthen youth, sport, and leadership development**, through training and exposure for athletes, officials, volunteers, and emerging leaders;
- **Showcase northern and Indigenous cultures on a national stage**, reinforcing pride, reconciliation, and visibility in a way few other initiatives can achieve; and
- **Extend benefits beyond a single host community**, through satellite venues, regional participation, and territory-wide celebrations that reinforce the Games as a truly territorial event.

These impacts are not automatic. They depend on how deliberately the Games are designed, led, and aligned with broader territorial goals. However, when approached with intention, the Canada Games can deliver far more than a successful event—they can strengthen the Northwest Territories’ economy, identity, and national presence long after the closing ceremony.

The Financial “So What” for GNWT - From a financial perspective, this analysis is intended to establish the outer boundaries of cost, risk, and opportunity, not to predict a final outcome. The Host Society operating budget is presented as a planning-level baseline of approximately **\$51.5 million (2035 dollars)**. This figure reflects recent Canada Games experience, forecasted inflation, and northern cost realities, and is intentionally conservative. It should be understood as a reference point that defines scale, not as a fixed or committed budget.

In a territorial hosting model, the GNWT must assume that it is the ultimate financial guarantor of the Host Society. At a minimum, GNWT's expected commitments under the current Canada Games funding framework are approximately:

- **\$8.1 million in operating funding**, and
- **\$3.0 million in capital funding**.

However, as guarantor, GNWT must also consider the upper-bound exposure that could arise if Host Society revenues underperform or if higher-cost delivery choices are pursued. Based on the planning assumptions and scenarios evaluated in Section 6, this upper-bound exposure—representing the furthest practical extent of risk—is estimated at approximately:

- **Planning Level Approximation (\$25.9M Total)**
 - \$19.9 million in operating support, and
 - \$6.0 million in capital support, exclusive of any broader housing or infrastructure investments pursued for legacy or strategic purposes.
- **Upper Limits Approximation (\$46.9M Total)**
 - \$40.9 million in operating support, and
 - \$6.0 million in capital support, exclusive of any broader housing or infrastructure investments pursued for legacy or strategic purposes.

It is important to emphasize that this upper limit is not a forecast. It represents the outer edge of the planning envelope—a conservative boundary intended to inform decision-makers of the maximum scale of potential exposure under adverse or highly constrained conditions.

Crucially, this exposure is not unmanaged. The Host Society governance and business model—outlined in the *Business of the Host Society* section—is the primary mechanism through which costs, scope, and risk are actively controlled over time. Through staged agreements, disciplined financial forecasting, conservative revenue assumptions, and deliberate delivery choices, the Host Society framework is designed to manage toward an acceptable value outcome, rather than drift toward the upper bound. In practical terms, this means that where actual outcomes land within this range is a matter of choice. Decisions related to accommodation strategy, Games phasing, sport scope, workforce professionalization, revenue ambition, and capital alignment materially influence whether GNWT's exposure remains closer to minimum commitments or moves toward the upper limit.

Capital: Cost, Opportunity, and Strategic Choice - Capital investment is where financial risk and strategic opportunity intersect most directly. From a Host Society perspective, the formal Games-related capital obligation is limited to a \$9.0 million contribution envelope, flowing through to facility owners in accordance with Canada Games Council requirements.

From a GNWT perspective, however, capital must be considered strategically rather than narrowly. Investments in housing, venue capacity, and key sport infrastructure may require capital beyond the minimum Games requirement, but they also offer the strongest opportunity to:

- reduce operating pressure and delivery risk,
- address existing structural infrastructure constraints,
- leverage additional federal and potentially private investment, and
- leave behind assets with enduring community and economic value.

As such, capital investment associated with hosting should be understood not simply as a Games cost, but as a policy and legacy decision, where higher upfront investment may intentionally be pursued to achieve better long-term outcomes.

What Decision-Makers Should Take from This - This review is not telling the Northwest Territories *whether* to host the Games. It is clarifying what hosting could reasonably involve, where the greatest risks and pressures sit, and where real opportunity exists to shape outcomes.

The most important takeaway is this: Hosting the Canada Games is not a single decision—it is a series of choices. This analysis defines the boundaries within which those choices can be made responsibly. Everything inside those boundaries—how bold to be, where to invest, what to condition, and what to avoid—remains firmly within GNWT’s control. If approached with clear leadership, realistic expectations, and alignment between Games delivery and long-term priorities, hosting the 2035 Canada Winter Games can be both manageable and transformative for the Northwest Territories.

Framing the Decision for the Northwest Territories - Ultimately, the decision facing the Government of the Northwest Territories is whether to commit to leading a complex, multi-year, and community-defining undertaking, with a clear understanding of the risks, responsibilities, and opportunities involved. A decision to proceed may take different forms. The GNWT may determine that it is prepared to move forward with hosting under the traditional Canada Games model, or it may choose to pursue hosting subject to clearly defined conditions related to delivery approach, sport scope, funding arrangements, or alignment with territorial priorities.

This review is intended to support either path by clarifying the range of feasible options and the trade-offs associated with each. While the Canada Games Council may not ultimately accept all potential conditions, articulating what the Territory can comfortably manage—and what would exceed its risk tolerance—is a prudent part of responsible decision-making. In this sense, the question is not simply whether to host the Games, but how to structure a commitment that reflects GNWT's capacity, priorities, and long-term vision for its communities.

Sommaire

Le présent rapport a été rédigé afin d'étayer la prise d'une décision publique majeure : déterminer si, et dans quelles conditions, le gouvernement des Territoires du Nord-Ouest devrait se porter candidat à l'organisation des Jeux d'hiver du Canada de 2035.

Il est important de préciser d'emblée ce que représente ce rapport et ce qu'il ne représente pas. Il ne s'agit ni d'une candidature, ni d'un plan d'affaires, ni d'un plan d'organisation définitif des Jeux; il n'a pas non plus pour but de convaincre les décideurs de la possibilité d'accueillir les Jeux. Il présente plutôt une analyse de faisabilité et un examen destiné à faciliter la prise de décisions. Par sa nature, il vise à établir les limites générales de la portée, des coûts, des risques et des perspectives associés à l'organisation des Jeux dans un contexte nordique et à fournir aux décideurs et aux partenaires de la collectivité concernés un portrait clair et précis de ce qu'impliquerait concrètement une telle organisation.

Plutôt que de poser la question « *Que faudrait-il pour que les Territoires du Nord-Ouest accueillent les Jeux d'hiver du Canada?* », le présent rapport reformule délibérément la question en : « *Comment les Territoires du Nord-Ouest pourraient-ils accueillir les Jeux d'hiver du Canada d'une manière qui soit faisable, gérable et adaptée aux réalités du Nord?* » Pour répondre à cette question, l'analyse ne propose pas de solution privilégiée. Elle examine plutôt une gamme de scénarios crédibles d'organisation des Jeux, chacun reflétant différents choix liés à l'éventail des sports, aux étapes de mise en œuvre, aux stratégies d'hébergement, à la composition de l'effectif, aux investissements en capital et à la production de recettes. Ces scénarios ne sont ni des prévisions ni des engagements; ce sont des modèles de planification utilisés pour vérifier la faisabilité du projet et en comprendre les conséquences.

Ce que cette analyse nous apprend – Globalement, l'analyse du fonctionnement, des investissements et des scénarios établit un cadre de planification prudent pour l'organisation des Jeux. Elle définit :

- les limites maximales de coût et de complexité auxquelles les TNO peuvent légitimement s'attendre;
- les principaux enjeux qui sont source de risques (hébergement, main-d'œuvre, capacité d'accueil des sites, recettes);
- les leviers disponibles pour gérer ces enjeux;
- les compromis entre les coûts, les risques, la satisfaction des athlètes et les retombées des Jeux.

Pourquoi les Jeux sont-ils importants pour les Territoires du Nord-Ouest? – Au-delà du sport, les Jeux du Canada constituent une occasion unique de faire connaître les Territoires du Nord-Ouest au reste du Canada. Lorsqu'elle s'inscrit délibérément dans les priorités, l'organisation des Jeux peut accélérer l'atteinte d'objectifs vers lesquels les TNO tendent déjà, tout en positionnant le territoire comme une destination, un partenaire et un lieu d'importance nationale. L'analyse démontre que l'organisation des Jeux peut faire ce qui suit :

- **Créer un puissant engouement touristique et promotionnel pour la région**, attirant l'attention de tout le pays sur les paysages, les collectivités, les cultures autochtones et la vie hivernale des TNO et favorisant une croissance touristique à long terme au-delà de la tenue des Jeux.
- **Faciliter la concrétisation des priorités en matière de logement et d'infrastructures**, en particulier lorsque les hébergements des athlètes sont conçus pour être reconvertis en logements pour la collectivité ou pour les travailleurs à long terme après les Jeux.
- **Offrir des débouchés économiques et commerciaux importants** dans plusieurs secteurs, entre autres dans ceux de la construction, des services professionnels, du tourisme, de l'hôtellerie, des transports et des industries culturelles.
- **Renforcer de manière durable les capacités en matière de main-d'œuvre et de bénévolat** en créant une expérience de l'organisation d'un événement complexe d'envergure nationale.
- **Renforcer le développement de la jeunesse, du sport et du leadership** par la formation et la visibilité des athlètes, des officiels, des bénévoles et des leaders émergents.
- **Mettre en valeur les cultures nordiques et autochtones sur la scène nationale** en renforçant la fierté, la réconciliation et la visibilité d'une manière rarement égalée par d'autres initiatives.
- **Étendre les retombées au-delà d'une seule collectivité hôte** grâce à des sites satellites, à la participation régionale et à des célébrations à l'échelle du territoire qui font des Jeux un événement rassemblant l'ensemble des TNO.

Ces retombées ne sont pas automatiques. Elles varient selon le degré de réflexion consacré à la conception, à l'organisation et à l'alignement des Jeux sur les objectifs généraux établis. Toutefois, lorsqu'ils sont abordés avec une vision claire, les Jeux du Canada peuvent avoir des retombées qui vont bien au-delà d'un simple événement couronné de succès : ils peuvent renforcer l'économie, l'identité et la présence nationale des Territoires du Nord-Ouest bien après la cérémonie de clôture.

Enjeux financiers pour le GTNO – D'un point de vue financier, la présente analyse a pour objectif de définir les limites maximales en matière de coûts, de risques et de possibilités et non de faire des prévisions quant au résultat final. Le budget de fonctionnement de la Société

organisatrice, qui est présenté à titre indicatif au stade de la planification, totalise environ **51,5 millions de dollars (en dollars de 2035)**. Ce chiffre, qui tient compte de l'expérience acquise lors des derniers Jeux du Canada, des prévisions en matière d'inflation et de la réalité des coûts dans le Nord, se veut délibérément prudent. Il doit être considéré comme un point de référence qui permet de définir l'ampleur du projet, et non comme un budget définitif.

Dans son modèle d'organisation, le GTNO doit partir du principe qu'il est le garant financier ultime de la Société organisatrice. Au minimum, les engagements attendus du GTNO dans le cadre du financement actuel des Jeux du Canada s'élèvent approximativement à :

- **8,1 millions de dollars en financement de fonctionnement;**
- **3,0 millions de dollars en financement d'immobilisations.**

Toutefois, en tant que garant, le GTNO doit également tenir compte du risque maximal qui pourrait survenir si les recettes de la Société organisatrice étaient inférieures aux prévisions ou si des options de mise en œuvre plus coûteuses étaient retenues. Selon les hypothèses de planification et les scénarios évalués à la section 6, ce risque maximal – qui représente l'ampleur maximale du risque – est estimé ainsi :

- **Estimation au niveau de la planification (25,9 millions de dollars)**
 - **19,9 millions de dollars de soutien au fonctionnement;**
 - **6 millions de dollars en soutien aux immobilisations**, à l'exclusion de tout investissement plus général dans le logement ou les infrastructures effectué à des fins stratégiques ou d'utilisation après les Jeux,
- **Estimation des limites supérieures (46,9 millions de dollars)**
 - **40,9 millions de dollars de soutien au fonctionnement;**
 - **6 millions de dollars en soutien aux immobilisations**, à l'exclusion de tout investissement plus général dans le logement ou les infrastructures effectué à des fins stratégiques ou d'utilisation après les Jeux.

Il est important de souligner que cette limite supérieure n'est pas une prévision. Elle représente la limite extérieure de l'enveloppe de planification, c'est-à-dire une fourchette prudente destinée à informer les décideurs de l'ampleur maximale du risque dans des conditions défavorables ou fortement contraignantes.

Notons également que ce risque n'est pas laissé à la merci du hasard. Le modèle de gouvernance et d'affaires de la Société organisatrice, décrit dans la section *Activités de la Société organisatrice (Business of the Host Society)*, constitue le principal mécanisme

permettant de contrôler activement les coûts, la portée et les risques au fil du temps. Grâce à des accords graduels, à des prévisions financières rigoureuses, à des hypothèses de recettes prudentes et à des choix de mise en œuvre mûrement réfléchis, le cadre de la Société organisatrice est conçu pour tendre vers un résultat financier acceptable, plutôt que de dériver vers la limite supérieure. Concrètement, cela signifie que le choix de se situer à un point donné de cette fourchette relève d'une décision délibérée. Les décisions relatives à la stratégie d'hébergement, au calendrier des Jeux, à l'éventail des sports, à la professionnalisation de l'effectif, aux objectifs en matière de recettes et à l'alignement des investissements ont une forte incidence sur le fait que le risque encouru par le GTNO reste proche des engagements minimaux ou se rapproche de la limite supérieure.

Immobilisations : coûts, possibilités et choix stratégiques – Les immobilisations constituent le point de rencontre le plus direct entre le risque financier et les possibilités stratégiques. Du point de vue de la Société organisatrice, l'obligation financière officielle liée aux Jeux se limite à une enveloppe de 9 millions de dollars, qui est versée aux propriétaires des installations conformément aux exigences du Conseil des Jeux du Canada.

Du point de vue du GTNO, cependant, les immobilisations doivent être considérées de manière stratégique plutôt que de façon restrictive. Les investissements dans le logement, la capacité d'accueil des sites et les infrastructures sportives clés peuvent nécessiter des investissements supérieurs au minimum requis pour les Jeux, mais ils offrent également la meilleure possibilité de faire ce qui suit :

- Réduire la pression opérationnelle et les risques liés à la mise en œuvre.
- Remédier aux contraintes structurelles liées à l'infrastructure actuelle.
- Mobiliser des investissements fédéraux supplémentaires et, éventuellement, des investissements privés.
- Laisser en héritage des actifs qui auront une valeur durable pour la collectivité et pour l'économie.

À ce titre, les investissements en immobilisations liés à l'organisation ne doivent pas être considérés simplement comme un coût des Jeux, mais comme un choix stratégique et une décision concernant les retombées des Jeux dans le cadre duquel un investissement initial plus élevé peut être délibérément envisagé pour obtenir de meilleurs résultats à long terme.

Ce que les décideurs doivent retenir de la présente analyse – L'analyse n'a pas pour but de dire aux Territoires du Nord-Ouest s'ils doivent ou non accueillir les Jeux. Elle précise ce que l'organisation des Jeux pourrait entraîner, où se situent les risques les plus importants et les

contraintes les plus fortes, et où se trouvent les véritables possibilités susceptibles d'avoir une incidence sur les résultats.

Le principal enseignement à retenir est le suivant : l'organisation des Jeux du Canada n'est pas une décision unique, mais une série de choix. La présente analyse définit les limites dans lesquelles ces choix peuvent être faits de manière responsable. Tout ce qui se trouve à l'intérieur de ces limites – le degré d'audace à adopter, les investissements à réaliser, les conditions à poser et les écueils à éviter – reste entièrement sous le contrôle du GTNO. Si l'on aborde ce projet avec un leadership clair, des attentes réalistes et une harmonisation entre l'organisation des Jeux et les priorités à long terme, l'organisation des Jeux d'hiver du Canada de 2035 peut être à la fois gérable et transformatrice pour les Territoires du Nord-Ouest.

Cadrage de la décision pour les Territoires du Nord-Ouest – En fin de compte, la décision à laquelle est confronté le gouvernement des Territoires du Nord-Ouest est la suivante : souhaite-t-il s'engager à prendre en charge une entreprise complexe, s'étalant sur plusieurs années, et touchant les collectivités, en ayant une compréhension claire des risques, des responsabilités et des possibilités qui s'y rattachent? La décision d'aller de l'avant peut prendre différentes formes. Le GTNO peut déterminer qu'il est prêt à aller de l'avant avec l'organisation selon le modèle traditionnel des Jeux du Canada, ou il peut choisir de le faire sous réserve de conditions clairement définies concernant l'approche de mise en œuvre, l'éventail des sports, les modalités de financement ou l'alignement sur les priorités des TNO.

La présente analyse vise à appuyer l'une ou l'autre de ces voies en clarifiant l'éventail des options réalisables et les compromis associés à chacune. Même si le Conseil des Jeux du Canada n'accepte pas nécessairement toutes les conditions proposées, le fait d'exposer clairement ce que les TNO sont en mesure de gérer sans difficulté – et ce qui dépasserait sa tolérance au risque – constitue un élément prudent d'une prise de décision responsable. En ce sens, la question n'est pas simplement de savoir s'il faut accueillir les Jeux, mais de savoir comment structurer un engagement qui reflète les capacités, les priorités et la vision à long terme du GTNO pour ses collectivités.

- Section 1 Methodology & Approach -



Section 1 - Methodology & Approach

This feasibility review was designed to support a significant public decision: whether the Northwest Territories should commit to hosting the 2035 Canada Winter Games, and under what conditions doing so would make sense.

Hosting the Games is not a one-time event or a single yes-or-no choice. It is a long journey that unfolds over many years and involves governments, communities, sport bodies, Indigenous partners, volunteers, and countless contributors across the territory. Because of that, this review was not designed as a narrow or purely technical feasibility study. It was designed to help decision-makers understand the range of what is possible, the trade-offs involved, and where the true opportunities and risks lie.

The Lens Used to Evaluate Feasibility - At the heart of this work is a simple but intentional way of thinking about value and feasibility. Throughout the review, we continually come back to three connected questions:

- **How** could the Games actually be delivered in the Northwest Territories?
- **Why** would the choices made matter—financially, operationally, socially, and culturally?
- **Because** of those implications, does hosting represent a reasonable balance of value, risk, and long-term benefit?

This “how, why, because” lens— represented more formally as the Net Strategic Value Formula outlined below in **Table 1**—recognizes that cost alone cannot answer the hosting question. Financial feasibility matters, but so do impacts, legacy, risk tolerance, and alignment with what the NWT values and is realistically able to sustain.

Table 1 - Net Strategic Value Formula

Net Strategic Value Formula	
Financial Feasibility (Scope of Revenue Strategies - Scope of Expense Strategies)	= Net Strategic Value
_____ Scope of Impact (Economic, Social, Cultural, Leveraging GNWT Strategies)	

A Scenario-Based Way of Working - Rather than starting with a single assumed hosting model, this review uses a scenario-based approach. In practical terms, that means exploring several different ways the Games *could* be delivered, rather than debating one fixed version of the event. Each scenario represents a meaningful variation on traditional Canada Games delivery, adapted to reflect northern realities, constraints, and opportunities.

The scenarios are grounded in:

- Experience from previous Canada Winter Games
- Canada Games Council standards and areas of flexibility
- Transfer-of-knowledge from past host communities
- Research and insight into NWT conditions

For each scenario, the analysis looks at:

- What would change operationally
- How different functions affect one another
- Where pressures, risks, or constraints emerge
- How costs are influenced
- What has to go right for the scenario to work

This approach makes the interdependence of Games delivery very clear. Small changes in one area—such as phasing, accommodations, or venue strategy—can have ripple effects across many other functions.

Financial and Impact Analysis Tied to Real Choices - Financial analysis in this review is intentionally tied to the scenarios being explored. Rather than producing a single budget number, the work identifies financial ranges based on different delivery

approaches and assumptions. Recent Canada Winter Games budgets, inflation forecasting, and northern cost considerations are used as reference points, but always in connection with the underlying delivery model being assumed.

At the same time, the review looks beyond dollars and cents. Each scenario is considered through an impact and legacy lens—looking at economic effects, community capacity, youth and volunteer development, cultural expression, regional equity, and longer-term benefits or trade-offs for the territory. Taken together, this allows decision-makers to see not just *what something costs*, but *what it delivers*, and at what level of risk.

Engagement Is Part of the Methodology - Another important feature of this approach is that engagement is not treated as an add-on or a communications exercise. It is a core input into the analysis.

Past attempts to explore hosting the Canada Games in the NWT showed clearly that technical analysis alone is not enough to build confidence or support for a decision of this scale. For that reason, ongoing engagement with GNWT leadership, a multi-sector Working Group, and the Canada Games Council has been used to test assumptions, surface local knowledge, identify non-starters, and understand where flexibility exists.

The scenarios presented in this report have been shaped, refined, and in some cases constrained by that engagement. This helps ensure that what is being analyzed remains realistic, relevant, and grounded in lived experience.

Reframing the Core Question - Ultimately, this methodology reflects a deliberate shift in how feasibility is considered. Rather than asking “*What would it take to host the 2035 Canada Winter Games?*”, this review asks:

“How can the Northwest Territories host the Canada Winter Games in a way that is feasible, sustainable, and aligned with northern realities and priorities?”

By combining scenario-based analysis, financial and impact evaluation, and meaningful engagement, this approach provides a structured way to understand options, trade-offs, risks, and opportunities—so the final decision can be informed, defensible, and clearly understood by all involved.

- Section 2 Context for Understanding This Report -



Section 2 - Context for Understanding This Report

This report is intended to support a significant and complex public decision: whether, and under what conditions, the Government of the Northwest Territories should pursue hosting the 2035 Canada Winter Games. It is not a bid, a business plan, or a final delivery blueprint. Rather, it is a feasibility-focused decision support document, designed to clarify what hosting would realistically involve, where pressure points emerge, and how different strategic choices influence cost, risk, and legacy outcomes.

Hosting the Canada Games is a multi-year host development process, not a single moment in time. A positive decision to proceed would initiate a staged journey that unfolds over nearly a decade, including bid development, Host Society formation, detailed planning, delivery, and post-Games reporting and wind-down. This report is positioned at the front end of that process, where the objective is to understand scope, constraints, and plausibility before significant political, financial, or reputational commitments are made.

To support that objective, the analysis deliberately uses a scenario-based approach rather than advancing a single preferred solution. The reality of Canada Games delivery—particularly in a northern context—is that there are many possible configurations, adaptations, and trade-offs. This report does not attempt to exhaustively model every possible variation. Instead, it identifies a spectrum of key Games Delivery scenarios that reflect and address both national standards and northern realities. This is deliberate as it sets the outer boundaries of what is feasible from an operational and financial perspective.

As a result, there is considerable space “in between” these scenarios where host development decisions, partnerships, and innovation can improve efficiency, reduce risk, or enhance legacy outcomes. That flexibility is expected—and is a defining feature of successful host development. This report is intended to inform expectations about the **furthest practical extent of scope, cost, and complexity**, so that subsequent planning is grounded in realism rather than optimism.

Finally, this report should be read with the understanding that feasibility is not synonymous with desirability. The analysis is designed to help decision-makers understand not just whether the Games *could* be delivered, but whether they can be delivered in a way that is consistent with northern capacity, public risk tolerance, and

desired legacy outcomes. The sections that follow build on this context by examining impacts, delivery strategies, workforce considerations, Host Society governance, and financial implications—so that any eventual decision is informed, defensible, and clearly understood by all involved.

-Section 3 Mitigating Factors Discussion & Analysis -



Section 3 - Mitigating Factors - Discussion & Analysis

This section synthesizes the findings and perspectives identified through the research and engagement phase of this review, into a concise set of core assumptions that frame the scope of this study. It addresses a central question:

What are we dealing with as we assess the feasibility of delivering the Canada Games in the NWT?

Sport Schedule & Games Delivery

Core Assumptions

- The traditional two-phase Canada Games delivery model represents the baseline expectation within the national system.
- CGC standards allow for alternative delivery approaches, but only where athlete experience and competition credibility are preserved.
- The NWT context may struggle supporting traditional peak-intensity delivery without material strain on workforce, logistics, and travel systems.

Strategy Scope — So What / Now What

This review assumes that the Games delivery format is a mitigating lever, not a solution. Phased or condensed delivery models may reduce peak operational pressure, but they introduce secondary effects—particularly increased travel complexity, added ceremonies, and coordination risk. As a result, this work evaluates feasibility within a bounded range of delivery models, recognizing that:

- flexibility can reduce some pressures, but;
- layered adaptations quickly narrow operational margins.

Athletes Village & Overall Accommodations

Core Assumptions

- A consistent, “Canada Games-quality” games participant experience is a non-negotiable standard, regardless of village configuration constraints.
- Existing accommodation capacity in Yellowknife is insufficient to support Games populations.

- Capital village solutions carry uncertainty relative to decision timelines, while temporary and decentralized models elevate operational complexity and costs.

Strategy Scope — So What / Now What

Accommodation is treated as a primary limiting factor in this study, not a downstream logistics issue. The feasibility analysis must therefore assume:

- accommodation capacity constrains Games scale and timing,
- multi-site solutions increase cost and complexity, and
- accommodation decisions directly shape workforce, satellite use, and sport scope.

This study does not assume that accommodation challenges can be absorbed without trade-offs elsewhere in the system.

Games Satellite Options

Core Assumptions

- Satellite venues are necessary rather than optional to support **full Games** scope in the NWT.
- CGC expectations require satellites to function as fully serviced Games hubs, not single-sport extensions.
- Northern and regional satellite locations are the solution limitation for delivering full games scope.

Strategy Scope — So What / Now What

Satellite use expands what is technically possible, but it also represents a high-impact strategic decision. This study assumes that:

- Satellites extend capacity and the ability to deliver a full-scope sport program, but;
- Each satellite materially increases travel, workforce, accommodation, and coordination demands.

As a result, satellite strategies are treated as capacity-enabling but risk-bearing, and their use must be considered alongside cumulative system pressure rather than in isolation.

Ceremonies & Festivals

Core Assumptions

- Ceremonies and festivals are central to athlete experience, government & dignitary expectation, national visibility, and Games identity under CGC standards.
- Non-traditional Games delivery models require ceremonies to be reimaged, not reduced.
- Venue capacity constraints limit the feasibility of traditional large-scale ceremony formats.

Strategy Scope — So What / Now What

This study assumes ceremonies function as both:

- a mitigating tool to support decentralized Games delivery, and
- a risk area if equity or quality across athlete cohorts is compromised.

Ceremony planning is therefore treated as an integral component of feasibility, reinforcing—not compensating for—other strategic choices.

Workforce: Volunteers & Staff

Core Assumptions

- A Canada Games requires a large, skilled, and strategically planned workforce, combining volunteers, staff, secondments, and external expertise.
- Given the size of the population base, traditional heavy demand volunteer models may need to be adapted for the NWT context.
- That increased professionalization of the traditional model will mitigate challenges but may have an inverse relationship to costs, and local expertise/capacity.

Strategy Scope — So What / Now What

Workforce capacity is treated as a core constraining system in this study. The analysis assumes:

- Volunteer capacity is limited and cannot be easily expanded beyond existing levels.
- leadership and expertise over the planning cycle represent risk, and
- importing workforce capacity creates pressure on other constrained systems.

Accordingly, workforce assumptions directly shape the feasible scale and complexity of Games delivery assessed in this study.

Games Legacy & Business of the Host Society

Core Assumptions

- Host Society structure requires **clear governance, agreements, and a strong leadership framework**. CGC stresses the need for a community, government, or sport champion that believes in the legacy of the Canada Games to carry the torch and bring together partnerships.
- Hosting the Games in the NWT is not expected to be a lower-cost option compared to other Canadian hosts.
- Legacy outcomes must be clearly articulated to justify public investment and risk allocation.

Strategy Scope — So What / Now What

This study assumes that feasibility cannot be separated from the business model and governance capacity of the Host Society. As such:

- higher public investment and clearer risk allocation are assumed,
 - revenue limitations are treated as structural rather than correctable, and
 - legacy alignment is a prerequisite, not a byproduct, of hosting.
-

- Section 4 Socioeconomic Impact & Legacy -



Section 4 - Socioeconomic Impact & Legacy

Why Consider Hosting the 2035 Canada Winter Games in the Northwest Territories? The Northwest Territories would consider hosting the 2035 Canada Winter Games because the Games create a rare, time-bound opportunity to accelerate investments and outcomes that are already priorities for the Territory, while building long-term capacity that extends well beyond the event itself. Hosting the Games can advance critical infrastructure projects, strengthen housing partnerships, develop a more skilled and experienced workforce and volunteer base, and elevate the national visibility of the North and Indigenous cultures in a way few other initiatives can.

More specifically, the Games provide a mechanism to:

- Leverage and align capital investment across governments for sport facilities, housing, and community infrastructure that will be needed regardless of the Games;
- Build organizational, leadership, and volunteer capacity at scale, leaving the Territory better positioned to deliver future events, initiatives, and programs;
- Support northern and Indigenous economic participation, from construction and professional services through to tourism, hospitality, and cultural industries;
- Showcase northern identity and Indigenous cultures on a national stage, strengthening place-based pride and national understanding; and
- Extend benefits beyond a single host community, through regional engagement, satellite venues, and territory-wide celebrations.
- Opportunity to support and impact positively on all NWT communities, regardless of size or tax base, through specific programs or post games support and planning.

The Canada Games movement is about leveraging this once in a generation event as a strategic catalyst—one that focuses attention, mobilizes partnerships, and brings urgency to decisions and investments the Territory is already working toward.

The remainder of this section examines how these potential gains can be realized in practice, exploring the socio-economic and legacy impacts associated with hosting the Games and how different delivery approaches influence the scale, durability, and feasibility of those outcomes within the northern context.

Purpose and Framing - This section considers the potential socio-economic impacts and legacy outcomes associated with hosting the 2035 Canada Winter Games in the Northwest Territories. The intent is not only to understand the economic effects of hosting the Games, but to assess broader community, cultural, workforce, and regional legacies, and to weigh these against the tangible delivery realities and constraints identified elsewhere in this review.

While economic impact is an important consideration, this analysis deliberately looks beyond “dollars and cents.” Each hosting scenario is considered through a broader impact and legacy lens—including community capacity, youth and volunteer development, cultural expression, regional equity, and longer-term benefits or trade-offs for the Territory. This section establishes the impact and legacy considerations that must be weighed alongside cost, risk, and feasibility when assessing potential Games delivery scenarios.

Alignment with GNWT and Northern Policy Priorities - The Government of the Northwest Territories’ 2023–2027 Mandate identifies six core priorities: housing, economic diversification (with a focus on critical minerals), access to health care, addressing trauma, emergency management, and public safety, with collaboration with Indigenous governments as a central theme.

Hosting a Canada Winter Games has strong potential alignment with several of these priorities, particularly:

- **Housing and infrastructure:** Games-related accommodation and capital requirements directly intersect with GNWT housing needs and longer-term community infrastructure gaps.
- **Economic diversification:** The Games act as a short-term stimulus and longer-term platform for northern business participation, workforce development, and national visibility.
- **Indigenous collaboration:** Many successful Canada Games have been delivered through partnerships with Indigenous governments and organizations, creating opportunities for shared governance, service delivery, cultural expression, and legacy alignment. These collaborations can come in many forms. From formal partnerships in the hosting and delivery of the Games at a governance level to specific service or program based agreements tied specifically to the cultural and celebration components of the Games.

Similarly, the City of Yellowknife's priorities around housing, economic diversification, infrastructure modernization, environmental sustainability, and reconciliation are broadly supported by hosting a Games. Hay River, as a potential satellite community, also stands to benefit in areas related to infrastructure renewal, economic activity, and housing.

Importantly, the Canada Games Council places a clear emphasis on environmentally responsible hosting. Sustainability considerations are embedded throughout Games planning, from waste management and temporary infrastructure to legacy facility utilization, reinforcing alignment with both municipal and territorial values.

Economic Impact: What Hosting a Games Typically Delivers - Currently, a Canada Games is effectively a \$40–50 million enterprise operating over several years, employing 70–85 paid staff and engaging thousands of volunteers. Much of this spending occurs locally where possible—benefiting businesses that provide goods, services, rentals, equipment, accommodations, food services, and logistical support. At Games-time, hotels, restaurants, transportation providers, and retailers experience significant surges in activity. While these historical averages provide useful context, the scale and distribution of economic impacts in the NWT will be shaped by northern cost structures, transportation logistics, and accommodation capacity.

Canada Games economic impact studies are conducted using a standardized methodology developed by Sport Tourism Canada (STC) in partnership with the Canada Games Council, utilizing the STEAM PRO model. This approach has been validated by the Conference Board of Canada and is widely regarded as best practice for assessing the direct and indirect economic effects of major multi-sport events.

Across the last 15 Canada Games held since 1999, historical averages indicate: Total economic activity of approximately \$131 million per Games:

- GDP impacts averaging \$66 million, and
- Real spend in the range of \$78 million.

These impacts are driven by three primary components:

1. Capital investment in sport and community infrastructure,
2. Host Society operating expenditures over a four-to-five-year planning horizon, and

3. Visitor spending during Games-time by spectators, families, officials, media, and dignitaries.

Tourism - Hosting a Canada Games is a considerable tourism event. In addition to hotels, private home rentals and restaurants seeing increased activity, regional tour groups and cultural opportunities also see an increase in business. Many Canada Games hosts work closely with Tourism Organizations to create custom programs targeted at new visitors and benefit from the diverse and national visitors who in many cases have never been to that particular region or city. Recognizing concerns about potential displacement of aurora tourism, the Games present a coordinated opportunity with tourism operators to align demand, optimize occupancy, and ensure overall visitation—and economic benefit—is maintained or enhanced during the hosting period.

Business and Workforce Development Impacts - Beyond immediate financial effects, hosting a Canada Games produces significant business and workforce development impacts. From a Host Society perspective, the Games function as a complex organization that must plan, govern, procure, manage risk, and deliver services at a national standard. This creates meaningful leadership and skills development opportunities for paid staff, secondments, consultants, and volunteers. Skills developed include project management, event operations, financial management, procurement, marketing, sponsorship, governance, and intergovernmental coordination.

Volunteer Legacies - Canada Games typically require between 3,000 and 4,000 volunteers, many of whom describe the experience as transformative. Past hosts have seen sustained increases in volunteer confidence, training, and capacity post-Games, with some communities establishing volunteer registries or “volunteer banks” to support future events and non-profit activities.

However, these benefits are not automatic. In the NWT context—where population size, workforce availability, and accommodation constraints are more pronounced—these human development legacies are closely tied to how the Games are delivered, particularly the balance between volunteer reliance and professional staffing.

Youth, Sport, and Human Development - Hosting a Canada Games creates strong opportunities for youth development and sport system strengthening. Besides inspiring the next generation of youth to pursue their own athletic dreams there are also plenty of opportunities for volunteering, spectating and learning about various sports and what they look like at a National level. Territorial Sport Organizations benefit from:

- volunteer and official training delivered by national technical leaders,
- new or upgraded equipment donated following the Games,
- heightened youth awareness and participation in sport, and
- improved facilities and regional hosting confidence,
- Dedicated funds post games for athlete scholarships or coaching & officials development initiatives.

Youth exposure to national-scale sport, culture, and leadership opportunities contributes to broader goals around health, active living, and community cohesion. Equally important are leadership pathways created for young professionals, emerging community leaders, and volunteers who gain experience planning and delivering one of the largest multi-sport events in the country.

North West Territories and Indigenous Identity - The Canada Games provide a powerful national platform for cultural expression. Each host community is afforded significant latitude to design ceremonies, festivals, and cultural programming that showcase local history, Indigenous culture, art, music, and storytelling.

For the NWT, this represents a unique opportunity to:

- prioritize Indigenous cultures and languages,
- highlight northern identity and perspectives rarely seen on national stages,
- engage artists, cultural practitioners, and community organizations across the Territory.

Well-designed cultural programming often proves as memorable for residents and visitors as the sporting competitions themselves and plays a critical role in building community pride and national understanding.

Social Benefits and Community Impact - Hosting the Canada Games can serve as a catalyst for social benefit when community impact is intentionally designed into both Games delivery and legacy planning. The analysis highlights opportunities to reduce barriers to participation and strengthen community well-being through choices related to accessibility, housing, workforce development, cultural programming, and community partnerships.

During the Games, purposeful investment in areas such as accessible transportation, inclusive accommodation strategies for volunteers and workers, culturally grounded

programming, and community outreach can create short-term employment, training, and engagement opportunities for individuals and groups who may otherwise face barriers to participation. Partnerships with local non-profits, social agencies, and Indigenous organizations can further support this objective by aligning Games-time activity with existing community services and priorities.

The more durable social impact, however, is realized after the Games. Repurposed infrastructure—particularly housing and community sport facilities—along with strengthened cross-sector relationships and organizational capacity, can contribute to longer-term outcomes such as improved access to recreation, stronger community networks, and more inclusive civic participation. These outcomes are not automatic; they depend on intentional design, disciplined leadership, and alignment with broader territorial priorities. When approached thoughtfully, the Canada Games can leave behind not only physical assets, but stronger social systems and community capacity that extend well beyond the event itself.

Regional Equity and Territory-Wide Benefits - While Yellowknife would serve as the primary host community, the Canada Games are not inherently a “single-city” event. Satellite venues, cultural activations, celebrations, and promotional initiatives can extend impact across the Territory. The use of satellite communities—where necessary for sport delivery—also presents opportunities to:

- distribute economic activity,
- support local capacity building,
- engage multiple communities in Games-related celebrations, and
- reinforce the concept of the Games as a territory-wide initiative rather than a single-location event.

However, regional inclusion must be balanced against hosting cost, logistics, workforce availability, and athlete experience—an interdependency addressed in other sections of this report.

Games Legacy (Facilities, Housing, Infrastructure) - Permanent infrastructure represents a primary and highly visible outcome of the Canada Games, acting as a tangible catalyst for territorial development. While the Games generate diverse benefits, legacies related to facilities, housing, and community assets are widely recognized as the most impactful long-term gains for a host jurisdiction. Stewardship of these outcomes is

realized through collaborative partnerships between governments, facility owners, and the Host Society. Throughout the development cycle, the Games function as a strategic tenant, while long-term ownership and governance of these assets remain with community partners. This ensures that once the event concludes, the responsibility for ongoing stewardship and public value continues to reside with the respective venue owners and the community at large.

1. Funding of Games Legacies

The Games funding framework includes a minimum of \$9 million in capital funding, often leveraged by additional municipal, territorial, federal, and partner contributions. This funding is established through the Canada Games Funding Framework that is agreed to by the Federal Government, the Provincial/Territorial Governments and the Canada Games Council. How this funding is used and on what specific projects is the responsibility of the Host Society in discussions with host municipalities, facility partners and identified through overall Venue assessments and needs to deliver the Games at a National Sport Level standard.

Additional funding for enhanced investment in the infrastructure needed to host a Games is the responsibility of the Host Communities in partnership with Territorial and Federal Governments. There have been many examples of infrastructure partnerships on needed facilities or other infrastructure to host a Games that included additional investments.

2. Sport & Facility Legacy - Potential NWT Sport Venue Legacy

Several Venue assessments have been completed by the Canada Games Council for the NWT with the most recent one being in 2025. This review of venue capacity and capability to host the various sports for a Canada Games has identified three “primary” venue investment needs for hosting a Canada Games.

- the need for an additional NHL-sized ice surface,
- upgrades to squash, Nordic, and biathlon facilities to meet NSO standards,
- and the absence of a centralized Athletes’ Village.

3. Housing & Athletes Village Legacy

While decentralized school-based accommodation models are technically possible, they introduce operational complexity and require significant temporary investment. As such, housing emerges as both a challenge and an opportunity. Many past hosts have used the Games as a catalyst to advance permanent housing or student residence projects that serve community needs well beyond Games-time.

Potential legacy-oriented housing partnerships—whether with Indigenous governments, post-secondary institutions, or federal agencies—align closely with GNWT priorities and represent one of the most consequential long-term impacts tied to hosting.

Post-Games facility utilization is a critical success factor. Best practice emphasizes early involvement of facility owners and operators to ensure that investments made for the Games translate into sustainable, well-used community assets.

Considering Impact and Legacy Against Delivery Reality - While the socio-economic and legacy potential of hosting a Canada Games is substantial, these benefits must be considered alongside the tangible delivery constraints identified elsewhere in this review. The scale and certainty of legacy outcomes are influenced by:

- the chosen Games delivery model (traditional vs. phased),
- workforce strategy and degree of professionalization,
- accommodation and housing solutions,
- satellite venue reliance, and
- overall financial risk tolerance.

Hosting a Canada Games is not a cure-all. It cannot, on its own, solve housing shortages or economic diversification challenges. What it can do—if intentionally aligned—is act as a catalyst: accelerating partnerships, surfacing priorities, and focusing investment and attention in ways that leave durable benefits.

For the NWT, the critical question is not whether the Games can generate impact—but whether the chosen hosting approach maximizes desired legacy outcomes while remaining feasible given delivery realities.

From Measurement to Design: Implications for the Northwest Territories - Per Reference Document 1, (Red Deer 2019 Canada Games External Impact & Analysis Report), The Red Deer College external review of the 2019 Canada Winter Games provides a useful benchmark for understanding the range and measurability of impacts that hosting a Canada Games can generate. More importantly for the Northwest Territories, it demonstrates that the most enduring socio-economic and community benefits did not occur by default, but were the result of clear strategic outcomes defined early, supported by governance discipline, and reinforced through intentional planning decisions.

For the NWT, this suggests an opportunity to move beyond measuring impact after the fact and instead design for impact from the outset—aligning Games planning with territorial priorities, shaping workforce and capital strategies around desired legacy outcomes, and using scenario-based delivery models to balance feasibility with long-term benefit. In this context, the Games become not only a two-week sporting event, but a strategic catalyst whose value depends on how deliberate choices are made across planning, delivery, and legacy design.

- Section 5 Games Delivery Strategies & Scenarios -



Section 5 - Games Delivery Strategies & Scenarios

This section explores a range of Games delivery strategies and scenarios that define the practical scope of what has been examined through this feasibility analysis. Building on the contextual factors, opportunities, and constraints identified in Section 3 (Mitigating Factors - Discussion & Analysis), the analysis intentionally considers how elements of the traditional Canada Games delivery model could be adapted to reflect northern realities.

Each scenario is framed around a specific delivery concept and assesses variations, interdependencies across all functional areas, financial implications, risks, and relative feasibility. Rather than advancing a single prescribed approach, this section outlines a spectrum of viable options—ranging from conservative to more adaptive models—to illustrate how different choices and trade-offs influence overall cost, complexity, risk exposure, and Games experience. In doing so, the scenarios help reframe the feasibility question for the Northwest Territories from whether the Games can be delivered as traditionally defined, to how they can be delivered in a manner that is feasible, sustainable, and appropriately aligned with the unique strengths and limitations of the northern context. The following explores this in more detail within the following core scenarios:

- **Overall Event/Games Delivery Phasing & Sports Included in the Games**
- **Village Accommodations & Services**
- **Workforce (Volunteers & Staff)**
- **Business of the Host Society**

5.1 Overall Event & Games Delivery Phasing

Scenario 5.1 A - Traditional Event & Games Delivery Two-Phase Model - The Canada Winter Games are traditionally delivered using a two-phase model. This model consists of two separate weeks of competition, each involving a distinct group of athletes and sport events that have competition schedules upwards of 7 days long. Opening and closing ceremonies are held at the beginning and end of the overall competition period.

Between the two competition phases, a planned turnaround period occurs during which venues and the Athletes' Village are temporarily closed, reset, and prepared to provide a comparable Games experience for the second group of participants. In total, this

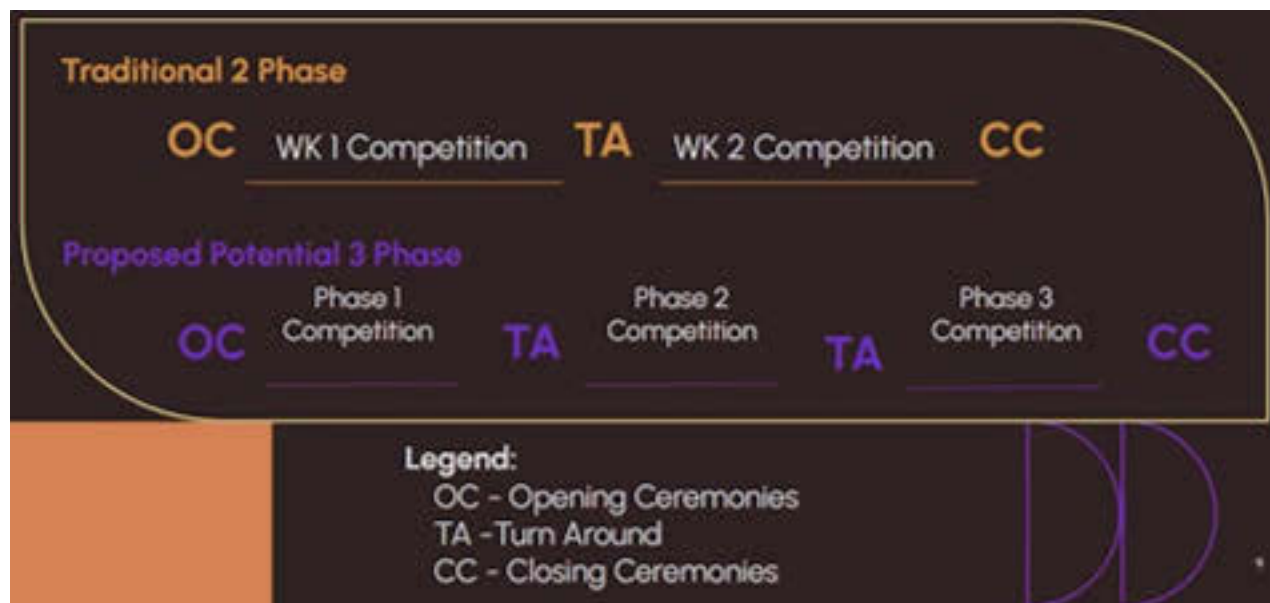
traditional delivery model typically spans approximately 17 to 18 days from opening to closing.

In the traditional two-phase model, the full scope of services for the average 3,600 athletes and the required workforce of over 4,000 are condensed into these two periods. This creates a significant “intensity” on the Host Society, businesses and community involved. Although intense, this is traditional and is why the Canada Games are regarded as a major event requiring significant resources and planning. This is compounded for smaller jurisdictions given their resource limitations when comparing large regions/communities to those that are smaller.

Scenario 5.1 B - Reimagined Event & Games Delivery Three-Phase Model - This analysis has identified a potential scenario where the overall games & event delivery could be spread to a three-phase model. In this design, the sport competitions would be spread over three different phases which would subsequently have an effect where the overall intensity of total athletes and workforce requiring services at one time would be reduced, which can lower the pressure on the Host Society and community involved.

Table 2 Below provides a visual representation of this concept in contrast to the traditional model.

Table 2 - Event & Games Delivery Phasing Comparison



There are several implications when considering a shift to a three-phase model. There are factors of relief on functions such as venue use, workforce needs, athlete & non-competition accommodations, and overall logistics. But, there are also challenges created when considering sport-competition schedules, athlete travel, athlete experience consistency, ceremonies & dignitaries.

Section 5.1 C: Ceremonies & Festivals: Overall Games Delivery - Opening and Closing Ceremonies are defining elements of the Canada Games. They serve multiple purposes: celebrating athletes and sport, reinforcing a shared Games identity, providing national visibility for hosts, and fulfilling important protocol and profile requirements for governments and dignitaries. For athletes, these ceremonies are often among the most memorable components of the Games experience, symbolizing inclusion, recognition, and the collective nature of the event. Maintaining consistency and quality in ceremonies is therefore central to athlete experience, brand perception, and overall Games credibility under Canada Games Council standards.

Artistic festivals and cultural celebrations complement these ceremonies by providing broader community engagement opportunities, showcasing local identity, and extending Games-time activity beyond competition venues. Together, ceremonies and festivals form a core expression of the Games' cultural and experiential value.

Implications of a Three-Phase Games Delivery Model on Ceremonies & Festivals -

Under a traditional two-phase Games model, all athletes are present for the Opening and Closing Ceremonies, ensuring a unified and consistent experience across cohorts. In a three-phase delivery scenario, this assumption no longer holds. Athletes competing in the middle phase would, by design, not be present for the traditional Opening or Closing Ceremonies, creating a fundamental gap in athlete experience equity.

As a result, a three-phase model necessitates a reimagining of the ceremonies framework to ensure that all athletes receive a comparable and meaningful celebration. While the tradition of an Opening and Closing Ceremony can be preserved, additional ceremony-scale events or enhanced festival moments would be required to provide consistent recognition and inclusion for all competition phases.

Interdependencies with Other Games Functions - A restructured ceremonies model has direct interdependencies with several other Games functions:

- **Venues:** Addressing athlete equity in a three-phase model would require additional venue use capable of accommodating approximately 2,000 participants for ceremony-scale events, likely for a minimum of three major uses. Conventional indoor venues may be insufficient in size, necessitating alternatives such as temporary structures, outdoor installations, or conversion of large vacant spaces.
- **Protocol and Government Relations:** Ceremonies remain a critical engagement point for elected officials, dignitaries, and funding partners. Any deviation from traditional ceremony formats must continue to meet protocol expectations and ensure appropriate opportunities for government participation and visibility across all phases.
- **Athlete Experience and Brand:** Differences in ceremony experience between athlete cohorts pose reputational considerations. Ensuring perceived equity is essential to maintaining national credibility and positive athlete perception of a hosted Games.
- **Artistic Festivals:** Introducing an additional ceremony-scale event will likely reduce available scope and resources for broader artistic festival programming,

requiring careful prioritization to maintain cultural impact without over-extension.

Financial Implications - Reimagining ceremonies under a three-phase model has material but manageable cost implications. Establishing an additional ceremony-scale event could increase ceremony-related expenditures by approximately **30%**, depending on venue and production choices. Temporary outdoor structures, such as large-scale tents or purpose-built installations, represent a plausible solution, with indicative costs in the range of **\$200,000 to \$300,000** for rental, fit-out, and supporting infrastructure.

From a revenue perspective, ticketing impacts are likely to be neutral. While a third event increases the number of ticketed opportunities, local market capacity may limit incremental demand, resulting in redistribution rather than net growth in attendance. Ceremonies remain a highly attractive sponsorship asset; however, for planning purposes, the addition of a third ceremony is best treated as supporting achievement of baseline sponsorship targets rather than assumed to generate incremental revenue.

Key Risks - The primary risk associated with ceremonies in a three-phase model is inconsistent athlete experience, which could negatively affect perceptions of fairness, inclusion, and Games quality. Secondary risks include increased delivery complexity, venue availability constraints, and heightened coordination demands across protocol, production, and security functions.

Strategies to Support Success If a three-phase delivery model is pursued, a clear ceremonies strategy becomes a condition of approval and success, rather than a downstream design choice. Key strategies include:

- early confirmation with the Canada Games Council on acceptable ceremony formats and adaptations;
- deliberate design of ceremony and festival programming to ensure athlete equity across all phases;
- early identification and securing of suitable ceremony venues or temporary infrastructure solutions; and
- alignment of ceremony planning with sponsorship, ticketing, protocol, and communications strategies to maintain coherence and national standards.

Ensuring that ceremonies are thoughtfully re-designed—and delivered to the quality expected of the Canada Games—will be essential in supporting stakeholder confidence and reinforcing the case for a three-phase Games delivery approach.

5.2 Sports Included in the Games

Sport at the Core of the Canada Games - At its core, the Canada Games are the pinnacle of inter-provincial territorial sport, designed to celebrate athletic excellence and support the development of Canada's next generation of high-performance athletes. While the Games also deliver important economic, cultural, and community impacts, their primary purpose remains the provision of a nationally credible competitive platform for athletes, coaches, officials, and sport systems across the country.

Hosting the Canada Games creates meaningful opportunities for youth development and sport system strengthening, particularly within host jurisdictions. Territorial Sport Organizations benefit directly from:

- volunteer, coach, and official training delivered by national technical leaders;
- upgraded or new sport equipment that is often retained or donated following the Games;
- heightened youth awareness of and participation in organized sport; and
- increased confidence and capacity to host future regional and national competitions.

In addition, many Hosts use post-Games funding mechanisms—such as dedicated legacy accounts or endowments—to support athlete scholarships, coach education, or officials' development initiatives. These sport-focused legacies reinforce the Games' foundational role in strengthening Canada's sport pathway, while also contributing to long-term community capacity.

How Sports Are Typically Selected for a Canada Winter Games - There is no single, mandated list of sports that must be hosted at a Canada Winter Games. Each Games is considered unique, and sport selection is ultimately determined through collaboration between the Host Society and the Canada Games Council (CGC). That said, practice and precedent play an important role.

Historically, Winter Games have featured approximately 20 to 25 sports. While CGC does not require a specific number of sports, national expectations strongly favour the inclusion of a familiar core of winter disciplines that support athlete pathway continuity and national credibility. Sport selection decisions are typically influenced by several interrelated factors, including:

- availability and suitability of competition venues;
- compatibility of sport schedules with Games delivery phases;
- opportunities to leverage existing local or regional sport strengths; and
- reliance on satellite venues where necessary.

Importantly, sport selection is not an isolated decision. Each additional sport introduces incremental demands across multiple Games systems, including venues, volunteers, officials, medical services, transportation, accommodations, ceremonies, and broadcast. As such, sport scope decisions must be assessed holistically rather than independently.

Sport Venue Strategies - Hosts have historically relied on two key strategies to deliver the scope of Canada Games sports: sport clustering and the use of satellite venues. Together, these approaches allow Hosts to maintain the breadth and credibility of a full Canada Games program by maximizing venue efficiency, and leveraging shared operational teams. However, these strategies also introduce additional layers of complexity. Satellite venues, in particular, increase demands on travel coordination, workforce deployment, accommodations, scheduling, and Games-time logistics.

- **Sport clustering** is a deliberate planning approach that groups complementary sports within shared venues or geographic areas. This strategy improves scheduling efficiency, reduces venue turnover requirements, allows for shared technical and operational teams, and enhances athlete services and spectator experience. Clustering is widely regarded as a best practice for managing complexity within multi-sport events.
- **Satellite venues** are also frequently used to expand hosting capacity. For northern contexts, satellite use is not uncommon and can enable the inclusion of full sport scope while preserving national standards. In the context of the Northwest Territories, this analysis recognizes that Hay River, NWT and Whitehorse, Yukon represent the most practical and credible satellite options for the 2035 Games in the NWT.

As a result, while clustering and satellite use are proven and widely applied tools, they cannot be evaluated in isolation. Their effectiveness depends on how well they are integrated into the broader Games system and managed in relation to cumulative operational pressure that may exist within a host jurisdiction.

NWT Venue Choices & Community Involvement - *For clarity:* The venue locations and satellite community examples referenced in this report are planning assumptions used to test feasibility, illustrate delivery scenarios, and understand system-level impacts. They are not intended to predetermine or limit final venue or community participation decisions.

Through the bid development and Host Society business planning process, final decisions regarding venues and the involvement of host and satellite communities across the Northwest Territories remain within the control of the host jurisdiction, subject to Canada Games Council (CGC) standards and venue requirements. The examples presented here are intended to demonstrate what is feasible within current infrastructure constraints—not to suggest that Games benefits, investment, or participation would be confined to a single community.

As host development progresses, there is significant opportunity to broaden community involvement, align venue choices with regional priorities, and design delivery models that reflect territorial values—provided that applicable sport, safety, and operational standards are met. That future planning and engagement process is both expected and essential, and is a core part of how Canada Games hosts shape Games delivery in a way that reflects their unique geography, communities, and aspirations.

Traditional Winter Games Sport Contingent - As a reference point for feasibility analysis, this study begins with a traditional Winter Games sport contingent, broadly consistent with recent Canada Winter Games. This approach represents the default expectation within the national system and provides a useful baseline against which alternative scopes can be evaluated. A traditional Winter Games sport contingent typically includes combinations of the following disciplines:

- Artistic Swimming
- Badminton
- Curling (Men's, Women's, and Mixed Doubles)
- Figure Skating

- Squash
- Gymnastics (Artistic and Trampoline)
- Biathlon
- Hockey (Women’s and Men’s)
- Speed Skating (Short Track and Long Track)
- Para Sports (Wheelchair Basketball, Para Cross-Country Skiing)
- Judo
- Table Tennis
- Karate
- Cross-Country Skiing
- Fencing
- Archery
- Ringette
- Alpine Skiing
- Freestyle Skiing
- Snowboard

This sport mix reflects long-standing Winter Games traditions and supports a nationally recognizable Games experience for athletes, partners, and spectators.

Venue Optimization in the NWT: Sport Clustering & Satellite Venues - The Northwest Territories has a venue base that can support delivery of a Canada Games, provided that sport selection and venue use are approached strategically. There are multiple configurations through which a full winter sport contingent could be delivered in 2035, drawing on a combination of local venue strengths, sport clustering approaches, and satellite locations. Different strategies emphasize different objectives—such as maximizing operational efficiency and athlete experience through clustering and satellite use, or pursuing more decentralized models to broaden community participation and regional engagement—each with distinct implications for cost, logistics, workforce requirements, and Games-time complexity.

To support this analysis, and in recognition of broader logistical and resource constraints, this study focuses on delivery strategies that emphasize sport clustering and the strategic use of satellite venues as a practical and defensible basis for assessing the feasibility of hosting a full suite of winter sports in 2035. These approaches reflect established Canada Games practice and provide a realistic reference point for understanding system-level pressures in the northern context. **Table 3** summarizes the venues and corresponding

sports considered under these strategies, while **Table 3** presents a sample competition schedule illustrating how these sports could be delivered under both a traditional two-phase model and an alternative three-phase approach.

It is important to note that these strategies do not represent the only viable options. As outlined in the Canada Games Council 2035 Site Visit Report (**see Appendix 2**), alternative venue combinations and community hosting options could be considered as host development progresses. Those alternatives are acknowledged but are not explored in detail here, as the intent of this section is to establish a clear and bounded reference scenario against which other delivery choices can be evaluated.

TABLE 3 - SAMPLE VENUE & SPORT SUMMARY	
Venue	Sports Cluster
Weledeh & St. Patrick Schools	Badminton Wheelchair Basketball Fencing
Yellowknife Curling Club	Curling Womens/Mens Curling Mixed
Ecole St. Joseph	Judo Karate
Yellowknife Multiplex (Olympic sized arena)	Short Track Speed Skating Figure Skating
Hay River Nordic Ski Club or Yellowknife	Cross Country Para Nordic Biathlon
Yellowknife Fieldhouse	Table Tennis Artistic Gymnastics/ Trampoline Archery
Yellowknife Racquet Club	Squash
Hay River Community Centre <i>(Satellite Venue)</i>	Ringette
Mount Sima - Whitehorse YK <i>(Satellite Venue)</i>	Alpine Freestyle Snowboard

Table 4 - Two Phase Sample Sport Schedule

Sport	Venue	Arrival (A) - Turnaround (TA) - Training (TR) - Competition (C) - Departure (D)										
*Satellite Venues (Hay River & White Horse) - Schedule has flexibility given the lower level of overall coordination. Scheduling is flexible to either week/session.												
Session 1		Fri	Sat	Sun	Mon	Tue	Wed	Thur	Fri	Sat	Sun	Competition #
Wheelchair Basketball	Weledesh & St. Patrick Schools	A	TR	TR	C	C	C	C	C	C	D	6
Curling Womens	Yellowknife CC	A	TR	C	C	C	C	C	C		D	6
Curling Mixed	Yellowknife CC	A	TR	C	C	C	C	C			D	5
Hockey Male	*TBD	A	TR	C	C	C	C	C	C	C	D	7
Judo	Ecole St. Joseph	A	TR	T	C	C	TR	C			D	3
Short Track Speed Skating	Yellowknife Multiplex (Olympic)	A	TR	C	C	C	TR	C	C		D	6
Cross Country & Para Nordic	Hay River Ski Club or Yellowknife Nordic Club	A	TR	C	C	TR	C	C			D	4
Table Tennis	Yellowknife Field House	A	TR	C	C	C	C	C	C		D	6
Archery	Yellowknife Field House	A	TR	C	C	TR	C	C			D	4
Fencing	Weledesh & St. Pat. Sch	A	TR	C	C	C	C	C			D	5
Session 2		Sun	Mon	Tue	Wed	Thur	Fri	Sat	Sun	Mon		
Badminton	Weledesh & St. Patrick Schools	T	TR	C	C	C	C	C	C	D		6
Curling Men	Yellowknife Curling Club	T	TR	C	C	C	C	C	C	D		6
Artistic Gymnastics	Yellowknife Field House	T	TR	TR	C	C	C	C	C	D		5
Trampoline	Yellowknife Field House	T	TR	TR	C	TR	C	C		D		3
Hockey Women	*TBD	T	C	C	C	C	C	C	C	D		7
Karate	Ecole St. Joseph	T	TR	TR	C	C	C	C		D		4
Figure Skating	Yellowknife Multiplex (Olympic)	T	TR	C	C	C	C			D		4
Squash	Yellowknife RC	T	C	C	C	C	C	C	C	D		7
Biathlon	Hay River Ski Club or Yellowknife Nordic Club	T	TR	C	C	TR	C	C	C	D		5

Table 4 - Three Phase Sample Sport Schedule

Sport	Venue	Arrival (A) - Turnaround (T) - Training (TR) - Competition (C) - Departure (D)								
*Satellite Venues (Hay River & White Horse) - Schedule has flexibility given the lower level of overall coordination. Scheduling is flexible to either week/session.										
Session 1		Thur	Fri	Sat	Sun	Mon	Tue	Wed	Thur	Competition #
Badminton	Weledeh & St. Patrick Schools	A	C	C	C	C	C	C	D	6
Curling Womens	Yellowknife CC	A	C	C	C	C	C	C	D	6
Figure Skating	Yellowknife Multiplex (Olympic)	A	TR	C	C	C	C		D	4
Squash	Yellowknife RC	A	C	C	C	C	C	C	D	6
Gymnastic Trampoline	Yellowknife Field House	A	TR	TR	C	TR	C	C	D	3
Biathlon	Yellowknife Nordic Club or Hay River Ski Club	A	TR	C	C	C	C	C	D	5
Hockey Male	*TBD	C* (See analysis)	C	C	C	C	C	C	D	7*
Session 2		Thur	Fri	Sat	Sun	Mon	Tue	Wed	Thur	
Table Tennis	Yellowknife Field House	T	C	C	C	C	C	C	D	6
Curling Mens	Yellowknife Curling Club	T	C	C	C	C	C	C	D	6
Short Track Speed Skating	Yellowknife Multiplex (Olympic)	T	C	C	C	TR	C	C	D	5
Wheelchair Basketball	Weledeh & St. Patrick Schools	T	C	C	C	C	C	C	D	6
Hockey Women	*TBD	C* (See analysis)	C	C	C	C	C	C	D	7*
Judo	Ecole St. Joseph	T	TR	TR	C	C	TR	C	D	3
Session 3		Thur	Fri	Sat	Sun	Mon	Tue	Wed	Thur	
Artistic Gymnastics	Yellowknife Field House	T	TR	C	C	C	C	C	D	5
Curling Mixed	Yellowknife Curling Club	T	C	C	C	C	C	C	D	6
Karate	Ecole St. Joseph	T	TR	TR	C	C	C	C	D	4
Cross Country & Para Nordic	Yellowknife Nordic Club or Hay River Ski Club	T	TR	C	C	TR	C	C	D	4
Fencing	Weledeh & St. Patrick Schools	T	TR	C	C	C	C		D	4
Archery	Yellowknife Field House	T	TR	TR	C	C	C	C	D	4

5.3 Games Delivery Phasing & Sports in the Games Scenario Evaluation Matrix

- **Event & Games Delivery Traditional Two-Phase**
- **Event & Games Delivery Three-Phase Innovation**
- **Reducing the Sport Contingent**

Purpose of the Traditional Sport Scenario Matrix - The traditional sport contingent scenario does not represent a recommendation. Rather, it establishes a baseline reference point reflecting how the Canada Winter Games are most commonly delivered under established national practice. This scenario provides a grounded understanding of the operational scope, system demands, and interdependencies associated with hosting a full-scale Winter Games. By anchoring the analysis in the prevailing national model, this scenario creates a clear foundation against which alternative approaches—such as changes to sport scope, delivery phasing, and venue strategy—can be evaluated in terms of feasibility, cost, risk, and legacy outcomes in the northern context.

Purpose of the Three-Phase Delivery Scenario Matrix - The three-phase delivery scenario does not represent a preferred or predetermined approach to hosting the Canada Winter Games. Instead, it is examined as an **adaptive reference scenario** that responds to key northern constraints, particularly related to peak-period intensity, workforce capacity, accommodation supply, and venue utilization. This scenario explores how redistributing competition across three phases could relieve peak operational pressures while maintaining core Games standards and athlete experience expectations. By evaluating a three-phase model in contrast to the traditional approach, the analysis clarifies where phasing can create feasibility benefits, where it introduces new complexity, and what trade-offs emerge across cost, risk, scheduling, ceremonies, and system interdependencies. In the northern context, this scenario provides a structured way to assess whether deviation from national norms can meaningfully improve deliverability without undermining Games integrity or legacy outcomes.

Limiting Sports Evaluation Matrix - While the analysis demonstrates that hosting a full contingent of winter sports in 2035 is achievable, this study also recognizes the importance of understanding how intentional adjustments to sport scope could influence overall feasibility. The limited sport scope scenario is included to examine the benefits, trade-offs, and system-level implications of hosting a smaller selection of sports while still meeting national standards and preserving Games credibility. This scenario helps

illustrate how changes in sport inclusion affect venue pressures, workforce requirements, accommodations, logistics, cost exposure, and delivery risk, and highlights the strategic choices available to the Northwest Territories should full-scope delivery prove challenging or misaligned with broader priorities.

****Reader Clarity & Context***

Evaluation Matrix - The scenario evaluation matrices presented in the following subsections are intended to provide additional detail to the discussion and analysis of this section. They support the understanding of scope and several key details that materially affect this decision. They are a consistent and transparent basis for comparing alternative Games delivery approaches. Each matrix reflects a blended consideration of the following:

- The **northern realities, constraints, and mitigating factors** identified in Section 1
- A comparison of operational, financial, and functional impacts relative to the **baseline reference point of the 2023 Canada Winter Games in Prince Edward Island**. (For clarity all financial references in Section 3 are in current terms and adjustments for inflationary growth are required. This timing adjustment is addressed in Section 4)
- The **professional experience, judgment, and research-informed perspectives** of the authors of this report

Taken together, these considerations are used to assess functional interdependencies, risks, cost implications, and the feasibility of strategies required to enable or influence each delivery scenario.

Event & Games Delivery Phasing/Sports Included in the Games - Evaluation Matrix

Traditional Delivery: Two-Phase (Full Sport Contingent)

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Venues Utilizing the base sample sport and venue summary, there are several sport venue specific implications worth noting.</p> <p>Arena Ice Sports & NWT Venue Limitations - Based on the overall sport venue analysis there is a fundamental gap in ice-surfaces in the current venue inventory of the NWT. Without concessions from National Sport Organizations to utilize a venue below standard, an additional ice surface would be required to host all major on-ice sports of Figure Skating, Ringette, Hockey (Male/Female), Short Track Speed Skating.</p> <ul style="list-style-type: none"> • Yellowknife Multiplex Clarity: It is known that there are two regulation ice-surfaces and that in this analysis the NHL size surface isn't used. The challenge is Hockey requires two surfaces during competition periods to complete a standard schedule and Figure Skating and Short Track Speed Skating require an Olympic sized arena. Therefore, there is a shortage of one regulation sized arena. All other communities with proper size lacked other standards to close this gap. • Hockey (Male/Female): This analysis identifies this sport as the gap in venue needs. However it is interchangeable with any other major on-ice sport. <p>Squash Venue - The venue analysis identifies the Yellowknife Racquet Club as the assumed venue for Squash. This venue will require capital upgrades as currently it does not meet standard. (Glass back wall & space capacity for officials and spectators) Alternatives are possible with the sourcing of a large open space (e.g. Warehouses, school gymnasiums, etc) and the procurement/rental of courts.</p> <p>Long Track Speed Skating - This is the one major sport limitation in the base analysis due to there being no suitable venue within the NWT. (Therefore this has not been assumed in the base analysis) The exception is consideration for use of an outdoor venue (frozen body of water) Several considerations for venue fitout would be required to meet standards in a challenging environment;</p>	<p>Arena Ice Sports & NWT Venue Limitations Capital Construction - To meet the standard slate of sports hosted, an ice-surface/arena capital improvements and/or a new capital build will be required. This can be achieved in several manners whether that be a twinning of an existing arena, a new build "arena in a box" (Low-end option that is lower capital cost but shorter lifespan than full bricks and mortar build)</p> <p>Satellite Sport Venues - Within the overall sport venue analysis, considering the hosting of a traditionally full and traditional contingent of Winter Games sports, a Satellite Venue strategy has been identified.</p> <ul style="list-style-type: none"> • Hay River, NWT - Ringette and Cross Country/Biathlon • Whitehorse YK - Mountain sports: Alpine, Freestyle, and Snowboard 	<p>Community Engagement - A venue clustering strategy limits the amount of communities actively involved in sporting event hosting which may impact overall community support and connection to the games.</p> <p>Capital & Arena Ice Sports - Should an additional, regulation sized arena surface not be built, the ability to host all major ice sports will be at risk.</p> <p>Capital & Squash Venue - Cooperation and coordination with the private venue owner is required. This coordination may have risks of conflict depending on venue owners standards/desires versus the standards required for the Games.</p> <p>Long Track Speed Skating - An outdoor venue carries significant risk. Weather standards can impact the sports delivery for both athlete safety and field of play conditions. This strategy would require additional investment in ice-making technology that can ensure the ice quality required for standard competition. Further risk of this venue standard is in relation to spectators as adverse weather can impact attendance.</p> <p>Cross Country/ Biathlon - Outdoor venues carry risk of adverse weather affecting field of play and spectator attendance.</p> <p>Satellite Venues & Athlete Experience - There is risk to impacting athlete experience with satellite venues as these factions of</p>	<p>Capital Construction -</p> <ul style="list-style-type: none"> • Arena Ice Sports: The financial nature of an ice-arena capital build can vary significantly depending on the scope chosen. This would be an area for "games/host contribution" but would require further government collaboration/investment. Arena expansions to new builds can have ranges in \$20M to \$50M or even further depending on scope. • Squash Venue - The baseline budget contains the relative costs for a rented set of squash courts, therefore any shift to this strategy would not impact costs (venue rental included) • Cross Country / Biathlon - Based on preliminary estimates expansions and improvement required are approximately \$1.2M- \$1.5M <p>Long Track Speed Skating - The provision of ice-making equipment may not be an incremental cost as this could be a likely synergy with most municipalities. There may be nominal venue fitout costs required for an outdoor venue compared to baseline budget: Recommended to consider an additional estimated \$100K</p>	<p>Community Engagement (Ceremonies & Festivals) Consideration for activation of communities outside of where venue clustering/satellites are occurring can mitigate risks.</p> <p>Legacy/Impact - Creating a Canada Games legacy building brings greater attention and interest in the facility build, facilitating greater opportunity and fund development (private, donor, corporate, additional government grants) to support the build of a capital facility.</p> <p>Sponsorship Strategies - Capital projects can be an excellent opportunity to leverage/gain sponsorship support. There are venue naming opportunities but there are several Value-in-Kind opportunities that can be leveraged and carry greater value for companies involved.</p> <p>Satellite Venues & Athlete Experience - Deliberate efforts to develop athlete experience (branding, leveraging technology for sport view from other venues, community engagement/celebration, etc) within satellite communities can positively influence athlete experience.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>however, this may be an attractive and innovative solution to host the sport, but to host it in a unique way.</p> <p>Cross Country/ Biathlon - Depending on the venue option chosen, an expansion of the Yellowknife Nordic Club or Hay River Ski Club and Biathlon Range would need to be completed in order to meet National Standards for the Games. Consideration for a satellite venue for these sports in Hay River could be considered, but the same limitations would apply.</p> <p>All Other Sport Venues - All other Sports can be held in NWT for the 2035 Games with operational modifications within the base analysis budget.</p> <p>Other Community Venues & Unused Venue Capacity - controllable reference model for delivering a full contingent of sports in 2035. That said, there are additional venue combinations and community hosting options across the Northwest Territories that could be considered as host development progresses, including the use of underutilized or alternative facilities. While these options may support broader regional participation or community involvement, they also introduce additional operational and financial complexity related to logistics, workforce deployment, accommodations, and Games-time coordination. As such, these alternatives are acknowledged but not modelled in detail within this analysis. The scenarios evaluated here are intentionally grounded in a bounded, efficient reference model to clearly illustrate system-level impacts before introducing further layers of complexity.</p>		athletes are isolated from the main host communities.	<p>Sport Operations/Village: Satellite Venues - The baseline 2023 Games operated Satellite venues in similar scope to what's contemplated therefore there would not be a material additional financial impact for leveraging this strategy.</p> <p>Venue Fitout & Sport Equipment -</p>	
<p>Sport Operations Minor Officials - A key CGC Standard required is to supply and train up to 1,300 minor technical officials as part of a full contingent of sports in the Canada Games. Generally, these resources are sourced from your local/territorial sport organizations as that may be current officials, parents and other athletes of age with experience in those particular sports.</p>	<p>Sport Operations Major Officials - The major officials for each sport are assigned by the National Sport Organizations. With any limitation/gap of minor officials in a host jurisdiction, the gap can be closed by an increase in major level officials from the NSO's.</p> <p>Workforce - Training methodology/standards is set by the workforce with Sport leading the technical aspect of training.</p> <p>Non-Competitor Accommodations</p>	<p>Sport Operations Minor Officials - There is a risk that insufficient numbers of qualified minor officials are available locally to support all sports included in the Games. Minor officials are typically recruited from established local sport systems; however, the NWT has limited depth of representation across all core winter sports. This may require increased reliance on National Sport Organization support, recruitment of out-of-territory officials, or expanded training of local participants without prior sport-specific experience,</p>	<p>Sport Operations Minor Officials - Closing the gap of minor officials with resources from outside of the NWT could come at a significant cost in relation to travel and accommodations. Some synergies with participant travel and the overall accommodations/Village could offset this impact. However, costs could be as high as \$2,500 per official.</p> <p>A targeted investment of approximately \$100K in minor official training and sport development is recommended to mitigate this risk.</p>	<p>Sport Operations Minor Officials: Training & Sport Development - This risk area also represents a meaningful opportunity for targeted sport development and legacy building. Considering the broader objectives of sport and youth development, the Games can serve as a catalyst to expand the pool of trained minor officials within the Northwest Territories. Early collaboration with National Sport Organizations, Territorial Sport Organizations, and regional clubs can support structured training and</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
	<p>- Accommodations for officials is the responsibility of the Host Society. In the NWT context, accommodations are significantly pressured when considering all needs of this event, combined with the tourism strategies of this region.</p>	<p>resulting in increased costs, scheduling complexity, and logistical pressures. This risk can be mitigated through strong training and development strategies, so the likelihood becomes lower, however the financial impact could be significant.</p> <p>Non-Competitor Accommodations: Officials - There is a risk that insufficient non-competitor accommodation capacity is available to meet the needs of technical officials and sport personnel. Officials require proximity and schedule reliability to support competition delivery; shortages in suitable accommodations may require greater reliance on daily transportation or dispersed housing arrangements. This can increase operating costs, logistical complexity, and scheduling risk, and may represent a structural constraint if accommodation solutions are not addressed early in planning.</p>	<p>This investment would reduce reliance on external officials while delivering long-term legacy benefits through strengthened local sport and youth development.</p> <p>Non-Competitor Accommodations: Officials - Mitigation of limited official accommodations through transportation or dispersed lodging increases operating costs and coordination complexity. While incremental on a per-day basis, these costs can compound across sports and venues if structural accommodation solutions are not incorporated early. Sport operations budgets could see increased costs of approximately \$250K without mitigation.</p>	<p>mentorship programs that prepare local participants to serve as minor officials at the Games and beyond. This approach can reduce reliance on out-of-territory officials over time, while strengthening local sport capacity, volunteer engagement, and confidence in hosting future competitions. While this strategy requires upfront investment in training and coordination, it aligns closely with desired legacy outcomes and may offset longer-term operational costs while leaving behind a more sustainable officiating and volunteer development framework for the territory.</p> <p>Non-Competitor Accommodations: Officials - Leveraging the overall Village Accommodations & Services strategy would mitigate these risks and associated potential costs. Officials can be incorporated into this plan with proper planning and coordination with the CGC and NSO's.</p>
<p>Sport Venue: Spectator Seating - Overall venue spectator seating is somewhat limited in most NWT Venues. Considering ticketing targets & ensuring standards for spectator seating (General, parents, other athletes) consideration for venue fitout upgrades for temporary seating should be considered.</p>	<p>Workforce & Planning- Limited spectator seating will require a higher degree of logistical planning and potential crowd management at games time.</p>	<p>Limited Spectator Seating - Given the “once in a lifetime” opportunity to experience these games for the first time in NWT, where also the next generation of olympians compete, certain events can be quite popular. This includes general ticket sales, but also parents and the standards related to athletes being able to gain access. This represents an evident risk of people missing out that have personally invested to come experience these Games.</p>	<p>Spectator Seating - Ticket Sales/Venue Fitout - General capacity compared to baseline 2023 Games is at an approximate 50% limitation. 2023 Spent approximately \$100K in venue fitout for temporary seating builds. To reach the same capacity for comparison the NWT will need to double that baseline factor.</p>	<p>Sponsorship Strategies - Construction of temporary seating can be a strong category for value-in-kind contribution from supporting companies.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Workforce: Volunteer Services - This scenario has the highest intensity of workforce/volunteer needs as it condenses the scope of volunteers into a shorter period of time.</p>	<p>Food Services - This compresses the total meals into shorter periods, increasing logistical pressure.</p> <p>Non-Competition Accommodations - Depending on recruitment strategies, this area pressures accommodations in the NWT as volunteers may be traveling.</p>	<p>Total Volunteers/Volunteer Hours - Based on the assumptions and mitigating factors, meeting the standard is a material risk for the NWT.</p>	<p>In relation to the forecasted 2035 base budget Volunteer Services sub-function should remain within this budget scope as a result of this scenario.</p>	<p>Workforce: Volunteer Services - The evaluation completed in section 3.3 (Workforce) provides a comprehensive strategy for pursuing success in the overall workforce program for a Canada Games.</p>
<p>Village Accommodations & Services -</p>	<p>See Section 3.2: The specific scenarios within Village Accommodations & Services have interdependent effects with the overall Games & Event Delivery design (Two Phase & Three Phase). All risks, financial implications and strategies are captured within this section's analysis.</p>			
<p>Modified Delivery: Three-Phase (Full Sport Contingent)</p>				
Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Sport Venue & Sport Operations - A shift from the traditional two-phase model to a three-phase Games delivery model represents a fundamental change in how sport operations are structured. While this approach can reduce peak Games-time intensity, it introduces new coordination requirements with sport organizations and scheduling partners.</p> <p>The primary operational implication of this scenario is increased pressure on venue availability for training and practice. In order to keep the overall Games duration within a reasonable range—expanding from approximately 18–19 days under the traditional model to an estimated 21–22 days under a three-phase model—competition schedules become more compressed. This compression reduces flexibility for practice ice allocation and increases competition for limited venue time, particularly for sports with high practice requirements such as hockey.</p> <p>Sport Venue & Sport Operations (Hockey) - The shift from a traditional two-phase Games delivery model to a three-phase model does not address the underlying shortage of NHL-sized ice surfaces required to host men's and women's hockey at full Canada Games standards. This venue capacity gap remains regardless of phasing approach and must therefore be considered independently of event scheduling decisions.</p> <p>In addition, the three-phase model introduces scheduling</p>	<p>Sport Operations - *Same effect and implication as the Two-Phase scenario (With assumption of the mitigating factors related to the Hockey schedule)</p> <p>Capital Construction - *Same effect and implication as the Two-Phase scenario</p> <p>Workforce & Planning (Spectator Seating)- *Same effect and implication as the Two-Phase scenario</p> <p>Legacy - *Same effect and implication as the Two-Phase scenario</p> <p>Ticket Sales - The reduction in athletes attending may reduce the pressures on venue capacity, consequently freeing up limited space for paying spectators, having a positive effect on ticket sales.</p>	<p>Sport Operations: Scheduling - Several stakeholders are impacted/involved in the circumstances related to a three-phase design. Resistance from these factions can impact approval to utilizing this strategy.</p> <p>Sport Operations: Training/Practice -There is a risk that reduced schedule flexibility under a three-phase Games delivery model limits the availability of formal, dedicated training and practice days for certain sports. While opportunities for training and practice would still exist, the need to keep the total Games duration within a range comparable to the traditional two-phase model results in a more compressed competition schedule. This compression reduces discretionary venue time and limits scheduling flexibility, particularly for sports with higher practice demands, increasing reliance on tightly managed and less adaptable training windows.</p>	<p>Spectator Seating - Ticket Sales/Venue Fitout - General capacity compared to baseline 2023 Games is at an approximate 50% limitation. 2023 Spent approximately \$100K in venue fitout for temporary seating builds. To reach the same capacity for comparison the NWT will need to double that baseline factor.</p> <p>Long Track Speed Skating - The provision of ice-making equipment may not be an incremental cost as this could be a likely synergy with most municipalities. There may be nominal venue fitout costs required for an outdoor venue compared to baseline budget: Recommended to consider an additional estimated \$100K</p> <p>Ticket Sales - A reduction in overall athlete numbers, per week, is expected to support ticket sales performance by reducing demand for non-revenue seating and increasing available capacity for paying spectators, consistent with temporary seating assumptions achieved in 2023. This</p>	<p>Overall Three-Phase Delivery - Pursuing a three-phase Games delivery model represents a deliberate departure from traditional Canada Winter Games practice. As such, a clear and compelling rationale for <i>why</i> this approach is being considered is essential. Establishing this rationale early helps ensure that governments, the Canada Games Council, National Sport Organizations, and community partners understand the operational need driving the approach and can align behind it. A three-phase model should not be assumed or adopted by default; if pursued, it must be clearly justified and supported through early engagement and consensus-building across key stakeholders.</p> <p>Sport Operations: Scheduling - Determining whether a three-phase Games delivery model is being pursued should occur early in the bid and host development process. This decision directly shapes sport selection, competition scheduling, venue utilization, and workforce</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>implications specific to hockey. Hockey requires a relatively high number of competition days to meet National Sport Organization expectations for competitive integrity and athlete experience. Under a three-phase structure, accommodating hockey within the overall Games schedule would likely require a condensed competition window of approximately six days. While this appears technically achievable, it would necessitate careful alignment with NSO requirements and place constraints on flexibility elsewhere in the schedule.</p> <p>Sport Venue: Spectator Seating - Overall, the limitations captured in the two-phase scenario remain. However, with less athletes on-site at one time, this can reduce the pressure of required spectator seating.</p> <p>Long Track Speed Skating - This is the one major sport limitation in the base analysis due to there being no suitable venue within the NWT. (Therefore this has not been assumed in the base analysis) The exception is consideration for use of an outdoor venue (frozen body of water) Several considerations for venue fitout would be required to meet standards in a challenging environment; however, this may be an attractive and innovative solution to host the sport, but to host it in a unique way.</p>		<p>Sport Venue: Ticket Sales - Lowered overall intensity can affect the feel of the games impacting fan attendance.</p> <p>Limited Spectator Seating - *Same effect and implication as the Two-Phase scenario</p> <p>Reducing major sporting events from contingent - *Same effect and implication as the Two-Phase scenario</p> <p>Reputation & Community Support - In the Three Phase Model it is likely the Games would need to be extended. This could impact on the overall community image and support of the Games due to extended closure of venues and public infrastructure.</p>	<p>will not be a net-positive contributor, just a strategic factor in achieving the assumed target.</p> <p>Sport Venue - The required use of venues, total time, extends in this model upwards of 21-22 days. This can impact venue rental models by upwards of 25%</p>	<p>planning across the Games. Early confirmation of this assumption allows the Host Society, Canada Games Council, and National Sport Organizations to align expectations, assess scheduling feasibility, and integrate necessary adjustments into sport operations and venue planning, reducing late-stage risk and rework.</p> <p>Hockey - Given hockey's venue intensity, competition-day requirements, and limited scheduling flexibility under a three-phase model, early and direct engagement with the relevant National Sport Organizations is critical. This engagement should focus on confirming minimum competition standards, acceptable scheduling compression, and any required concessions under a phased delivery approach. Establishing clarity with the NSO during the bid phase allows hockey inclusion to be treated as a conditional design decision—informed by facility availability and scheduling realities—rather than a fixed assumption. This approach supports transparent decision-making, reduces late-stage operational negotiation, and ensures that athlete experience and sport credibility are protected within the constraints of the northern context.</p>
<p>Workforce: Volunteers & Staff - By spreading the intensity of time this lowers the pressure on workforce volume as less workforce hours at one time allow for greater workforce flexibility. This also has the potential to reduce total workforce size with that flexibility created. In contrast however, this increases the total days of the Games which can have adverse effects.</p>	<p>Planning & Transfer of Knowledge - The overall complexity, as compared to other Games, would increase as a new level of planning is required in this scenario, without any specific transfer of knowledge to work from. This is not necessarily more challenging, just new. Overall games logistics planning will need to</p>	<p>Workforce: Volunteers & Staff - There is a risk of workforce burnout during games-time as the length of this model, compared to traditional, would be longer.</p> <p>There would be a risk that the spring-break, two week closure of schools could not be extended,</p>	<p>Volunteer Services - Overall costs of volunteers in the 2023 basis budget (Approximately 3,500 volunteers) has a relative effect when total volunteer numbers are changed. (i.e. Reduction of 10% of “numerically unique” volunteers can reduce base budget in this function by approximately 10%.)</p>	<p>This factor can be one to leverage in developing the case for why a three-phase might be desired by the host jurisdiction.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
	<p>be reimagined in comparison to traditional models.</p> <p>Ceremonies & Artistic Festivals - There is the potential this increases workforce needs depending on whether additional ceremonies or festivals are added to the traditional contingent as a result of this change.</p> <p>Food Services - This reduces pressure on food services by reducing required meals at one time.</p>	<p>making it difficult to operate an Athletes Village and use Gymnasiums for sports in the third phase of the Games.</p>	<p>It is estimated that this strategy has the potential to reduce total volunteer workforce required numbers by 10%. The key rationale include:</p> <ul style="list-style-type: none"> • Allowing for greater shift commitments by numerically unique volunteers. • Reduced venue needs as there are less athletes to service at one time. 	
<p>Sport Operations Minor Officials - (The same factors as the two-phase exist in the three-phase) A key CGC Standard required is to supply and train up to 1,300 minor technical officials as part of a full contingent of sports in the Canada Games. Generally, these resources are sourced from your local/territorial sport organizations as that may be current officials, parents and other athletes of age with experience in those particular sports.</p>				
<p>Non-Competition Accommodations - With overall intensity of athletes and overall games participants lowered, this can reduce the pressure on accommodations required for all others such as: Minor Officials, Mission Staff, Volunteers, Dignitaries, Parents, Spectators</p>	<p>Village Accommodations & Capital - Consideration for non-competition accommodations needs to be given to the Village Accommodations strategy whereby the Village Accommodations may address shortfalls in overall accommodation capacity.</p>	<p>For the host jurisdiction this is a risk area of capacity.</p> <p>The costs for Mission staff may increase which may be challenging for their own budgets, which may increase resistance to the strategy.</p> <p>*For additional/specific risks see section 3.2 Village Accommodations & Services</p>	<p>The total accommodations may have a small overall increase due to the total games length exceeding traditional limits. But these costs are conditional on where minor officials are coming from. Negligible impact.</p> <p>*For additional financial implications on Non-competition Accommodations see section 3.2 Village Accommodations and services.</p>	<p>This factor can be one to leverage in developing the case for why a three-phase might be desired by the host jurisdiction.</p>
<p>Transportation: Athlete Travel to Host Jurisdiction -</p>	<p>Operating Budget</p>	<p>That the model causes increased costs to the Federal Government, impacting their support of pursuing a model of this type.</p>	<p>The 2023 Games utilized 35 Chartered flights in a traditional two-phase model. In the three-phase model, it is estimated that 34 Chartered Flights would be required. (Assumed 2 Provinces per charter with consideration for some use of commercial flights for athletes from closer jurisdictions to the NWT.)</p> <p>Overall this mitigates the risk of increased costs to the Federal Government.</p>	<p>It will be key to confirm this analysis with the Federal Government to determine what logistical plans are supported by their own analysis. This will confirm the viability of this scenario model for potential use in 2035.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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Village Accommodations & Services -	See Section 3.3: The specific scenarios within Village Accommodations & Services have interdependent effects with the overall Games & Event Delivery design (Two Phase & Three Phase). All risks, financial implications and strategies are captured within this section's analysis.			
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Reducing Sport Contingent

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Limited Sport Scope - While the analysis demonstrates that hosting a full contingent of winter sports in 2035 is achievable, it also recognizes the importance of understanding how intentional reductions in sport scope could influence overall feasibility. The limited sport scope scenario is not presented as a preferred outcome, but as a strategic stress-test—intended to illustrate how reducing the number of sports affects system complexity, cost exposure, operational risk, and legacy outcomes.</p> <p>Sport Limitation: Satellite Mountain Sports (Whitehorse, YK) - The first layer of reduction considers eliminating the satellite venue strategy in Whitehorse and Hay River, thereby removing Ringette and mountain sports such as Alpine Skiing, Snowboarding, and Freestyle Skiing from the Games program. This approach maintains a clustered Games delivery model while removing the most logistically intensive satellite dependency.</p> <p>Artistic Swimming & Diving - Artistic Swimming and Diving have not been included in the base sport scope assumed for this analysis. Existing aquatic facilities do not fully meet National Sport Organization (NSO) venue standards, including minimum depth requirements for Artistic Swimming and required platform infrastructure for Diving. While accommodation or compromise by the relevant NSOs could be explored, these sports are not assumed at this stage in order to avoid introducing capital dependencies or approval risks that are not essential to overall Games feasibility. Should NSO concessions be secured, inclusion of these sports would not materially alter the operating or delivery assumptions presented in this study.</p> <p>Overall Sport Limitation - There is no defined standard of how many and which sports are within a Canada Winter Games. There are several long-standing traditions in this regard and as noted in this analysis, but there is the possibility of a fundamental reduction in overall sports that</p>	<p>Limitation: Satellite Mountain Sports (Whitehorse, YK) & Satellite Ringette (Hay River, NWT) - This would reduce travel/transportation coordination, workforce deployment and reduce overall Satellite Village & Sport Operations costs.</p> <p>Overall Reduction Limitation - A reduction in the total number of sports included in the Games has a corresponding effect across all major functional areas of the Games delivery model, including venues, workforce, accommodations, transportation, scheduling, and ceremonies. While this reduction does not translate into a direct, proportional decrease across every function—given that certain elements have fixed minimum requirements—it does result in an exact reduction in overall system demand.</p> <p>For planning purposes, this analysis applies a moderated scaling assumption, whereby reductions in sport scope translate to a proportionate—but dampened—reduction across other Games functions. Specifically, it is assumed that a % reduction in the overall sport contingent results in an overall event decrease at a scale of 65% of the assumed sport reduction.</p>	<p>Overall Risks of Sport Reduction -</p> <ul style="list-style-type: none"> • A decision to the level of a fundamental reduction may risk the awarding of the 2035 Games to the NWT by the CGC. • There is a reputational risk for the NWT in hosting a Games to a lower scale compared to all others. • Loss of sport-specific legacy opportunities related with mountain sports and Ringette. 	<p>Limitation: Satellite Venues - This would reduce the Satellite Village expense of \$338K and reduce the overall Sport Operations budget by approximately 15% or \$410K.</p> <p>Overall Sport Reduction - Considering the planning assumption of using a 0.65 scaling factor for the overall impact of reducing sports the following example can be applied as the reader chooses:</p> <p>If overall sports hosted were reduced 20%:</p> <ul style="list-style-type: none"> • 20% of the Baseline 2035 Budget is \$10.3M • Considering the 65% scaling factor the estimated budget reduction would be \$6,695,000 	<p>Overall Strategy & Approach - If the NWT intends to reduce the overall sport contingent, it would need to pursue a conditional hosting strategy with the CGC as part of the bid and pre-award process. This means essentially and explicitly saying: <i>“The NWT is willing to host the 2035 Games, provided that the Games can be delivered within a defined sport scope that aligns with northern capacity, logistical realities and risk tolerance.”</i></p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
could exist in a hosting scenario.	<p><i>(Planning Assumption = % Sport Reduction x 65%)</i></p> <p><i>I.e. if the NWT reduced sports by 20% that would reduce overall operations by 13% (20% x 65%)=Planning Assumption</i></p>			

5.4 Village Accommodations & Services Scenarios: Discussion & Analysis

Role of the Games Village in Canada Games Delivery - The Games Village is a foundational component of Canada Games delivery and functions as an integrated system rather than a single accommodation solution. Under Canada Games Council standards, the Host Society is required to provide a safe, secure, and fully serviced Village environment that supports athlete well-being, performance, and daily operations for the full duration of the Games. The Village must be operational prior to the Opening Ceremony, accommodating up to 3,600 participants across the Winter Games cycle, inclusive of athletes, coaches, managers, guides, and participant assistants.

Beyond lodging, the Village is required to house a series of tightly connected services, including a large-scale Dining Hall with high-throughput meal production capacity, a Mission Centre with offices and meeting rooms for all Provincial and Territorial teams, a Medical Polyclinic, Coach House, secure equipment storage, participant lounges, and a centralized transportation hub. These elements are not optional or standalone—they are intentionally co-located or proximate to support daily athlete movement, medical response times, Team operations, and Games-time logistics.

As a result, accommodation capacity, servicing capacity, food services, and non-competitor accommodations are interdependent systems, and any constraint in one area quickly creates pressure across the others.

Core Constraints in the NWT Context - In the Northwest Territories, accommodation capacity is one of the most significant feasibility constraints for hosting the Games. Existing accommodation inventories are insufficient to meet peak Village demand without change. This constraint is compounded by the Food Services standard, which requires the ability to seat a minimum of 700 participants at one time and produce approximately 900 meals per hour, with service extending from early morning to late evening to accommodate variable competition schedules.

The Village Dining Hall, in particular, represents both a capacity and infrastructure challenge, as it must support industrial-scale food production, dietary oversight, accessibility requirements, and proximity to athlete accommodations. In the absence of large, existing facilities with appropriate kitchen infrastructure, the Village strategy directly

influences venue selection, transportation needs, staffing models, and overall Games complexity.

Non-competitor accommodations—specifically for officials, technical staff, and Games partners—are also directly linked to Village planning. Where Village configurations displace or consume commercial lodging inventory, pressure shifts to transportation systems, schedules, and operating budgets.

Village Accommodation Strategies Considered - Given these constraints, the analysis evaluates three primary Village accommodation strategies, each of which reflects a different balance between capital investment, operational complexity, cost exposure, and legacy outcomes.

Scenario A - Major Capital Village Development (Permanent Legacy) - A major capital Village development represents the most integrated and operationally efficient approach to meeting Canada Games standards. This strategy involves the construction or significant upgrade of a permanent accommodation facility designed to meet peak Games requirements (up to **3,600 participants**), while being sized and configured for post-Games use.

Historically, several hosts—including Prince Edward Island (2023) and Red Deer (2019)—have successfully aligned Games Village investments with post-secondary housing needs, affordable housing objectives, or other public infrastructure priorities. For the NWT, a permanent Village offers strong alignment with territorial priorities related to housing, workforce retention, and long-term community capacity.

Implications and advantages include:

- Full compliance with CGC Village standards;
- Reduced transportation and logistics complexity during the Games;
- Centralized Food Services, medical, and mission support;
- Highest level of athlete experience and operational control; and
- A durable legacy asset with post-Games utility.

However, this strategy requires early and coordinated commitment from all levels of government and potential delivery partners. Capital cost, governance, ownership, and post-Games operating models must be resolved well in advance of bid submission to be viable.

Scenario B - Multi-Schools Accommodation Model (Decentralized Village) - In the absence of a major capital accommodation project, a multi-schools accommodation model represents a technically feasible but operationally complex alternative for housing Games participants. This approach is not consistent with the contemporary standard of Canada Games Village delivery, which prioritizes centralized, purpose-built accommodations with co-located services. However, with appropriate planning, approvals, and mitigating strategies, a schools-based model can function as a viable hosting solution within the NWT context.

Capacity Feasibility and Space Requirements - Under Canada Games standards, participant accommodations must provide sufficient personal space, accessibility, and separation by team, age, and gender. For planning purposes, this analysis assumes a worst-case space requirement of 100 sq. ft. per participant, consistent with single-bed rooming standards. With an average winter Games population of approximately 3,000 athletes (accounting for satellite use and sport phasing), this equates to 1,500 beds per week and a total accommodation footprint requirement of approximately 150,000 sq. ft. per competition week.

Typical Yellowknife classrooms average approximately 1,000 sq. ft., implying a requirement of roughly 150 classrooms to support a full week of Games participants under single-bed assumptions. Use of bunk-style accommodations (reducing space requirements to approximately 60 sq. ft. per bed) would materially reduce the total classroom requirement, but would increase fit-out complexity and require CGC approval.

Based on current inventories, the following Yellowknife schools could collectively meet this requirement:

- **Range Lake North School** – ~15 classrooms; gym; large central atrium; foods room
- **Mildred Hall School** – ~15 classrooms; gym; large kitchen (with some uncertainty on secondary gym availability)
- **N.J. Macpherson School** – ~16 classrooms; gym; smaller foods room
- **William McDonald Middle School** – ~16 classrooms; gym; large kitchen
- **It'ò School** – ~16 classrooms; gym; medium kitchen
- **Sir John Franklin High School** – ~23 classrooms; gym; large kitchen

- **Catholic School System (aggregate)** – including St. Patrick High School and Weledeh Catholic School, providing an additional ~40–50 classrooms and multiple gym spaces
- **Satellite Venues** - Mitigates the total requirements and satellite villages are then required but at a much reduced scale to the primary host community.

Collectively, this network makes a schools-based accommodation model physically achievable from a bed count and space perspective, subject to detailed rooming plans and accessibility modifications.

Operational Implications and Interdependencies - While feasible, the multi-schools model significantly increases operational complexity when compared to a centralized Village. Nearly all ancillary Village functions—including Food Services, Mission Services, Medical Polyclinic operations, secure storage, and athlete lounges—would need to be centralized at one or more secondary locations rather than embedded within accommodation sites.

Food Services is a particularly critical interdependency. CGC standards require the capacity to seat 700 participants at one time and produce approximately 900 meals per hour, supported by industrial kitchen infrastructure. Few schools individually meet this requirement, necessitating either:

- a centralized “super dining hall” location (potentially using a high school gym, community facility, or temporary structure), or
- a hybrid model involving food production off-site and transported for service.

This centralization increases reliance on transportation systems, introduces tighter scheduling dependencies, and elevates Games-time risk related to punctuality, weather, and staffing availability. Medical services and Mission Centres would face similar challenges, as proximity to accommodations—normally a strength of a centralized Village—is lost.

Standards Variances and Governance Considerations - It is important to note that a multi-schools model would require formal variances from Canada Games Council accommodation standards, particularly those related to co-location of services, rooming configurations, and proximity between sleeping, dining, and medical facilities. As such, this strategy would require early engagement and explicit approval from the CGC, and

should be treated as a contingent or conditional hosting approach rather than a preferred standard. The multi-schools model and associated fit-out investments also create longer-term value by strengthening the Territory's capacity to host future major events, including the Arctic Winter Games.

Overall Assessment - The multi-schools accommodation strategy is not the standard or aspirational model for Canada Games delivery, and it carries elevated operational, transportation, and coordination risk. However, supported by Yellowknife's available school infrastructure, it represents a credible fallback option that materially improves accommodation feasibility in the absence of a major capital build. Its success depends on early decisions, strong inter-agency coordination, and deliberate investment in transportation and centralized service hubs. As such, this strategy should be viewed as feasible but fragile—capable of working in the NWT context, but only with disciplined governance, conservative scheduling, and clear alignment with the Canada Games Council.

Scenario C – Temporary Village (Modular / ATCO-Style) - A temporary Village strategy involves constructing modular accommodation—often using camp-style or ATCO-type units—for exclusive Games use, with the intent of repurposing the facility post-Games as a legacy (e.g., industrial, resource sector, or emergency housing applications) or simply returned on a rental model.

This model can achieve compliance with most CGC standards and allows for centralized Village services, including Dining Hall, medical, and mission support. However, it is generally a significant cost for a non-permanent asset and requires clearly defined repurposing agreements to justify investment.

Key considerations include:

- Identification of a suitable location with sufficient footprint and servicing;
- Significant up-front costs with limited legacy certainty;
- Additional logistics related to installation, commissioning, and removal; and
- Dependence on post-Games partners to absorb and utilize the asset.

This approach can be effective where strong repurposing partnerships exist but presents funding and governance challenges without a post-Games legacy impact. The following evaluation matrix expands on these implications, risks and cost factors to help round out the intended strategy for the 2035 Games.

5.4.1 Village Accommodations & Services Matrix

****Reader Clarity & Context***

Evaluation Matrix - The scenario evaluation matrices presented in the following subsections are intended to provide additional detail to the discussion and analysis of this section. They support the understanding of scope and several key details that materially affect this decision. They are a consistent and transparent basis for comparing alternative Games delivery approaches. Each matrix reflects a blended consideration of the following:

- The **northern realities, constraints, and mitigating factors** identified in Section 1
- A comparison of operational, financial, and functional impacts relative to the **baseline reference point of the 2023 Canada Winter Games in Prince Edward Island**. (For clarity all financial references in Section 3 are in current terms and adjustments for inflationary growth are required. This timing adjustment is addressed in Section 4)
- The **professional experience, judgment, and research-informed perspectives** of the authors of this report

Taken together, these considerations are used to assess functional interdependencies, risks, cost implications, and the feasibility of strategies required to enable or influence each delivery scenario.

Village Accommodations & Services - Evaluation Matrix				
Scenario A - Major Capital Upgrade				
Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Highest alignment with CGC Village model - Centralized accommodations + Dining Hall + Mission + Polyclinic + services in one integrated footprint.</p> <p>Operational simplification - Reduces reliance on transportation as the “glue” holding the Village together.</p> <p>Athlete experience strength - Most consistent with national Games expectations and easiest to keep equitable across phases.</p> <p>Legacy lever - Can be the catalyst to drive post-Games housing / student residence / workforce housing needs.</p>	<p>Capital planning & approvals - Must align with GNWT / municipal / federal capital processes and timelines.</p> <p>Food services - Simplifies dining hall delivery (best chance to meet 700 seats / 900 meals/hr without temporary builds).</p> <p>Non-competitor accommodations - Frees hotel inventory if athletes are not using hotels/classrooms; improves ability to house officials/media/VIPs.</p> <p>Workforce - Reduces operational staffing complexity compared to decentralized models (fewer moving parts, fewer daily transport dependencies).</p> <p>Overall Event & Sport Delivery Phasing - The overall scope of Village and Village Services is directly interdependent with the amount of athletes and workforce on site at once. By spreading this load through a changed phasing model, this reduces complexity and intensity on Village.</p>	<p>Timing/commitment risk - Capital certainty must be achieved early enough to be credible for bid/host development.</p> <p>Governance/ownership risk - Post-Games ownership, operating responsibility, and funding model must be defined to avoid stranded asset risk.</p> <p>Scope creep risk: Capital projects tend to expand unless tightly governed.</p>	<p>Highest upfront capital exposure, but often offsets operating complexity costs (transportation, fit-out, temporary structures).</p> <p>Potential to leverage additional investment (legacy alignment can unlock partner funding).</p> <p>Lower Games-time operating volatility compared to decentralized options.</p> <p>Specific Financial Change Compared to 2023 PEI Basis Budget - This scenario is relatively similar to what played out at the 2023 Games in PEI. Residences were added to the University/College as a legacy for the Games while satisfying operational requirements. Therefore, current operating budgets would align with this scenario should the Major Capital Upgrade be pursued.</p> <p>Capital Costs - A project of this size and scale would not be managed by the Host Society and therefore would not necessarily be contained within the Games budget. However, considering capital contributions and investment by/through the Games may be a factor for a territorial jurisdiction, or municipality where the capital build would occur.</p>	<p>Treat as a legacy-aligned public project - Define post-Games owner/operator and use case before bid confirmation.</p> <p>Package as “Games + housing solution” - Align with GNWT priorities and partner programs (housing, post-secondary, workforce).</p> <p>Lock scope early - Confirm what must be built for Games standards vs what is “nice to have.”</p>
Scenario B - Multi-Schools Strategy				
Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Physically feasible bed capacity using school classrooms at scale (your ~150)</p>	<p>Food services becomes the critical constraint - Few schools can meet</p>	<p>Standards variance / approval risk - Requires early CGC acceptance of</p>	<p>Lower capital cost, but higher operating and logistics costs</p>	<p>Early CGC engagement for variance approval - Treat as conditional feasibility</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>classroom / ~150,000 sq ft per week “worst case” footprint).</p> <p>Not the modern Canada Games norm - Requires variances and creates a materially different Village experience unless carefully designed.</p> <p>Village becomes a network, not a site - Accommodations are distributed; services must be centralized elsewhere.</p>	<p>Dining Hall throughput; likely requires a centralized “super dining hall” venue and/or off-site production + transport.</p> <p>Transportation is no longer supportive; it becomes essential - Athlete movement between sleeping sites and dining/mission/medical must be reliable and frequent.</p> <p>Medical + Mission services - Must be centralized in secondary location(s); increases logistics and staffing needs.</p> <p>School calendar & community impact - Any extended use beyond typical breaks creates sensitivity with education partners.</p> <p>Non-competitor accommodations - Hotels remain needed for officials/media/VIPs; the school model doesn’t solve that pressure.</p> <p>Overall Event & Sport Delivery Phasing - The overall scope of Village and Village Services is directly interdependent with the amount of athletes and workforce on site at once. By spreading this load through a changed phasing model, this reduces complexity and intensity on Village.</p>	<p>deviations (rooming model, service proximity, site dispersion).</p> <p>Operational fragility - More moving parts → higher dependence on transport timing, weather resilience, and staffing depth.</p> <p>Athlete experience equity risk - Quality and consistency can vary across schools unless standardized fit-out and programming is strong.</p> <p>Games-time disruption risk - Schools become operational sites; set-up/tear-down timing is sensitive.</p>	<p>(transportation, fit-outs, security/access control, staffing).</p> <p>Temporary infrastructure costs likely shift to: dining hall build-out, storage, medical clinic fit-out, and transport hubs.</p> <p>Budget uncertainty is higher due to reliance on multiple site conditions and daily operational rhythm.</p> <p>Estimated Financial Impact & Change - Estimated incremental operating cost: There are incremental costs in comparison to the operational scope of the 2023 PEI Games as our base comparator. They are estimated at:</p> <p>\$1.1M to \$1.85M (planning range) Main cost drivers -</p> <ul style="list-style-type: none"> • Dining hall / food services infrastructure: ~\$250K–\$400K (temporary structure + kitchen/service build-out) • Temporary medical + mission centre fit-out: ~\$150K–\$300K (modular/temporary clinic + offices/meeting support) • Transportation (multi-site shuttling): ~\$400K–\$600K (high-frequency shuttle operations; charter rates commonly in the ~\$350–\$400/hr range) • Security/access control across multiple sites: ~\$200K–\$350K (multi-site coverage increases staffing hours; security services commonly priced by hourly rates) • Storage/fit-out/cleaning/restoration: ~\$100K–\$200K (site prep, sanitation, and restoration across several schools) 	<p>approach, not a late workaround.</p> <p>Centralized service hub strategy - Identify 1–2 anchor service sites (Dining Hall + Mission + Polyclinic) to reduce fragmentation.</p> <p>Transportation plan as a core design element - Plan routes, contingencies, and scheduling discipline early; test during events.</p> <p>Standardize fit-out - Consistent sleeping, security, accessibility and athlete programming across schools to protect experience.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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Scenario C - Temporary Village Strategy

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Centralized Village experience without permanent build - Can meet most Village standards if properly designed (beds + Dining Hall + Mission + Polyclinic + storage).</p> <p>Quicker pathway than permanent capital if site and partners are secured.</p> <p>Legacy depends on repurposing plan - Without post-Games use, this becomes a high-cost temporary solution.</p>	<p>Site selection & servicing - Requires land, utilities, access roads, and security control; ties to municipal infrastructure planning.</p> <p>Food services - Often solved through integrated temporary dining hall/kitchen infrastructure—still requires scale throughput.</p> <p>Workforce - Reduced daily transport complexity vs schools, but increased set-up/commissioning and operational site management.</p> <p>Non-competitor accommodations - Still relies on commercial inventory for officials/media/VIP.</p> <p>Overall Event & Sport Delivery Phasing - The overall scope of Village and Village Services is directly interdependent with the amount of athletes and workforce on site at once. By spreading this load through a changed phasing model, this reduces complexity and intensity on Village.</p>	<p>Cost and procurement risk - High upfront cost for temporary asset; exposure to procurement and supply chain variability.</p> <p>Legacy uncertainty risk - If the repurposing partner is not secured early, funding defensibility weakens.</p> <p>Site readiness risk - Delays in servicing, approvals, or installation create schedule exposure.</p>	<p>Significant upfront cost (often comparable to a major project without permanent benefit unless repurposed).</p> <p>Operating costs are more predictable than schools model due to centralization.</p> <p>Best value case depends on post-Games reuse agreement (industrial camp, emergency housing, workforce housing, resale).</p> <p>Estimated Financial Impact & Change - Based on a 2014 study and feasibility analysis completed for the City of Yellowknife which estimated the costs at that time to be approximately \$33.5M for rented temporary facilities. This is a reasonable assumption to be indicative of costs within the scope of this review. With utilizing the planning assumption growth rate of 2.28% the future cost value for base analysis would have these costs at approximately \$53.8M. Otherwise, it is assumed that all other Village operating costs would remain the same as the base comparison Games in PEI 2023.</p>	<p>Secure post-Games partner early - Treat repurposing as part of the business case, not an afterthought.</p> <p>Choose a site that supports long-term use - Location and servicing should match the intended legacy path.</p> <p>Use modular strategy to reduce risk - Standardized units + scalable services reduce uncertainty compared to bespoke builds.</p>

5.5 Workforce - Volunteers & Staff

Under the Canada Games framework, the workforce is a system of volunteers and paid staff that must function cohesively. CGC standards place direct responsibility on the Host Society to design an approved staffing structure, recruit and train a qualified and diverse workforce, meet bilingual and safe-sport requirements, and deliver a minimum of 4,000 Games-time volunteers supported by appropriate screening, training, uniforms, and supervision. While these standards allow flexibility in *how* the workforce is assembled, they establish a high and non-negotiable baseline for capability and readiness.

In a traditional Canada Games delivery model, workforce demand is heavily concentrated in a two-phase Games structure, characterized by overlapping competitions and peak venue activity. This model relies on large volunteer numbers, supplemented by a smaller cohort of professional staff and experienced volunteer leaders. In the NWT context, where the available volunteer pool may be smaller and subject to competing demands, this creates immediate pressure on both recruitment volume and leadership sustainability.

Alternative delivery approaches—such as the three-phase Games model—introduce a different workforce dynamic. While total volunteer requirements may remain similar, the timing, intensity, and distribution of workforce demand changes. A phased model can reduce peak-time strain, spread leadership roles over longer periods, and potentially improve volunteer retention by mitigating burnout. However, this also requires more sophisticated workforce planning, stronger coordination, and, in many cases, a higher degree of professional staffing to maintain continuity between phases.

At the same time, the discussions highlighted that workforce delivery is highly interdependent with other systems. Volunteer recruitment strategies—such as volunteer tourism, school-based engagement, or corporate participation—are directly constrained by accommodation availability. Importing volunteers or professional staff from outside the region increases demand on already limited housing. Similarly, staffing strategies influence volunteer demand: greater professionalization through overall structural decisions can reduce pressure on volunteers, but shifts cost and governance complexity.

As a result, workforce design is not simply a resourcing exercise. It is a core strategic choice that fundamentally shapes how the Games can be delivered, at what scale, and with what level of risk. The degree to which the Host Society relies on volunteers versus paid staff, the intensity of delivery phases, and the balance between local and external expertise will directly influence feasibility. For this reason, the workforce discussion

naturally transitions into the scenarios explored in this study: traditional volunteer-heavy delivery under a two-phase model, alternative volunteer deployment under a three-phase model, and progressively more professionalized workforce structures designed to reduce delivery risk while increasing cost and organizational complexity.

5.5.1 Workforce - Volunteers & Staff Matrix

****Reader Clarity & Context***

Evaluation Matrix - The scenario evaluation matrices presented in the following subsections are intended to provide additional detail to the discussion and analysis of this section. They support the understanding of scope and several key details that materially affect this decision. They are a consistent and transparent basis for comparing alternative Games delivery approaches. Each matrix reflects a blended consideration of the following:

- The **northern realities, constraints, and mitigating factors** identified in Section 1
- A comparison of operational, financial, and functional impacts relative to the **baseline reference point of the 2023 Canada Winter Games in Prince Edward Island**. (For clarity all financial references in Section 3 are in current terms and adjustments for inflationary growth are required. This timing adjustment is addressed in Section 4)
- The **professional experience, judgment, and research-informed perspectives** of the authors of this report

Taken together, these considerations are used to assess functional interdependencies, risks, cost implications, and the feasibility of strategies required to enable or influence each delivery scenario.

Workforce (Volunteers & Staff)				
Scenario A - Volunteers & The Traditional Event & Games Delivery Phasing				
Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Total Volunteers - This scenario has the highest intensity of workforce/volunteer needs as it condenses the scope of volunteers into a short period of time. The Canada Games standards state that a host must recruit a minimum 4,000 Games-Time volunteers. Various Games have seen variability in this number dependent on their structure, planning and realities. For example, 2019 in Red Deer had approximately 4,600 games time volunteers where 2023 in PEI were able to deliver the games with less than 3,500.</p>	<p>Volunteer Budget (Uniforms & Ancillary Costs) - From a budget perspective, there is a direct correlation between volunteer numbers (uniforms required & ancillary costs) and the Volunteer budget.</p> <p>Sport & Venues - There is a direct correlation between how many venues and subsequent total sports hosted in those venues, to the total number of volunteers required. *See Section 3.3 for discussion on the amount of sports hosted in 2035 and the interdependence with Volunteers. .</p> <p>Staffing/Paid Resources - Any shortage of workforce is supplemented with paid staff and/or contracted resources.</p> <p>Non-Competition Accommodation - If not all volunteers are sourced “locally” consideration for where they are housed needs to be given. Depending on recruitment strategies, this area pressures accommodations in the NWT as volunteers may be traveling.</p> <p>Food Services - This compresses the total meals for volunteers into shorter periods, increasing logistical pressure.</p>	<p>Total Volunteers/Volunteer Hours - Based on the assumptions and mitigating factors discussed in Section 1 of this report, meeting the standard is a material risk for the NWT. The total number of volunteers to recruit is not necessarily “linear” in nature. It is an estimation that has a relation to the total volunteer hours required. Therefore, it’s an average that is influenced by not only total “unique individuals” but the hours they commit. This requires significant planning, but is also an area that may be well mitigated by that planning.</p> <p>Timing of Volunteer recruitment - The timing of volunteer recruitment is critical and it is a sensitive risk area. It is not necessarily the best strategy to recruit early as it is difficult to maintain engagement and connection with this volume of people. And, waiting too long to exercise this process may have a host coming up short. A strategic approach is required.</p> <p>Skilled Workforce (Leadership & Bilingualism) - It is not enough to simply meet the targets for volume of people and hours. The CGC standards require a minimum of 10% bilingual volunteers by volume, and required to be distributed appropriately by venue.</p>	<p>Volunteer Budget (Uniforms & Ancillary Costs) - The Volunteer budget basis from 2023, used in this study, has a direct correlation to volunteers recruited. Simply put, for every % difference in volunteer numbers there is a relative % change to the Volunteer “games-time” base budget (Approximate total \$900K)</p> <p>Food Services - Games time feeding of volunteers is not an overly material cost to the overall operating budget. The base budget in 2023 was approximately \$115K. Depending on volunteer numbers recruited this can have a variable effect.</p> <p>Staffing/Paid Resources - * See analysis below.</p>	<p>Planning - Volunteer resource planning is a critical exercise in games delivery. The detail and strategies employed in venue planning can ensure the most effective and efficient use of workforce resources during games time. Strong coordination with the Canada Games Council as well as support from consultancy expertise in developing this plan can mitigate risks and lead to clearer requirements of volunteer numbers/hours. Develop plans early and in conjunction with decisions on sports and venues.</p> <p>Workforce Leadership - Increasing the professionalization of the workforce (particularly by using paid staff in key venue leadership roles) can reduce the overall complexity and risk of the volunteer program. In traditional Games delivery models, venue leadership positions are typically filled by senior volunteers, which requires recruiting a relatively large number of individuals with the skills, availability, and commitment to assume these critical roles. Using paid leadership positions can improve reliability, continuity, and operational effectiveness, while reducing pressure on volunteer recruitment. This approach can also lower the total number of volunteers required, which in turn reduces costs associated with volunteer uniforms, training, meals, and logistics. (For further discussion see scenarios below)</p> <p>Volunteer Recruitment: Timing & Promotions - Volunteer recruitment should avoid starting too early in the planning cycle. Transfer of Knowledge from past Games indicates that early recruitment can weaken engagement, as volunteers who wait extended periods between sign-up and meaningful involvement are more likely to disengage. Instead, recruitment efforts should focus on building awareness and excitement early, while sequencing formal sign-up closer to training and deployment. A “just-in-time” recruitment approach—where promotion, registration, training, and involvement occur in close succession—helps maintain momentum, reinforce commitment, and improve retention through Games-time.</p> <p>Volunteer Hours Minimum Commitment - Increasing the minimum volunteer hours requirement can reduce pressure on total volunteer recruitment by concentrating essential roles among a smaller, more committed group of volunteers. This approach can lower overall volunteer numbers and associated costs, but it also introduces recruitment considerations, as higher time commitments may limit participation for some individuals. A phased Games delivery model</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
		<p>There are “layers” of volunteer leadership positions required as well. So, as much as there are simple functions that require minimal training to fulfill, there are approximately 10% of positions that require higher levels of skills/expertise as they are in positions of leadership during games time and are also involved in the planning process. This added complexity may pose a risk for recruitment.</p> <p>Non-Competition Accommodations - There is a risk, depending on where volunteers come from, that the pressures on non-competition accommodations will be increased as the need for accommodations increase.</p>		<p>helps mitigate this risk by allowing volunteer hours to be spread over a longer period than a traditional two-week event, making higher minimum commitments more practical and easier to resource.</p> <p>Volunteer Tourism - Various games across the country have had volunteers sign-up from beyond their jurisdiction, making a trip/vacation out of experiencing the games away from home. This can be a strategy to leverage, especially considering that the NWT will be a special experience considering the uniqueness of experiencing the Northwest Territories and that the Games have never been in the NWT. Deliberate marketing efforts can leverage these opportunities and contribute to mitigating the risk of volunteer capacity while amplifying your economic impact.</p> <p>Non-Competition Accommodations - Consideration for volunteer accommodations should be given to the overall Village strategy. Ideally, this can be addressed within the capital strategy to build housing as consideration for the volume of accommodation needs should be given. Worst case scenario is to consider this in the schools-based accommodations strategy to ensure sufficient lodging exists should volunteers need.</p> <p>Workforce Development & Training - Consistent with the impact analysis in Section 2, workforce engagement should place a strong emphasis on the development of local people. The program should clearly position participation as an opportunity for skill-building, leadership development, and professional growth, in addition to contributing to athlete experience and Games delivery. Framing workforce involvement in this way helps attract and retain participants by reinforcing that the Games are not only about delivering a major event, but about creating meaningful, once-in-a-generation development opportunities for the region’s workforce.</p>

Scenario B - Volunteers & The Three-Phase Event & Games Delivery Phasing

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>Workforce: Volunteers - By spreading the intensity of the overall Game Delivery, this lowers the pressure on workforce volume as less workforce hours at one time allow for greater workforce flexibility. This also has the potential</p>	<p>Volunteer Budget (Uniforms & Ancillary Costs) - From a budget perspective, there is a direct correlation between volunteer numbers (uniforms required & ancillary costs) and the Volunteer budget.</p>	<p>Volunteer Burnout - There is a risk of volunteer burnout during games-time as the length of this model, compared to traditional, may be longer. (The total length of the overall games are contingent on sports scheduling per 3.3)</p>	<p>Volunteer Services - The Volunteer budget basis from 2023, used in this study, has a direct correlation to volunteers recruited. Simply put, for every % difference in volunteer numbers there is a relative % change to the Volunteer “games-time” base</p>	<p>Overall volunteer capacity in the NWT and the relieving effects of the three-phase model may be supporting rationale to pursue approval of a three-phase model.</p> <p>Planning - The discussion above in 3.5A applies.</p> <p>Workforce Leadership - The discussion above in 3.5A applies.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
<p>to reduce total workforce size with that flexibility created. In contrast however, this increases the total days of the Games which can have adverse effects.</p> <p>The precise impact of a phased Games delivery model on overall volunteer workforce size is inherently difficult to quantify. While spreading Games delivery across three phases is expected to require a similar total number of volunteer hours as a traditional two-phase model, those hours may be fulfilled by fewer unique volunteers if individuals are able and willing to commit additional time over a longer delivery period. A three-phase model provides greater flexibility for volunteers to distribute their participation across multiple weeks, potentially increasing average hours per volunteer. For planning and comparative analysis purposes, this assessment assumes a net reduction of approximately 10% in the number of unique volunteers under a phased delivery model. This assumption is intended as a reasonable, conservative estimate to support scenario analysis rather than a precise forecast.</p>	<p>Sport & Venues - There is a direct correlation between how many venues and subsequent total sports hosted in those venues, to the total number of volunteers required. *See Section 3.3 for discussion on the amount of sports hosted in 2035.</p> <p>Staffing/Paid Resources - Any shortage of workforce is supplemented with paid staff and/or contracted resources.</p> <p>Non-Competition Accommodation - If not all volunteers are sourced “locally” consideration for where they are housed needs to be given. Depending on recruitment strategies, this area pressures accommodations in the NWT as volunteers may be traveling.</p> <p>Planning & Transfer of Knowledge - The overall complexity, as compared to other Games, would increase as a new level of planning is required in this scenario, without any specific transfer of knowledge to work from. This is not necessarily more challenging, just new. Overall games logistics planning will need to be reimagined in comparison to traditional models.</p> <p>Ceremonies & Artistic Festivals - There is the potential this increases workforce needs depending on whether additional ceremonies or festivals are added to the traditional contingent as a result of this change.</p>	<p>Total Volunteers/Volunteer Hours - The risk discussion in 3.5A above remains. However, this is mitigated as a result of the overall reduction in intensity of athletes being on site at once.</p> <p>Timing of Volunteer recruitment - The risk discussion in 3.5A above, remains.</p> <p>Skilled Workforce (Leadership & Bilingualism) - The risk discussion in 3.5A above, remains.</p> <p>Non-Competition Accommodations - The risk discussion in 3.5A above, remains.</p>	<p>budget (Approximate total \$1.567M)</p> <ul style="list-style-type: none"> It is estimated that this strategy has the potential to reduce total volunteer workforce required numbers by 10%. The key rationale include: <ul style="list-style-type: none"> Allowing for greater shift commitments by numerically unique volunteers. Reduced venue needs as there are less athletes to service at one time. 	<p>Volunteer Recruitment: Timing & Promotions - The discussion above in 3.5A applies.</p> <p>Volunteer Hours Minimum Commitment - The discussion above in 3.5A applies. The three-phase variation increases the effectiveness of this strategy.</p> <p>Volunteer Tourism - The discussion above in 3.5A applies.</p> <p>Non-Competition Accommodations - The discussion above in 3.5A applies with a slightly lower impact.</p> <p>Workforce Development & Training - The discussion above in 3.5A applies.</p>

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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	<p>Food Services - This reduces pressure on food services by reducing required meals at one time.</p>			
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Scenario C - Level of Workforce Professionalization & Leveraging Consultant Expertise

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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<p>The planning and host development process has traditionally been delivered through a combination of paid staff and volunteers. This model requires workforce recruitment and training to occur well in advance of Games-time, placing a greater emphasis on early coordination, role definition, and engagement. While this approach introduces additional upfront effort and organizational complexity, it can also support stronger knowledge transfer, continuity, and shared culture within the workforce, contributing positively to overall delivery capability.</p> <p>Consideration may be given to increasing the professionalization of the Host Society's planning function through the targeted use of external consultants to develop key planning frameworks, functional plans, and implementation detail. This approach can be particularly effective in more complex operating environments, where early clarity of scope, alignment with standards, and realistic implementation planning are critical.</p>	<p>Planning Volunteers - Approximately 10% of the volunteer pool are "planning level" and/or are volunteers in leadership positions. These volunteers are generally recruited approximately 1.5 - 2 years ahead of the event as they are key participants in the planning process. This scenario does not necessarily eliminate the need for these volunteer positions, but it will reduce the time ahead of the games where they need to be in place.</p> <p>Human Resources: Organizational Design - Management staff are a part of the host society organizational design and they traditionally play a role in both the planning of the games and the leadership of venues and volunteers during the time of the games. Given their planning function, these staff are recruited well ahead of the games. This scenario would have an effect where these staff can be recruited much closer to the games themselves as they are focused on execution versus planning.</p>	<p>Culture & Engagement - Increased reliance on externally developed planning frameworks may reduce early involvement by individuals who will ultimately be responsible for delivering the Games at a functional level. Where key staff and volunteers have limited opportunity to shape the scope and structure of plans, there is a risk of reduced ownership, engagement, and connection to the overall vision of the Games. This effect can be compounded if delivery-phase leaders spend less time working together during the planning period, limiting opportunities to build shared understanding, trust, and team cohesion prior to Games-time.</p> <p>Dependency on External Capacity - Increased professionalization, particularly through the use of consultants or out-of-region expertise, can create dependency on resources that may not be available or affordable throughout the full planning and delivery cycle. If those resources disengage earlier than anticipated, the Host Society may need to backfill capacity quickly, often at higher cost or with limited continuity.</p>	<p>This scenario is not intended as a primary strategy for reducing overall costs. Instead, its value lies in improving delivery feasibility and managing risk. Spreading delivery over multiple phases may provide opportunities to manage costs more effectively by smoothing staffing requirements, reducing peak operational pressures, and allowing for more flexible workforce deployment, with any resulting financial effects occurring as a secondary benefit rather than a core objective.</p>	<p>This scenario represents a conscious organizational design choice that should be evaluated during the bid phase. In particular, consideration should be given to how planning responsibilities are structured and sequenced. A financial comparison of anticipated consulting costs versus the timing and duration of managerial staff roles should be undertaken to understand trade-offs and implications for risk, flexibility, and cost exposure.</p> <p>A blended approach may also be considered, where targeted external expertise is used to advance early planning and scope definition, while the level of internal management capacity increases gradually as delivery approaches. This allows the Host Society to benefit from specialist input while deliberately building internal capability and continuity over time.</p>
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Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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<p>The primary benefits of this model include the ability to produce higher-quality plans earlier in the planning cycle, providing additional time for coordination, readiness, and risk mitigation. From a workforce and financial perspective, the use of time-limited consulting support can also reduce the need for early hiring of full-time planning staff, shifting some staffing effort closer to Games-time. While this approach does not necessarily reduce total planning effort, it can help manage employment-related liabilities and provide greater flexibility in workforce sequencing, supporting a more deliberate and cost-controlled Host Society development process.</p>		<p>Loss of Local Context in Planning Decisions - Externally developed plans, while technically sound, may under-appreciate local context, informal practices, or community-specific considerations unless deliberate mechanisms are in place to integrate local voices. This can lead to plans that meet standards on paper but are harder to implement practically in the northern operating environment.</p> <p>Workforce Development - While external expertise can strengthen planning and execution, its use may reduce opportunities for local leaders to build skills, experience, and confidence, affecting longer-term workforce development and legacy objectives.</p>		
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Scenario D - Staff & The Three-Phase Event & Games Delivery Phasing

Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
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<p>A three-phase Games delivery model is not expected to materially reduce total staffing effort when measured in full-time equivalent (FTE) terms across the overall planning and delivery period. The work required to plan, administer, and deliver the Games remains largely unchanged. However, spreading Games delivery over multiple phases can reduce peak delivery intensity, which may allow certain functions to be staffed more efficiently and, in some cases, reduce the number of concurrent roles required at any one time. This redistribution of workload can enable the consolidation of roles, smoother</p>	<p>Human Resources - Staff contracts may need to be managed differently in terms of total contract weeks as a result of this extension.</p> <p>Village Accommodations & Non-Competition Accommodation - Consideration for staffing accommodations needs to be given in the overall hosting strategy in the NWT. This can be an interdependence with the Village strategy depending on what housing is developed.</p>	<p>Human Resources & Venue Fitout - Extending the Games an additional phase or week can have an effect on decommissioning venues as it will be done one week later than in the two phase model which can impact the total contract time of staff.</p>	<p>Human Resources - This Games Delivery Strategy may have a positive effect on the overall staffing budget for games. Although there is the risk of extending staff contract time, this likely can be managed by starting games time staff contracts later in the process.</p> <p>Staff overtime is a reality of the Games and is often managed through time-in-lieu agreements. This host society liability can be mitigated in this games delivery model as the intensity is spread over more time, having a net positive effect or giving greater flexibility to manage staff scheduling.</p>	<p>The net effect of this model on staff is positive and may be a key factor to influence to approval of this model type.</p>
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Sub-Function Effects & Implications	Functional Interdependence (To Sub-Functional Effect)	Risks	Financial Implications	Strategies to Influence
scheduling, and more manageable staff deployment—particularly during Games-time—without reducing the total amount of work required to deliver the event.				

5.6 Business of the Host Society

The Host Society is the primary mechanism through which public investment in the Games is stewarded. Its governance structure, leadership composition, financial controls, agreements, and procurement discipline are designed to manage risk proactively rather than reactively. Hosting success depends less on any single decision than on how deliberately this system is designed and led.

Because of this:

- Public risk is constrained by design, through clear accountability, audited financial controls, and defined decision rights rather than ad-hoc oversight.
- Governance quality matters as much as funding levels, making early choices about leadership, board composition, and institutional credibility central to success.
- Cost overruns are not inevitable, but are largely driven by breakdowns in forecasting, procurement control, and Games-time discipline—areas the Host Society model is explicitly structured to manage.
- Intergovernmental clarity reduces uncertainty, as well-structured agreements and relationship frameworks prevent role confusion, duplication, and unmanaged exposure.
- Legacy outcomes are intentional, not incidental, emerging from early planning that integrates community partners, public capacity, and long-term priorities into Games delivery.

The sections that follow explain how this protection of public investment works in practice—through leadership design, agreement structure, financial forecasting, procurement discipline, and operational integration—and where the GNWT has the greatest influence over those outcomes.

Why This Matters for GNWT Decision-Making - The purpose of outlining the business, governance, and operating model of the Host Society is to provide the Government of the Northwest Territories with confidence that hosting the Canada Games is supported by a disciplined and proven framework designed to protect public investment. This information clarifies how risk is managed, how accountability is structured, and how decision-making authority is distributed between governments, the Host Society, and the Canada Games Council. Understanding these mechanisms is essential for GNWT in assessing not only whether hosting is feasible, but whether it can be done responsibly—using the right leadership, financial controls, agreements, and oversight to safeguard public funds while delivering the Games and the intended legacy outcomes.

Leadership, Governance Design, and Organizational Capability - A core safeguard of public investment is the intentional design of Board and senior leadership composition. CGC standards require a diverse, skills-based Board that includes financial, legal, business, sport, and community expertise, as well as representation from Canada, the Territory, the host communities, and the Canada Games Council itself. This structure ensures that decision-making reflects both local priorities and national accountability.

The Right Leadership from the Northwest Territories - Beyond formal compliance with board composition and representation requirements, successful Host Societies place deliberate emphasis on assembling the right leaders around the table—individuals with the credibility, profile, and connections needed to mobilize partners, navigate complexity, and sustain public confidence over a multi-year delivery cycle. This includes leaders who bring established relationships across corporate, public-sector, Indigenous, and community networks, and who are personally committed to delivering the Games in a way that maximizes impact and legacy. Early engagement of this calibre of leadership occurs prior to bid development and Host Society formation—ensures that strategic direction is shaped by people capable of influencing outcomes, resolving issues, and aligning interests across stakeholders. In practice, strong leadership capacity is one of the most effective safeguards of public investment, as it enables risks to be anticipated early, managed decisively, and corrected over the life of the Games.

Agreements Structure and Clarified Roles with Government Partners - Another foundational element of protecting public investment lies in the clear structuring of agreements that define roles, responsibilities, and risk allocation. The Canada Games model establishes a staged agreement framework—beginning with the Agreement to Undertake and progressing through Joinder, Funding Agreements, and the Hosting Agreement—that deliberately separates political commitment from operational delivery. For the NWT, careful attention to how these agreements are structured and sequenced is critical. Best practice suggests that public risk is best managed when:

- Responsibilities between the Host Society, the GNWT, municipalities, and the CGC are clearly defined
- Funding obligations and conditions are transparent and enforceable
- Escalation and approval mechanisms are well understood
- Community partner interests are protected through clear charters, relationship frameworks, and ongoing engagement rather than informal expectations

Agreements in Practice - The formal agreements required to host the Canada Games are not administrative formalities; they are essential instruments of governance, accountability, and public risk management. While clarity of roles, responsibilities, and obligations on paper is critical, experience from previous Hosts demonstrates that effectiveness is equally dependent on how these agreements are operationalized through working relationships across organizations over the full planning and delivery cycle. A key strategy to strengthen this in practice is the deliberate establishment of coordinating frameworks or relationship charters between the Host Society and its major partners. These frameworks translate formal agreements into practical collaboration by clarifying connection points, decision pathways, shared responsibilities, and communication protocols at the functional level. The Integrated Planning Framework developed between the 2019 Canada Winter Games Host Society and the City of Red Deer (**see Appendix 3**) provides a concrete example of how this approach can align outcomes, leverage municipal capacity, reduce duplication, and proactively manage shared risks from early planning through Games-time execution.

Financial Stewardship, Forecasting, and Games-Time Controls - The Host Society operates under strict financial standards designed to safeguard public funds. These include the mandatory use of standardized financial systems, quarterly and annual reporting to governments and the Canada Games Council, independent audits throughout the life of the organization, and Board-approved balanced budgets. Operating, capital, and consolidated Games budgets are tracked separately to maintain clarity of exposure and funding responsibility and to support informed decision-making as plans evolve.

Equally important is the Host Society's obligation to maintain a formal risk management framework, including appropriate insurance coverage, an active risk registry, incident management planning, and regular compliance audits. These mechanisms ensure that risks are identified early, mitigation strategies are documented, and corrective action can be taken before cost, schedule, or reputational impacts escalate.

Building on these formal controls, effective Hosts recognize that financial stewardship in practice depends on how actively forecasting, procurement, and risk management are integrated into day-to-day operations, particularly as Games-time approaches. Successful Host Societies treat the Games as a multi-year project, establishing conservative financial baselines, continuously refining forecasts as scope and delivery assumptions are clarified, and deliberately managing expectations around variable revenue streams such

as ticketing, sponsorship, and merchandising—especially where venue capacity, geography, or travel constraints may limit revenue upside.

Procurement discipline is a critical extension of this approach and is most rigorously applied during Games-time execution. As operational pressure increases and timelines compress, the risk of incremental or reactive spending rises sharply. Effective Hosts mitigate this risk through clear purchasing authorities, staged approval thresholds, centralized procurement oversight, and explicit distinction between essential delivery costs and discretionary enhancements. Change-management processes are used to assess cost, scope, and risk implications before approving deviations, ensuring that Games-time decision-making remains aligned with approved budgets and forecasts rather than driven solely by urgency.

Finally, strong Hosts intentionally integrate territorial and municipal capacity into financial and procurement planning wherever possible. Aligning Host Society needs with existing public-sector systems—such as facilities, fleet, logistics, IT, emergency services, and procurement frameworks—reduces duplication, limits exposure to premium short-notice contracting, and strengthens overall control of public costs. While this integration requires early coordination and clear role definition, it is one of the most effective strategies available for protecting public investment while maintaining delivery flexibility.

Confidence Through Design - Taken together, these elements demonstrate that hosting the Canada Games is governed by a robust and well-tested business model that prioritizes stewardship, accountability, and public confidence. When the Host Society is designed with the right leadership, clear agreements, strong financial controls, and disciplined risk management, the structure itself becomes a key mechanism for protecting public investment.

For the Northwest Territories, the strategic question is not whether these controls exist—they do—but how they are activated, tailored, and led in a northern context to ensure that public resources are managed responsibly while delivering both Games-time success and enduring legacy outcomes.

- Section 6 Integrated Financial Summary & Implications -



Section 6 - Integrated Financial Summary & Implications

This section synthesizes the operating and capital analyses to clarify what the subsequent financial assessments are ultimately saying. Hosting the Games does not present a single fixed cost; it presents a **range of financial outcomes driven by strategic choices**. The analysis highlights where northern realities create unavoidable pressures, where capital investment can mitigate operating risk, and where decisions materially change financial exposure without changing feasibility. The purpose of this summary is to frame those trade-offs clearly, so decision makers can evaluate with a shared understanding of scope, risk, and value.

Host Society Operational Scope - As summarized below in the Integrated Financial Summary Table, the Host Society planning-level operating baseline for the 2035 Canada Winter Games is a budgeted scope of **\$55,650,000 (2035 Dollars adjusted for the NWT context and includes/addresses all mitigating scenarios)**. This budget's revenues, achieving a break-even status, are supported by a combination of mandated government contributions and Host Society generated revenues. Which are summarized as follows:

- Federal Contributions - \$13,750,000
- Territorial Contributions - \$8,120,000
- National Sponsorship CGC - \$1,000,000
- Host Society Generation - \$32,780,000

The operating budget figures presented in this section represent a planning-level baseline developed to test feasibility and illustrate the scale of Games delivery under a defined set of assumptions. The baseline is not a fixed or final budget, nor does it represent a committed funding requirement. Rather, it provides a consistent reference point against which the impacts of different delivery choices can be assessed. As Games planning progresses, scope can be adjusted, risks can be mitigated, revenues can be leveraged, and delivery strategies can be refined through governance, phasing, and design decisions. In this context, the operating budget should be understood as a tool for decision-making, not a prediction of final cost.

Capital Investment Summary and Strategic Implications - From a Host Society perspective, the direct capital impact of hosting is limited to a \$9.0 million capital contribution envelope, assumed as a flow-through to facility owners in accordance with Canada Games Council requirements and the capital plan outlined in this report. This

amount reflects the formal Games-related, Host Society capital responsibility, and should not be interpreted as the full scale of capital investment associated with hosting. The Host Society's funding for this capital responsibility is funded through the following sources:

- Federal Contributions - \$3,000,000
- Territorial Contributions - \$3,000,000
- Municipal Contributions* - \$3,000,000
- Host Society* - TBD
- ***For clarity** - *Traditionally in large jurisdictions, there is a host municipality that is leading the bid process. As a result, the host jurisdiction requires the \$3M capital investment as part of the municipality's bid/host commitment. In this analysis, and common in smaller jurisdictions, the Province/Territory may assume responsibility for this portion of the minimum capital contribution, if they haven't negotiated this contribution with a municipality that benefits from the completed capital upgrades.*
 - **Host Society Contribution** - *Often, Host Societies are able to generate Value-in-Kind contributions towards capital and even other generated funds through cash sponsorship, fundraising, etc.*

For the Government of the Northwest Territories, however, capital must be considered at a much broader strategic level. Achieving meaningful games hosting operational efficiencies, addressing northern infrastructure constraints, and delivering a high-quality athlete experience will require capital investments well beyond the Host Society envelope. While these investments represent a larger upfront commitment, they also create a rare opportunity to align Games delivery with long-term territorial priorities, leverage additional federal and potentially private investment, and leave a lasting infrastructure legacy that extends well beyond the Games themselves. The Host Society's capital exposure is modest and defined, while GNWT's capital opportunity—and responsibility—is larger, strategic, and legacy-driven.

Table - 2035 Forecasted Baseline Budget

BP #	Budget Package Description	PEI 2023 (Final Audited)	NWT 2035 Planning Assumption Adjusted for Inflation & Northern Multipliers
		Operating	Operating
Expenses			
10	CEO	\$1,251,607.20	\$1,681,836.41
12	Governance	\$139,097.18	\$210,915.79
14	Impact & Legacy	\$1,000,000.00	\$1,310,655.74
16	Protocol	\$202,939.28	\$352,897.57
18	Planning & Transfer of Knowledge	\$215,082.16	\$318,166.79
20	Enironmental Sustainability	\$59,793.45	\$97,960.79
22	Financial Services	\$156,633.13	\$222,822.13
24	Social Inclusion	<i>n/a</i>	<i>n/a</i>
26	Risk Management	\$128,822.80	\$168,842.34
28	Office Administration & Services	\$1,196,470.61	\$1,724,977.17
30	Human Resources	\$7,941,791.27	\$13,011,192.85
32	Volunteer Services	\$1,086,869.49	\$1,566,962.90
34	Registration & Accreditation	\$39,884.34	\$57,502.10
36	Sport Operations	\$1,428,001.40	\$2,713,846.43
40	Sport Venue Operations	\$615,487.72	\$887,361.76
44	Venue Overlay	\$1,438,019.36	\$2,450,172.82
46	Signage, Pageantry & Fabrication	\$852,836.70	\$1,453,107.91
48	Games Village Accommodations & Services	\$2,054,041.35	\$2,961,355.18
50	Mission Services	\$143,287.57	\$211,473.60
52	Food Services	\$1,596,683.35	\$2,615,877.74
54	Accommodations (Non-competitor)	\$0.00	\$0.00
56	Security	\$223,162.67	\$365,611.79
58	Medical Services	\$389,543.38	\$561,612.99
60	Transportation (Internal)	\$1,073,550.05	\$2,040,229.07
62	Materials Management	\$440,314.75	\$836,796.53
64	Information Technology	\$807,530.45	\$1,164,233.86
72	Media Production & Distribution	\$1,651,428.32	\$2,380,899.40
74	Communications & Media Relations	\$166,670.73	\$240,292.74
75	Official Languages	\$128,715.80	\$210,877.63
76	Marketing	\$1,494,363.64	\$2,448,245.34
78	Corporate & Community Fundraising	\$676,850.69	\$887,118.24
80	Merchandising	\$11,989.53	\$22,785.51
82	Ticketing	\$6,411.82	\$8,403.69
84	Opening & Closing Ceremonies	\$856,766.43	\$1,403,657.29
86	Artistic Festivals	\$1,605,635.83	\$2,630,544.76
88	Essential Services	\$13,930.40	\$18,257.96
90	GST	\$1,422,684.51	\$1,864,649.61
92	Contingency	\$372,433.00	\$488,131.45
TOTAL EXPENSES		\$32,889,330.36	\$51,590,275.88

Financial Realities for the GNWT - Synthesizing all financial factors and analysis detailed below, this section distills what hosting the Games would realistically mean for the Government of the Northwest Territories, where financial exposure sits, and how that exposure can be actively managed through design choices, revenue generation, and capital alignment.

For the purposes of this analysis, it is assumed that the GNWT would act as the ultimate financial guarantor of the 2035 Host Society. Accordingly, the following summarizes the GNWT's anticipated minimum commitments, as well as the potential range of financial exposure, balanced against the mitigating factors and management levers identified throughout this section.

- **GNWT Minimum Commitments:**
 - **\$8,120,000 (Operating)**
 - **\$3,000,000 (Capital)**

- **GNWT Planning Level Commitment (Adjusted to 2035 dollars):** *Contingent on factors below as the Host Society guarantor.
 - **\$19,866,000 (Operating)**
 - **\$6,000,000 (Capital)** (*Tied to Games specific venue investments. Does not account for required investments into housing initiatives should this greater strategy be pursued)

- **GNWT Financial Exposure - Range of Outcomes:** As the Host Society guarantor, the GNWT will need to understand their exposure in guaranteeing the required budget, to the fullest extent. The required revenue for the host to generate is \$32.8M, which is in addition to the \$8.12M minimum requirement of the GNWT. The following factors can impact this ultimate exposure:
 - Assumed Federal commitments have no adjustments for future inflation.
 - National CGC sponsorship levels can change.
 - Negotiated Municipal cash/Value-in-kind contributions.
 - Measurable past host performance has resulted in budget surpluses.
 - Strategic choices can be made to reduce budget scope.

Host Society Performance Factors			
Operating Requirement	Contributions Analysis	Risks/Mitigations	Impact/Likelihood
\$32.78M	PEI Games generated \$9.373M. Adjusted for growth assumption to 2035 that is \$12.28M.	Key limitations of sponsorship capacity, and ticket sales limitations in NWT may be a limiting factor.	For planning purposes, a 20% mitigation to the relative performance of PEI should be considered. This would lower the contribution assumption of Host performance to \$9.824M
	Federal contribution of \$13.75M, adjusted for growth assumption to 2035 is \$16.84M. *Could lower H.S. requirement by \$3.09M	Consideration for changes in Federal funding aren't generally tied to inflation but do have the opportunity for positive change by 2035. Advocacy plan to influence change.	It is reasonable to assume, considering the anticipated investment in the North and the first-time-ever hosting in NWT that the planning assumption of an additional \$3.09M is reasonable. Considering these factors, this has the opportunity to increase with effective advocacy.
Capital Requirement	Contributions Analysis	Risks/Mitigations	Impact/Likelihood
\$9M	Federal/Territorial minimum requirements - \$3M each. *Host Municipality - \$3M	Municipal contributions may be negotiated but are not assumed in this analysis.	Considering the material involvement of the City of Yellowknife, it would be reasonably likely to expect capital investment from this community given the economic impact and capital improvements to be realized by this municipality.

Section 6A Operating Budget Financial Analysis

6A.1 General Considerations

CGC Standards - Games Budget Planning - The Canada Games Council's Hosting Standards organize the Games across 38 core functional areas, each supported by detailed requirements that outline how the Games are to be planned, delivered, and governed. **(See Reference Document 1 for the CGC Standards)** These standards serve a dual purpose: they provide host societies with practical guidance on what is required to successfully deliver a national multi-sport event, while also pursuing a degree of consistency from one Games to the next so that planning knowledge, systems, and lessons learned can be effectively transferred across host communities.

There is a direct and deliberate connection between these hosting standards and the overall operating budget. Each functional requirement outlined in the standards carries associated scope, timing, and resourcing implications that ultimately drive financial decisions. As a result, the Games operating budget is best understood not as a standalone financial document, but as a financial expression of the hosting standards and the operational commitments embedded within them. Through the bid process, CGC provides detailed guidance to host jurisdictions on what needs to be addressed within the scope of the overall budget.

Canada Games - Government Base Funding Structures - The Canada Games model incorporates a base level of funding (Revenues), from various levels of government, to support the successful delivery of this multi-sport event by a jurisdictions Host Society.

As of 2026, the "Graduated Funding Model" for a Canada Games in a "small jurisdiction" winter games, which the NWT would be classified as, is outlined in **Table 5 below**. Although this is important context and background information, it is critical to identify and understand that there are factors that can have an effect. These are:

- This is a "model" that is possibly subject to change depending on various Government priorities in addition to the impacts of time. This is as of 2026 and the confirmed model for 2035 won't be determined for some time.
- **Federal Commitment:** This commitment is also supplemented by the payment for participant travel to the host jurisdiction. This commitment is being evaluated and may be a risk factor for future games should federal priorities change.
- **Provincial/Territorial Commitment:** Both operating and capital commitments are minimum expectations. Traditionally, there is a factor of the Province/Territory

acting as the overall financial guarantor of the Host Society, which can impact these commitments.

- **Host Society Generated Revenue:** These are estimates only as each Host and its jurisdictional partners determine the scope of their games within and/or beyond the standards set by CGC. Generally, the Host revenue required to generate is the difference between the Business Plan budget operating requirements and the other layers of funding received from the Government.
- **Municipal Capital Commitments:** These are “traditional” and their requirement depends on the expectations of the Provincial/Territorial governments.

Table 5 - Graduated Funding Model (Winter - Small Jurisdiction) for the Canada Games (Planning Assumption as of 2026)

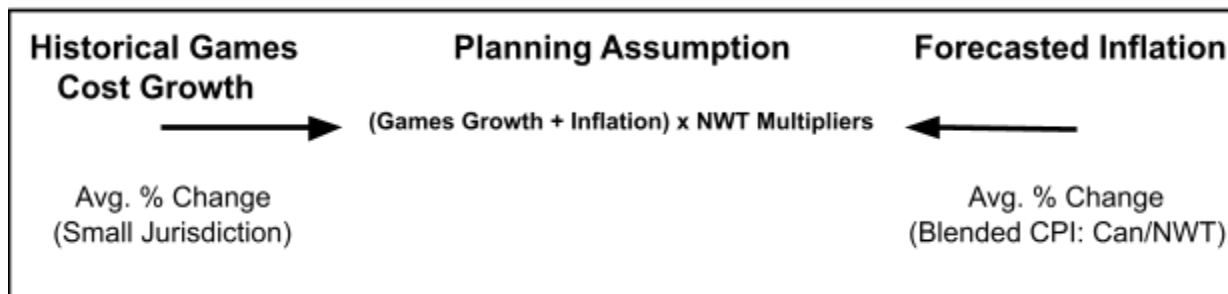
Operations Commitment (Total - \$31,700,000)	
Entity	Commitment
Federal Government	\$13,750,000
Provincial/Territorial Government	\$8,120,000
Host Society Generated	\$9,830,000
Capital Commitment (Total - \$9,000,000)	
Entity	Commitment
Federal Government	\$3,000,000
Provincial/Territorial	\$3,000,000
Municipal	\$3,000,000

6A.2 Forecasted Financial Baseline (Costs/Expense)

The 2035 Baseline Expense Budget Adjusted for Average Games Growth, Inflation & Northern Reality - The forecasted financial baseline establishes a defensible planning framework for estimating the cost of hosting the 2035 Canada Winter Games. It combines observed financial performance from recent Canada Winter Games with forward-looking inflation assumptions and planning-level adjustments that reflect the operating context of

the Northwest Territories. This approach is intended to support scenario analysis and decision-making, rather than to produce a final budget. *See Table 6 below.

Table 6 - Forecasted Winter Games Costing Model



Summary of Baseline Financial Findings - The 2035 Baseline Operating Budget

Sections 6.2.1, 6.2.2 and 6.2.3 that follow provide the detailed analysis and evidence supporting the development of the estimated baseline operating budget for the 2035 Canada Winter Games. To orient the reader, the results of that analysis are summarized below.

The baseline operating budget for the 2035 Canada Winter Games has been developed based on the combination of the following key planning assumptions:

- Application of this growth rate to the audited operating expense base from the **2023 Canada Winter Games in Prince Edward Island**, which reported total operating expenses of **\$32,889,330**.
 - The 2023 PEI Games were selected as the best baseline comparator for this analysis given they were the most recent Winter Games within a small jurisdiction.
- An estimated annual growth rate of **2.28%**, representing the average of historical Canada Winter Games operating budget growth and the forecasted weighted average inflation rate. (See sections 6.2.1 & 6.2.2 for details)
- NWT Expense Multipliers - To address the regional differences between the NWT other jurisdictions, averages of key expense multiplier categories were applied. (See section 6.2.3 for details)

Based on these assumptions and analysis, the forecasted baseline operating expense budget for the 2035 Canada Winter Games in the Northwest Territories is:

Planning Assumption - 2035 Base Operating Expense Budget: \$51.5M

Key Limitations & Strategy to Mitigate Limitations' Risk -

- **Planning-Level Estimate**

This baseline operating budget is intended for high-level planning purposes only and does not represent a detailed or approved operating budget.

- **Reliance on Historical Benchmarking**

The estimate is derived from historical Canada Winter Games operating costs and assumes that past Games provide a reasonable reference point for future delivery, recognizing that the NWT context may result in material cost differences.

- **Inflation and Cost Escalation Uncertainty**

The assumed annual growth rate reflects current historical trends and inflation forecasts; actual inflation, market conditions, and sector-specific cost pressures may differ materially over the planning horizon.

- **Scope and Delivery Model Assumptions**

The baseline estimate assumes a broadly comparable scope of games delivery to recent Canada Winter Games and does not account for future changes in games standards, service levels, or delivery models.

- **Limitations & Risk Mitigation Considerations**

This feasibility analysis and its supporting methodology have been intentionally structured to demonstrate flexibility in how the Canada Winter Games could be hosted in the Northwest Territories. Rather than defining a single fixed delivery outcome, the analysis identifies a range of qualitative management strategies and quantitative cost implications that influence the overall scope of the required operating budget.

Sections 3 and 4.4 outline the primary strategic and financial considerations that can materially affect Games delivery costs. While the baseline operating budget assumption of **\$51.5M** is considered a reasonable and defensible planning reference point, it is not conclusive. A number of identifiable choices, trade-offs, and delivery strategies exist that can meaningfully influence, refine, or control the ultimate operating cost profile for the 2035 Games.

The CGC Budget Guidance (**See Reference Document 2**) provides a detailed breakdown of budget package categories by major Games function. It compares the final audited operating results of the 2023 Canada Winter Games with those same cost categories adjusted to 2035 dollars using inflation and the planning-level expense

multipliers developed for the Northwest Territories. **Table 6 - 2035 Forecasted Baseline Budget** below provides the summary of these results. (See Appendix 4 for Full 2035 Forecasted Budget Detail)

Host Budget - 2035 Basis Budget & Scenario Scope of Impact			
Revenue Assessment Basis			
Sources	Operating	Capital	Risks/Mitigations
Federal -	\$13,750,000	\$3,000,000	<p>Operating/Capital - These funds are adjusted for “small jurisdiction” Games whereby the Federal contribution is higher than compared to what is provided for larger jurisdictional Games.</p> <p>Inflationary Impacts - This basis needs to be confirmed going forward. There is no adjustment for inflation considered in these numbers beyond 2026. (For comparison: using the same growth rate of 2.28% the future relative value would be \$20.52M) To mitigate this position, consideration for an advocacy strategy by the NWT to have these funds committed and on pace with inflation would be recommended.</p>
Territorial -	\$8,120,000	\$3,000,000	<p>To clarify: These funds are from the perspective of what the Host Society can expect per the standard agreement with their host jurisdiction. In this case that is the GNWT. For the GNWT this would be the minimum expected commitment; however, in consideration of this review, the GNWT would be the Host Society “risk guarantor” which means that the risk exposure for the GNWT can be far greater than this minimum commitment, depending on the scope of Games Delivery and Host Society performance.</p>
Municipal -	\$ - Nil *	\$3,000,000*	<p>*Operating - Traditionally, operating cash is not supplied by a host municipality. However, there are generally several opportunities for Value-in-kind support that directly offset the cash impact to Host Societies. The determination of possible VIK support from municipalities is determined through the bid/business development phase.</p> <p>*Capital - Traditionally these funds are committed by the host municipality, should the commitment to bid be led by a host municipality. In this review, that isn't yet necessarily the case. Therefore, at this point in time, consideration for this contribution needs to be weighed by the GNWT.</p>
National (CGC) VIK Support (Avg.) -	\$1,000,000	\$ - Nil	Per the revenue analysis below, this is an average and a planning estimation. Traditionally the CGC has generated national level sponsorship that has supported the Host Society operations.
Host Society Generated - Basis Budget	\$28,630,000 *Basis Budget	\$ - Nil*	<p>Operating Sources - (*See Revenue discussion Section 6A.4)</p> <p>Capital - Capital contributions can and have been generated by Host Societies whether through fund development, sponsorship, and legacy contribution. However, this is not an assumed contribution at a basis level for this analysis.</p>
Host Society Generated - Scenario Adjusted	\$32,780,000	\$ - Nil*	<p>Operating Sources - (*See Revenue discussion Section 6A.4)</p> <p>Capital - Capital contributions can and have been generated by Host Societies whether through fund development, sponsorship, and legacy contribution. However, this is not an assumed contribution at a base level for this analysis.</p>
Expense Assessment			
*Adjusted for weighted average inflation, average games growth, and NWT expense multipliers			
Operating Basis Expenses Required	\$51,500,000		<p>Planning Context - The operating budget reflects a planning-level baseline used to assess feasibility and relative scope across delivery scenarios. It is not a fixed or committed cost and will evolve through governance, scope decisions, revenue performance, and risk management as planning progresses. See the full analysis in Section 4A below for clarity/detail.</p>
Operating Impacts of Host Scenarios	<p>Upper-Bound Scope Assumption - \$4.15M</p> <p>Athletes Village Strategies - \$0 - \$2.82M</p> <p>Northern Reality 2-Phase - \$852K</p> <p>Northern Reality 3-Phase - \$1.33M</p> <p>Sport Reduction - *Contingent</p>		<p>Planning Context - In the spirit of providing a conservative based planning assumption that would give decision makers a sense of the furthest extent of scope the upper-bound estimate for each category was used.</p> <p>Sport Reduction Contingent - Overall costs can be mitigated by reducing the overall sports hosted during the 2035 Games. This comes with significant risk and affect to the overall impact and legacy of these Games. For planning purposes a 50% reduction in sports hosted would reduce overall operating budgets by approximately \$16.7M. See below for the full analysis.</p>
Capital Contribution Basis	\$9,000,000		Direct flow-through from government contributions. Capital expense is generally managed as a contribution flow-through as overall capital improvements are managed by the facility owner.

Analysis & Evidence - Operating Budget Planning Assumptions

6A.2.1 Historical Games Cost Growth - The Average Winter Games Financial Analysis

The Canada Games Council transfer of knowledge program has done an excellent job of tracking historical financial information from games to games. (**Reference Document 3 - “Canada Games Host Society Financials”**) documents this detailed financial history from the 2011 Winter Games in Halifax to the 2025 Summer Games in St. John’s. One key factor to note is that there can be significant variance between games due to several factors, such as:

- Costs between summer and winter games can vary significantly
- Host jurisdictions and their host societies can make several strategic choices in how they approach their games
- Timing, regionality, and jurisdictional size (population) have a significant impact on comparability
- The suite of sports involved in each games can differ and provide for contrasting results

Considering the aforementioned factors and the scope of this review (Winter Games in a small jurisdiction) there are some key assumptions and limitations that will inform the **historical games cost growth factor**. They are:

- Give consideration only to winter games history
- Larger jurisdictional games skew comparability therefore consideration should be limited to the 2015 Winter Games in Prince George and the 2023 Winter Games in Prince Edward Island.
- All Winter Games history from 2011-present day. Particular consideration will be given to the 2023 Games given their relativity to the factors facing the NWT. (Most recent Winter Games, in a small jurisdiction with similarly anticipated levels of government relations to the Host Society)

2035 Canada Games Cost Growth Analysis - The total operating expenses increased from \$27,775,407 in 2015 to \$33,216,006 in 2023, representing an overall increase of \$5,440,599. This reflects a **compound annual growth rate (CAGR) of approximately 2.3%** over the eight-year period.

Approximate Growth Rate (2015 - 2023) = 2.3%

- 2015 Games Total Expense - \$27,775,407
- 2023 Games Total Expense - \$33,216,006
- Expense Growth: \$5,440,599 (Annual cost increase) / 8 years = \$680,074

Planning Assumption - Games Cost Growth - 2.3%

6A.2.2 Forecasted inflation - National & NWT Inflationary Factors

Inflation trends were assessed using Consumer Price Index (CPI) data for both the Northwest Territories and Canada. For the Northwest Territories, inflation is measured using the CPI for Yellowknife, which Statistics Canada and the NWT Bureau of Statistics apply as the recognized territorial proxy. CPI reflects year-over-year changes in the cost of a fixed basket of goods and services purchased by households and is the standard indicator used for public-sector financial planning.

Annual calendar-year CPI values for the period 2011 to 2023 were compiled and converted to compound average inflation rates, reflecting the cumulative and compounding nature of inflation over time (**See Table 7**). To align the inflation analysis with expected Games cost exposure, a weighted average was applied to the compound CPI rates for the Northwest Territories and Canada. A weighting of 65% Northwest Territories and 35% Canada was used, reflecting that the majority of Games operating expenditures—such as workforce, services, rentals, accommodations, and local procurement—are sourced within the host jurisdiction, while a smaller portion of costs are influenced by national or externally sourced inputs. This weighted approach provides a balanced and evidence-based inflation assumption appropriate for long-range Games financial planning.

Planning Assumption - Weighted Average Inflation Rate - 2.26%

Table 7 - Annual calendar-year CPI values for the period 2011 to 2023

Canada - (2011-2023) Compound Average CPI - 2.32% *Stats Canada	NWT - Yellowknife CPI - (2011-2023) Compound Average CPI - 2.22% *NWT Bureau of Statistics
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Year	Annual CPI Inflation %	Year	Annual CPI Inflation %
2011	2.9%	2011	3.1%
2012	1.5%	2012	2.2%
2013	0.9%	2013	1.5%
2014	1.9%	2014	1.7%
2015	1.1%	2015	1.6%
2016	1.4%	2016	1.2%
2017	1.6%	2017	1.2%
2018	2.3%	2018	2.3%
2019	1.9%	2019	1.6%
2020	0.7%	2020	0.1%
2021	3.4%	2021	2.2%
2022	6.8%	2022	7.0%
2023	3.9%	2023	3.3%

6A.2.3 NWT Cost Multipliers -

While CPI-based escalation provides a robust forecast of Games costs over time, it does not fully capture location-specific cost drivers. In the Northwest Territories, several systemic factors—including higher baseline living costs, limited labour availability, increased transportation and logistics costs, and constrained accommodation supply—introduce upward pressure on Games delivery costs relative to recent hosts. Rather than applying a single territorial multiplier, this review considers these pressures by major cost category, recognizing that some areas (such as transportation, labour, accommodation, and construction) are likely to experience materially higher costs, while others may track closer to the national average.

The multiplier ranges used in this analysis (**See Appendix 5**) are not intended as exact adjustments, but as structured planning assumptions informed by published northern cost

differentials, construction benchmarks, and known logistical constraints. Where published data exists (e.g., construction and living cost indices), it has been applied directly; where it does not, conservative ranges have been used to reflect known structural pressures.

6A.3 Games Delivery Financial Impacts

This section synthesizes the estimated financial impacts associated with the Games delivery scenarios outlined in **Section 5 – Games Delivery Strategies & Scenarios**, including both cost pressures and potential opportunities. It illustrates how different delivery choices influence overall financial scope, risk exposure, and the ability to leverage funding, sponsorship, and other revenue-generating mechanisms. When considered alongside the forecasted 2035 baseline budget, this analysis is intended to provide decision-makers with a clear understanding of the potential range and magnitude of financial commitments, as well as the opportunities available to offset or reshape those commitments, should the Northwest Territories proceed with hosting the 2035 Canada Winter Games.

6A.3.1 Business of the Host Society: Financial Confidence in the Model -

The financial impacts presented in this section should be interpreted in the context of the **Host Society business and governance framework outlined in Section 5.6**. That framework is intentionally designed to demonstrate how financial scope, complexity, and variability over the full lifecycle of the Games are managed. As a result, differences in cost and revenue implications across delivery scenarios do not represent unmanaged exposure, but rather choices made within a disciplined and controlled operating model.

Key considerations for decision-makers include:

- Financial risk is governed through structure, not reactive oversight
- Leadership and governance quality are primary controls on cost and variance
- Scenario-driven scope changes are anticipated and managed through forecasting and approvals
- Formal agreements clarify roles, responsibilities, and exposure across partners
- Procurement and Games-time discipline are designed to limit escalation under pressure

Taken together, these elements provide confidence that the financial variability associated with different Games delivery scenarios can be actively managed, adjusted, and constrained.

6A.3.2 Hosting Scenario Operating Budget Impacts -

The following table summarizes the range of operating budget impacts associated with the hosting scenarios discussed in Section 5.1. It is intended to illustrate how different delivery choices—developed in response to the practical realities of hosting in the North—affect overall operating scope relative to the baseline budget.

***Note:** The estimates presented in Section 5.1 are expressed in **2023 dollars** (with exception of the Temporary Village in 2014 dollars), consistent with the baseline operating budget from the 2023 Prince Edward Island Canada Games. The summary below reflects inflation-adjusted values, applying the planning assumption annual escalation rate of **2.28%** through to 2035.

Core Scenario	Operating Budget Financial Impacts
Athletes Village & Village Services	<p>Major Capital Upgrade - Operating within scope of the 2035 Baseline Budget. (*Contingent on capital investment)</p> <p>Multi-Schools Strategy - \$2.82M - Incremental increases of \$1.1M - \$1.85M (For planning purposes the upper-bound estimate of \$1.85M will be used.) Adjusted for inflation total is \$2.42M)</p> <p>Temporary Village - \$53.8M - The estimated incremental cost of procuring a temporary Village is based on a 2014 cost estimate of \$33.5 million, adjusted at 2.28% annually to reflect 2035 dollars, resulting in an estimated cost of \$53.8 million.</p>
Traditional Two-Phase Event & Games Delivery	<p>Workforce - Operating within scope of the 2035 Baseline Budget.</p> <p>Sport Operations Minor Officials - \$131K - For planning purposes, considering the \$100K investment (\$131K inflationary adjusted) will mitigate the greater expense of approximately \$2,500 per official required to recruit)</p> <p>Non-Competitor Accommodations - \$328K - The risk mitigation incremental costs are estimated at \$250K, adjusted</p>

	<p>to 2035 inflation totals \$328K.</p> <p>Long Track Speed Skating - \$131K - Incremental increase of \$100K adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$131K.</p> <p>Spectator Seating - \$262K - Incremental costs based on the estimated requirement of doubling the 2023 Games spend is \$200K, adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$262K</p>
<p>Three-Phase Event & Games Delivery Innovation</p>	<p>Volunteer Workforce - \$205K - The strategy is estimated to reduce total volunteer numbers by 10% of the total \$1.567M budget (\$156,700 adjusted at 2.28% annually to reflect 2035 dollars, resulting in total of \$205K)</p> <p>Ceremonies Venue Costs - \$393K - The addition of a third ceremony to address consistent athlete experience is estimated to add the upper-bound estimate of \$300K, adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$393K.</p> <p>Sport Operations Minor Officials - \$131K - For planning purposes, considering the \$100K investment (\$131K inflationary adjusted) will mitigate the greater expense of approximately \$2,500 per official required to recruit)</p> <p>Non-Competitor Accommodations - \$328K - The risk mitigation incremental costs are estimated at \$250K, adjusted to 2035 inflation totals \$328K.</p> <p>Long Track Speed Skating - \$131K - Incremental increase of \$100K adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$131K.</p> <p>Spectator Seating - \$262K - Incremental costs based on the estimated requirement of doubling the 2023 Games spend is \$200K, adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$262K.</p> <p>Sport Operations Venue - \$290K - Incremental costs for an estimated additional 25% of venue time required is \$221,750, adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$290K.</p>

	<p>Athlete Air Travel - This is not a Host Society cost as it is borne by the Federal Government. This scenario estimates a cost neutral impact with analysis demonstrating the possibility for savings which mitigates the risk of this choice for 2035 NWT being approved if desired.</p>
<p>Sports Included in the Games</p>	<p>Satellite Venue Limitation - \$980K - By eliminating the planning assumptions of both Satellite Venues, this reduces both the Satellite Village and Sport operations budgets by \$748K, adjusted at 2.28% annually to reflect 2035 dollars, resulting in a total of \$980K.</p> <p>Overall Sport Reduction - *Contingent - For planning purposes, a 0.65 scaling factor has been applied to estimate the system-wide operating impact associated with reducing the overall sport contingent. Illustrative scenarios reflecting 25% and 50% sport reductions are presented below to demonstrate the order-of-magnitude effects of this approach. While this assumption simplifies a complex set of interdependencies and should not be interpreted as a precise forecasting tool, it provides a reasonable planning-level indicator of how reductions in sport scope may translate into changes in overall operating demand.</p> <ul style="list-style-type: none"> ● 25% Sport Reduction - \$8.4M - Based on a \$51.5 million baseline operating budget, a 25% reduction in sport scope equates to \$12.9 million. Applying the 0.65 planning factor results in an estimated operating impact of approximately \$8.4 million. ● 50% Sport Reduction - \$16.7M - Based on a \$51.5 million baseline operating budget, a 50% reduction in sport scope equates to \$25.8 million. Applying the 0.65 planning factor results in an estimated operating impact of approximately \$16.7 million.

6A.4 Overall Revenues - Scope, Risk & Strategy

Revenues associated with hosting the Canada Games are drawn from a combination of public funding and Host Society–generated sources. In practice, Games revenues are typically grouped into five core categories:

1. Government funding provided through the Canada Games Financial Framework
2. Sponsorship and marketing revenues, including cash and value-in-kind support
3. Ticketing and merchandising
4. Community fundraising and special funding programs
5. Other financial sources, including interest income and ancillary revenues

While the relative contribution of each category varies by host jurisdiction, the overall revenue model is designed to balance baseline funding certainty with locally driven opportunities that allow the Host Society to close funding gaps and manage delivery risk.

Government Funding: Foundational but Not Without Risk - Traditionally, government funding provided through the Canada Games Financial Framework represents the most predictable and stable source of Games revenue, establishing defined operating and capital contributions from the federal, provincial/territorial, and municipal levels of government. In the context of a territorial host, however, this structure functions differently. Unlike most provincial hosts, the Northwest Territories does not rely on a distinct host municipality to carry a defined share of the financial commitment. As a result, the territorial government effectively assumes responsibility for the full public funding envelope at the bid-evaluation stage, making the total government commitment the primary revenue assumption—and key financial risk consideration—that must be acknowledged at this point in the decision-making process.

Additionally, an important consideration for GNWT is that the current framework has not been adjusted for inflation in some time, and a formal review is presently underway to assess whether updates are required. While there is optimism that future adjustments may be made, no changes can be assumed for planning purposes at this stage.

As a result, government funding should be treated as a fixed baseline rather than a flexible or growth-responsive source. Inflationary pressures, scope changes, or northern cost realities are unlikely to be offset through framework adjustments alone and must be

managed through Host Society–controlled revenue strategies and disciplined cost management.

Sponsorship and Marketing: Primary Lever for Revenue Influence - Sponsorship and marketing represent the single most significant area where the Host Society can influence revenue outcomes. Across recent Canada Games, total sponsorship revenues—combining cash and value-in-kind contributions—have typically ranged from \$6 million to \$12 million, depending on market size, economic conditions, leadership capacity, and asset strategy.

Value-in-kind sponsorships are particularly important in this context. When structured properly, they do not simply add promotional value but directly replace costs the Host Society would otherwise incur, providing real budget relief. Common examples include transportation, uniforms, technology, venue services, and operational supplies.

In addition to the sponsorship secured directly by the Host Society, the Canada Games Council maintains a portfolio of national partners that receive designated benefits during the Games. In return, these partners provide the Host Society with cash sponsorship and/or value-in-kind (VIK) support. The level of support provided through the Canada Games Council’s national partnerships varies by Games, but has historically ranged from approximately \$500,000 to \$2 million per Host Society in combined cash and VIK contributions.

Sponsorship success is highly dependent on:

- the quality and credibility of Host Society leadership;
- early identification and packaging of market-relevant sponsorship assets;
- alignment with regional, national, and sector-based partners; and
- disciplined integration of sponsorship into operational planning rather than treating it as an afterthought.

While northern market size presents challenges, the Canada Games brand, national visibility, and strong public-sector alignment provide a solid foundation if leveraged strategically.

Ticketing and Merchandising: Meaningful but Bounded - Ticket sales and merchandise revenues can provide meaningful contributions but are inherently more

sensitive to venue capacity, travel patterns, and local market size. Revenues across recent Games have ranged from approximately \$125,000 to \$1 million, with outcomes driven largely by parental attendance, local spectators, and the popularity of specific sports and playoff events.

Merchandising strategies can be structured to manage risk effectively. Many Hosts adopt vendor-managed models that guarantee a fixed return or revenue share, transferring inventory risk to suppliers. Others choose to take on greater risk in exchange for higher potential returns, as seen in prior Games where strong volunteer and community engagement helped absorb remaining inventory post Games.

For the NWT, these revenue streams should be viewed as contributory rather than transformational, with upside potential that exists but should not be relied upon to resolve structural funding gaps.

Fundraising and Other Revenue Sources: Often Under-Leveraged - Community fundraising and other revenue sources can play an important supporting role, particularly where special access to gaming funds, tourism programs, or philanthropic contributions is available. In some jurisdictions, Hosts have successfully leveraged gaming revenues, tourism grants, or targeted donations to support both operating and capital needs.

Other revenue sources—such as interest earned on funds held by the Host Society—are frequently underestimated. Where governments are willing to advance funding earlier in the delivery cycle and allow interest to be retained by the Host Society, this can generate material revenue over the life of the Games. Some Hosts have realized seven-figure interest earnings through this approach, though feasibility varies by jurisdiction and government policy.

Key Revenue Risks and Considerations - From a risk perspective, the most important considerations for the GNWT include:

- reliance on a funding framework that may not keep pace with inflation;
- variability in sponsorship performance due to market size and economic conditions;
- limited scalability of ticketing and merchandise revenues in a northern context; and
- the need for early, deliberate leadership and asset strategy to unlock sponsorship and fundraising potential.

These risks reinforce the importance of treating revenue planning as an active management function, not a residual outcome of hosting.

Overall Assessment - Taken together, the Canada Games revenue model provides a solid but not unlimited funding foundation. Government funding offers stability, while Host Society–generated revenues provide flexibility and opportunity. The degree to which revenue opportunities can offset delivery pressures will depend less on geography alone and more on leadership quality, early planning, asset discipline, and integration with broader territorial and community priorities.

For GNWT decision-makers, the critical takeaway is that revenue outcomes are not fixed, but neither are they guaranteed. They represent a managed opportunity—one that can meaningfully support hosting success when approached deliberately and conservatively within the broader Host Society governance framework described earlier in this report.

Section 6B - 2035 Capital Budget

Context, Constraints, and Strategic Considerations - Capital investment associated with hosting the Canada Games is governed by a structured framework established by the Canada Games Council (CGC), designed to ensure that Games-related infrastructure investments are purposeful, compliant, and legacy-oriented, rather than event-driven construction undertaken in isolation. Unlike operating expenditures, capital investments are not delivered or managed directly by the Host Society. Instead, the Host Society plays a coordinating and enabling role—working with governments, facility owners, National Sport Organizations (NSOs), and community partners to define requirements, secure approvals, and align financial contributions.

From a CGC perspective, capital investments must satisfy several core principles. These include adherence to federal requirements related to duty to consult and environmental assessment where federal funding is involved; confirmation of field-of-play standards with the relevant NSOs prior to construction or major renovation; and clear separation between ownership and delivery of facilities and the Host Society’s responsibility for Games requirements and coordination. This structure intentionally places long-term asset ownership and construction risk with governments or facility owners, while ensuring that Games needs are integrated early and transparently into project planning.

Canada Games Legacy Facility and Naming Requirements - A central feature of the CGC capital framework is the requirement to identify at least one Canada Games Legacy Facility as part of the Host Agreement. Hosts are expected to apply some portion of the dedicated \$9 million capital funding envelope to a major sport facility built or renovated for the Games. While hosts are not required to use the full amount on a single project, the identified facility (or facilities) must be approved by the CGC and the Government of Canada and must incorporate Canada Games branding in perpetuity.

This requirement reinforces an important principle: capital investments associated with the Games are expected to endure beyond the event itself. The naming and branding provisions are not symbolic; they signal national recognition, legacy value, and long-term public benefit. For the Northwest Territories, this requirement aligns naturally with broader public-sector objectives related to community infrastructure, sport development, and long-term capacity building, provided projects are selected deliberately and integrated with existing investment priorities.

Capital Analysis in the Northern Context - The capital analysis undertaken as part of this feasibility review reflects both CGC standards and the practical realities of delivering winter sport infrastructure in a northern environment. In several cases, addressing Games requirements exposes structural gaps in existing facility inventory—most notably where specialized venues or additional capacity are required. However, the appropriate capital response to these gaps is rarely binary.

For example, the need for an additional arena ice surface could be addressed through a range of approaches, including expansion of an existing facility, construction of a permanent new arena, or delivery of a more modest “rink-in-a-box” solution. Each option carries materially different cost, longevity, operational, and legacy implications. At this stage of analysis, assigning a single “budget” to such a requirement would risk creating false precision and diverting attention toward assumptions rather than strategy.

Accordingly, this report deliberately distinguishes between identifying capital needs and committing to specific capital solutions. Where capital pressures are evident, the analysis focuses on:

- the nature of the requirement;
- the range of plausible response options;
- the strategic and legacy considerations associated with those options; and

- the degree to which each aligns with CGC standards and northern realities.

This approach reflects experience from previous Canada Games hosts, where premature fixation on a single capital solution often constrained later decision-making or created unnecessary risk.

Transition to Capital Recommendations - The capital recommendations that follow are therefore framed not as a finalized capital program, but as strategic directions intended to inform government decision-making. They identify where capital investment is likely required to support Games delivery, where opportunities exist to align with broader territorial priorities, and where further scoping and option development would be necessary prior to commitment.

In this way, the capital section mirrors the broader philosophy of this report: confidence through structure, not false certainty. The intent is to equip decision-makers with a clear understanding of where capital investment pressures exist, how the CGC framework governs those investments, and how the Northwest Territories can approach capital planning in a way that is responsible, flexible, and aligned with long-term public value—before moving into specific project recommendations.

Scope of Capital Recommendations for NWT 2035

The following table summarizes the scope of capital improvement based on the analysis completed in Section 5.1. It is intended to outline the changes and/or upgrades required within the assumed suite of sports considered in this report.

Venue/Sport Requirement	Project Description
<p>Village Accommodations & Village Services</p>	<p>A purpose-built Village represents the single most effective capital investment for improving Games feasibility in the Northwest Territories. A centralized Village materially reduces operational complexity by consolidating accommodations, food services, medical care, and mission support in one location, limiting reliance on daily transportation and minimizing Games-time coordination risk. From an athlete perspective, it delivers the highest-quality and most consistent Games experience, supporting athlete well-being, recovery, and competitive focus by reducing travel, schedule strain, and service</p>

	<p>fragmentation. In a northern context where accommodation supply is constrained and operational margins are thin, a Village new build is less about meeting Games standards and more about solving multiple delivery challenges at once while enabling a strong, enduring community legacy through post-Games housing use.</p>
<p>Squash Venue</p>	<p>The baseline Games plan assumes the use of temporary, rented squash courts, with no permanent capital investment required. An alternative option would be to utilize the Yellowknife Racquet Club as the Games venue; however, the existing facility does not meet National Sport Organization (NSO) venue standards, most notably due to the absence of glass-back courts, which are required for Canada Games–level competition.</p> <p>Capital improvements to this facility, based on the standards, are unrealistic based on the venue layout. As a result, concessions from the NSO are required for use of the current facility. Should this not be desired or obtained, the baseline strategy can be pursued.</p>
<p>Arena Ice Sports</p>	<p>The construction of an additional ice-surface is the furthest extent of scope required to host a full contingent of sports in the 2035 Games. There is the potential that concessions from one of the applicable NSO’s may allow for the use of the “under standard” arenas available in the NWT inventory which would negate this capital need. Additionally, reducing the contingent of any of the arena ice sports would have the same effect.</p> <p>The capital cost associated with expanding ice-arena capacity can vary significantly depending on the scope and delivery approach selected. Options range from expansion or twinning of existing facilities to new permanent builds or more modest, modular “rink-in-a-box” solutions, each carrying materially different cost, lifespan, and operational implications. As such, any additional ice surface would represent an area requiring Games/Host contribution and further collaboration with government partners, rather than a predetermined capital commitment. Indicative costs for arena</p>

	<p>expansions or new builds in other jurisdictions have ranged broadly from \$20 million to \$50 million or more, depending on scope.</p> <p>During venue assessments, it was noted that available ice time during peak hours in Yellowknife is already fully utilized, creating operational pressure for both Games delivery and ongoing community use. The addition of a fourth regulation-sized ice surface (200' x 85') would directly address this constraint, support Games-time scheduling requirements, and leave a lasting sport and community legacy by increasing long-term ice availability in Yellowknife. The need for additional ice capacity is therefore driven not solely by the Games, but by existing demand pressures that the Games would further intensify.</p>
<p>Cross Country & Biathlon</p>	<p>Based on preliminary analysis, capital upgrades to the existing trail network and biathlon range will be required to meet National Sport Organization (NSO) standards for both Cross-Country Ski and Biathlon competition. Required improvements are expected to include enhancements to trail infrastructure and an expansion of the biathlon range to achieve compliance with national-level competition requirements. While the specific scope of work will be confirmed through detailed technical and NSO review, preliminary order-of-magnitude estimates indicate capital investments in the range of approximately \$1.2 million to \$1.5 million would be required at either venue. These upgrades represent targeted investments necessary to enable Games-time delivery and support longer-term sport development and legacy use.</p>
<p>Bristol Pit Snowboard Conditional Consideration</p>	<p>Bristol Pit is not included in the base set of Games venues assumed in this analysis, as the preferred delivery approach clusters mountain sports within the proposed satellite venue strategy in Whitehorse. Under this model, Bristol Pit is not required for Games delivery.</p> <p>However, should the Northwest Territories elect not to pursue satellite venues for mountain sports, Bristol Pit would become a potential fallback consideration. Based on current conditions, the facility does not meet National Sport Organization (NSO) venue standards for Alpine Skiing, Snowboarding, or Freestyle Skiing as traditionally delivered at the Canada Games. Existing infrastructure is limited to three short runs, a small slopestyle course, a rudimentary lift, and</p>

	<p>temporary container-based support spaces. The venue faces fundamental constraints related to insufficient elevation and length, lack of snowmaking, and absence of ancillary facilities required for national-level competition.</p> <p>While it has been noted that Bristol Pit could potentially host non-traditional or alternative snowboard or freestyle events not typically included in the Canada Games program, bringing the venue up to a standard suitable for hosting recognized Canada Games mountain sport competitions would require significant capital investment. Given the scale of the physical limitations, it is considered unlikely that the facility could be upgraded in a cost-effective manner to meet full NSO standards. As such, any decision to rely on Bristol Pit in lieu of satellite venues would represent a material shift in strategy, with correspondingly high capital cost, delivery risk, and uncertainty relative to the preferred satellite-based approach.</p>
<p>Yellowknife Aquatic Centre: Artistic Swimming & Diving</p>	<p>Bringing existing aquatic facilities into full compliance with Artistic Swimming and Diving venue standards would require capital upgrades that are disproportionate to the marginal technical shortfall being addressed. The shallowest portion of the main pool is approximately 0.17 metres below the 2.0-metre requirement for Artistic Swimming, and the facility lacks the 10-metre platform infrastructure required for Diving. In addition, warm-up pool space does not meet NSO standards. While it may be possible to pursue NSO accommodation for one or more of these deficiencies, undertaking permanent capital modifications to resolve a 0.07-metre depth variance and add specialized diving infrastructure would represent a significant capital investment with limited Games-time or legacy return. As a result, these upgrades are not considered a priority capital investment within the base Games scenario and are best viewed as a conditional option, rather than a required or value-driven component of the hosting strategy.</p>

- Section 7 Host Development Process & Considerations -



Section 7 - Host Development Process & Considerations

Understanding the Decision Context - The decision being considered at this stage, whether to pursue hosting the Canada Games, is an important one, but it should not be interpreted as fixing every element of Games delivery in perpetuity. The Canada Games hosting model is deliberately structured as a phased development process, recognizing that host communities grow into the role over time, conditions change, and delivery strategies are refined as planning progresses.

This section is intended to provide decision-makers with a clear sense of how today's decision fits within the broader hosting journey, and where flexibility, adjustment, and governance discipline are intentionally built into the process.

From Bid to Host: How Accountability Is Established - In many jurisdictions, hosting the Canada Games begins as a competitive process among multiple communities seeking to act as the Host. In the Northwest Territories, however, hosting is jurisdictionally led, with the Government of the Northwest Territories acting as the primary proponent rather than facilitating a competitive local bid process.

If GNWT elects to proceed, the Canada Games Council (CGC) requires the Territory to undertake a formal bid development process to host the 2035 Canada Winter Games. This process typically spans 9 to 12 months and follows a defined set of guidelines established by the CGC. The purpose of bid development is to confirm that the proposed host jurisdiction has the capacity to meet national sport standards, organize the required delivery systems, and steward public investment responsibly.

Once submitted, the bid is assessed through CGC's Bid Evaluation Process, which evaluates two core dimensions:

1. the host's ability to deliver the proposed sport program in accordance with technical and National Sport Organization standards; and
2. the jurisdiction's overall readiness to organize, govern, and deliver the Games effectively.

Importantly, success at this stage does not depend on having every delivery detail finalized. Rather, it requires demonstrating that the host understands the scope of what is being undertaken, has realistic plans to manage risk, and is prepared to advance into the structured host development process that follows a successful award.

Following the bid process, the Canada Games Council awards the Games to a host province, territory, or community. This award is formalized through an Agreement to Undertake (ATU), which establishes high-level accountability for funding, governance, and delivery responsibilities. The ATU confirms the host's commitment to deliver the Games in accordance with agreed-upon dates, the Canada Games Financial Framework, sport allocations, and applicable Canada Games Council standards.

Importantly, the ATU defines responsibility, not detailed execution. It sets the framework within which delivery will occur, while allowing the host to refine how those commitments are met through subsequent planning stages.

The Role of the Host Society - Following the award of the Games, responsibility for planning, organizing, managing, and delivering the Games is formally assigned to a legally constituted Host Society through a Joinder Agreement. The Host Society becomes the accountable entity responsible to the Canada Games Council and funding partners for fulfilling the commitments established in the ATU.

While Host Societies often emerge from the bid leadership group, their governance, leadership, and operating structures are intentionally strengthened and formalized following the award. This transition reflects the shift from advocacy and concept development to disciplined project delivery.

The Host Society establishes a Board, governance bylaws, and operating policies consistent with Canada Games standards. Board composition typically blends appointed representation from funding partners with local leaders selected for their skills, credibility, and community connection. This structure ensures both public accountability and locally grounded decision-making.

Leadership, Agreements, and Funding Clarity - Once established, the Host Society recruits a Chief Executive Officer to lead Games delivery on behalf of the Board. The CEO serves as the primary point of accountability for operational execution, stakeholder coordination, and adherence to the commitments of the ATU and subsequent agreements.

Funding commitments are formalized through separate funding agreements with each level of government, establishing contribution amounts, conditions, and disbursement

schedules over the planning and delivery cycle. In parallel, the Canada Games Council and the Host Society negotiate a Hosting Agreement, which translates the broad commitments of the ATU into detailed standards, plans, and deliverables.

This layered agreement structure is intentional. It allows governments to confirm accountability early while retaining the ability to refine scope, sequencing, and implementation as planning matures.

How Games Planning Evolves Over Time - The first major planning milestone following Host Society formation is the development of the Vision, Values, and Guiding Principles for the Games. This process aligns the Board, Canada Games Council, and key community stakeholders around the purpose and intended impact of the Games, and establishes the boundaries within which decisions will be made.

From this foundation, the Host Society develops a comprehensive Business Plan, which translates bid concepts into a structured, operational framework. The Business Plan integrates financial planning, revenue strategies, legacy objectives, and functional delivery plans, and serves as the primary reference point for aligning the Host Society and the Canada Games Council. Planning then progresses through defined milestones, functional plans, and readiness pathways, supported by the Canada Games Council's Transfer of Knowledge program, which draws on experience and best practices from previous hosts. This approach ensures that planning assumptions are tested, refined, and adjusted as more information becomes available.

What This Means for Decision-Makers Today - For the Government of the Northwest Territories, the key takeaway is that today's decision establishes commitment and accountability, not final design. Hosting the Canada Games is a journey that unfolds over many years, with multiple formal checkpoints, agreements, and planning stages that allow the host to respond to evolving conditions, confirm feasibility, and manage risk proactively.

Confidence at this stage should come not from having every answer finalized, but from understanding that the hosting model is designed to support learning, adaptation, and disciplined decision-making over time. When approached deliberately, the process allows the host community to grow into the Games—strengthening capacity, refining strategy, and aligning delivery with both practical realities and long-term priorities.

- Appendix About Crossing Point Advisory -





About Crossing Point Advisory

Crossing Point Advisory is a Western Canada–based advisory firm focused on practical, community-minded solutions. We bring grounded expertise in strategy, leadership development, governance, financial and operational analysis—helping organizations and businesses make clear, confident decisions that fit their context and priorities. The principals of Crossing Point Advisory are Mike Olesen and Scott Robinson.



Mike Olesen, MBA — Overall Project, Financial Feasibility, Infrastructure & Scenario Modeling Lead

[LinkedIn Profile, Mike Olesen](#)

Mike Olesen brings over 20 years of executive leadership experience in operational leadership, financial management strategy, major event operations, and complex infrastructure planning. As General Manager & CFO for the City of Red Deer, Mike led a \$512M operating budget and more than \$100M in annual capital investments, guiding the city through a major fiscal realignment modernizing financial governance. His portfolio also included land-use planning, economic development, and long-term infrastructure strategy—directly relevant to capital feasibility, venue planning, and community impacts associated with the Canada Games.

Previously, as CEO of Westerner Park (one of Alberta’s largest multi-use event venues), Mike stabilized the organization through significant financial risk, negotiated major debt restructuring, reduced operational overhead, and secured \$27M in grants. His experience in event facility operations, contract negotiation, and multi-stakeholder governance builds strong alignment with the needs of a northern, multi-community Games model.

Mike also served as the Senior Director, Finance & Administration for the 2019 Canada Winter Games, contributing to budget development, risk management, and venue readiness planning. His expertise in financial modeling, scenario-based decision support, and long-term capital strategy ensures that the GNWT receives realistic, decision-quality operating and capital budgets across all hosting options.



Scott Robinson — Major Games Strategy & Governance Lead

[LinkedIn Profile Scott Robinson](#)

Scott Robinson is a national leader in Canada Games delivery, multi-stakeholder governance, and major event strategy. As CEO of the 2019 Canada Winter Games Host Society, Scott led the planning and execution of Canada’s largest youth multi-sport event, directing 65 staff and more than 4,800 volunteers while managing a \$48M operating budget. The Games left a \$250M+ infrastructure legacy for Central Alberta and established new benchmarks for community engagement, sponsorship, and operational excellence.

Scott has extensive experience guiding organizations through complex, policy-driven decisions involving governments, Indigenous partners, sport organizations, and community stakeholders. His senior leadership roles with the Red Deer & District Chamber of Commerce and the Central Alberta Sport Authority strengthened his expertise in regional economic development, strategic planning, and partnership alignment—key components in assessing the feasibility and long-term impact of hosting major events.

With a Master of Arts in Leadership (Royal Roads University) and a Bachelor of Physical Education (University of Alberta), Scott brings a strategic, evidence-based approach grounded in lived experience with Canada Games standards, venue analysis, and strategic scenario development. His insight ensures that hosting models for the NWT are realistic, innovative, and aligned with both GNWT priorities and Canada Games Council expectations.



Ian Allan - Project Advisory Sport & Venue Operations

[LinkedIn Profile Ian Allan](#)

Ian Allan is a veteran sport and venue operations specialist with more than 20 years of hands-on experience delivering major multi-sport events across western and northern Canada. He has held senior roles in multiple Canada Games cycles, including Director of Sport and Athlete Experience for the 2023 Canada Winter Games in Prince Edward Island and Director of



Sport and Athlete Services for the 2019 Canada Winter Games in Red Deer. His work has consistently focused on practical, operationally sound solutions for communities outside major metropolitan centres—experience directly relevant to the Northwest Territories.

Ian has also led sport and venue portfolios for the 2015 Western Canada Summer Games in Fort McMurray and has contributed to international events including London 2012, VANOC, and multi-sport competitions in Edmonton and Qatar. His expertise includes sport-technical standards, venue readiness, athlete experience, volunteer management, and the operational realities of hosting Games-level competition in smaller, geographically dispersed communities.

Currently, Ian is serving as General Manager - Facilities & Events for Westerner Park in Red Deer, deepening his experience in facility operations, event logistics, and community-based event delivery. Ian brings a grounded, pragmatic understanding of how to execute major events outside big-city environments—making him particularly well-aligned with the NWT's exploration of a northern-adapted hosting model for the 2035 Canada Winter Games.

- Appendix 2035 CGC Site Visit Report -



2035 Canada Games

Advanced Technical Site Visit Report

January 30, 2026



INTRODUCTION

As per the approved Canada Games hosting rotation, the Northwest Territories (NWT) is scheduled to host the Canada Winter Games in 2035. The Canada Games Council (CGC) has requested that the Government of NWT confirm their intention to accept their place in the hosting rotation no later than June 30, 2026.

At the request of the Government of NWT, the CGC conducted a technical site visit to the territory December 9 - 11, 2025. The site visit was conducted by CGC staff Aaron Bruce (VP, Sport & Games) and Kali MacAdam (Sr. Advisor, Sport & Games). Both Kali and Aaron have extensive understanding of the technical requirements for hosting a Canada Games.

The site visit and this report builds upon a previous site visit and report conducted by the Canada Games Council in 2014. [That report can be found here.](#)

CGC would like to thank the Government of NWT for managing the itinerary, setting up facility tours and generally acting as host while in the territory.

OBJECTIVES

The objectives of the site visit were as follows:

1. Provide the CGC a better understanding of the spaces available in NWT that could be used for hosting the Games, including both sport and non-sport facilities;
2. Provide the Government of NWT an expert opinion on the hosting gaps that exist from a technical standpoint.

EXECUTIVE SUMMARY

With some compromises to existing minimum Canada Games sport venue standards, NWT has many of the sport venues necessary to host a Canada Games (e.g. Hockey, Short Track Speed Skating, Figure Skating, Curling, Judo, Archery, Artistic Gymnastics, Cross Country Ski, Biathlon), but lacks some venues, notably with topography requirements, required by sports historically part of the Canada Winter Games (e.g. Alpine Skiing, Freestyle Skiing, Snowboarding).

While NWT lacks traditional accommodations (hotels, College/University dormitories), it has the capacity and experience to accommodate a large number of participants (athletes, coaches, team

managers) in school classrooms, although likely not at the same scale and scope of past Canada Games.

SPORT VENUES

While in NWT, the CGC contingent was able to tour the following sport facilities:

Yellowknife	Hay River
Weledeh Catholic School & St. Patrick High School	Hay River Community Centre
St. Joseph School	Hay River Ski Club
Sir John Franklin High School	Diamond Jenness Secondary School
Yellowknife Nordic Ski Club	
Yellowknife Aquatic Centre	
Yellowknife Community Arena	
Yellowknife Racquet Club	
Bristol Pit	
Yellowknife Curling Club	
Yellowknife Field House	
Yellowknife Multiplex	
Frame Lake	

In addition to the toured facilities, CGC was also provided information regarding the multi sport facility in Behchokǫ, which contains a gymnasium and ice rink.

Summary of Sport Venues

Venue	Potential Sports*	Meets Standards	Notes
Weledeh Catholic School & St. Patrick High School	Wheelchair Basketball 1 of: Archery Artistic Gymnastics Boccia Fencing Judo Karate Table Tennis Target Shooting	Yes Yes	
École St. Joseph School	Karate	Yes	
Sir John Franklin School	Boccia	No	Would require slight compromise on venue standards by NSO. Boccia has not been part of Canada Games before, but has applied several times. Unknown if it would be part of 2035 Games. Gymnasium at school

			may be required for athlete services if athletes live at school.
Yellowknife Nordic Ski Club OR Hay River Ski Club	Cross Country Ski/Para Nordic Biathlon	Unsure No	It is likely that capital work to trail network would be required for both Cross Country Ski and Biathlon to achieve NSO homologation requirements. Biathlon range would need to be expanded at either venue.
Yellowknife Aquatic Centre	Artistic Swimming Diving	No No	The main pool is around 200cm too shallow at its shallowest point for Artistic Swimming venue requirements, would require compromise by NSO. Warm up pool does not meet Artistic Swimming venue standards, and would require compromise by NSO. Pool does not contain diving board infrastructure required for diving and would limit competitions that could be held. Diving has not been

			part of the Canada Winter Games before, but has been part of Canada Summer Games up to the 2025 Canada Summer Games.
Yellowknife Community Arena	Hockey	No	Venue is 15' too short (185' x 85' vs 200' x 85') to meet NSO venue standards and would require a compromise by NSO.
Yellowknife Racquet Club	Squash	No	Venue does not have glassback courts which is required by NSO venue standards and would require a compromise by NSO.
Bristol Pit	None	No	Venue does not meet NSO venue standards for freestyle ski, snowboard or alpine ski. It is noted in details that possibly the venue could host a different snowboard or freestyle event that has not traditionally been part of the Canada Games.
Yellowknife Curling Club	Curling	Yes	
Yellowknife Field House	Badminton 3 of:	Yes	

	<p>Archery</p> <p>Artistic Gymnastics</p> <p>Badminton</p> <p>Boccia</p> <p>Fencing</p> <p>Judo</p> <p>Karate</p> <p>Table Tennis</p> <p>Target Shooting</p> <p>Trampoline</p>		
<p>Yellowknife Multiplex - Olympic ice surface</p>	<p>Figure Skating</p> <p>Short Track Speed Skating</p>	Yes	
<p>Yellowknife Multiplex - NHL ice surface</p>	Hockey	Yes	
<p>Yellowknife Multiplex - Gymnasium</p>	None	No	The gymnasium is too small to accommodate any Canada Games sports.
<p>Frame Lake</p>	<p>Long Track Speed Skating</p>	Unsure	Venue would be a complete temporary build. The challenge would be getting the quality of ice to a level that satisfies NSO.

Hay River Community Centre - Ice Surface	Ringette	Yes	
Hay River Community Centre - Curling Rink	Mixed Doubles Curling	Yes	
Diamond Jenness Secondary School	Boccia	No	<p>Would require slight compromise on venue standards by NSO.</p> <p>Boccia has not been part of Canada Games before, but has applied several times. Unknown if it would be part of 2035 Games.</p> <p>Gymnasium at school may be required for athlete services if athletes live at school.</p>
Kò Gocho Centre	<p>2 of:</p> <p>Archery</p> <p>Artistic Gymnastics</p> <p>Badminton</p> <p>Boccia</p> <p>Fencing</p> <p>Judo</p> <p>Karate</p> <p>Table Tennis</p>	Yes	<p>Would require use of both gymnasium and ice surface (with cover or ice out) to meet venue standards for some of the sports</p>

	Target Shooting		
	Trampoline		

For purposes of the above chart, CGC has assigned sports to venues, but Appendix A provides other options as well.

Sport Program

The sport program for the Canada Games is currently established in 4 phases: Phase 1 - pre-selected sports, Phase 2 - ranked sports from application and evaluation, Phase 3 - Host Choice sports, and Phase 4 - final selections. This process will begin in 2028 and be completed no later than 2032.

With that said, based on the existing facilities in NWT, CGC can provide a general breakdown of the sports that could currently be hosted and those that couldn't, based on sports that have traditionally been part of or applied to be part of the Canada Games.

Could be Hosted	Could be Hosted with NSO Compromise on Venue Standards or capital work	Could not likely be Hosted
Archery	Artistic Swimming	Alpine Ski / Para Alpine
Artistic Gymnastics	Biathlon	Freestyle Ski
Badminton	Boccia	Long Track Speed Skating**
Curling / Mixed Doubles Curling	Cross Country Ski / Para Nordic	Snowboard
Fencing	Diving	Sport Climbing**
Judo	Figure Skating*	
Karate	Hockey*	
Short Track Speed Skating	Ringette*	
Table Tennis	Squash	

Trampoline Gymnastics		
Wheelchair Basketball		

*See section below on ice surfaces

** Sport could be hosted, but only with new or temporary facility built

Ice Surfaces

Between Yellowknife and Hay River, there are 4 ice surfaces, which is enough to accommodate the competitions for traditional arena ice sports on the Canada Games program (hockey, ringette, figure skating and short track speed skating), but not enough ice surfaces to accommodate practice space.

Ringette, Hockey and Figure Skating all require an additional ice surface for practice above and beyond the competition requirements. CGC would need to work with these sports (if selected to the program) to compromise on their practice venue requirements or a fifth ice surface would be necessary.

NON SPORT VENUES

Participant Accommodations

Neither of the communities visited by the CGC contingent (Yellowknife and Hay River) have a University or College campus that could accommodate participants for a Games village. Utilizing hotel space for participant accommodations is not feasible, given this would utilize all of the local hotel capacity, limiting the ability for family, friends, VIPs and other guests to attend the Games.

The most promising scenario would be to utilize school classrooms throughout Yellowknife and at the Diamond Jenness Secondary School in Hay River. A more detailed analysis would be required to determine the maximum number of participants that could be accommodated throughout the schools in Yellowknife, Behchokò, and or Hay River.

There may be alternative options to explore that were not part of the site visit itinerary, including temporary housing (was done for the 2003 Canada Winter Games) or, if available, housing at military installations (was done for the 2009 Canada Summer Games).

Games Village Services

Games village services include such things as participant feeding, medical clinic, provincial/territorial team offices and athlete entertainment.

In Hay River, these services could be centralized at Diamond Jenness Secondary School. In Yellowknife, where the majority of participants would be accommodated each week, the services would likely need to be decentralized.

- Food Services - The convention space at the Explorer Hotel or Chateau Nova Yellowknife.
- Athlete Entertainment - Open spaces at schools, convention space at the Explorer Hotel or Chateau Nova Yellowknife.
- Polyclinic - The convention space at the Explorer Hotel or Chateau Nova Yellowknife.
- Mission Centre (PT Team Offices) - Aurora College

Opening / Closing Ceremonies

Yellowknife lacks any suitable space for the opening or closing ceremony, based on the scale, scope and revenue expectations (ticket sales) from previous Games. The Olympic size arena at the Yellowknife Multiplex could possibly host a small ceremony with very limited spectator seating (less than 1000).

The 2007 Canada Winter Games utilized a large temporary pop up structure (tent) to host the opening and closing ceremonies with seating for approximately 4500, which included approximately 1300 seats for the general public. This would be an option for NWT to consider in its initial financial planning.

Festival & Cultural Programming

The Games could take advantage of a tented space established for the opening and closing ceremonies (as noted above), but could also utilize local outdoor space such as Frame Lake and the greenspace around Sombe K'e Civic Plaza.

Guest Accommodations

Based on CGC's preliminary search, Yellowknife has approximately 1000 hotel/motel rooms and Hay River has 75 - 100 hotel/motel rooms. This does not account for bed and breakfast or other types of accommodations (ex AirBnb). This is less than the number of rooms available for the previous three (3) winter Games (2023 PEI, 2019 Red Deer, 2015 Prince George), but not

necessarily too few. Generally speaking, the peak number of hotel rooms required for Games populations is 672, however, this doesn't account for traveling family members of participants.

OTHER CONSIDERATIONS

Satellite Venues

Not contemplated within this technical review is the use of satellite venues beyond NWT's borders. Partnering with northern Alberta or the Yukon may provide additional venue opportunities as well as alleviate some pressures on accommodation capacities.

Major Capital Projects

This review has not considered any major capital projects that might be entertained by the Territory or its communities. It is important that capital projects fit within the long term planning and needs of the host communities and leave a lasting legacy. Based on the technical review and without knowing the communities' long term needs or desires, the CGC notes two particular areas that would be beneficial in hosting the 2035 Canada Games:

- Housing - It is CGC's understanding that NWT, like much of Canada, is experiencing a housing crisis, particularly around deeply affordable housing (i.e. social housing). The 2035 Canada Games could be an opportunity to develop housing used for participant accommodations that could be turned over to the community post Games for housing.
- Ice surfaces/arenas - It was noted during the visit that ice time during peak hours is maxed out in Yellowknife. A 4th ice surface (200'x 85') in Yellowknife would leave a lasting sport legacy in Yellowknife and help alleviate some of the challenges noted above in the *Ice Surfaces* section.

Appendix A - Detailed Report by Venue

Yellowknife

Weledeh Catholic School & St. Patrick High School

Weledeh Catholic School & St. Patrick High School share a single gym space so these venues have been considered together.

Existing Spaces

- Large double gym space
 - 105' x 83' / 32m x 25m
 - 8,715 sq ft / 800 sq m
- Accessible space including change rooms
- Ancillary space in school

Challenges

- Spectator seating

Potential Hosted Sports

- Wheelchair Basketball (Likely the only location that could host Wheelchair Basketball due to accessibility needs)
- Gym sports (Archery, Artistic Gymnastics, Boccia, Fencing, Judo, Karate, Table Tennis, Target Shooting) could be hosted with some compromise with NSOs on practice space

Necessary Capital Work

- NA

École St. Joseph School

Existing Spaces

- Larger gymnasium
 - 86' x 50' / 26m x 15m
 - 4,300 sq ft / 390 sq m
- Smaller gymnasium
 - 62' x 43' / 19m x 13m

- 2,666 sq ' / 247sq m
- Ancillary space in school

Challenges

- Both gyms are on the small side
- Both gyms lack spectator seating

Potential Hosted Sports

- Karate

Necessary Capital Work

- NA

Sir John Franklin School

Existing Spaces

- Gymnasium
 - 74' x 92' / 22.5m x 28m
 - 6,808 sq ft / 630 sq m
 - 25'3" / 7.7m ceiling height
- Change room space
- Ancillary space in school

Challenges

- Gymnasium too small for most sports

Potential Hosted Sports

- Boccia (would require slight compromise with NSO for space)

Necessary Capital Work

- NA

Yellowknife Nordic Ski Club

Existing Spaces

- Chalet
 - Ground Floor

- Small lounge space
- Small kitchenette/dining area
- Upper Floor
 - 1,500 sq ft open space
 - 500 sq ft deck
 - Commercial kitchen
- Other
 - Large parking lot
 - Elevator
- Biathlon range
 - 11 lanes
- Cross Country Ski trails
 - 1km, 2.5km, 3km, 5km of competition trails

Challenges

- Biathlon range not large enough (not enough shooting lanes)
- No existing penalty loop for biathlon (based on available maps)
- Stadium is small
- Would require temporary ancillary space

Potential Hosted Sports

- Cross Country Ski/Para Nordic
- Biathlon

Necessary Capital Work

- Expanded biathlon range
- Trail work necessary for homologation
- Technical building (could potentially be temporary infrastructure)

Yellowknife Aquatic Centre

Existing Spaces

- 25m 8-lane pool
 - 4+m depth in deep end, 1.83m depth in shallow end
- 25m 3-lane pool
 - Shallow

- Hot tub
- Several meeting and multi purpose rooms
- Upper level spectator seating

Challenges

- Shallow end of pool is slightly too shallow for Artistic Swimming requirements (could be a compromise with National Sport Organization)
 - 2m is requirement and shallowest part of pool is 1.83m
- No 10m platform for diving (could be a compromise with National Sport Organization)
- Warm up pool space is not ideal (could be a compromise with National Sport Organization)

Potential Hosted Sports

- Artistic Swimming
- Diving (1m and 3m Springboard events only)

Necessary Capital Work

- Installation of second 3m springboard if diving was part of sport program

Yellowknife Community Arena

Existing Spaces

- 1 185' x 85' ice surface
- 4 small dressing rooms
- 2 smaller dressing rooms (for officials)
- Approximately 350 spectator seats

Challenges

- Ice surface is too small for Hockey, Ringette and Figure Skating minimum requirements (could be a compromise with National Sport Organizations)
 - Ice surface is 185'x85', 200'x85' is requirement
- Small dressing rooms
- Not a lot of ancillary space

Potential Hosted Sports

- Hockey

- *Ringette - challenge would be that hockey requires 2 competition ice surfaces, so can't have both hockey and ringette in Yellowknife and can't have hockey at all in Hay River. Would likely need to put Ringette in Hay River.

Necessary Capital Work

- NA

Yellowknife Racquet Club

Existing Spaces

- 4 international squash courts including 1 "show" court
- Several multi purpose spaces

Challenges

- Lacks glass back courts on 3 courts, making officiating more difficult
- Little to no spectator seating
- Working with private facility owners can be a challenge

Potential Hosted Sports

- Squash

Necessary Capital Work

- NA

Bristol Pit

Existing Spaces

- 3 "runs"
- Small slope style course
- Rudimentary lift
- Containers used for indoor space

Challenges

- Lack of elevation
- Lack of length
- Lack of ancillary facilities

- Lack of snowmaking
- It is unlikely that the facility could be brought up to a standard that would permit it to host any mountain sport events.

Potential Hosted Sports

- Snowboard and or Freestyle Ski could potentially host non traditional events (ex. rail jam)

Necessary Capital Work

- Geography is largest limiting factor;
 - Earthwork would be required depending on hosted events
- Ancillary space (could be temporary);

Yellowknife Curling Club

Existing Spaces

- Up to 8 sheets of ice
- Lounge space
- 2 changerooms

Challenges

- NA

Potential Hosted Sports

- Curling / Mixed Curling

Necessary Capital Work

- NA

Yellowknife Field House

Existing Spaces

- 2 185' x 85' / 56m x 26m artificial turf fields (enclosed by boards)

Challenges

- Minimal spectator seating
- Lack of ancillary space

Potential Hosted Sports

- Archery, Artistic Gymnastics, Badminton, Boccia, Fencing, Judo, Karate, Table Tennis, Target Shooting, Trampoline

Necessary Capital Work

- NA

Yellowknife Multiplex

Existing Spaces

- 1 200' x 85' ice surface
 - 4 changerooms
 - 2 officials rooms
 - Approximately 350 spectator seats
- 1 200' x 100' ice surface
 - 4 change rooms
 - 2 officials rooms
 - Approximately 1,000 spectator seats
- Gymnasium
 - 77' x 79' / 23.5m x 24m
 - 6000 Sq ft / 546 Sq m
 - 2 change rooms
- Gymnastics Centre

Challenges

- Spectator seating in small arena
- Gymnasium likely too small to host any sport, but could be ancillary space
- Gymnastics centre, under private ownership may be a challenge. Space is too small to host any sport, but could be ancillary space

Potential Hosted Sports

- Short Track Speed Skating, Figure Skating, Hockey
- *Ringette - challenge would be that hockey requires 2 competition ice surfaces, so can't have both hockey and ringette in Yellowknife and can't have hockey at all in Hay River. Would likely need to put Ringette in Hay River.

Necessary Capital Work

- NA

Frame Lake

Existing Spaces

- Lake in middle of city

Challenges

- Building a temporary long track speed skating oval that met requirements for hosting Canada Games competition on the lake would be challenging

Potential Hosted Sports

- Long Track Speed Skating

Necessary Capital Work

- All work would be temporary

Hay River

Hay River Community Centre

Existing Spaces

- 200' x 85' ice surface
 - 6 change rooms
 - Approximately 350 spectator seats
- 3 sheet curling club
 - Lounge space
- Small Pool
- Multi purpose spaces

Challenges

- Pool not large enough to host any Canada Games sports

Potential Hosted Sports

- Ringette

- Figure Skating - Figure Skating prefers the larger 200' x 100' ice surface, but has a minimum requirement of 200' x 85'
- Mixed Doubles Curling

Necessary Capital Work

- NA

Hay River Ski Club

Existing Spaces

- Cross Country Ski Trails
 - 0.5 - 10km loops
- Biathlon Range
 - 16 lanes
- Large parking lot
- Small clubhouse
- Larger golf clubhouse

Challenges

- Biathlon range not large enough
- Would require temporary ancillary space

Potential Hosted Sports

- Biathlon
- Cross Country Ski / Para Nordic

Necessary Capital Work

- Expanded biathlon range
- Trail work necessary for homologation
- Technical building (could potentially be temporary infrastructure)

Diamond Jenness Secondary School

Existing Spaces

- Gymnasium
 - 91' x 71' / 27.7m x 21.6m

- 6461 sq ft / 598 sq m
- 22 ft / 6.7m ceiling height (this is to curtain divider in middle of gym, likely a bit higher on either side)

Challenges

- Gymnasium too small for majority of sports

Potential Hosted Sports

- Boccia (would require compromise with NSO for space)

Necessary Capital Work

- N/A

Behchokò

Behchokò is a little over 60 minutes of driving time from Yellowknife and could be utilized without the need for a full satellite village.

Kò Gocho Centre

Existing Spaces

- 185' x 85' ice surface
 - 4 change rooms (shard with gymnasium)
 - Minimal seating
- 107' x 80' / 32m x 24m gymnasium
 - 8,560 sq ft / 768 sq m

Challenges

- Ice surface is too small for Hockey, Ringette and Figure Skating minimum requirements (could be a compromise with National Sport Organizations)
 - 200x85 is requirement

Potential Hosted Sports

- Hockey
- Ringette
- Figure Skating

- Potential to host several gymnasium based sports on covered ice surface + gymnasium or in gymnasium with compromises by NSO (archery, artistic gymnastics, badminton, boccia, fencing, judo, karate, table tennis, target shooting, trampoline)

Necessary Capital Work

- NA

- Appendix 2019 Integrated Planning Framework -



Integrated Planning Report: Canada Winter Games Host Society and the City of Red Deer

Table of Contents

Introduction	2
Strategy	2
Outcomes	4
Strategic Outcomes of the 2019 Canada Winter Games Host Society	4
Strategic Outcome 1: Deliver a Life Shaping Games Experience	4
Strategic Outcome 2: Leave a Comprehensive and Sustainable Legacy	4
Strategic Outcome 3: Demonstrate Excellence in Leadership and Governance	5
Strategic Outcome 4: Celebrate Sport and Culture	5
Strategic Outcome 5: Advance the Canada Games Movement	5
Strategic Outcomes of the City of Red Deer	6
Primary Role	6
Shared Role	6
Project Area Structure	6
Outcome Alignment	7
Shared and Connected Outcomes	7
Unique Outcomes	9
2019 Canada Winter Games Host Society	9
City of Red Deer	9
Preliminary Framework of Working Relationships between the City of Red Deer and the 2019 Canada Winter Games	10

Introduction

The Canada Games is the largest multi-sport and cultural event for youth in the nation. It has a proud history of building Canada’s future national, international and Olympic stars, developing communities, encouraging citizenship by engaging volunteers and showcasing social diversity and culture. As the Host of the 2019 Canada Winter Games, Red Deer is positioned to plan and execute on a life-shaping Games.

The 2019 Canada Winter Games Host Society and the City of Red Deer have entered into a collaborative partnership to ensure the desired outcomes for both Partners are achieved, and that together, they ensure the best delivery of the 2019 Canada Winter Games for participants and visitors as well as the residents and businesses in our community.

Strategy

In order to be deliberate in the collective actions towards the integrated planning, a strategy was developed between the City and the Host Society. The strategy was designed with the following phased approach:

Phase 1: Initial Independent Planning	
Completion Date:	End of December 2016
Deliverable:	1. Both Partners will work with their respective governing bodies to define their outcomes for success. These outcomes will be documented and shared.
Phase 2: Launch Integrated Planning	
Completion Date:	End of March 2017
Deliverables:	1. Share and agree to the collective outcomes.
	2. Plan and execute on an integrated planning launch session between the Host Society and the City of Red Deer.
	3. Collaboratively prepare a preliminary report.

Phase 3: Execute Integrated Planning and Identify and Finalize Shared Initiatives	
Completion Date:	End of June 2017
Deliverables:	1. The leads (and/or their liaison(s)) from the partner organizations will develop and document a plan that: <ul style="list-style-type: none"> a. Outlines the potential synergies that exist between each party related to the particular outcome and/or functional area and department. b. Details the initiatives/tactics identified to achieve the outcomes. c. Assigns responsibility and ownership to resources within their sub-group for each particular initiative/tactic as required. d. Defines the communication protocol and other “connection points” required to ensure that each party is aligned as they approach and journey through to execution.
	2. Determine a measurement strategy that is reflective of this integrated approach to planning.
	3. Establish a critical path that aligns with the planning cycles of the Games and the City of Red Deer and ensures the timely implementation.
	4. Expand on the preliminary report to capture the new elements of the integrated strategy that are developed during this phase.
Phase 4: Operationalize the Integrated Plan	
Completion Date:	March 31, 2019
Deliverable:	1. Execute on the finalized initiatives.
Phase 5: Evaluation	
Completion Date:	End of April 2019
Deliverable:	1. Conclude the measurements strategy and expand on the ongoing report in order to develop a Final Report for Transfer of Knowledge purposes.

Outcomes

In alignment with the strategy, both organizations have developed outcomes that they will plan and strive to achieve. They are outlined as in the following section.

Strategic Outcomes of the 2019 Canada Winter Games Host Society

Strategic Outcome 1: Deliver a Life Shaping Games Experience

We want the 2019 Games to change lives in the most positive way and shape the perception of our community and province through excellence in organizing, hosting and delivering the 2019 Canada Winter Games.

Key Objectives:

- Demonstrate excellence in hosting the Games by meeting or exceeding all CGC standards in all functional areas.
- Ensure Venue, Field of Play and Sport Delivery strategies maximize the opportunity for the highest athlete performance possible at Games time.
- Ensure the safety and positive experience of the athletes, coaches, officials, spectators, volunteers and staff.
- Engage the community, region and province in a meaningful way that supports the requirements for delivery of the Games at the highest level.
- Develop a responsive branding, awareness and communications plan that truly engages the public and the games community in a meaningful way.
- Deliver a comprehensive volunteer recruitment, engagement, training and support program.
- Deliver an inclusive and all encompassing spectator experience to maximize attendance and participation.
- Celebrate the achievements of our athletes and showcase the cultural diversity of Red Deer, Alberta and Canada.

Strategic Outcome 2: Leave a Comprehensive and Sustainable Legacy

We will deliver a comprehensive legacy plan for the Games that will capture and leverage the many great sport, cultural and community benefits from hosting a major multi-sport event like this in Central Alberta.

Key Objectives:

- Enhance the Game's Transfer of Knowledge program by sharing, developing and building new models, systems and working collaboratively with the Canada Games Council.
- Develop a comprehensive strategy to enhance sport development and competition in the community.
- Support local regional and provincial sport and not for profit groups with a clear policy and process around the distribution of Games assets following the Games.
- Build the foundation for a new sport leadership group to support the development and growth of sport in Central Alberta leading into and beyond the Games.
- Invest in the construction of and or upgrading of key sport facilities that will sustain future growth of sport in Central Alberta.
- Deliver a sustainable and environmentally responsible Games.

Strategic Outcome 3: Demonstrate Excellence in Leadership and Governance

We will model leadership and stewardship of the Games through how we lead our Games and how we engage and work with our citizens, community organizations and partners.

Key Objectives:

- Integrate a team based volunteer and staff leadership model throughout our Games.
- Govern our Games effectively by operating a policy governance model.
- Deliver an enterprise wide risk management program that ensures the appropriate identification, monitoring and managing of risk to the organization and the Games.
- Execute integrated planning strategies with our Games partners demonstrating best practices in efficiency, flexibility and an effective transfer of knowledge.
- Develop a comprehensive measurement program to gauge success in achieving our outcomes, goals and objectives.
- Demonstrate fiduciary responsibility in the management and operation of the Games.
- Ensure sufficient resources are available to meet the vision, mission and mandate of the Games while living within our means and agreed budget.
- Ensure all functional and venue operation areas have detailed and comprehensive plans in place in order to deliver the highest level possible of services and support for the Games.
- Ensure that sufficient contingency and crisis management plans are in place and that essential services are ready at Games time.

Strategic Outcome 4: Celebrate Sport and Culture

We will celebrate sport and culture and bring the community, province and country together through hosting the 2019 Canada Winter Games.

Key Objectives:

- Provide opportunities for all constituencies to volunteer throughout the Games building future capacity for the community.
- Build a foundation of new sport leaders in Central Alberta to grow the participation in sport.
- Engage the schools and youth based community groups and provide initiatives and opportunities that encourage participation in the Games.
- Provide increased access for Alberta athletes to sport through new and enhanced facilities encouraging sport participation and competition.
- Bring the communities of sport and culture together through an integrated celebration and festival plan for the Games.

Strategic Outcome 5: Advance the Canada Games Movement

We will bring the 2019 Canada Games to the nation and champion this iconic national event and will push the envelop to bring awareness of the Games in Red Deer within Alberta and across Canada.

Key Objectives:

- Maximize the visibility of the Canada Games brand leading up to, during and following the Games.
- Demonstrate the value of hosting a Canada Games to local, regional and national corporate and government partners.
- Deliver an excellent hosting and networking program during the Games.
- Engage National audiences and build awareness of the Games across Canada.

Strategic Outcomes of the City of Red Deer

Primary Role

The City of Red Deer will take a primary role in the achievement of the following goals:

- The City of Red Deer staff will prepare for the Games, and be ambassadors of the community leading up to and during the Games.
- The City of Red Deer will ensure municipal services are maintained seamlessly during the Games.
- The City of Red Deer will be a responsible financial steward in relation to the Games.
- The City of Red Deer will keep an accurate account of our efforts to be submitted after the event to the Canada Games Council via the Host Society.

Shared Role

The City of Red Deer will take a shared role with the Host Society in the achievement of the following goals:

- The City of Red Deer, in cooperation with the Host Society, will plan for and have mitigation strategies in place for risks and emergencies that may arise during the Games.
- The City of Red Deer, in cooperation with the Host Society, develops principles and protocols to ensure Federal, Provincial, and Municipal partnerships and relationships with neighboring municipalities, community organizations, and schools are enhanced.
- Red Deerians feel informed and connected about what is happening in their city. Our identity is promoted regionally, provincially, and nationally, with local business, attractions, and people being showcased.
- The City of Red Deer in cooperation with the Host Society will ensure opportunities for the culture of Red Deer, Alberta, and Canada to be celebrated during the Games.
- The City of Red Deer in cooperation with the Host Society will provide accessible, safe, and environmentally friendly amenities and venues during the Games.

Project Area Structure

The City of Red Deer has structures internal project teams to focus on the identified strategic outcomes. The project area assignments are as follows:

- Project Area #1: Staffing
- Project Area #2: Maintaining Services Levels
- Project Area #3: Financial Responsibility
- Project Area #4: Knowledge Transfer
- Project Area #5: Emergency and Risk Management
- Project Area #6: Protocol and Identity
- Project Area #7: Communications and Identity
- Project Area #8: Cultural Diversity
- Project Area #9: Venue Management

Outcome Alignment

Shared and Connected Outcomes

The outcomes were defined for each organization independently, however, upon mapping the objectives together there are clear connection points or similarities. The following chart highlights the alignment of the outcomes.

City of Red Deer Outcome	Canada Games Host Society Outcome
<p>Red Deerians feel informed and connected about what is happening in their city. Our identity is promoted regionally, provincially, and nationally, with local business, attractions, and people being showcased.</p>	<p>We will model leadership and stewardship of the Games through how we lead our Games and how we engage and work with our citizens, community organizations and partners.</p> <p>Develop a responsive branding, awareness and communications plan that truly engages the public and the games community in a meaningful way.</p>
<p>The City of Red Deer, in cooperation with the Host Society, will plan for and have mitigation strategies in place for risks and emergencies that may arise during the Games.</p>	<p>Ensure that sufficient contingency and crisis management plans are in place and that essential services are ready at Games time.</p> <p>Deliver an enterprise wide risk management program that ensures the appropriate identification, monitoring and managing of risk to the organization and the Games.</p>
<p>The City of Red Deer will be a responsible financial steward in relation to the Games.</p>	<p>Demonstrate fiduciary responsibility in the management and operation of the Games.</p> <p>Ensure sufficient resources are available to meet the vision, mission and mandate of the Games while living within our means and agreed budget.</p>
<p>The City of Red Deer in cooperation with the Host Society will provide accessible, safe, and environmentally friendly amenities and venues during the Games.</p>	<p>Deliver a sustainable and environmentally responsible Games.</p> <p>Provide increased access for Alberta athletes to sport through new and enhanced facilities encouraging sport participation and competition.</p> <p>Ensure the safety and positive experience of the athletes, coaches, officials, spectators, volunteers and staff.</p>

	<p>Deliver an inclusive and all encompassing spectator experience to maximize attendance and participation.</p>
<p>The City of Red Deer will keep an accurate account of our efforts to be submitted after the event to the Canada Games Council via the Host Society.</p>	<p>Develop a comprehensive measurement program to gauge success in achieving our outcomes, goals and objectives.</p> <p>Enhance the Game's Transfer of Knowledge program by sharing, developing and building new models, systems and working collaboratively with the Canada Games Council.</p> <p>Execute integrated planning strategies with our Games partners demonstrating best practices in efficiency, flexibility and an effective transfer of knowledge.</p>
<p>The City of Red Deer, in cooperation with the Host Society, develops principles and protocols to ensure Federal, Provincial, and Municipal partnerships and relationships with neighboring municipalities, community organizations, and schools are enhanced.</p>	<p>Engage the community, region and province in a meaningful way that supports the requirements for delivery of the Games at the highest level.</p> <p>Provide opportunities for all constituencies to volunteer throughout the Games building future capacity for the community.</p> <p>Engage the schools and youth based community groups and provide initiatives and opportunities that encourage participation in the Games.</p>
<p>The City of Red Deer in cooperation with the Host Society will ensure opportunities for the culture of Red Deer, Alberta, and Canada to be celebrated during the Games.</p>	<p>Bring the communities of sport and culture together through an integrated celebration and festival plan for the Games.</p> <p>Celebrate the achievements of our athletes and showcase the cultural diversity of Red Deer, Alberta and Canada.</p>

Unique Outcomes

2019 Canada Winter Games Host Society

Strategic Outcome 1: Deliver a Life Shaping Games Experience

- Demonstrate excellence in hosting the Games by meeting or exceeding all CGC standards in all functional areas.
- Ensure Venue, Field of Play and Sport Delivery strategies maximize the opportunity for the highest athlete performance possible at Games time.
- Deliver a comprehensive volunteer recruitment, engagement, training and support program.

Strategic Outcome 2: Leave a Comprehensive and Sustainable Legacy

- Develop a comprehensive strategy to enhance sport development and competition in the community.
- Support local regional and provincial sport and not for profit groups with a clear policy and process around the distribution of Games assets following the Games.
- Build the foundation for a new sport leadership group to support the development and growth of sport in Central Alberta leading into and beyond the Games.
- Invest in the construction of and or upgrading of key sport facilities that will sustain future growth of sport in Central Alberta.

Strategic Outcome 3: Demonstrate Excellence in Leadership and Governance

- Integrate a team based volunteer and staff leadership model throughout our Games.
- Govern our Games effectively by operating a policy governance model.
- Ensure all functional and venue operation areas have detailed and comprehensive plans in place in order to deliver the highest level possible of services and support for the Games.

Strategic Outcome 4: Celebrate Sport and Culture

- Build a foundation of new sport leaders in Central Alberta to grow the participation in sport.

Strategic Outcome 5: Advance the Canada Games Movement

- Maximize the visibility of the Canada Games brand leading up to, during and following the Games.
- Demonstrate the value of hosting a Canada Games to local, regional and national corporate and government partners.
- Deliver an excellent hosting and networking program during the Games.
- Engage National audiences and build awareness of the Games across Canada.

City of Red Deer

- The City of Red Deer staff will prepare for the Games, and be ambassadors of the community leading up to and during the Games.
- The City of Red Deer will ensure municipal services are maintained seamlessly during the Games.

Preliminary Framework of Working Relationships between the City of Red Deer and the 2019 Canada Winter Games

Related Host Society Functional Areas	City of Red Deer Project Area or Departmental Contact	Rationale for Connection
Sustainability	Nancy Hackett, Environmental Initiatives Supervisor for the City of Red Deer	The City of Red Deer will participate as part of the Host Society Sustainability Committee.
Games Planning and Transfer of Knowledge	Social Planning Group Project Area #4 - Knowledge Transfer	There will be joint development of the evaluation and measurements program. The City of Red Deer will be preparing a package sharing their knowledge and experience with future municipalities.
Legal	Corporate Services Division	There is a connection available if required, although the Host Society has an independent contract with a legal services provider.
Financial Services	Dean Krejci, Finance Manager Project Area #3 - Financial Responsibility	There is a connection point related to financial matters impacting both organizations.
Risk Management	Project Area #5 - Emergency and Risk Management	Upon completion of the Host Society's risk register and profile, they will be shared with the City of Red Deer as appropriate to ensure that shared risks are known and collaboratively addressed as applicable.
Human Resources	Operational Human Resources - SME Games Project Area #1 - Staffing	Communication as it relates to Games volunteer roles and potential impact to staffing at City of Red Deer venues. Connection and understanding of staff volunteer policy and potential impact to Games.

		<p>Collaboration in terms of materials sharing related to training and development or policy/procedure development.</p> <p>Connection on staffing secondments as appropriate.</p>
Technology	Dan Newton, IT Manager	Connection related to IT equipment sharing and IT infrastructure at City of Red Deer venues.
Protocol	<p>City Manager's Office</p> <p>Project area #6 - Protocol and Identity</p> <p>Legislative Services Manager (as conduit to council)</p>	Connection on matters pertaining to protocol and the need for councillor or mayor representation at events.
Broadcast/ Webcast	Information Technology team	<p>Connection to promote our community and our stories to the broadcasters. This approach will strengthen in the lead up to the Games as a strong relationship is created with the City's Communications department.</p> <p>There will also be a connection through the venue operations teams; both the Host Society and the City will need to work towards the same goal of creating functional spaces for our broadcast and webcast partners within City facilities.</p>
Community Relations	<p>Project Area #7 - Communications and Identity</p> <p>Recreation, Parks and Culture (RPC)</p> <p>Welcoming and Inclusion Network</p>	Possible integration and guidance from the City of Red Deer on street closures if any are required to meet the scope of work for this functional area.
Media Relations and Communications	<p>Project Area #7 - Communication and Identity</p> <p>Communications department</p>	Connection to work alongside each other to promote our community and our stories to local and visiting media. This approach will strengthen in the

	(operations side)	<p>lead up to the Games as a strong relationship is created.</p> <p>There will also be a connection through the venue operations teams; both the Host Society and the City will need to work towards the same goal of creating functional spaces for our broadcast and webcast partners within City facilities.</p>
Official Languages		Potentially connection point in collaborating on updating signage as required around the City.
Marketing	<p>Communications team as the primary contact. If special events, then others may be engaged</p> <p>Project Area #7 - Communications and Identity</p>	<p>Collectively maintain a calendar of events.</p> <p>Giving blanket approval of the use of The City's logo as a Funding Party on materials (approval of Funding Party banner).</p> <p>Quotes from the Mayor for special news releases (milestone events, etc.).</p> <p>Speaking opportunities for the Mayor at select announcements.</p>
Publications	Communications team	Connect on messages from the Mayor included in Games time publications.
Ceremonies	Project Area #7 - Communication and Identity	Connection to transportation and public works in managing a number of people being downtown in a festival atmosphere.
Artistic and Cultural Festivals	<ul style="list-style-type: none"> • Recreation, Parks and Culture • Functional Area #8 - Cultural Diversity 	<p>Connection to transportation and public works in managing a number of people being downtown in a festival atmosphere.</p> <p>Connection regarding support from a logistics perspective.</p>
Volunteering	<p>Human Resources</p> <p>Project area #1 - Staffing</p>	Connection and understanding of staff volunteer policy.

		<p>Ensure flow of communication about volunteer roles and potential impact to staffing at City of Red Deer venues. Consistency of messaging regarding ambassadorship - leverage materials across both organizations.</p> <p>The Host Society will work closely with the City of Red Deer to ensure that they are aware of the Volunteer Program, key dates, and volunteer needs for execution of the Games.</p>
Registration and Accreditation	Project Area #9 - Venue Management	Connection in terms of working with venue owners to collaboratively work through venue access control, accreditation requirements for commissioning, Games Time and decommissioning periods.
Sport Venue	Project Area #9 - Venue Management Engineering	<p>Collaboration around related venues to ensure a strong understanding of the venue use agreements and collaboration in the delivery of the Games.</p> <p>CAD drawings.</p>
Venue Overlay	Project Area #9 - Venue Management Engineering	<p>Work closely and collaboratively with the City of Red Deer and their respective venue operations staff to ensure that we are using the venue to its full potential operationally, efficiently and cost effectively.</p> <p>Work closely with the City of Red Deer to understand what items they may have available for us to use during the Games for venue overlay that will be a cost savings.</p>
Signage, Pageantry and Fabrication	Recreation, Parks and Culture Engineering	Potential areas of collaboration include (but are not limited to) an enhanced street banner program, City Welcome signs, beautification of City spaces.

		<p>(Work closely with the Marketing and Revenue team to ensure adherence to any standards)</p> <p>Maximize exposure for the City in the Games Time look and signage pieces where possible keeping to existing agreements and standards.</p>
Security	<p>Project Area #9 - Venue Management</p> <p>Policing</p>	<p>Work closely to understand access controls and emergency plans already in existence for City venues being used for the Games. Work closely with venue owners to ensure all of our Canada Games client groups are being considered for access control and emergency plans.</p> <p>Work closely on emergency preparedness in the City.</p>
Transportation	<p>Transit</p> <p>Development Services Director</p>	<p>Connection and shared awareness regarding impactful road closures and road construction as well as knowledge of bus routes that will be used for bus operations.</p> <p>Connection to explore 'park 'n ride' options for ceremonies and festival site celebrations as identified.</p> <p>Determine the level of service provided to spectators and volunteers to get to venues and places of work (i.e. free ride options for accredited volunteers).</p> <p>Traffic and parking resolutions will be explored as well.</p>

Essential Services	Project Area #2 - Maintaining Service Levels	<p>There will be many touch points and they are included as part of the project team for functional area #2:</p> <ul style="list-style-type: none"> - Policing - Snow removal - Criminal Record Checks - Public transit <p>Note: interdependencies with other Functional Areas (Transportation, Security, Volunteers)</p>
Sport Operations	Project Area #9 - Venue Management Recreation, Parks and Culture	Connection on test events as applicable from a venue perspective.
Capital Construction	Engineering Recreation, Parks and Culture	Connection on identified capital projects.
Village	Emergency services Policing	Information sharing
Medical Services	Emergency Services - EMT response	Connection where required related to Athlete Medical Services and Spectator Medical Services

- Appendix 2035 Budget Analysis Full -



Table - 2035 Forecasted Baseline Budget

BP #	Budget Package Description	PEI 2023 (Final Audited)	NWT 2035 Planning Assumption Adjusted for Inflation & Northern Multipliers
		Operating	Operating
Expenses			
10	CEO	\$1,251,607.20	\$1,681,836.41
12	Governance	\$139,097.18	\$210,915.79
14	Impact & Legacy	\$1,000,000.00	\$1,310,655.74
16	Protocol	\$202,939.28	\$352,897.57
18	Planning & Transfer of Knowledge	\$215,082.16	\$318,166.79
20	Enironmental Sustainability	\$59,793.45	\$97,960.79
22	Financial Services	\$156,633.13	\$222,822.13
24	Social Inclusion	<i>n/a</i>	<i>n/a</i>
26	Risk Management	\$128,822.80	\$168,842.34
28	Office Administration & Services	\$1,196,470.61	\$1,724,977.17
30	Human Resources	\$7,941,791.27	\$13,011,192.85
32	Volunteer Services	\$1,086,869.49	\$1,566,962.90
34	Registration & Accreditation	\$39,884.34	\$57,502.10
36	Sport Operations	\$1,428,001.40	\$2,713,846.43
40	Sport Venue Operations	\$615,487.72	\$887,361.76
44	Venue Overlay	\$1,438,019.36	\$2,450,172.82
46	Signage, Pageantry & Fabrication	\$852,836.70	\$1,453,107.91
48	Games Village Accommodations & Services	\$2,054,041.35	\$2,961,355.18
50	Mission Services	\$143,287.57	\$211,473.60
52	Food Services	\$1,596,683.35	\$2,615,877.74
54	Accommodations (Non-competitor)	\$0.00	\$0.00
56	Security	\$223,162.67	\$365,611.79
58	Medical Services	\$389,543.38	\$561,612.99
60	Transportation (Internal)	\$1,073,550.05	\$2,040,229.07
62	Materials Management	\$440,314.75	\$836,796.53
64	Information Technology	\$807,530.45	\$1,164,233.86
72	Media Production & Distribution	\$1,651,428.32	\$2,380,899.40
74	Communications & Media Relations	\$166,670.73	\$240,292.74
75	Official Languages	\$128,715.80	\$210,877.63
76	Marketing	\$1,494,363.64	\$2,448,245.34
78	Corporate & Community Fundraising	\$676,850.69	\$887,118.24
80	Merchandising	\$11,989.53	\$22,785.51
82	Ticketing	\$6,411.82	\$8,403.69
84	Opening & Closing Ceremonies	\$856,766.43	\$1,403,657.29
86	Artistic Festivals	\$1,605,635.83	\$2,630,544.76
88	Essential Services	\$13,930.40	\$18,257.96
90	GST	\$1,422,684.51	\$1,864,649.61
92	Contingency	\$372,433.00	\$488,131.45
TOTAL EXPENSES		\$32,889,330.36	\$51,590,275.88

BP # (New)	Budget Package Description	PEI '23 (Final Audited)		NWT 2035 Planning Assumption Adjusted for Inflation & Norther Multipliers	
		Operating	Total	Operating	Total
	Expenses				
10	CEO				
1001	Government Service, Relations, Agreements, Benefits	\$8,593.22	\$8,593.22	\$12,389.03	\$12,389.03
1002	CEO Allowance Program	\$66,784.98	\$66,784.98	\$96,285.33	\$96,285.33
1003	Canada Games Council Payments	\$1,080,000.00	\$1,080,000.00	\$1,415,508.19	\$1,415,508.19
1004	Consultants	\$42,400.00	\$42,400.00	\$69,464.75	\$69,464.75
1005	Legal Costs	\$53,829.00	\$53,829.00	\$88,189.11	\$88,189.11
	Subtotal	\$1,251,607.20	\$1,251,607.20	\$1,681,836.41	\$1,681,836.41
12	Governance				
1201	Board Governance	\$116,477.26	\$116,477.26	\$167,927.75	\$167,927.75
1202	Chair and Board Travel	\$22,619.92	\$22,619.92	\$42,988.05	\$42,988.05
	Subtotal	\$139,097.18	\$139,097.18	\$210,915.79	\$210,915.79
14	Sustainability & Impact				
1401	Impact & Legacy	\$1,000,000.00	\$1,000,000.00	\$1,310,655.74	\$1,310,655.74
1402	Sustainability	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$1,000,000.00	\$1,000,000.00	\$1,310,655.74	\$1,310,655.74
16	Protocol				
1601	VIP Hosting Program	\$114,508.00	\$114,508.00	\$187,600.71	\$187,600.71
1602	Host Hotel Operations	\$10,538.37	\$10,538.37	\$17,265.22	\$17,265.22
1603	Medals, Certificates & Ceremonies	\$77,892.91	\$77,892.91	\$148,031.64	\$148,031.64
	Subtotal	\$202,939.28	\$202,939.28	\$352,897.57	\$352,897.57
18	Planning & TOK				
1801	Project Planning & Business Controls	\$26,642.64	\$26,642.64	\$43,649.16	\$43,649.16
1802	Event Archives	\$169,601.71	\$169,601.71	\$244,518.40	\$244,518.40
1803	TOK Participation & Hosting Costs	\$6,191.79	\$6,191.79	\$11,767.19	\$11,767.19
1804	Games Operations Centre & Coordination	\$12,646.02	\$12,646.02	\$18,232.04	\$18,232.04
1805	Observer Program Hosting Costs	n/a	n/a	n/a	n/a
	Subtotal	\$215,082.16	\$215,082.16	\$318,166.79	\$318,166.79
20	Environmental Sustainability				
2001	Environmental Consultation & Programming	\$59,793.45	\$59,793.45	\$97,960.79	\$97,960.79
2002	Environmental Measurements	n/a	n/a	n/a	n/a
	Subtotal	\$59,793.45	\$59,793.45	\$97,960.79	\$97,960.79
22	Financial Services				
2201	Accounting System Software & Support	\$97,354.86	\$97,354.86	\$127,598.71	\$127,598.71
2202	Tax Planning and Audits	\$53,500.00	\$53,500.00	\$87,650.10	\$87,650.10
2203	Cash handling and Bank Charges	\$5,778.27	\$5,778.27	\$7,573.32	\$7,573.32
2204	Procurement	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$156,633.13	\$156,633.13	\$222,822.13	\$222,822.13
24	Social Inclusion				
2401	Social Inclusion - Recruitment & Training	n/a	n/a	n/a	n/a
2402	Social Inclusion - Compliance & Programming	n/a	n/a	n/a	n/a
	Subtotal	n/a	n/a	n/a	n/a
26	Risk Management				
2601	Insurance Policies	\$128,822.80	\$128,822.80	\$168,842.34	\$168,842.34
	Subtotal	\$128,822.80	\$128,822.80	\$168,842.34	\$168,842.34
28	Office Administration				
2801	Acquisition / Fit-out / Maintenance & Operation of Staff H	\$1,168,473.57	\$1,168,473.57	\$1,684,613.24	\$1,684,613.24
2802	Office Supplies - Event Time	\$27,997.04	\$27,997.04	\$40,363.93	\$40,363.93
	Subtotal	\$1,196,470.61	\$1,196,470.61	\$1,724,977.17	\$1,724,977.17
30	Human Resources				
3001	Staff Professional Development	\$64,287.74	\$64,287.74	\$105,323.87	\$105,323.87
3002	Career Counseling / Outplacement Program	\$1,012.85	\$1,012.85	\$1,659.37	\$1,659.37
3003	Staff Recruitment	\$21,858.42	\$21,858.42	\$35,811.08	\$35,811.08
3004	Staff Salaries, Benefits and Allowances	\$7,849,677.81	\$7,849,677.81	\$12,860,281.55	\$12,860,281.55
3005	Payroll Costs	\$4,954.45	\$4,954.45	\$8,116.97	\$8,116.97
	Subtotal	\$7,941,791.27	\$7,941,791.27	\$13,011,192.85	\$13,011,192.85
32	Volunteer Services				
3201	Volunteer Recruitment	\$31,245.24	\$31,245.24	\$45,046.93	\$45,046.93
3202	Volunteer Uniform	\$783,054.80	\$783,054.80	\$1,128,946.79	\$1,128,946.79
3203	Volunteer Center	\$145,421.46	\$145,421.46	\$209,657.22	\$209,657.22
3204	Volunteer Training and Orientation Program	\$10,598.38	\$10,598.38	\$15,279.91	\$15,279.91
3205	Volunteer Recognition	\$81,324.25	\$81,324.25	\$117,246.90	\$117,246.90
3206	Volunteer Support - Event Time	\$32,653.13	\$32,653.13	\$47,076.71	\$47,076.71
3207	Volunteer Committee Costs	\$2,572.23	\$2,572.23	\$3,708.44	\$3,708.44
	Subtotal	\$1,086,869.49	\$1,086,869.49	\$1,566,962.90	\$1,566,962.90
34	Registration & Accreditation				
3401	Accreditation Program Support	\$34,788.09	\$34,788.09	\$50,154.73	\$50,154.73
3402	Accreditation / Welcome Centers	\$5,096.25	\$5,096.25	\$7,347.37	\$7,347.37
3403	Feeding Volunteers	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$39,884.34	\$39,884.34	\$57,502.10	\$57,502.10
36	Sport Operations				
3601	Test Event Support	\$53,662.65	\$53,662.65	\$101,983.23	\$101,983.23
3602	Officials Training	\$14,959.25	\$14,959.25	\$28,429.32	\$28,429.32
3603	Main Results Centre (MRC)	\$56.23	\$56.23	\$106.86	\$106.86
3604	Technical Officials Lounge	\$1,315.52	\$1,315.52	\$2,500.08	\$2,500.08
3605	NSO Technical Representatives Meeting and Planning S	\$22,657.24	\$22,657.24	\$43,058.97	\$43,058.97
3606	Sports Equipment and Materials	\$839,846.51	\$839,846.51	\$1,596,086.99	\$1,596,086.99
3607	Games Observations (Sport Specific)	\$0.00	\$0.00	\$0.00	\$0.00
3608	MTO Support - Games Time	\$476,056.00	\$476,056.00	\$904,721.01	\$904,721.01
3609	Delivery of Sport Operations	\$5,655.00	\$5,655.00	\$10,747.05	\$10,747.05
3610	Sport Ancillary Supplies	\$3,343.00	\$3,343.00	\$6,353.21	\$6,353.21
3611	Scoreboards	\$10,450.00	\$10,450.00	\$19,859.71	\$19,859.71
	Subtotal	\$1,428,001.40	\$1,428,001.40	\$2,713,846.43	\$2,713,846.43
40	Sport Venue Operations				
4001	Event Services	\$875.21	\$875.21	\$1,261.81	\$1,261.81
4002	Venue Operations	\$614,612.51	\$614,612.51	\$886,099.95	\$886,099.95

NWT Economic Multipliers Legend		Multiplier	
Capital & Construction		1.3	
Labor & Professional Services		1.25	Avg Chg to 2035 - 2.28%
Transportation & logistics		1.45	Formula -
Accommodation & food		1.25	(1+0.0228)*12
Other operations & technology		1.1	
Multiplier N/A		0	

BP # (New)	Budget Package Description	PEI '23 (Final Audited)		NWT 2025 Planning Assumption Adjusted for Inflation & Norther Multipliers	
		Operating	Total	Operating	Total
	Subtotal	\$615,487.72	\$615,487.72	\$887,361.76	\$887,361.76
44	Venue Overlay				
4401	Venue Planning and Scope Development	\$5,259.70	\$5,259.70	\$8,961.75	\$8,961.75
4402	Venues Fit Out	\$1,305,951.87	\$1,305,951.87	\$2,225,149.30	\$2,225,149.30
4403	General Furniture, Fixtures and Equipment	\$93,810.58	\$93,810.58	\$159,839.39	\$159,839.39
4404	Sound Systems and Video Screens	\$32,997.21	\$32,997.21	\$56,222.38	\$56,222.38
	Subtotal	\$1,438,019.36	\$1,438,019.36	\$2,450,172.82	\$2,450,172.82
46	Signage, Pageantry & Fabrication				
4601	Signage	\$757,816.51	\$757,816.51	\$1,291,207.52	\$1,291,207.52
4602	Pageantry & Beautification	\$7,840.00	\$7,840.00	\$13,358.20	\$13,358.20
4603	Fabrication Shop	\$87,180.19	\$87,180.19	\$148,542.18	\$148,542.18
	Subtotal	\$852,836.70	\$852,836.70	\$1,453,107.91	\$1,453,107.91
48	Village Accommodations & Services				
4801	Village Operations & Infrastructure	\$1,804,864.22	\$1,804,864.22	\$2,602,111.21	\$2,602,111.21
4802	Coach House	\$15,000.00	\$15,000.00	\$21,625.82	\$21,625.82
4803	Satellite Village	\$234,177.13	\$234,177.13	\$337,618.16	\$337,618.16
	Subtotal	\$2,054,041.35	\$2,054,041.35	\$2,961,355.18	\$2,961,355.18
50	Mission Services				
5001	Mission Staff Payments in Lieu	\$71,040.00	\$71,040.00	\$93,108.98	\$93,108.98
5002	Chef De Mission Meetings	\$37,876.00	\$37,876.00	\$62,053.00	\$62,053.00
5003	Daily Chef Meetings	\$34,371.57	\$34,371.57	\$56,311.62	\$56,311.62
	Subtotal	\$143,287.57	\$143,287.57	\$211,473.60	\$211,473.60
52	Food Services				
5201	Volunteer Feeding - Games-time	\$112,620.08	\$112,620.08	\$184,507.69	\$184,507.69
5202	Village / Competitor Food Services	\$1,134,772.79	\$1,134,772.79	\$1,859,120.58	\$1,859,120.58
5203	Water and Beverages	\$86,005.10	\$86,005.10	\$140,903.85	\$140,903.85
5204	Venue Feeding	\$263,285.38	\$263,285.38	\$431,345.62	\$431,345.62
	Subtotal	\$1,596,683.35	\$1,596,683.35	\$2,615,877.74	\$2,615,877.74
54	Accommodations - Non-Competitor				
5401	Accommodation Planning and Support	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$0.00	\$0.00	\$0.00	\$0.00
56	Security				
5601	Security - Event	\$223,162.67	\$223,162.67	\$365,611.79	\$365,611.79
5602	Security - Food & Beverage	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$223,162.67	\$223,162.67	\$365,611.79	\$365,611.79
58	Medical Services				
5801	Athlete Medical Program	\$243,364.27	\$243,364.27	\$350,863.45	\$350,863.45
5802	Sponsored Medical Personnel Support	\$101,843.78	\$101,843.78	\$146,830.35	\$146,830.35
5803	Doping Control Program	\$25,406.10	\$25,406.10	\$36,628.52	\$36,628.52
5804	Venue / Spectator Medical Program	\$18,929.23	\$18,929.23	\$27,290.67	\$27,290.67
	Subtotal	\$389,543.38	\$389,543.38	\$561,612.99	\$561,612.99
60	Transportation (Internal)				
6001	Fleet Vehicles - Pre Event	\$61,020.56	\$61,020.56	\$115,966.57	\$115,966.57
6002	Fleet Vehicles - Event Period	\$434,068.14	\$434,068.14	\$824,925.15	\$824,925.15
6003	Arrivals and Departures	\$9,362.57	\$9,362.57	\$17,793.10	\$17,793.10
6004	Bus Operations	\$569,098.78	\$569,098.78	\$1,081,544.24	\$1,081,544.24
	Subtotal	\$1,073,550.05	\$1,073,550.05	\$2,040,229.07	\$2,040,229.07
62	Materials Management				
6201	Material Warehousing Needs	\$319,160.04	\$319,160.04	\$606,547.96	\$606,547.96
6202	Material Planning Systems	\$393.86	\$393.86	\$748.51	\$748.51
6203	Materials Distribution	\$120,760.85	\$120,760.85	\$229,500.06	\$229,500.06
	Subtotal	\$440,314.75	\$440,314.75	\$836,796.53	\$836,796.53
64	Technology				
6401	Mobile Communications - Games Period	\$129,416.51	\$129,416.51	\$186,582.54	\$186,582.54
6402	Telephone System - Games Time	\$653.00	\$653.00	\$941.44	\$941.44
6403	Data Network Infrastructure - Games Time	\$257,068.15	\$257,068.15	\$370,620.63	\$370,620.63
6404	Systems Integration between Results, Timing and Scoring	\$0.00	\$0.00	\$0.00	\$0.00
6405	Timing and Scoring Systems	\$0.00	\$0.00	\$0.00	\$0.00
6406	Games IT Needs	\$153,386.26	\$153,386.26	\$221,140.24	\$221,140.24
6407	Games Enabling System	\$138,088.00	\$138,088.00	\$199,084.41	\$199,084.41
6408	Technology Centre	\$2,476.53	\$2,476.53	\$3,570.47	\$3,570.47
6409	Consumer Electronics - Event Period	\$15,043.00	\$15,043.00	\$21,687.81	\$21,687.81
6410	Office Equipment - Event Period	\$111,399.00	\$111,399.00	\$160,606.31	\$160,606.31
	Subtotal	\$807,530.45	\$807,530.45	\$1,164,233.86	\$1,164,233.86
72	Content Production & Distribution				
7201	Content Production & Distribution	\$1,651,428.32	\$1,651,428.32	\$2,380,899.40	\$2,380,899.40
		n/a	n/a	n/a	n/a
		n/a	n/a	n/a	n/a
	Subtotal	\$1,651,428.32	\$1,651,428.32	\$2,380,899.40	\$2,380,899.40
74	Communications / Media Relations				
7401	Media Center Operations	\$0.00	\$0.00	\$0.00	\$0.00
7402	Media Support & Awareness	\$68,721.40	\$68,721.40	\$99,077.11	\$99,077.11
7403	Digital Media	\$64.37	\$64.37	\$92.80	\$92.80
7404	Website Development	\$97,884.96	\$97,884.96	\$141,122.83	\$141,122.83
	Subtotal	\$166,670.73	\$166,670.73	\$240,292.74	\$240,292.74
75	Official Languages				
7501	Official Languages Costs	\$128,715.80	\$128,715.80	\$210,877.63	\$210,877.63
	Subtotal	\$128,715.80	\$128,715.80	\$210,877.63	\$210,877.63
76	Marketing				
7601	Video production and Photography	\$60,124.41	\$60,124.41	\$98,503.00	\$98,503.00
7602	Brand Development and Brand Guidelines	\$51,263.23	\$51,263.23	\$83,985.56	\$83,985.56
7603	Pre Event Signage and Pageantry Program	\$75,193.87	\$75,193.87	\$123,191.60	\$123,191.60
7604	Brand / Games Awareness	\$474,941.76	\$474,941.76	\$778,106.43	\$778,106.43
7605	Promotional Items	\$63,525.34	\$63,525.34	\$104,074.81	\$104,074.81
7606	Special Events (Countdowns etc.)	\$159,727.92	\$159,727.92	\$261,685.39	\$261,685.39
7607	Publications	\$34,845.58	\$34,845.58	\$57,088.20	\$57,088.20

BP # (New)	Budget Package Description	PEI '23 (Final Audited)		NWT 2035 Planning Assumption Adjusted for Inflation & Norther Multipliers	
		Operating	Total	Operating	Total
		7608	Mascot Program	\$31,167.29	\$31,167.29
7609	Torch Relay Program	\$83,741.66	\$83,741.66	\$137,195.61	\$137,195.61
7610	Youth and Education	\$459,832.58	\$459,832.58	\$753,352.76	\$753,352.76
		n/a	n/a	n/a	n/a
	Subtotal	\$1,494,363.64	\$1,494,363.64	\$2,448,245.34	\$2,448,245.34
78	Corporate & Community Fundraising				
7801	Fundraising Cost of Sales (Sponsorship Program)	\$645,693.61	\$645,693.61	\$846,282.03	\$846,282.03
7802	Community Fundraising	\$4,857.08	\$4,857.08	\$6,365.96	\$6,365.96
7803	Research	\$26,300.00	\$26,300.00	\$34,470.25	\$34,470.25
	Subtotal	\$676,850.69	\$676,850.69	\$887,118.24	\$887,118.24
80	Merchandising				
8001	Merchandise & Licensing	\$11,437.89	\$11,437.89	\$21,737.15	\$21,737.15
8002	Pin Program	\$551.64	\$551.64	\$1,048.36	\$1,048.36
	Subtotal	\$11,989.53	\$11,989.53	\$22,785.51	\$22,785.51
82	Ticketing				
8201	Ticket Advertising, Promotion, Sales and Distribution	\$6,411.82	\$6,411.82	\$8,403.69	\$8,403.69
	Subtotal	\$6,411.82	\$6,411.82	\$8,403.69	\$8,403.69
84	Opening & Closing Ceremonies				
8401	Opening Ceremony	\$601,766.43	\$601,766.43	\$985,885.78	\$985,885.78
8402	Closing Ceremony	\$255,000.00	\$255,000.00	\$417,771.52	\$417,771.52
	Subtotal	\$856,766.43	\$856,766.43	\$1,403,657.29	\$1,403,657.29
86	Artistic Festivals				
8601	Festivals Program	\$1,605,635.83	\$1,605,635.83	\$2,630,544.76	\$2,630,544.76
8602	Arts and Cultural Program (Host Community)	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$1,605,635.83	\$1,605,635.83	\$2,630,544.76	\$2,630,544.76
88	Essential Services				
8801	Policing	\$13,930.40	\$13,930.40	\$18,257.96	\$18,257.96
8802	Traffic Operations and Information	\$0.00	\$0.00	\$0.00	\$0.00
8803	Field Maintenance / Snow Removal	\$0.00	\$0.00	\$0.00	\$0.00
8804	Enhanced Public Transit	\$0.00	\$0.00	\$0.00	\$0.00
	Subtotal	\$13,930.40	\$13,930.40	\$18,257.96	\$18,257.96
90	GST				
9001	GST	\$1,422,684.51	\$1,422,684.51	\$1,864,649.61	\$1,864,649.61
	Subtotal	\$1,422,684.51	\$1,422,684.51	\$1,864,649.61	\$1,864,649.61
92	Contingency				
9201	Contingency	\$372,433.00	\$372,433.00	\$488,131.45	\$488,131.45
	Subtotal	\$372,433.00	\$372,433.00	\$488,131.45	\$488,131.45
	TOTAL EXPENSES	\$32,889,330.36	\$32,889,330.36	\$51,590,275.88	\$51,590,275.88

- Appendix NWT Cost Multipliers -



Appendix - NWT Cost Multipliers Analysis

Cost estimates in this report incorporate planning-level adjustments to reflect the Northwest Territories’ northern operating environment. No single dataset defines the cost of delivering a Canada Games in the NWT relative to other Canadian hosts. As a result, indicative cost multipliers are applied by major expenditure category, informed by published northern cost indicators (including NWT Bureau of Statistics Living Cost Differentials), external construction benchmarks (e.g., CMHC northern housing cost data), and known category-specific sensitivities to labour availability, transportation logistics, and accommodation capacity. Multiplier **ranges**, rather than point estimates, are used to reflect uncertainty and to support transparent scenario testing.

The following table summarizes the data-informed multiplier ranges to be considered for the cost categories measured between jurisdictions.

Cost Category	Cost Multiplier Range	Rationale Logic & Sources
Capital & construction	Multiplier range: 1.20 – 1.40 Median used - 1.30	<ul style="list-style-type: none"> ● Starts from documented northern construction cost premiums ● Bounded conservatively to reflect Games-scale projects (not remote megaprojects) ● CMHC Housing Design Catalogue – Yukon, NWT, Nunavut shows hard construction costs per square foot materially above typical southern Canadian benchmarks, often by 25–50% depending on design and servicing assumptions [yellowknife.ca] ● NWT Bureau of Statistics – Living Cost Differentials show Yellowknife indexing ~120–125 vs Edmonton = 100, with smaller communities higher [normac.ca]
Labour & professional services	Multiplier range: 1.15 – 1.30 Median used - 1.25 (Rounded)	<ul style="list-style-type: none"> ● Anchored to labour market depth and fly-in reliance, not consumer wages ● Narrower than construction, wider than general CPI ● NWT consistently exhibits: <ul style="list-style-type: none"> ○ Smaller specialized labour pools ○ Higher reliance on temporary, rotational, or imported expertise

		<ul style="list-style-type: none"> ● While this is not captured as a single published “labour index,” it aligns with: <ul style="list-style-type: none"> ○ Cost of living & compensation data showing higher overall employment costs than national average (ERI SalaryExpert, GNWT wage data) [edmonton.ca] ○ Observed wage premiums necessary to attract specialized professionals
Transportation & logistics	Multiplier range: 1.30 – 1.60 Median used - 1.45	<ul style="list-style-type: none"> ● This range reflects structural, not cyclical costs ● Transportation is one of the clearest northern cost drivers ● NWT Bureau of Statistics highlights consistently higher prices for goods and fuel driven by transportation costs, particularly for non-road-connected communities [normac.ca] ● Living cost and logistics data consistently identify transportation as one of the highest-variance cost components in the NWT compared to the rest of Canada [ubcm.ca]
Accommodation & food	Multiplier range: 1.15 – 1.35 Median used - 1.25 (Rounded)	<ul style="list-style-type: none"> ● Reflects capacity constraints + surge pricing, not just baseline prices ● NWT cost-of-living data shows food costs materially higher than national averages, often 20–40% higher depending on item [edmonton.ca] ● Accommodation markets are: <ul style="list-style-type: none"> ○ Small ○ Highly sensitive to sudden demand spikes (Games effect) ● This mirrors patterns observed in smaller host communities elsewhere, even outside the North
Other operations & technology	Multiplier range: 1.05 – 1.15 Median used - 1.10	<ul style="list-style-type: none"> ● Recognizes partial parity with southern Canada ● Not all operational spending is location-sensitive ● Many technology, media, and operational services: <ul style="list-style-type: none"> ○ Are procured nationally ○ Have standardized pricing ● NWT living cost indices do not suggest uniform uplift across all goods and services [normac.ca]

Section 9 - Reference Materials

The following reference materials are located on the Government of the Northwest Territories website at [Government of Northwest Territories](#)

R1 - 2019 Canada Games External Impact Analysis & Report

R2 - CGC Standards

R3 - CGC Budget Guidance Budget Packages

R4 - Historical Games Host Financials Summary

2035 Canada Winter Games Hosting Feasibility Assessment

Defining Scope, Risk, Options and Decision Considerations for the
Northwest Territories

Prepared for:

The Government of the Northwest Territories
2035 Canada Winter Games Feasibility Working Group

Prepared by:

Crossing Point Advisory, Ltd.
Mike Olesen & Scott Robinson - Principals

Date:

May 14, 2026

