



# **Building Nunavut Through Decentralization:**

## ***Evaluation Report***

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by Millenium Partners

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Ce rapport est également disponible en français ainsi qu'en inuktitut.

For further information, please contact:

Jack Hicks  
Director, Evaluation and Statistics  
Dep't of Executive and Intergovernmental Affairs  
Government of Nunavut  
Box 1000, Station 201  
Iqaluit, NU X0A 0H0  
tel. 867.975.6060  
fax 867.975.6093  
e-mail: [jhicks@gov.nu.ca](mailto:jhicks@gov.nu.ca)

# Table of Contents

EXECUTIVE SUMMARY.....	1
Introduction.....	1
The Context For Decentralization.....	2
The Findings .....	2
The Numbers.....	2
The Quality of Planning.....	3
The Effectiveness of Communication.....	3
Effects on the Public Service .....	3
Community Housing.....	4
Bringing Government to the People .....	4
Community Benefits .....	4
Language Issues .....	5
Conclusion .....	5
Recommendations.....	6
1. BACKGROUND.....	1
2. PURPOSE OF THE STUDY .....	3
3. METHODOLOGY .....	4
A) Community Sample .....	4
B) Survey Content.....	5
4. LIMITATIONS .....	6
5. THE CONTEXT FOR DECENTRALIZATION.....	7
6. THE FINDINGS .....	9
A) Was Decentralization the Right Thing to Do?.....	9
B) Progress to Date .....	9
C) What Remains to Be Done?.....	10
D) Best Practices .....	10
E) Less Successful Practices .....	12
F) Decentralization Costs.....	12
G) Inuit Employment .....	13
H) Staff Turnover.....	14
I) Employee Feedback .....	14
i) Employee Orientation.....	14
ii) Staff Training .....	15
iii) Communication With Staff .....	16
iv) Information Technology (IT) Issues.....	17
v) Exercising Local Authority .....	19
vi) Policy Tools.....	20

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J) Infrastructure .....	21
i) Office Space and Equipment .....	21
ii) Incremental Infrastructure -- Public Facilities/Equipment .....	21
iii) Incremental Infrastructure -- Staff Housing .....	21
iv) Community Housing .....	22
K) Socio-Economic Issues .....	24
i) Social Impacts .....	24
ii) Labor Market Impacts .....	25
iii) Economic Impacts .....	27
iv) Language .....	28
L) Strategic Planning .....	29
i) Planning .....	29
ii) Accountability .....	30
 7. CONCLUSION .....	 31

Appendix 'A': Terms of Reference

Appendix 'B': New Positions by Department

Appendix 'C': Categories -- Decentralized Positions

Appendix 'D': Employment Results

Appendix 'E': Vacant Decentralized Positions by Job Category

Appendix 'F': Vacant Decentralized Positions by Department

Appendix 'G': Staff Housing Availability -- Decentralized Communities

Appendix 'H': Implementation Costs

Appendix 'I': GN Decentralization Social Survey

Appendix 'J': GN Decentralization Economic Survey

Appendix 'K': GN Decentralization Employee Survey/Follow-up to Recruitment & Retention Study

Appendix 'L': Nunavut Incremental Infrastructure Program

Appendix 'M': Nunavut Incremental Infrastructure Program -- Demographic Assumptions

## EXECUTIVE SUMMARY

### Introduction

The commitment to a decentralized model of government for Nunavut has a long history. The Nunavut Implementation Commission (NIC) was established late in 1994 under the *Nunavut Act* to advise the parties to the Nunavut Political Accord (the Government of Canada, Government of the Northwest Territories and Nunavut Tunngavik Incorporated) on the division process. The NIC released two comprehensive reports -- 'Footprints in New Snow' and 'Footprints 2' -- addressing many of the fundamental issues to be dealt with in the establishment of Nunavut. The NIC recommended that Nunavut's government should be highly decentralized, with programs and services delivered at the regional and community level to the fullest extent possible. Among other things, 'Footprints' recommended that:

- the size of the headquarters staff in the capital of Nunavut be kept to a minimum to allow for the sharing of government employment opportunities with as many communities as reasonably possible;
- the community that is selected to be the capital should not continue to be a regional center as well; regional offices located in that community should move out to other communities in that region; and,
- a high level of program, financial and personnel authority and accountability should be delegated to managers and officers at the regional and community level.

In 1999, following a Cabinet retreat in Apex, the Government of Nunavut (GN) affirmed its commitment to Nunavummiut to implement a decentralized model of government for the newly created territory over a three-year timeframe ending in 2002/03. The government expected that, in addition to providing employment and training opportunities in communities, the decentralized model would also provide community opportunities for building capacity while strengthening and diversifying local economies. It was also hoped that establishing offices outside the capital would improve access to programs and services by bringing government closer to Nunavummiut. Finally, in keeping with the Bathurst Mandate, the initiative will support the government's objectives of building healthy communities and increasing self-reliance.

At the completion of the first two years of the initiative, it was decided to undertake a preliminary evaluation of decentralization. Millenium Partners was contracted by the Evaluation and Statistics Division to evaluate the results up to December 15th, 2001.

The intent of the evaluation was to assess progress and to document the results in a variety of areas. In addition to celebrating successes, the GN sought to identify the strengths and weaknesses of what has been done so far. The study will also identify possible solutions to continuing problems so that future phases of decentralization can benefit from lessons learned. The detailed terms of reference for the evaluation are attached as Appendix 'A'.

## **The Context For Decentralization**

The Government of Nunavut was less than three years old at the time of this study. In the short period following its establishment on April 1, 1999, the government has, with its partners, developed a vision for the future, developed a new team to manage the organization, established new operating systems and a basic policy foundation. This has all been done in conjunction with the continued delivery of programs and services at a level acceptable to the public. The government faced the daunting challenge of building a new organization with very little home-grown experience in the management of ministry functions, and with limited resources of housing and office space.

Decentralizing operations under these circumstances is a much different and more challenging initiative than it would be for an established government with mature operating systems. Therefore, the findings of this study must be considered within the context of the Nunavut reality.

## **The Findings**

Taking into consideration the challenges of building a new government from the ground up, the Government of Nunavut has made excellent progress in decentralizing both headquarters and regional operations to ten communities across the territory.

### *The Numbers*

A total of 340 positions were decentralized by December 2001, with incremental costs in the neighborhood of \$2 million. 209 positions have been filled and 131 positions remain vacant, for a vacancy rate of 37%. This compares to an overall GN vacancy rate of 22%. Inuit employment is significantly higher in these positions than it is across the government as a whole. Approximately 59% of the community jobs are filled with Inuit, compared to 42% across the Nunavut public service and 28% in the capital. This is in line with the expectation that bringing jobs to the people will increase levels of Inuit employment.

The third phase of decentralization is slated for fiscal year 2002/03, with 78 positions scheduled for decentralization to four communities. Staff housing shortages have already forced the GN to slow the pace of decentralization in some communities and speed it up in others where the staff housing supply is more favorable. Unless solutions are found, it may not be possible for the GN to achieve all decentralization objectives within the life of the first Legislative Assembly.

Departments and agencies achieved varying degrees of success in getting their new operations up and running. Nunavut Power emerged as an example of flexibility and dynamic initiative by filling 16 of their 18 Baker Lake positions. 14 of the 16 occupied positions are Inuit employees. The decentralization of staff of the Department of Health and Social Services to Kugluktuk is at the other end of the spectrum with only three of the 14 positions filled. Only one of the permanent staff members is an Inuk.

### *The Quality of Planning*

Measuring the success of any major initiative cannot be limited to assessing the numbers. The existence of office infrastructure and employees in the receptor communities are positive outcomes, but they do not guarantee the success of the initiative. Unfortunately, in the absence of an historical program performance measurement database, it is not yet possible to assess the impact of decentralization on programs and services.

However, the evaluation did identify the fact that there is a very limited framework of philosophy around program and service outcomes to support this important initiative. The focus appears to have been on doing everything possible to get the new offices up and running without a great deal of consideration for how the GN will position itself to do business with 69% of the public service outside the capital. This evaluation shows that there is a requirement for greater collaboration and joint planning amongst departments and agencies to ensure that decentralization contributes to the outcomes identified in the Bathurst Mandate.

### *The Effectiveness of Communication*

The research shows that there are significant communication problems between departmental head offices in Iqaluit and staff in decentralized communities. If not dealt with in a productive manner this could lead to reductions in the quality of programs and services. The communication between the GN and its public on the decentralization initiative has not achieved the intended results. This has the potential to cause an erosion of the good will that seemed to characterize the feelings of Nunavummiut toward their new government in the early days.

### *Effects on the Public Service*

Although local hiring results have been relatively good, the nature of some of the decentralized positions has made it difficult to fill jobs locally and to achieve Inuit employment levels that are reflective of the population. The most successful decentralization initiatives took into account the local skill base in determining which jobs would be decentralized. The least successful were those in which existing offices were transferred intact, without consideration for the capacity of the local labor market. This experience should motivate the GN to reassess some decentralization initiatives with a view towards maximizing local involvement.

Based on those surveyed, employee morale in decentralized operations appears to be consistently low. Morale problems stem from a number of factors:

- Staff training and orientation efforts were inconsistent across the organization leaving many staff members to learn through experience on the job;
- Staff in decentralized operations feel isolated due to a lack of information and limited involvement in departmental planning processes;
- There is limited contact with staff from the capital who do not travel frequently to the new job sites;

- The GN's wide area network is not living up to its potential. The poor quality of on-line communications and systems access in smaller communities is having a negative effect on productivity;
- Delegated levels of authority are sometimes inadequate for managing decentralized operations; and,
- Administrative processes continue to be onerous and overly bureaucratic. They need to be redesigned to provide better support to decentralized operations.

### *Community Housing*

Although community housing shortages cause problems for departments trying to set up new offices, a bigger issue is the lack of coordinated planning within government to satisfy public and staff housing needs. The staff housing shortages are part of a bigger problem in Nunavut which currently has over 1,000 residents on waiting lists for adequate accommodation. In addition, there are differing rent scales, and there is a perception on the part of residents and local staff that the best housing is reserved for outsiders. The new staff housing units are separated from the rest of the community creating the impression of a satellite community of elite public servants who have no connection to the community.

### *Bringing Government to the People*

The community surveys conducted during this evaluation indicate that residents outside the capital do not feel that decentralization has improved access to programs and services. There was a lack of knowledge in all communities surveyed about what the new government offices were doing. Local people do not appear to visit GN offices, and there is a growing demand for the decentralized offices to reach out to the community with initiatives that will bridge the information gap.

### *Community Benefits*

There has been a marked increase in the number of community jobs, valued at over \$27 million. However because of their technical nature many of these jobs have not been accessible to the local labour pool. It appears that it will be necessary to continue to bring in outsiders until the local labour force gains the experience and skill to take on this new work. However, at this point, there is a lack of coordinated planning amongst government departments and the educational system to prepare residents to take on these new career challenges. Structured education, training and job preparation programs are needed.

The same situation exists with regard to community economic development benefits. Although there are significant opportunities associated with the establishment of new government offices, very little has been done to assist in the development of local business capacity to take up this challenge. As a result, communities have yet to access many of the economic benefits that will be generated by decentralized operations.



## *Language Issues*

Communities and staff were generally unhappy with the GN's progress on introducing Inuktitut into the workplace. There has not been a coordinated government effort to make Inuktitut the working language of the GN, and there does not appear to be any plan for doing so in the future.

## **Conclusion**

To date, the Government of Nunavut's decentralization efforts have been focused on the concrete goal of establishing jobs and worksites in receptor communities.

The GN has mobilized its resources to make decentralized offices operational in the early life of the government. The logistics of physically establishing new offices in ten communities across Nunavut have resulted in an enormous drain on the organization, making it difficult for involved managers to focus their limited resources on anything but operational issues. As a result, and as shown in this report, there is a limited strategic framework for decentralization which should include desired program and service outcomes to allow for measurement of success. Without a cohesive strategy, the focus has been on doing everything possible to get the new offices up and running without a great deal of consideration for how the government will position itself to do business with a high proportion of the public service outside the capital.

The Canadian experience has shown that organizations which choose to decentralize -- for all the right reasons -- are very prone to re-centralize after a few years of operating in the new milieu. It is not easy to manage far-flung offices at a distance from the center. Doing so demands a strong organizational commitment to a shared vision, a commitment to an extremely effective communication system, and the devotion of significant training resources to enable decentralized staff to manage in a highly independent operating environment.

Now that a decentralized model of government has been established, the GN must deal with the challenges associated with such a model, including:

- The difficulties associated with managing significantly higher numbers of offices outside the capital. Most departments have much larger communication and training challenges as a result of decentralization;
- The challenge of solidifying decentralized operations in a government where structures and operating systems are not yet mature;
- The requirement to delegate higher levels of authority to facilitate local decision making at a time when not all of the local skills are in place to accept the challenge; and,
- The complexities of institutionalizing team based planning and decision making in an environment where the participants are often thousands of miles apart.

The first phase of decentralization, leading up to 1999, resulted in the construction of new office buildings and staff housing by the Nunavut Construction Corporation. The second phase of decentralization began in 1999, and focused on the hiring and placement of community staff.

The GN must now begin to plan and implement a third phase which should result in the development of a solid planning foundation to support existing and future decentralized operations. This will require a concerted strategic planning effort resulting in a totally new approach to the management and empowerment of the public service. This cannot be done without the infusion of additional resources in areas such as travel, communications and training.

## **Recommendations**

- 1.) A comprehensive strategy is needed to provide an operating framework for a decentralized Government of Nunavut. This strategy should include:
  - A framework of principles to support decentralization;
  - Goals and objectives for decentralization with performance measures stated as outcomes in line with political direction;
  - Streamlined administrative processes allowing departments to exercise the appropriate levels of local authority;
  - Supportive training and orientation programs to allow decentralized operations to effectively exercise their financial, human resource and program authorities;
  - A communications plan to ensure that staff have consistent information about the organization, its vision for the future and important changes in direction;
  - A communications plan to inform the public about decentralization and how it will affect their daily lives. This should not be limited to press releases and minister's statements, but should include initiatives such as having key staff use community radio to explain their functions; and,
  - Comprehensive corporate strategies to support a decentralized operating system including such elements as information technology (IT), housing, and corporate planning in a team based environment.
- 2.) A corporate information technology (IT) strategy should be developed to more adequately support the most widely dispersed and decentralized government in Canada. While additional funding and strategic expenditures on information technology are essential, this need has to be balanced against the Government of Nunavut's continuing need to provide adequate resources for program and service delivery.
- 3.) Credible human resource management statistics, including rates of staff turnover and morale indicators must be regularly collected and maintained as part of a human resource management information system integrated with the payroll system. This will assist in an ongoing assessment of the health of the organization.

- 4.) There is a need for the creation and delivery of a mandatory staff orientation program for all Government of Nunavut staff. This will help employees gain perspective on the 'big picture' and their role in the government and the community. It will also help them to answer questions from the public about who to contact when they need help in an area outside the employee's area of responsibility. This should be complemented by departmental orientation programs, designed to prepare staff to function within their home departments/agencies.
- 5.) The Government of Nunavut should assess the needs of staff in decentralized operations and establish a tool kit of authorities and powers necessary to manage effectively at a distance from the capital. This will eliminate inconsistency from department to department and ensure that workers have the authority and the training to do their jobs. This should include the appropriate levels of financial, contracting, purchasing and human resource signing authority.
- 6.) Employees in decentralized communities, as well as in the capital, could benefit from consistent and structured training in areas where skill requirements are common across the Government of Nunavut. This could include training in areas such as leadership, financial planning, using the government's financial system, purchasing/contracting in a government environment and, using the suite of software on government computers. The current inventory of generalist staff training should be expanded to include some of these elements incorporating mandatory components linked to the granting of additional authority.
- 7.) The Government of Nunavut should reactivate documents such as the pre-1999 Human Resource Manual. Chapters could be gradually replaced through a controlled distribution process with 'made in Nunavut' procedures and rules. The same practice should apply to the Financial Administration Manual and any other administrative manuals currently in use.
- 8.) Ideally, the responsibility for Government of Nunavut staff housing and all housing supported by public funds could be combined within a single department or agency, which would also coordinate strategic planning and manage all government housing stocks.
- 9.) The Department of Education's employment development professionals need to establish closer linkages between schools, Nunavut Arctic College and employers -- especially the Government of Nunavut. This should result in the development of career awareness programs for youth, supported by a stream of educational programs and support services for decentralized communities, which demonstrate a real partnership between the school system and post-secondary education.
- 10.) The decentralization of the Department of Health and Social Services operations to Kugluktuk and the decentralization of the Department of Sustainable Development's Wildlife Division to Igloolik should be re-assessed. This does not mean that decentralization should be cancelled. There are functions in both departments, which could operate in any Nunavut community. The responsible Deputy Ministers should be directed to identify alternatives for transfer to these communities within an acceptable timeframe.

- 11.) The Department of Sustainable Development should work closely with all departments of the Government of Nunavut to identify the potential business opportunities brought about by decentralization. A cohesive long-term community economic development plan could be created to build some of the housing infrastructure and support services by assisting local entrepreneurs to take up the new business challenges. This would require creative approaches to issues such as loan/mortgage security, and the provision of business support services. This should improve community economic conditions and allow local residents to benefit from the economic opportunities brought about by decentralization.
- 12.) The Government of Nunavut should consider establishing an office responsible for developing and fast tracking the implementation of a plan to introduce, promote and nurture the use of Inuktitut in government offices.
- 13.) The Government of Nunavut should establish program performance measures across the organization and begin the collection of data to allow for a full blown evaluation of decentralization within a period of five to seven years. This evaluation should have access to sufficient data to assess the government's success in areas such as local employment and community economic benefits, but also to assess the effectiveness of expenditures across the full range of government programs and services.

## 1. BACKGROUND

The commitment to a decentralized model of government for Nunavut has a long history. The Nunavut Implementation Commission (NIC) was established late in 1994 under the *Nunavut Act* to advise the parties to the Nunavut Political Accord (the Government of Canada, the Government of the Northwest Territories and Nunavut Tunngavik Incorporated) on the division process. The NIC released two comprehensive reports -- 'Footprints in New Snow' and 'Footprints 2' -- addressing many of the fundamental issues to be dealt with in the establishment of Nunavut.

The NIC recommended that Nunavut's government should be highly decentralized with programs and services delivered at the regional and community level to the fullest extent possible. 'Footprints 2' stated, "Through a strong commitment to decentralization, the size of the headquarters staff in the capital of Nunavut can be kept to a minimum and the sharing of government employment opportunities with as many communities as reasonably possible can be achieved." The report further recommended, "... the stipulation that the community that is selected to be the capital should not continue to be a regional center as well; regional offices currently located in that community should move out to other communities in that region." Finally, the report recommended "... the delegation of a high level of program, financial and personnel authority and accountability to managers and officers at the regional and community levels."

In 1999, following a Cabinet retreat in Apex, the Government of Nunavut (GN) affirmed its commitment to Nunavummiut to implement a decentralized model of government for the newly created territory over a three year timeframe ending in 2002/03. The most visible impact of the new model, is the establishment of 468.5 positions to be created in ten communities outside Iqaluit within a three-year timeframe ending in fiscal year 2002/03. To date, the GN has confirmed 418 of these positions (Appendix 'B') in the following categories:

- New headquarters functions and positions in locations other than the capital (228 positions);
- Existing regional offices relocated out of the capital (175 positions); and,
- New regional offices, not in existence prior to April 1, 1999 (15 positions).

A further 50.5 positions will be established in Pangnirtung (37), Pond Inlet (6), Gjoa Haven (4) and Arviat (3.5). The Premier wrote to each of the ten affected communities on February 11, 2000, listing the positions confirmed up to that date and committing to the identification of the remaining positions before the end of the three-year implementation period.

In recognition of the need for coordination of this important initiative, a Decentralization Secretariat, headed up by an Assistant Deputy Minister, was established in the Department of Executive and Intergovernmental Affairs in September 1999. The Office has the sole mandate of "making decentralization happen in a timely and organized manner."

In addition to providing employment and training opportunities in communities, the decentralized model of government is also expected to provide community opportunities for building capacity while strengthening and diversifying local economies. It was also hoped that establishing offices

outside the capital would improve access to government programs and services by bringing government closer to Nunavummiut. Finally, in keeping with the Bathurst Mandate, the initiative was intended to support the GN's objectives of building healthy communities and increasing self-reliance.

## **2. PURPOSE OF THE STUDY**

This evaluation of the GN's decentralization initiative was commissioned by the Evaluation and Statistics Division of the Department of Executive and Intergovernmental Affairs (EIA).

The Terms of Reference were developed by David Akeegok (EIA Assistant Deputy Minister responsible for the Decentralization Secretariat), Jack Hicks (Director, EIA Evaluation and Statistics Division) and Sandra Inutiq (Policy Analyst, EIA Evaluation and Statistics Division).

The primary objective of the evaluation was to assess the progress of decentralization with a view towards making improvements in the process and recommending solutions to unsolved problems. Ideally, this should also result in more effective support for subsequent phases of decentralization. The detailed objectives of the study as shown in the Terms of Reference, include:

- Verifying that the initial phases of decentralization have been implemented as approved;
- Determining which aspects of decentralization have been successful (and why), and which aspects have been less successful (and why);
- Determining whether decentralization is having the desired social impacts; and,
- Determining what lessons can be learned from the first two years of decentralization and applied to the subsequent phases of decentralization.

The project was managed by Ken Lovely of Millenium Partners; a consulting firm with extensive experience in northern government. Researcher Gillian Corless provided invaluable support in the surveying of employees, businesses and community residents to obtain their input.

The evaluation was jointly funded by the Decentralization Secretariat and the Evaluation and Statistics Division.

### **3. METHODOLOGY**

A variety of questions were posed to more than one hundred respondents in the capital and across Nunavut. A much wider sample was sought, but research work was hampered by the complications faced on a daily basis by Nunavut workers. The researcher was not able to visit Gjoa Haven due to weather, work was cut short in Pond Inlet for the same reason, and many employees were not available for interview due to their travel and training schedules.

The work was carried out over the period September 1, 2001 to December 15, 2001. It included interviews with all Deputy Ministers, the President of Nunavut Power and the President of the Nunavut Housing Corporation. Using structured survey documents, interviews were conducted with affected staff in three communities along with community residents, business owners, and community government representatives.

In most cases, the jobs created in communities were new to the Government of Nunavut and did not involve the relocation of existing staff. However, where Baffin regional offices were transferred to communities, existing employees were required to relocate or seek alternate employment. In many cases where employees chose not to relocate, the GN was able to re-deploy them to other suitable assignments. Efforts were made to interview not only those who chose to transfer to receptor communities, but also those who decided not to relocate. Unfortunately, in spite of the distribution of a number of electronic survey forms, no responses were received from those employees who chose not to transfer.

#### **A) Community Sample**

A major component of the evaluation was to interview community residents to assess perceptions of the impacts and benefits of decentralization to date. In October 2001, one week of research was scheduled for each of Gjoa Haven in the Kitikmeot region, Arviat in the Kivalliq region, and both Pond Inlet and Pangnirtung in the Baffin region. Unfortunately, flight cancellations and delays due to poor weather meant that only Arviat, Pangnirtung and Pond Inlet could be visited. Although interviews in Gjoa Haven had to be cancelled, some Kitikmeot regional perspective was obtained through less structured interviews conducted during an unscheduled stopover in Cambridge Bay. The feedback was consistent with the results of the surveys in other communities. The community level research sought to evaluate:

- The economic and social impacts of decentralization to communities which have gained and/or lost positions;
- The relationship between decentralization of positions and decentralization of authority to the community level;
- The impacts of decentralization on staff recruitment and retention, staff training needs, communication technology needs and staff housing requirements; and,
- The impacts of decentralization on the delivery of government programs and services.



## Survey Sample

Type of Survey	Arviat	Pond Inlet	Pangnirtung	# of Surveys
Employee	19	18	11*	48
Social	17	9	9	35
Economic	9	6	9	24
<b>Total</b>	<b>45</b>	<b>33</b>	<b>29</b>	<b>107</b>

\* Many employees were unavailable here due to an intensive training seminar.

### B) Survey Content

Three structured survey instruments were used for community research: Social, Economic and Employee (Appendices I/J/K respectively). They were designed to achieve the information objectives through a mix of qualitative and quantitative research methods:

- GN employees were asked to provide their points of view on decentralization and to comment on their experiences in decentralized offices;
- Community residents were asked a series of questions aimed at assessing their perceptions of the effects of decentralization on their communities;
- Community governments, Inuit organizations and businesses were asked for their perceptions of the impact of decentralization, particularly those affecting the local economy.

The researcher was supported by local research assistants, familiar with the issues and fluent in Inuktitut. As a result, all those who wished to be heard were able to share their views. Hour-long phone-in radio shows were arranged in three communities to allow residents to anonymously voice their opinions on the impacts of decentralization on the community. Phone-in shows were conducted in Inuktitut with simultaneous translation for the benefit of the researcher.

## 4. LIMITATIONS

Many of the numbers in this study, both in the human resource and financial areas, are less than precise. The only way to get truly accurate human resource numbers is to access pay records. Unfortunately, the existing Government of Nunavut payroll system is not capable of providing data at a useful level of detail. Therefore, the researchers had no choice but to rely on human resource data provided by employing departments, from inconsistent manual systems.

Similarly, costing of expenses related to decentralization was not totally accurate or all-inclusive. Departments used the GN's financial information system (FreeBalance) to provide information on costs. Given the relatively short time in which the GN has existed, the financial coding of documents has not been sufficiently fine-tuned to provide accurate historical data. Decentralizing departments, most of which are short staffed, have not had the resources to rigorously track their ongoing decentralization costs.

Having qualified the financial and human resource data in this way, the numbers are still useful in providing a broad picture of decentralization results. However, future evaluation studies will have similar limitations until a more complete historical database is developed.

All parties to the evaluation study recognize that a full-fledged evaluation of the success of decentralization will not be possible for five to ten years. It is too early in the life of the new government to assess impacts on programs and services and the government of Nunavut has not yet established a program performance measurement system to allow for future comparisons of results. Therefore, it is not yet possible to assess the extent to which improved service levels and program results may have been achieved.

This study will provide baseline historical information to assist in the conduct of future evaluation studies.

## 5. THE CONTEXT FOR DECENTRALIZATION

When the Government of Nunavut was formally established on April 1, 1999, departments typically consisted of a Deputy Minister with a skeleton staff in the capital to provide administrative and policy support. Headquarters vacancy rates ranged between 80% and 90%. Although some preparation had been done under the auspices of the Office of the Interim Commissioner, a vast amount of work awaited the new departments, not the least of which was preparing business plans and main estimates for approval by the Legislative Assembly. All this was happening in conjunction with the requirement to welcome regional and community staff across Nunavut, formerly employed by the Government of the Northwest Territories. These key staff members were expected to maintain acceptable levels of program and service delivery until the new headquarters units found their feet.

The early challenges facing the new departments included:

- Bringing the new departmental team together to exchange information and develop a shared vision for the future;
- Delegating signing authorities to staff to give them the tools to manage programs;
- Developing an understanding of the range of departmental programs and services in place;
- Determining and documenting the roles of headquarters and regional offices;
- Developing an understanding of any new computerized information systems, including the new centralized, financial information system;
- Developing a chart of accounts and budget control systems;
- Establishing staff reporting requirements to keep abreast of developments across the organization;
- Establishing a records system to access and safeguard departmental data;
- Developing a working relationship with new ministers and orienting them to their new portfolios.

In conjunction with these challenges, departments began the process of staffing positions in the capital to provide the basic support services needed to implement political priorities. Departments were handicapped in their staffing efforts by a major shortage of housing. This was further complicated by the limited availability of office space. For the first year of operation, employees in Iqaluit often worked out of temporary office space, with three to four employees working in spaces designed for one.

In addition to these challenges, work started immediately to staff decentralized headquarters operations in six communities, all of which faced similar shortfalls of staff housing and office space. One year later, in 2000, did work begin in earnest on the first phase of decentralizing the Baffin regional offices from Iqaluit to four communities in the region.

Decentralizing operations under these circumstances is a much different and more challenging initiative than it would be for an established government with mature operating systems. Therefore, the findings of this study must be considered within the context of the Nunavut reality.

## 6. THE FINDINGS

### A) Was Decentralization the Right Thing to Do?

The feelings of community residents are best summarized in the following statement from a resident interviewed early in the survey:

*“I believe in decentralization. There are some roadblocks, but I am confident it was a good idea and I believe that it will benefit even more people in the future.”*

The first question asked of everyone in the communities researched was whether they felt that decentralization actually benefits local people in Nunavut communities. This question caused many to stop and think, often qualifying their responses with an explanation before they answered. Whether they agreed or disagreed, many said that they feel decentralization will be good, that it is the way to go for the future, but that the benefits have not yet been fully realized. Most recognize that the process is only partly implemented and that the expected benefits will be long term. People saw decentralization as “a more IQ form of government” (‘IQ’ refers to *Inuit Qaujimagatugangit*, Inuit traditional knowledge and values), and as expensive but necessary for Nunavut.

Despite this generally positive view, there has been some disappointment in the process to date, in that community economic benefits have not met expectations. When asked whether decentralization is happening quickly enough, the majority of people surveyed felt that it is ‘about right’. About one third of those surveyed feel that the process of decentralization should be sped up. Inuit were far more likely to express dissatisfaction on this issue. At least 65% of those who felt that decentralization is happening too slowly were Inuit. Most people surveyed see room for improvement in the way the Government of Nunavut has handled the process of decentralization to date. More details are included in the following chapters of this report.

### B) Progress to Date

The GN has made acceptable progress in achieving its basic decentralization objectives. To date, approval has been provided for the phased decentralization of 340 positions to ten communities across the territory. The current phase of decentralization will, in all likelihood, be complete by April 1, 2002. However, decentralization can only occur at a pace consistent with the organization’s ability to hire staff and house them where necessary.

As shown in Appendix ‘F’, a total of 209 positions have been filled (63% of the total) and 131 of the positions (37%) remain vacant as of December 15, 2001.

This analysis does not include the decentralization of 17 positions from the Baffin regional office of the Department of Education to Pond Inlet. Although this office was considered for transfer to Pond Inlet in 2001, a shortage of staff housing in that community required the government to consider alternatives. Instead, it was decided to move the Department of Finance’s Baffin regional

office (17 positions) to Igloolik where there was a better supply of housing. A total of 13 Inuit trainees have been hired on a casual basis, and full implementation of the Igloolik move will be spread over the remainder of fiscal year 2001/02.

One of the major roadblocks to continued progress in establishing decentralized operations is the housing situation in communities. More information on this issue is available in section J iv of this chapter, titled 'Community Housing'.

### **C) What Remains to Be Done?**

According to the first decentralization newsletter issued by the Premier, it is hoped that the following additional positions will be decentralized by the end of the 2002/03 fiscal year:

#### **Positions to be Decentralized by Fiscal Year 2002/03**

<b>Community</b>	<b>Department</b>	<b>Number of Positions</b>
Pond Inlet	Education	17
Cape Dorset	Housing Corporation	14
	Sustainable Development	7
Igloolik	Finance	17
	Sustainable Development	21
Arviat	Sustainable Development	2
<b>Total</b>		<b>78</b>

If these moves proceed as planned, decentralization will be complete by March 31, 2003. However, the shortage of staff housing in many of these communities remains a critical issue. Left unresolved, it will slow the pace of decentralization and may mean that full implementation will not be possible within the life of this government.

### **D) Best Practices**

Most departments have had reasonable success in their decentralization objectives. However, one organization has achieved a high level of success through the use of a more dynamic approach to the issue.

Nunavut Power, scheduled to become operational one year into Nunavut on April 1, 2001, was challenged to establish a head office function in Baker Lake. The corporation was successful in establishing 18 positions in the community. Inuit were hired into 14 of the 16 positions that have been filled to date. Since employees were originally hired in September 2000, there has been no turnover. This represents the highest proportion of Inuit employment in all the decentralized locations and the lowest vacancy rate.

Here is how it was done:

- Nunavut Power identified target positions based on those functions in the head office which could be carried out in any location in Nunavut;
- An adequate startup budget was established to support the recruitment and training effort;
- Support was obtained for the implementation plan from the Mayor and the Member of the Legislative Assembly;
- The corporation advertised the job opportunities by posting them in the hamlet office. No job functions were identified; the posters simply indicated that the corporation was looking for 16 people 'suitable' to work in a head office;
- One hundred and seventy applications were received. In September 2000, Nunavut Power instructed the Northwest Territories Power Corporation to make 16 job offers. When Nunavut Power became operational in April 2001, the staff automatically became employees of the new corporation. There were no housing or relocation costs;
- With the concurrence of the union representing government employees, staff were hired as trainees for the first three months and paid 80% of the starting salary for the position;
- The first three months of training included an orientation to the corporation and a form of office procedures training by Nunavut Arctic College. This ensured that staff knew how to function in an office and to use the corporation's basic software;
- The second stage of training included three months of job specific training by the corporation and the providers of the new software. This provided an exposure to many of the head office functions such as accounts payable/receivable;
- On April 1, 2001 all staff were confirmed in their new jobs. They are functioning effectively to date; and,
- The President, Vice-Presidents and engineering staff all work out of Iqaluit. Semi-annual board meetings are held in Baker Lake and the President is in Baker Lake for a minimum of one month per year.

This flexible and creative, but well planned approach resulted in local jobs for local people. Turnover should be easily managed, as experience has proven that locally available skills are adequate to do the work. There are many advantages to hiring locally, not the least of which is that locally hired staff are more likely to spend their money in the community and should be in a better position to be responsive to local concerns.

These positive employment benefits have not been achieved without some program impacts. Reports from the business sector indicate that power billings are not as current as they were prior to decentralization making it difficult for businesses to anticipate some of their overhead expenditures. The challenge for Nunavut Power will be to continually monitor results from the Baker Lake office to ensure that power billings are current and that acceptable cash flows are maintained.

## **E) Less Successful Practices**

The Department of Health and Social Services was directed to establish a headquarters operation of at least ten positions in Kugluktuk. The department created 14 positions as part of an overall reorganization that was approved in the Fall of 2000.

To date, only three permanent positions have been filled. Only one of the incumbents is a beneficiary. The responsibilities of one of the senior medical positions, are being carried out by a contractor who operates out of Iqaluit. Two local casual employees have also been hired.

No concerted recruitment campaign has been conducted. Most of the advertised competitions have been unsuccessful either because of a lack of qualified applicants or because successful applicants have rejected job offers. Two of the candidates who accepted job offers left their positions after short periods on the job. A high proportion (up to 64%) of the positions established by the department in Kugluktuk may not lend themselves to local employment. There is also a possibility that the department will be unable to attract outsiders to the community for the kind of specialized jobs that are available. Therefore, there may not be significant community economic benefits for some time to come.

This initiative suffered for a number of reasons. The majority of functions chosen for decentralization required qualifications exceeding those available in the local and regional labour force and an uncoordinated recruitment campaign produced poor results. Although recruitment efforts are ongoing, this operation cannot carry out its mandate with the skeleton staff currently in place.

The department needs to reassess the functions chosen for decentralization. A new organization design should be prepared for Kugluktuk followed by an aggressive recruitment campaign to fill as many jobs as possible with local staff.

## **F) Decentralization Costs**

Appendix 'H' shows the limited financial data captured on decentralization. The costs that could legitimately be associated with decentralization, are in the neighborhood of \$7 million. These figures represent the cost of setting up and staffing decentralized government offices. However, it is important to recognize that a high proportion of these costs would have been incurred even if the GN chose not to decentralize. The cost of office space, furniture for offices and staff housing, computer hardware, cabling and telephone systems are part of the cost of doing business, regardless of the location.

In fact, only about \$2 million can be directly attributed to the decentralization initiative. This includes items such as employee removals, severance pay for those who chose not to relocate, travel and shipping costs, along with costs such as upgrading ground stations in receptor communities. Not shown in Appendix 'H' is the additional cost of employee benefits, which vary depending on vacancy rates. However, if all of the 418 positions currently identified for decentralization were filled, the additional cost of benefits (in the form of higher northern



allowances) would be in the neighborhood of \$1 million. It is too early to develop estimates associated with the potentially higher costs of operating in a decentralized environment as compared to a more traditional and centralized organizational structure. Increased costs of travel, long distance telephone services and the internet will depend on usage.

## G) Inuit Employment

A total of 209 decentralized positions are filled as of December 15, 2001. The 131 vacant positions represent a vacancy rate of approximately 37% as compared to 22% across the entire public service and 25% in the capital. This is not unacceptably high considering the shortages of staff housing and the difficulty in recruiting some of the more technical jobs. Inuit occupy 123 of the jobs that are filled, comprising almost 59% of the decentralized workforce (Appendix 'D').

### Inuit Employment in Decentralized Positions, by Job Category

Employment Category	Occupied Positions	# of Inuit Employed	% Inuit Employment
Executive	0	0	0%
Senior Management	24	10	42%
Middle Management	29	5	17%
Professionals	10	3	30%
Para-Professionals	91	56	61%
Admin. Support	55	49	89%
<b>Total</b>	<b>209</b>	<b>123</b>	<b>58.9%</b>

It is clear from these numbers that Inuit have high representation in the administrative support (89%) and para-professional categories of employment (61%). However, the numbers are lower in the senior management, middle management and professional categories. These numbers may improve over time with a concerted effort to improve educational levels and to provide more local job opportunities, thereby enhancing the community skills base.

The highest proportion of jobs remaining to be filled is in the para-professional category with 66 (50%) of the total number of vacancies (Appendix 'E'). Approximately 30% of the vacancies are in the professional and middle management categories.

The GN has done extremely well in staffing a relatively high proportion of decentralized jobs in a short period of time. The proportion of Inuit employment (58.9%) in these jobs is higher than in the rest of the public service at 42%. This is in line with the expectation that bringing jobs to the people will result in higher levels of Inuit employment.

Interestingly, the rate of Inuit employment in the capital is significantly lower at 28% of the GN work force. This outcome may result from the fact that the jobs remaining in the capital are primarily centered around policy and planning, which represent the business of government. The community has had no real experience in these functions, therefore, it was always recognized that although many positions have been filled locally, it will continue to be necessary to import outside workers for some time to fill a relatively high proportion of these jobs.

## H) Staff Turnover

One of the primary indicators of staff morale and job satisfaction in any organization is staff turnover and the reasons for such turnover. Unfortunately, due to a limited human resource database and the short time in which the decentralized organizations have been in place, it was not possible to accurately assess rates of staff turnover. Nor was it possible to access centralized information on staff morale indicators such as job satisfaction, optimism about future career prospects and satisfaction with terms and conditions of employment. However, some of the data collected in the employee surveys, indicate low levels of staff morale even at this early stage in the evolution of the decentralized public service.

### **Recommendation**

Credible human resource management statistics, including rates of staff turnover and morale indicators must be regularly collected and maintained as part of a human resource management database linked to the payroll system. This will assist in an ongoing assessment of the health of the organization.

## I) Employee Feedback

For comparative purposes, all 48 employees surveyed (23% of the decentralized workforce) were asked a set of five general questions related to decentralization to evaluate their views on decentralization to date. This was followed by questions specific to their own experience. Finally, each interview ended with the opportunity for respondents to voice their own general views on decentralization.

Throughout the survey, it became clear that the survey was most useful as an instrument to trigger in-depth, qualitative responses. Respondents often wished to qualify their answers with an explanation. It was in these open-ended sections where the most useful data were obtained. In some cases, interviews were conducted with two respondents at a time to encourage further discussion.

### *i) Employee Orientation*

Employees consistently indicated a need for more information on their jobs and, to know where they fit into the department and the GN. They were specifically interested in how departments were interrelated within a plan for decentralized government.

Orientation appears to be a major gap in the hiring process for decentralized positions. None of the employees spoken to had received an orientation to the community. One department did provide pre-hire information on housing and office space, but none of the outside staff received any orientation to living in a smaller community in a cross-cultural situation. Few had received any orientation to the GN. Although some employees received an orientation to their department, or to the Division within which they worked, most are missing information on how they fit into the

larger structure of the GN. Management appears to have received more satisfactory orientation and training, but this knowledge does not seem to have been transferred to staff.

The Department of Human Resources is currently developing a government-wide orientation program to deal with this problem and many departments are working on their own departmental programs. In order for any of this to be effective, orientation planning must include a mandatory requirement for all new staff to participate in a structured orientation program.

#### **Recommendation**

There is a need for the creation and delivery of a mandatory staff orientation program for all Government of Nunavut staff. This will help employees gain perspective on the 'big picture' and their role in the GN and the community. It will also help them to answer questions from the public about who to contact when they need help in an area outside the employee's area of responsibility. This should be complemented by the delivery of departmental orientation programs to prepare staff to function within their home departments/agencies.

#### *ii) Staff Training*

The responses to questions about the adequacy of training and orientation after hiring were inconsistent. Some employees indicated that they were satisfied with their training and orientation even though they hadn't received any. More revealing were their general comments. The training and orientation received by new employees appears to have been inconsistent and of varying quality. Many staff members told of how they trained themselves on the job. Others were partially trained by colleagues who were already in jobs. Others without this resource simply had to just start work without any training. One staff member indicated, *"I started my position in Iqaluit. The letter from HR said, you get six weeks of orientation in Iqaluit, but there was nothing. During those six weeks, I was given a desk and a computer but no work to do and no orientation or training."*

There is a perception in some communities that Inuit are hired only into secretarial and administrative positions. Inuit feel they are limited in their opportunities to progress because of a lack of structure and accessible training opportunities. On the other hand, management respondents indicated that part of their function was to hire and train a local person to eventually replace them. These differing views seem to indicate that there is a lack of information in decentralized departments about training support mechanisms and the details of departmental Inuit Employment Plans.

It is important to note that training seems to be improving. After settling into their jobs, employees admitted to receiving much of the training they identified and requested. However, there does not appear to be any systematic human resource planning process in the GN that would allow for the balancing of individual training needs with organizational priorities. For example, there are a variety of generalist staff training courses in existence. However, many of the staff who need this training may not get it because there is no requirement for mandatory training for new staff. Nor is there a requirement for staff to achieve some form of certification through the completion of government courses before they are granted the full range of authorities for their positions.

## Recommendation

Employees in decentralized communities as well as in the capital could benefit from consistent and structured training in areas where skill requirements are common across the Government of Nunavut. This could include training in areas such as leadership, financial planning, using the government's financial system, purchasing/contracting in a government environment and, using the suite of software on government computers. The current inventory of generalist staff training should be expanded to include some of these elements as well as incorporating mandatory components linked to the granting of additional authority.

### *iii) Communication With Staff*

The majority of employees feel that effective communication between decentralized departments and their headquarters in Iqaluit is critical to success. As an employee in a decentralized office said, *"Decentralization -- the infrastructure is here, positions are here... we are in the next phase now, we have to make it workable with strong and open communication."*

Unfortunately, employees feel that current communication is ineffective. Contact with Iqaluit appears to be one way at the present time. From the point of view of decentralized operations Iqaluit offices do not appear to respond quickly or consistently to those in the field. One employee's comment summarizes the situation. *"We are very much out of the loop. The Iqaluit office no longer feels they need to inform us."*

However, while this was the dominant view, there was at least one positive voice among those interviewed. An Inuk manager who had returned to her home community to work said, *"My job decentralized, the person in Iqaluit quit, so I got it and I can live at home. With me here as the Director, and all of us under one roof, it works better."*

Interviews with Deputy Ministers confirmed that there are no truly dynamic staff communication initiatives underway in any part of the organization. Weekly management conference calls and plans for newsletters were the most common responses to questions about keeping staff in touch. While two departments have actually distributed newsletters, they cannot be seen as the primary communications tools in a highly decentralized government.

The complexities of duty travel make access to effective communications even more necessary under decentralization. Employees are required to travel extensively to achieve their objectives. Access to government calling cards would make communication with home offices more effective as would better access to the wide area network. One employee cited the example of having to be away from her office for 20 days to attend a training course. Another employee indicated that he was away from his office for three out of four weeks for both September and October. This can be very disruptive to work if the employee is central to processes such as signing purchase orders. Departments do not appear to have rationalized how decentralized offices are to function, taking these realities into account.

On the topic of meetings, decentralized employees wonder why people from Iqaluit do not come out to communities more regularly to learn about the issues faced by staff in the field. The majority of the traffic seems to be one way between the community and Iqaluit due to an apparent reluctance or an inability, on the part of Iqaluit staff to travel to communities. This was verified in discussions with an entrepreneur who manages hotel facilities both in decentralized communities and in Iqaluit. The businessman expected his hotel in a decentralized community to experience increased business. This has not occurred. Instead, his hotel business in Iqaluit expanded, with no growth in the smaller community. This seems to indicate that staff are expected to travel to the capital to do business, reinforcing the notion that the answers reside in Headquarters; not the field.

Unfortunately, this ‘distancing’ of relationships between the capital and the field, which appears to be well underway, ultimately results in departments losing touch with their reason for being. All too often the paperwork associated with the bureaucracy becomes more important than whether programs and services are achieving their goals. A variety of small examples demonstrate that the gap is widening between Iqaluit and decentralized operations. Decentralized staff are often asked to attend Monday morning meetings requiring weekend travel. Limited notice is given for upcoming meetings, causing staff to scramble to make travel arrangements. Very little information is provided to keep decentralized staff briefed on new departmental or governmental developments.

A positive initiative undertaken by the government was the decision to relocate selected deputy ministers to a community outside the capital for a period of one month in 2001. This helped Deputies to get in closer touch with community staff and to get a better understanding of community issues. However, it did not appear to result in improved communication between the community and the capital.

Without a consistent approach to keeping the team informed and involved, the GN can expect growing alienation amongst field staff. What currently exists is perceived by field staff as a continuation of the ‘Yellowknife experience’.

**Recommendation**

An effective corporate communications plan must be developed to ensure that staff have consistent and ongoing information about the GN, its vision for the future and important changes in direction. In addition, the plan must include structured departmental communication initiatives designed to inform decentralized staff, but also to allow them to contribute to the department’s future direction as part of a team based planning process.

*iv) Information Technology (IT) Issues*

Working in a decentralized office increases the importance of information technology (IT) and electronic communication. The slow speed of the wide area network was constantly emphasized. The most common examples were the use of e-mail and FreeBalance. Staff respondents provided the researcher with a demonstration of the unacceptably slow time frames involved in gaining access to the systems and subsequently using them.

Staff in a variety of departments complained that decentralized offices have no access to the shared 'Y' drive containing repositories of departmental information. When employees travel to other communities, their access to systems slows noticeably, making it counterproductive for them to try to stay in touch electronically. Finally, the daily arrival of electronic mail with attachments from a variety of sources, induces long stalled periods on the network in smaller communities.

In discussions with Department of Public Works (DPW) staff responsible for maintaining the wide area network, it appears that they are suffering the same problems as many of the decentralized operations. They are having difficulty maintaining continuity with professional staff and they appear to have limited resources to solve problems. Although approximately \$3.5 million was spent by DPW on data processing support and communications (Appendix 'H'), to support decentralization, this represented one-time money. No additional funding was provided on an ongoing basis to support expanded network usage. Rather, in each phase of decentralization, DPW along with the other affected central agencies, came forward with a joint submission to Cabinet for additional funding to support only the next phase.

Although funding was allocated for the upgrading of ground stations in several communities to allow access to expanded bandwidth, no money appears to have been allocated to purchase the necessary bandwidth. In fact, there do not appear to be any accurate estimates of expanded bandwidth requirements. The enhanced use of technology was one of the key tools identified as essential for the support of a decentralized form of government. At this point, in the absence of an overall plan to rationalize how this support is to be provided within a framework of adequate and ongoing resources, the network is not living up to its potential.

Any strategy that is developed should include measurable goals including ongoing assessments of user satisfaction. Planning should involve representatives from major user groups to ensure that their differing business needs are addressed. However, expanding network capacity in Nunavut is going to be extremely expensive. The GN will need to balance its requirement for better technology against the continuing growth in demand for the delivery of adequate programs and services to the public. This may mean that managers across the organization will have to find creative solutions to overcome technological limitations.

**Recommendation**

A corporate information technology (IT) strategy should be developed to more adequately support the most widely dispersed and decentralized government in Canada. While adequate funding and strategic expenditures on information technology are essential, this need has to be balanced against the Government of Nunavut's continuing need to provide adequate resources for program and service delivery.

## v) *Exercising Local Authority*

The community survey asked whether decentralization resulted in a feeling of more local authority in government processes. The resounding response to this question was 'No'. As one Inuk employee said, *"This is decentralization, but major decisions are still made in Iqaluit."*

Employee respondents appeared to be frustrated by the complications brought about by operating at a distance from both central agencies and their headquarters. They cite innumerable problems associated with processes such as hiring casual employees and purchasing supplies. The researcher repeatedly heard of situations requiring a staff member wishing to hire a casual employee, to fax forms to Human Resources in Igloolik, who then fax the form to Human Resources in Headquarters. The document then wends its way back to the originator who often finds the signing information unreadable.

Purchasing requirements often overlook the realities of operating in small communities. An employee provided a graphic example of the problem. *"Any Local Contracting Authority (purchase order) over \$1,000 requires three quotes. So if you have \$50 of pens and \$950 of paper, you have to get three quotes. In Iqaluit, you get an LCA and run over to Tittaq and get the order filled. Here we process all supply orders in batches, so it might be a combination order for five different people. If it is over \$1,000 it is a problem. One order I had came to \$1,100. It was an important order for an employee with Carpal Tunnel Syndrome and I needed supplies for her right away. Tittaq refused to fill the order because it was over \$1,000. Little things like that drive you nuts."* Although employees know there are ways to manipulate the system to get what you want, they don't think it is right to violate the rules. They feel the rules should be supportive of the realities of decentralization.

The weight of these consistent, employee-identified problems is having a negative effect on morale and is contributing to the alienation of Iqaluit from decentralized operations. A certain degree of resentment between field offices and headquarters is normal in any government. However, the potential for this growth of resentment in Nunavut may well be beyond acceptable parameters.

Employees need to have the appropriate levels of program, financial and human resource authority delegated to them to allow them to function effectively at a distance from Iqaluit. Delegated authorities vary from department to department. Most departments delegate limited financial signing authority to officers. Only one department delegated full financial signing authority to managers within the limits of the program budget.

Although the Department of Human Resources recently agreed to delegate higher levels of human resource management authority to Deputy Ministers, those officers have not all taken the necessary action to delegate full authority to managers. As a result, decentralized offices must often get approval from Iqaluit for decisions that should be within their authority. Many employees have also suggested that the GN implement electronic approvals to help speed up these processes and eliminate some of the time losses associated with paper handling.

Central agencies need to explore how they can loosen the reins in some areas to provide the needed flexibility. For example, the process used by the Department of Human Resources to authorize the

hiring of casual employees is far too labour intensive and onerous to satisfy the needs of decentralized offices. Authorizing documents are faxed to a number of different locations to obtain authorization for a function which should be within the authority of decentralized managers. Hiring casual staff to do work of a temporary nature should be the least bureaucratic process in the GN. This is an example of a function which could be delegated to employing departments with some supportive training, a good set of administrative guidelines and a monitoring process to ensure conformity with the rules.

**Recommendation**

The Government of Nunavut should assess the needs of staff in decentralized operations and establish a 'tool kit' of authorities and powers necessary to manage effectively at a distance from the capital. This will eliminate inconsistency from department to department and ensure that staff have the authority and the training to do their jobs. This should include the appropriate levels of financial, contracting, purchasing and human resource signing authority.

*vi) Policy Tools*

Many employees pointed out that they are working with old policies and procedures. They have no way of knowing whether policies are current and no way of keeping up with changes. Respondents felt that their counterparts in Iqaluit were in a better position because they could attend information sessions introducing new policy or administrative changes.

There is a critical need for useful administration and procedures manuals. Inexperienced staff, operating at a distance from their supervisors, need to be able to refer to the 'rules' as many lack the experience to develop solutions based on precedent. However, many government departments are engaged in developing entirely new manuals to replace those in use prior to 1999. While all this work is going on, there is a limited body of reference material for newly hired staff. Employees are constantly trying to decide if the material they have is current and to find solutions to problems in the absence of a clear GN policy or practice.

**Recommendation**

The Government of Nunavut should reactivate documents such as the pre-1999 Human Resource Manual. Existing chapters could be gradually replaced through a controlled distribution process with 'made in Nunavut' procedures and rules. The same practice should apply to the Financial Administration Manual and any other administrative manuals currently in use.



## **J) Infrastructure**

### *i) Office Space and Equipment*

People in decentralized positions in the new GN buildings are generally satisfied with their office tools, buildings and workstations. There were some complaints about crowding in the Arviat office where decentralization is almost complete. By contrast, there were long stretches of open hallways and empty office spaces in Pangnirtung where there are more job vacancies. There is a general recognition that office space was not well designed. Building designs were completed prior to the establishment of the new government and before the final decisions were made on the functions to be decentralized. As a result, designs do not always satisfy program requirements. However, employees understand that these are early days and that conditions will improve with time. Those in older spaces in previously functioning government office buildings have a much lower quality of workspace and are generally dissatisfied with their offices, tools and network access.

### *ii) Incremental Infrastructure -- Public Facilities/Equipment*

The Government of Canada provided almost \$34 million (Appendix 'L') for additional capital infrastructure (incremental infrastructure) to deal with the increased growth brought about in communities by the establishment of the Government of Nunavut. This funding was spread over four years starting in fiscal year 1997/98 and ending in fiscal year 2000/01. This program funded projects such as new classrooms and schools, the costs of developing building lots for office space and housing, increased fuel storage capacity, additional garbage, water and sewage trucks, and upgrades to water treatment plants and sewage treatment facilities. No money was provided for health facilities, including hospitals, in spite of the fact that, at the time of division of the Northwest Territories, Nunavut had one outdated hospital for approximately 28,000 residents compared to five hospitals in the Western Arctic serving a population of approximately 37,000.

Community residents were asked, "Have community services been strained in areas such as health care, education, housing, garbage collection, water, etc.?" According to those interviewed, including foremen and other municipal government employees, the incremental infrastructure has only been enough to keep up with normal population growth, without taking into consideration the arrival of newcomers. Unfortunately, the time frames involved in the completion of this study did not allow for the detailed analysis and data collection needed to draw meaningful conclusions in this area.

### *iii) Incremental Infrastructure -- Staff Housing*

However, one area where there are sufficient data for analysis is housing for GN staff. The demographic assumptions used to determine the potential housing needs for the ten decentralized operations are attached as Appendix 'M'. It was generally agreed that there would be a need for 451 units to satisfy the expanded need. The Government of Canada agreed to provide approximately \$4 million to develop 250 housing lots for staff housing in the receptor

communities. In addition to these funds for lot development, the Nunavut Construction Corporation was funded to build housing units on these lots. These units were then leased by the GN, on a long-term basis, as staff housing. However, in spite of the constant reiteration by northern planners of the need to do more to satisfy housing needs, the Government of Canada was not prepared to provide funding for an additional 201 units to satisfy the remaining demand. As an alternative, Canada agreed to provide almost \$3 million for the development of 201 housing lots in communities. Their assumption was that the private sector would recognize housing as a business opportunity and build units on speculation, utilizing the newly developed lots. In their view, this would ultimately bring supply in line with demand.

This has not occurred in small centers lacking a well-established business community. While there has been some private sector take-up of the newly developed lots, the majority of them remain unoccupied. These are in the communities where housing shortages have delayed, and will continue to delay the progress of decentralization. It was clearly unrealistic for the Government of Canada to assume that the developing private sector in Nunavut would respond to economic opportunities in the same way as a more established business sector in a diversified economy such as Ontario. This lack of adequate funding for staff housing has exacerbated the already chronic Nunavut housing shortages.

A simple analysis of staff housing stocks (Appendix 'G') shows that in decentralized communities, where housing markets are most limited, a total of 120 decentralized positions remain vacant. A further 78 positions will likely be decentralized in the next year bringing the potential housing requirement to 198 in these communities. There are only 66 units of staff accommodation currently available to deal with this demand. On that basis, there appears to be an immediate shortfall of 130 to 140 units. However, this does not take into account the fact that, in most communities, there was a shortage of housing for positions that existed prior to decentralization. In fact, the housing shortage is even greater than it appears in this analysis.

As mentioned earlier, the GN has been required to reconsider some of its thinking on the timing of decentralization due to staff housing shortages. It is likely that similar delays will be experienced in Arviat, Igloolik and Cape Dorset where housing shortfall projections are highest. In the absence of adequate affordable housing, this may make it almost impossible for the GN to meet its decentralization goals within the life of this Legislative Assembly.

#### *iv) Community Housing*

Many employees live in public housing because there is no alternative in the community. In the absence of sufficient government staff housing, employees often live as part of an extended family in extremely overcrowded and unhealthy conditions. The majority of public housing units were built in the 1960s and 1970s and, although they have been reasonably well maintained, they cannot compare to the inventory of government staff housing, which is significantly newer. This causes resentment as one group of employees (usually outsiders) appear to be living in preferable conditions. It is clear that the staff housing situation is an indicator of a larger problem in Nunavut. At this point, there are well over 1,000 people on the waiting lists for their own public housing units.

Interviews with employees in decentralized operations indicate that the housing situation continues to have a negative impact on morale. Although the housing shortage is a very visible and quantifiable problem, equally important issues lay beneath the surface.

Community members spoke often about an inequality between GN staff housing and public housing. The newly built GN staff housing is larger and built to higher standards than most other community housing. There were stories of single government employees being given three-bedroom houses to live in, whereas local people may be living with up to two families in a two-bedroom house. The new staff housing units in some communities are separated by distance from the rest of the community. This discourages contact between government staff and the community and leaves the public with the impression that government staff housing is reserved for an elite group of outsiders.

The differing rent scales in public housing and staff housing also cause problems. As a new Inuit employee mentioned, *“When you look at the cost of housing -- it is close to free for people on social assistance, but as soon as you take a GN position, the cost of housing is 30% of your salary.”* Conversely, in households with more than one income, public housing rents exceed those which would be paid in GN staff housing. There appears to be a need for linkages between public housing rent scales and those applied to staff housing.

The Nunavut Housing Corporation manages the inventory of public housing through local housing associations. The housing associations are organizations employing a high proportion of Inuit staff with deep experience in managing and maintaining the local inventory. The inventory of staff housing, on the other hand, is managed by the Department of Public Works with few specialized staff and limited experience in the area. The two organizations are beginning to recognize the benefits of collaboration, and some joint planning is underway. However, in spite of these efforts, planning efforts are largely uncoordinated and staff housing initiatives cannot benefit from the economies of scale that would be possible if the housing mandate were under one roof.

There are significant potential benefits to be gained by combining the responsibility for housing in one organization within the Nunavut government. This would result in integrated and cohesive planning, and allow for the more flexible management of a single and seamless, community housing inventory.

The solutions to staff housing shortfalls cannot be determined in isolation from the overall housing problem. The real answer is to increase the housing stock in communities for all citizens. This will avoid exacerbating the public perception that government employees are part of an elite group.

#### **Recommendation**

Ideally, the responsibility for Government of Nunavut staff housing and all housing supported by public funds could be combined within a single department or agency, which would also coordinate strategic planning and manage all government housing stocks.

## K) Socio-Economic Issues

A total of 59 community residents were interviewed on a range of socio-economic topics. This section focuses on the public perceptions of the social and economic impacts of decentralization in four communities across Nunavut.

### i) Social Impacts

Many community members expressed concern about what they perceive as a lack of interest or understanding from newcomers. There is a sense that southern-hired workers do not become integrated into daily community life. This is probably due in part to the fact that GN buildings and staff housing are built on the fringes of communities. Unfortunately, the placement of the buildings has added to the perception that outsiders do not want to be part of community life. The geographical separation of some of the government buildings from town has also caused many Inuit to wonder about what goes on inside. As one resident said *“I have not been up to that building. What are they doing up there? Is it a secret?”* Interestingly, this isolation was also felt by some of the employees themselves. *“The GN building is on the edge of town, hardly anyone comes here. It almost feels like a top secret place.”*

The location of the new GN offices and staff housing units in communities is an outcome of detailed consultation amongst the federal, territorial and community governments. In many cases, communities decided on the locations of the new facilities on the basis of a desire to see services extended beyond the existing core. This served to open new areas for development, but inadvertently distanced the new operations from the people they were meant to serve.

As an example of this ‘distancing’, the hamlet of Pond Inlet hosted a welcoming ceremony where people could meet the new workers, but it is said that only three of the new people attended. Probing on this topic in all communities, resulted in feedback from local people that their concerns about outsiders could be allayed somewhat if they could hear more about what GN workers are doing in the community. *“What departments and positions are here? What are the workers doing in their jobs?”* It was repeatedly suggested that government workers (both Inuit and non-Inuit) in the new positions should go on the radio to talk about their jobs and what they do. This was seen as an essential step toward improving youth futures, increasing local employment and helping communities to gain a better understanding of their government.

With regard to access, respondents were asked to comment on whether decentralization has made it easier to get government services. One Inuk manager with the GN said, *“What we have is completely different from what I expected -- I was part of the planning process, vision planning... I thought that outsiders would mix with the community and within all departments... but they still use the old lines of communication here, locals don’t go to the GN building.”* This statement was reinforced by both employees and community members who say that they see no real change in terms of the ease of access to GN services.

In reality, the functions chosen for decentralization should not have been expected to improve access to programs and services. Only 15 (3%) of the 418 jobs currently identified for

decentralization represent true program or service delivery. These include Legal Aid, Motor Vehicle Registration and Postsecondary Student Financial Assistance. These functions are located in two of the ten communities, so it is not surprising that residents do not see significant improvements in accessibility. Ultimately, the real measure of success will be the extent to which decentralized operations have improved access to GN information.

Bridging the communications gap between residents and the GN could be resolved with an organized and consistent effort on the part of government. The Decentralization Secretariat is in the best position to work closely with the decentralized departments in communities to develop an individualized plan for each community. This should be designed to increase public involvement and to improve understanding of programs and services operating in the community.

#### **Recommendation**

A corporate communications strategy should be developed to inform the public about decentralization, its objectives and how it will affect their daily lives. This should not be limited to press releases and Minister's statements, but include basic initiatives such as having key staff use community radio to explain their functions.

#### *ii) Labor Market Impacts*

While there was a general feeling that decentralization has been successful and is proceeding at a pace that is reasonable given the difficulties faced by the government, there was divided opinion about the extent of that success and the prospects for the future. Local people are taking a 'wait and see' approach to the ultimate outcomes of decentralization.

Local employment has been disappointing for many community residents. There is a sense that most of the new jobs are secretarial and low level administration. This contrasts with the reality that only 20% of the new jobs are in the administrative support category. Many people feel that positions of real authority, remain in Iqaluit or are staffed by southerners. Community members recognize the challenges inherent in increased local hiring, such as language skills and formal education requirements, but there is an almost universal view in communities that *"the government of Nunavut has not done enough to hire local people."*

Education has become a major issue. It consistently arose when talking to employees, youth and educators. Local people want greater access to educational tools that will help them to access government jobs in their community. They want more understanding of what the professional jobs require: *"What does an architect or engineer do?"* Educators are overwhelmed trying to offer the training that people are demanding.

The decentralized jobs do not appear to be sufficiently visible for residents to understand what they do. Whereas everyone knows what RCMP officers, teachers and pilots do, the people working in the jobs 'on the hill,' because of the nature of their work, do not have regular contact with individual community members. There was a suggestion that those who organize career weeks at

the schools, should invite GN workers to speak about their jobs and build awareness about various positions to which people can aspire.

The presence of a higher proportion of GN jobs in communities will generate a great deal of interest amongst young people who will start to see expanded employment opportunities in their home town. To prepare youth for the new range of opportunities, it will be critical for the education system to be in close contact with the GN, which is currently the largest employer in the jurisdiction. School and college programs must be in touch with the realities of the workplace and there must be career awareness programs designed to help residents understand the potential opportunities that may be available to them as a result of the expansion of the local job market. At this point, there appears to be little joint planning or collaboration amongst employment development staff, and the school and college systems.

#### **Recommendation**

The Department of Education's employment development professionals need to establish closer linkages between schools, Nunavut Arctic College and employers; especially the Government of Nunavut. This should result in the development of career awareness programs for youth, supported by a stream of educational programs and support services for decentralized communities which demonstrate a real partnership between the school system and post-secondary education.

Employment statistics show that Inuit occupy the highest proportion of jobs in the para-professional and administrative support categories. They have not yet achieved the same level of success in middle management and in the professional category. The Nunavut Power experience has been useful in demonstrating the need to structure operations in a way that will maximize local employment. In Baker Lake, they chose to decentralize work which could be done almost immediately in the community by the local labor force. This allows local people to gain experience in the workforce and develop some of the life skills around wage employment. Organizations such as Nunavut Power will undoubtedly change the makeup of their community organizations to add more technical positions as the local workforce expands its academic and experiential base.

Other organizations -- such as the Department of Health and Social Services in Kugluktuk -- paid less attention to the makeup of the local labor force, and had less positive experiences. This lesson should not be lost in terms planning for the next phase of decentralization. As an example, one upcoming decentralization initiative that may provide only limited local benefits if it proceeds as it is currently planned, is the transfer of 21 positions in the Department of Sustainable Development's Wildlife Division to Igloolik in 2002/03. This division does very technical work, often requiring specialized laboratory resources unavailable in Igloolik. Almost all the positions require highly technical qualifications, and only three or four of the jobs would likely be filled locally. Unless jobs are restructured or changes are made to the functions which will transfer, the likelihood of local benefits is very limited.

### **Recommendation**

The decentralization of operations of the Department of Health and Social Services to Kugluktuk and the decentralization of the Department of Sustainable Development's Wildlife Division to Igloolik should be re-assessed. This does not mean that decentralization should be cancelled. There are functions in both departments, which could operate in any Nunavut community. The responsible Deputy Ministers should be directed to identify alternatives for transfer to these communities within an acceptable timeframe.

### *iii) Economic Impacts*

Amongst all respondents, the new jobs were seen as the biggest positive outcome of decentralization even if many of the more technical jobs will not likely be filled with local people in the short term. As one resident said *“Has it benefited us? That depends, what do you mean benefits? Extra money is here now, but others are spending it.”*

However, discussions with local businesses, made it clear that economic benefits will not be immediate and that it will be necessary for all parties to work together to obtain long term benefits. The perception of local business people, is that they have not yet realized any significant economic benefit associated with decentralization. None of the local businesses saw a relationship between locally expanding or opening businesses and the opportunities brought about by decentralization. When probed, many explained that the expansions currently occurring in communities were planned before decentralization. *“We have a brand new store here, built last year -- but that was in the works long before decentralization began.”*

All respondents were asked the question, “Will decentralization benefit local people in Nunavut communities?” Despite the fact that most business people interviewed saw only long-term economic benefits to decentralized communities, a high proportion (73%) were positive in their response to this question.

A Co-op manager made an interesting observation. He stated that southern hired GN employees order goods from the south or they shop at the Northern Store. Inuit employees tend to support the Co-op. For this reason, he felt that local Co-op businesses would only improve with the future increase in local hires. In this way, he felt that more money would circulate within the communities; not leaking south as it does currently.

In Arviat, businesses had prepared for the incoming GN jobs by building office space, which they had planned to lease to the GN to support decentralized positions. Unfortunately, in that community, the housing shortage has meant that the GN positions are not all staffed. As a result, they have been unable to lease their office space.

Although decentralization will introduce an additional \$27 million (Appendix ‘D’) per year in employee salaries to communities outside the capital, the real impact of additional GN expenditures cannot yet be measured.

As mentioned earlier, the Government of Canada made some unrealistic assumptions about the ability of the private sector to mobilize itself to take advantage of the development of over 200 housing lots in decentralized communities, by building housing on speculation. In hindsight, this may have been an unreasonable expectation in small communities with an embryonic private sector. However, very little was apparently done by the GN to encourage and support the private sector to make an investment in the future growth of their communities by developing local housing markets and pursuing economic opportunities generated by GN expenditures in decentralized operations. Given the developing nature of the economy in many small communities, the GN should not expect a great deal of economic progress without some form of GN intervention, support and direction.

#### **Recommendation**

The Department of Sustainable Development should work closely with all government departments to identify the potential business opportunities brought about by decentralization. A cohesive long-term community economic development plan could be created to build some of the housing infrastructure and support services by assisting local entrepreneurs to take up the new business challenges. This would require creative approaches to issues such as loan security, and the provision of business support services. This should improve community economic conditions and allow local residents to benefit from the economic opportunities brought about by decentralization.

#### *iv) Language*

Respondents across the spectrum felt that language is an important issue to be considered when evaluating how to make decentralization work more effectively. It was seen as a key tool for promoting understanding amongst the culturally mixed staff in all departments. Respondents do not feel the GN has done enough to make Inuktitut a working language in their offices. This opinion exists amongst all groups surveyed:

- Southern workers expressed a need for wider availability of Inuktitut courses;
- Inuit working for the GN would like to be able to use their first language more in their daily work life; and,
- Community members say that the unilingual, Inuktitut jobs they feel they were promised have not materialized.

Language is one key area where the GN did not meet expectations amongst any group researched. One employee commented: *“People in town asked me about getting work with the GN; they were disappointed when I said Inuktitut in the workplace isn’t going to happen right away.”*

Despite this, there is evidence of Inuktitut being used in daily work life within some departments, most notably those with a high proportion of Inuit hires. This was in evidence in the Department of Education in Arviat and to a lesser degree in the Pond Inlet office of the Department of Sustainable Development. Some departments also hire elders as casual employees to introduce language and culture into the GN work world. However, those interviewed, felt that where Inuktitut is present in



the workplace, it has been introduced by the employees, themselves, rather than being part of an overall framework implemented by the GN.

The GN web page was raised as an example by employees of the perceived lack of organizational commitment to the use of Inuktitut. The English version of the current web site is complete, but the same cannot be said for the Inuktitut and Innuinaqtun versions.

In many ways, it is a very positive development that employees have taken the initiative to introduce Inuktitut into the workplace. However, when this is done only in a departmental context and, sometimes, only in one division or region of a department, it lacks cohesiveness and organizational identity. At this point, there does not appear to be an office in the GN with the sole responsibility for achieving results in this area. Organizations such as the Department of Culture, Language, Elders and Youth and the Office of the Official Languages Commissioner do have a mandate for language preservation. However, neither currently appear to have a specific focus on government operations.

#### **Recommendation**

The Government of Nunavut should consider establishing an office responsible for developing and fast-tracking the implementation of a plan to introduce, promote and nurture the use of Inuktitut in GN offices.

## **L) Strategic Planning**

### *i) Planning*

To date, the GN's decentralization efforts have been focused on the concrete goal of establishing jobs and worksites in receptor communities. Setting up new jobs in communities may be the visible manifestation of the GN's commitment to a new way of doing business, but the resulting organizational structure and work processes differ only marginally from a centralized model.

Now it is time to turn the corner and develop a solid planning foundation to support existing and future decentralized operations. This will require a concerted strategic planning effort with the recognition that additional financial and human resources have to be devoted to this effort if the new model is to be successful. The time is right to plan for a future in which the decentralized operations of the GN function as an integral part of a cohesive organization in touch with, and responsive to, the needs of the public it serves.

#### **Recommendation**

A comprehensive strategy is needed to provide an operating framework for a decentralized Government of Nunavut. This strategy should include:

- A framework of principles to support decentralization;

- Goals and objectives for decentralization with performance measures stated as outcomes in line with political direction;
- Streamlined administrative processes allowing departments to exercise appropriate levels of local authority;
- Supportive training and orientation programs to allow decentralized operations to effectively exercise their financial, human resource and program authorities;
- A communications plan to ensure that staff have consistent information about the organization, its vision for the future and important changes in direction;
- A communications plan to inform the public about decentralization, and how it will affect their daily lives. This should not be limited to press releases and Minister's statements, but includes initiatives such as having key staff utilize community radio to explain their functions; and,
- Comprehensive corporate strategies to support a decentralized operating system including such elements as information technology (IT), housing, and corporate planning in a team based environment.

## *ii) Accountability*

This evaluation was limited by a lack of information about the extent to which decentralization has affected the quality of programs and services. At this point, evaluation is limited to fairly obvious measures of outcomes in areas such as local employment and community satisfaction, combined with an assessment of the adequacy of planning, support systems and leadership. Ultimately, though, the GN must be in a position to determine the extent to which the decentralization initiative is improving the organization's ability to achieve program and service objectives.

Consistent goals and objectives for programs are needed, complemented by performance indicators to measure the extent to which programs are achieving the desired results. The resulting database should allow for the reporting of results to the people who are being served. It will also allow the organization to determine whether the programs in place are the right mechanisms for achieving the desired political, economic and social outcomes identified in the Bathurst Mandate.

### **Recommendation**

The Government of Nunavut's should establish program performance measures across the organization and begin the collection of data to allow for a full-blown evaluation of decentralization within a period of five to seven years. This evaluation should have access to sufficient data to assess the GN's success in areas such as local employment and community economic benefits, but also to assess the effectiveness of expenditures across the full range of government programs and services.

## 7. CONCLUSION

The establishment of decentralized offices by the Government of Nunavut has been a major accomplishment. This recognizes the fact that the GN, starting from scratch in many cases, has had only three years to establish much of its infrastructure and operating systems. Establishing decentralized offices in 10 communities and staffing 63% of the positions with a higher proportion of Inuit (59%) than in any other part of the public service, is an achievement of which the government should be justifiably proud.

However, measuring the success of any major initiative cannot be limited to assessing the numbers. The existence of office infrastructure and employees in the receptor communities are positive and important outcomes, but they do not, by themselves, indicate that the initiative has been successful.

The GN has mobilized its resources to make decentralized offices operational in the early life of the government. The logistics of physically establishing new offices in 10 communities across Nunavut have resulted in an enormous drain on the organization, making it difficult for involved managers to focus their limited resources on anything but operational issues. As a result, and as shown in this report, there is a limited framework of philosophy around program and service outcomes to support this important initiative. Without a cohesive strategy, the focus has been on doing everything possible to get the new offices up and running without a great deal of consideration for how the government will position itself to do business with 69% of the public service outside the capital.

The Canadian experience has shown that organizations which choose to decentralize -- for all the right reasons -- are very prone to re-centralize after a few years of operating in the new milieu. It is not easy to manage far-flung offices at a distance from the center. Doing so demands a strong organizational commitment to a shared vision, a commitment to an extremely effective communication system, and the devotion of significant training resources to enable decentralized staff to manage in a highly independent operating environment.

Now that a decentralized model of government has been established, the GN must deal with the challenges associated with such a model, including:

- The difficulties associated with managing significantly higher numbers of offices outside the capital. Most departments have significantly increased their communication and training challenges as a result of decentralization;
- The challenge of solidifying decentralized operations in a government where structures and operating systems are not yet mature;
- The requirement to delegate higher levels of authority to facilitate local decision making at a time when not all of the local skills are in place to accept the challenge; and,
- The complexities of institutionalizing team based planning and decision making in an environment where the participants are often thousands of miles apart.

The Bathurst Mandate provides a clear vision of the long term outcomes desired by the GN. However, this evaluation indicates that there is insufficient collaboration and joint planning amongst departments and agencies to ensure that decentralization makes significant contributions to those outcomes.

The research shows that there are serious communication problems between head offices in Iqaluit and staff in decentralized communities, which could lead to early reductions in the quality of programs and services if not dealt with in a productive manner. Neither has communication between the GN and its public on the decentralization initiative been effective. This has the potential to cause an erosion of the good will that seemed to characterize the feelings of Nunavummiut toward their new government in the early days.

However, in spite of the concerns identified by the public and staff, there is a strong feeling of hope that the GN will find the right course. As one elder commented, *“When you consider the white people doing government for hundreds of years, over the short period of time we’ve done well. We have the land claim and we’ve gotten what we wanted... to me it is one of the major things we should be proud of.”*

To date, the GN’s decentralization efforts have been focused on the concrete goal of establishing jobs and worksites in receptor communities. The first phase of the project resulted in the construction of new office buildings in communities and the construction of staff housing by the Nunavut Construction Corporation. The second phase focused on the hiring and placement of community staff.

The GN must now move to a third phase, which should result in the development of a solid planning foundation to support existing and future decentralized operations. This will require a concerted strategic planning effort, resulting in a totally new approach to the management and empowerment of the public service. This cannot be done without the infusion of a significantly higher level of financial and human resources.

# Evaluation of Decentralization of the Government of Nunavut

## Terms of Reference

### Introduction

An evaluation of the Government of Nunavut (GN)'s first two years of decentralization will be conducted during summer and fall 2001. It is expected that this will be the first in an on-going series of evaluations of decentralization of the GN. An evaluation working group consisting of two persons from the Department of Executive and Intergovernmental Affairs (EIA)'s Evaluation and Statistics division, one person from EIA's Decentralization Secretariat, one person from the Dep't of Public Works and an external resource person will develop the workplan for the evaluation, oversee its implementation and report on its findings.

### Objectives

The primary objective of the evaluation is to assess the effectiveness of the initiative to date with a view towards making improvements in the process which will make future decentralization even more successful. Detailed objectives include:

- to ensure that the initial phases of decentralization have been realized;
- to determine which aspects of decentralization have been successful (and why), and which aspects have been less successful (and why);
- to determine whether decentralization is having the intended positive social impacts; and,
- to determine what lessons can be learned from the first two years of decentralization and applied to the following phases of decentralization.

### Scope

The areas to be evaluated are:

- the actual costs to date of the decentralization that has taken place;
- on-going O&M costs resulting from decentralization;
- the adequacy of the infrastructure funding provided by the federal government to support a decentralized government;
- the economic and social impacts of decentralization on the communities which have gained (and/or lost) GN positions;
- the impacts of decentralization on the design and delivery of programs and services provided by the GN;
- the relationship between decentralization of positions and decentralization of authority within the bureaucracy;
- the impacts of decentralization on GN staff recruitment and retention;
- the impacts of decentralization on GN staff training needs;
- the impacts of decentralization on GN IT requirements; and,

- the impacts of decentralization on GN staff housing requirements.

There will also be a general analysis of whether the original goals of a decentralized government have been achieved -- including whether decentralization has resulted in increased local hiring; whether decentralization has resulted in increased economic activity in the communities; whether decentralization has brought the government "closer to the people"; and whether decentralization has made the GN more responsive to Nunavummiut.

### **Composition of the Evaluation Working Group**

The working group will consist of Jack Hicks, David Akeeagok (EIA Decentralization Secretariat), Colleen Wilson (DPW) and Ken Lovely (external resource). Gillian Corless will be contracted for two months to provide additional in-house resources. Drs. Frances Abele (Carleton University) and Graham White (University of Toronto) -- who have both studied past decentralizations in the north -- will be invited to review and comment on the evaluation as it progresses.

### **Responsibilities of the Evaluation Working Group**

The responsibilities of the working group are:

- to determine an appropriate workplan for the evaluation;
- to decide on the data needed to support the evaluation;
- to review all data resulting from the evaluation; and,
- to reach consensus on the final report of the evaluation.

EIA staff will be responsible for coordinating communication between members of the working group; collecting the required data and disseminating it to members of the working group; obtaining feedback on the data; analyzing the data; and preparing a draft report.

### **Resources**

A contact person from each of the decentralized departments will be needed to coordinate data collection and other required activities.

### **Constraints & Challenges**

This is such a large topic that it will be challenging to limit analysis to the stated objectives, and there is therefore a risk of this becoming a massive evaluation.

### **Timeline**

Approval of evaluation	June 2001
First meeting of the evaluation committee	July 2001
Data collection	Summer and Fall 2001
Preliminary Report	November 2001
Final Report	December 2001

## Appendix 'B'

### NEW POSITIONS BY DEPARTMENT

#### Government Decentralization

Community	CLEY	Human Res.	Housing	CGT	Fin.	PWS	Justice	Educ.	H&SS	Sust. Dev.	Nunavut Power	BCC	Dev. Corp.	College	Total
Gjoa Haven	0	0	0	9	4	1	5	0	0	0	0	0	0	0	19
Kugluktuk	9	0	0	9	0	1	0	0	14	0	0	0	0	0	33
Cambridge Bay	0	5	0	1	0	6	0	0	0	0	0	0	0	0	12
Rankin Inlet*	0	5	0	14	0	6	0	0	0	2	0	0	5	0	32
Baker Lake	0	0	0	13	0	1	0	5	0	0	18	0	0	0	37
Arviat	0	0	18	0	0	1	0	32	0	2	0	0	0	13	66
Pond Inlet	0	0	0	0	0	31	1	17	0	8	0	0	0	0	57
Igloolik	18	5	0	6	17	1	0	0	0	21	0	0	0	0	68
Cape Dorset	0	0	14	26	0	1	0	0	0	7	0	4	0	0	52
Pangnirtung	0	0	0	0	0	1	0	16	25	0	0	0	0	0	42
<b>Total</b>	<b>27</b>	<b>15</b>	<b>32</b>	<b>78</b>	<b>21</b>	<b>50</b>	<b>6</b>	<b>70</b>	<b>39</b>	<b>40</b>	<b>18</b>	<b>4</b>	<b>5</b>	<b>13</b>	<b>418</b>

\* Note: Does not include Petroleum Products Division as these positions were in place prior to 1999.

2001-12-17





**CATEGORIES – DECENTRALIZED POSITIONS**

<b>Community</b>	<b>Executive</b>	<b>Sr. Managers</b>	<b>Middle Managers</b>	<b>Professionals</b>	<b>Para Professionals</b>	<b>Admin. Support</b>	<b>Total</b>
Gjoa Haven	0	1	7	2	4	5	19
Kugluktuk	0	5	1	5	17	5	33
Cambridge Bay	0	1	1	0	9	1	12
Rankin Inlet	0	3	4	3	18	4	32
Baker Lake	0	1	4	0	14	18	37
Arviat	1	4	8	9	33	11	66
Pond Inlet	0	3	12	2	24	16	57
Igloolik	0	6	6	10	38	8	68
Cape Dorset	0	3	10	7	26	6	52
Pangnirtung	0	2	8	4	15	13	42
<b>Total</b>	<b>1</b>	<b>29</b>	<b>61</b>	<b>42</b>	<b>198</b>	<b>87</b>	<b>418</b>

**Definitions**

- Executive*** -- Reporting to a Minister or Board
- Senior Manager*** -- Reporting to a Deputy Minister
- Middle Manager*** -- Reporting to senior manager with management responsibility for subordinate staff
- Professional*** -- Requiring professional certification/membership (engineers/lawyers/teachers, etc.)
- Para Professional*** -- University degree/tech. school diploma not requiring professional certification (eng. technologists/finance officers/program officers, etc.)
- Admin. Support*** -- Clerical/secretarial/administrative support

**2001-12-17**



**EMPLOYMENT RESULTS**

**Government Decentralization**

<b>Community</b>	<b>New Pos. (HQ)</b>	<b>New Pos. (Reg.)</b>	<b>Total New Pos.</b>	<b>Salaries and Benefits (new pos.) <i>Based on GN average of \$65k</i></b>	<b>Positions not yet decentralized</b>	<b>Vacant</b>	<b>Filled</b>	<b>Inuit in filled positions</b>	<b>Inuit Employment (% of filled positions)</b>
Gjoa Haven	19	0	19	\$1,170,000		9	10	7	<b>70%</b>
Kugluktuk	33	0	33	\$2,145,000		13	20	13	<b>65%</b>
Cambridge Bay	1	11	12	\$780,000		4	8	2	<b>25%</b>
Rankin Inlet	*27	5	32	\$2,015,000		7	25	15	<b>62%</b>
Baker Lake	37	0	37	\$2,405,000		11	26	21	<b>80%</b>
Arviat	66	0	66	\$4,290,000	2	21	43	23	<b>52%</b>
Pond Inlet	8	49	57	\$3,705,000	17	17	23	13	<b>56%</b>
Igloolik	25	43	68	\$4,420,000	38	11	19	11	<b>58%</b>
Cape Dorset	11	41	52	\$3,315,000	21	17	14	5	<b>36%</b>
Pangnirtung	1	41	42	\$2,730,000		21	21	13	<b>42%</b>
<b>Total</b>	<b>228</b>	<b>190</b>	<b>418</b>	<b>\$26,975,000</b>	<b>78</b>	<b>131</b>	<b>209</b>	<b>123</b>	<b>58.8%</b>

\* does not include Petroleum Products Division as these positions were resident in Rankin prior to 1999



**VACANT DECENTRALIZED POSITIONS BY JOB CATEGORY**

**Government Decentralization**

<b>Community</b>	<b>Exec.</b>	<b>Senior Mgt.</b>	<b>Middle Mgt.</b>	<b>Professionals</b>	<b>Para-professionals</b>	<b>Administrative Support</b>	<b>Total</b>
Gjoa Haven	N/A		3	4	2		<b>9</b>
Kugluktuk	N/A		1	3	7	2	<b>13</b>
Cambridge Bay	N/A				4		<b>4</b>
Rankin Inlet	N/A		1	1	5		<b>7</b>
Baker Lake	N/A	1	1		6	3	<b>11</b>
Arviat	1		2	2	11	5	<b>21</b>
Pond Inlet	N/A		4		9	4	<b>17</b>
Igloolik	N/A		1	3	4	3	<b>11</b>
Cape Dorset	N/A		3	2	10	2	<b>17</b>
Pangirtung	N/A		4	4	8	5	<b>21</b>
<b>Total</b>	<b>1</b>	<b>1</b>	<b>20</b>	<b>19</b>	<b>66</b>	<b>24</b>	<b>131</b>

**Note: vacancies do not include positions (78) yet to be decentralized**

**2001-12-17**



## Appendix 'F'

### VACANT DECENTRALIZED POSITIONS BY DEPARTMENT

#### Government Decentralization

Community	CLEY	Human Res.	Housing Corp.	CGT	Fin.	PWS	Just.	Educ.	HSS	Sust. Dev.	Power Corp.	BCC	Dev. Corp.	College	Total
Gjoa Haven	0	0	0	4	4	1	0	0	0	0	0	0	0	0	<b>9</b>
Kugluktuk	1	0	0	2	0	0	0	0	10	0	0	0	0	0	<b>13</b>
Cambridge Bay	0	0	0	0	0	4	0	0	0	0	0	0	0	0	<b>4</b>
Rankin Inlet	0	0	0	4	0	2	0	0	0	1	0	0	0	0	<b>7</b>
Baker Lake	0	0	0	4	0	0	0	5	0	0	2	0	0	0	<b>11</b>
Arviat	0	0	5	0	0	0	0	10	0	*	0	0	0	6	<b>21</b>
Pond Inlet	0	0	0	0	0	13	0	*	0	4	0	0	0	0	<b>17</b>
Igloolik	9	0	0	1	*	1	0	0	0	*	0	0	0	0	<b>11</b>
Cape Dorset	0	0	*	14	0	1	0	0	0	*1	0	1	0	0	<b>17</b>
Pangnirtung	0	0	0	0	0	0	0	2	19	0	0	0	0	0	<b>21</b>
<b>Total</b>	<b>10</b>	<b>0</b>	<b>5</b>	<b>29</b>	<b>4</b>	<b>22</b>	<b>0</b>	<b>17</b>	<b>29</b>	<b>6</b>	<b>2</b>	<b>1</b>	<b>0</b>	<b>6</b>	<b>131</b>

\* Note: these communities will receive additional positions in the next phase of decentralization

2001-12-17





**Appendix 'G'****STAFF HOUSING AVAILABILITY – DECENTRALIZED COMMUNITIES  
(As of November 14, 2001)**

<b>Community</b>	<b># Staff Housing units in inventory</b>	<b>#Units currently available</b>	<b>#Decentralized positions vacant</b>	<b>#positions not yet decentralized</b>	<b>*Staff Housing Shortfall</b>
Kugluktuk	46	6	13	0	7
Gjoa Haven	12	4	9	0	5
Arviat	51	0	21	2 (2 SD)	23
Baker Lake	33	19	11	0	0
Pond Inlet	51	4	17	17 (reg'l schools)	30
Cape Dorset	37	3	17	21 (7 SD/ 14 NHC)	35
Igloolik	44	17	11	38 (21 SD/ 17 Finance)	32
Pangnirtung	41	13	21	0	8
<b>Total</b>	<b>315</b>	<b>66</b>	<b>120</b>	<b>78</b>	<b>140</b>



**IMPLEMENTATION COSTS****Government Decentralization**

<b>Cost Center</b>	<b>Human Resources</b>	<b>Public Works</b>	<b>Affected Departments</b>	<b>Total</b>
Data Processing Support		\$2,653,000		\$2,653,000
Telephones/Communication		\$813,000	\$25,000	\$838,000
Office & Housing Furniture/Equip.		\$1,770,000	\$75,000	\$1,845,000
Employee Removal	\$532,000			\$532,000
Employee severance payments	\$102,000		\$105,000	\$207,000
Staffing and Training	\$863,000			\$863,000
<b>Total</b>	<b>\$1,497,000</b>	<b>\$5,236,000</b>	<b>\$205,000</b>	<b>\$6,938,000</b>

**Note: Costs to affected departments are not accurately reflected in this table as very few departments could readily retrieve the necessary data.**

**2001-12-17**



**Appendix '1'**

**GN Decentralization Social Survey**

Who:	People in the community (perceptions of benefits/losses from decentralization)
Where:	Arviat, Gjoa Haven, Pangnirtung, Pond Inlet
Method:	face to face community interviews

Introduce myself, working with EIA as part of a team doing surveys in communities to evaluate decentralization. We want to talk to people and learn about their experiences with decentralization of Government jobs to communities. What we learn from this study should help the Government to improve the next phase of decentralization.

**Confidentiality** issues...won't record your name.

We would really like to know your opinion - would you be able to talk to me about your thoughts and feelings on decentralization?

A. First of all I would like to know whether you are a land claim beneficiary?

- Yes
- No

Explain layout of the survey – general opinions about Nunavut, then specific questions about your community.

~~~~~**GENERAL QUESTIONS**~~~~~

The Government thinks decentralization will be good for communities... I would really like to know what you think about this...

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1. So would you say you...

|                       |              |                 |                          |
|-----------------------|--------------|-----------------|--------------------------|
| <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> |
| 1                     | 2            | 3               | 4                        |

that *decentralization benefits local people in Nunavut communities?*

The Government of Nunavut has had to meet many challenges in decentralization,  
2. Overall, do you believe that the Government is treating communities as fairly and equitably as possible, spreading funding and jobs out to communities *across all three regions of Nunavut?* What do you think about this?

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Do you...

|                       |              |                 |                          |
|-----------------------|--------------|-----------------|--------------------------|
| <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> |
| 1                     | 2            | 3               | 4                        |

that *the Government is treating communities as fairly and equitably as possible, spreading funding and jobs out to communities across all three regions of Nunavut*

3. And how successful do you think that the Government has been in working through such challenges as the language and time zone differences that we have between the three regions?

Very successful  
Successful  
Fairly successful  
Unsuccessful

4. In general, do you think the speed of decentralization is ...? **READ OUT**

Happening too quickly  
About right  
Happening too slowly

5. From your perspective, how successful do you think decentralization has been so far?

- Very successful
- Successful
- Fairly successful
- Unsuccessful

General Comments: \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

~~~~~**COMMUNITY-SPECIFIC QUESTIONS**~~~~~

Now I would like to hear about some of your opinions on how decentralization has affected you and your community.

6. Has decentralization made a difference to you personally? PROBE: Has it affected you at all?

Yes, specify \_\_\_\_\_

No

7. So far, what has been the biggest positive benefit from decentralization in your community? What about these other factors, do you feel any of these are benefits you've seen so far with decentralization? (**READ OUT ALL**)

Which one is the main benefit?

| <u>All Mentions</u> | <u>Main</u>   |
|---------------------|---|
|                     | Increased local jobs                                    |
|                     | Economic growth   |
|                     | Improved investment climate                             |
|                     | Feeling of more local authority in Government processes |
|                     | Brought the Government closer to the people             |
|                     | Brought new people to the community                     |
|                     | Increased my understanding of the Government            |
|                     | Other _____   |
|                     | None  |

Comment \_\_\_\_\_

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8. So far, what has been the biggest negative impact from decentralization in your community? What about these other factors, do you feel any of these are impacts of the decentralization you've seen so far? **(READ OUT ALL)**

Which one is the main impact?

**All Mentions**    **Main**

- No real change in local job opportunities
- Economic growth did not meet expectations
- Housing shortages
- No increase in local authority within Government processes
- Has not brought the Government closer to the people
- Brought new people to the community
- Has not increased my understanding of the Government
- Other \_\_\_\_\_
- None

Comment \_\_\_\_\_

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9. Do you feel that decentralization has increased job opportunities for local people?

Yes  
No

Comment \_\_\_\_\_

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10. Do you feel the Government has done enough to hire local people?

Yes  
No

Comment \_\_\_\_\_

11. Has the increase of people from the outside affected your life at all? PROMPT: Do you have any concerns about new people coming to live in your community?

Yes  
No

Comment \_\_\_\_\_

12. Do you feel you know enough about what the new workers are doing here for the GN?

Yes  
No

Comment \_\_\_\_\_

13. Do you think decentralization will bring an increase in business opportunities for local people?

Yes  
No

Comment \_\_\_\_\_

14. Do you expect improvements in the services available in your community as a result of decentralization? PROMPT: things like a wider selection of merchandise in the store, more frequent flights, new stores, more cable channels on TV, more restaurants...?

- Yes
- No

Comment \_\_\_\_\_

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15. In your opinion, has decentralization made it easier for you to get Government services?

- Yes
- No

Comment \_\_\_\_\_

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16. What about making it easier to get information or answers from the Government?

- Yes
- No

Comment \_\_\_\_\_

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**Appendix 'J'**

**GN Decentralization Economic Survey**

|         |  |
|---------|--|
| Who:    | Business Owners, Inuit Organizations, Municipal Government |
| Method: | face to face interviews                                    |

Introduce myself, working with EIA as part of a team doing surveys in communities to evaluate decentralization. The purpose of this study is to evaluate where decentralization has made a difference to local business people – or how it will in the future.

**The results of this survey will be treated as confidential and no data will be released that could be directly attributed to an individual**

Explain layout of the survey – general opinions, then specific questions about your community.

~~~~~**GENERAL QUESTIONS**~~~~~

I'm going to read a statement about Government decentralization, please let me know whether you agree or not:

1. Decentralization benefits local people in Nunavut communities. Do you...

|                       |              |                 |                          |
|-----------------------|--------------|-----------------|--------------------------|
| <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> |
| 1                     | 2            | 3               | 4                        |

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

The Government of Nunavut has had to meet many challenges in decentralization,  
2. Overall, do you believe that the Government is treating communities as fairly and equitably as possible, spreading funding and jobs out to communities *across all three regions of Nunavut*? Do you... with this.

|                       |              |                 |                          |
|-----------------------|--------------|-----------------|--------------------------|
| <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> |
| 1                     | 2            | 3               | 4                        |

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. And how successful do you think that the Government has been in working through such challenges as the language and time zone differences that we have between the three regions?

Very successful  
Successful  
Fairly successful  
Unsuccessful

4. In general, do you think the speed of decentralization is ...? **READ OUT**

Happening too quickly  
About right  
Happening too slowly

5. From your perspective, how successful do you think decentralization has been so far?

Very successful  
Successful  
Fairly successful  
Unsuccessful

General Comments: \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

~~~~~**ECONOMY-SPECIFIC QUESTIONS**~~~~~

- Thinking about the local economy,  
6. Overall, would you say that decentralization has had a positive impact on the investment climate in your community?

Yes  
No

Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

7. Have any local businesses opened or expanded?

Yes  
No

Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

8. Do you know of any future plans? Which?

Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

9. Is there a relationship between the new / expanded businesses and the changes brought about by decentralization?

Yes  
No

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

10. Once decentralization is fully implemented, do you think there will be spin-off benefits to the economy that will be good for the community?

Yes  
No

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

11. And will businesses respond by expanding or opening new businesses?

- Yes
- No

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

12. How about for you personally, would decentralization encourage you to expand or open new businesses?

- Yes
- No

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

13. Has the increase in your population / (the population in communities where you operate a business) / meant that existing community services have been strained in areas such as health care, education, housing, garbage collection, water, etc?

- Yes            CONTINUE
- No             SKIP TO Q#15.

14. In which areas?

- Health Care
- Education
- Housing
- Garbage collection
- Garbage dump
- Water

Comment \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_







### GN Decentralization Employee Survey / Follow-up to Recruitment & Retention Study

|         |   |
|---------|---|
| Who:    | Newly hired GN Employees  |
| Method: | Face to face interviews & telephone follow-up on previous surveys |

#### COMMUNITY INTERVIEWS

Introduce myself, working with EIA as part of a team doing surveys in communities to evaluate decentralization. Part of the evaluation is talking to GN employees to get their perceptions of how decentralization is progressing and what lessons can be learned to improve the future phases.

**Review Consent Form, make two copies and keep one for our files**

#### TELEPHONE FOLLOW UP:

Introduce myself. I'm working with Susan Woodley – who you talked to about staff recruitment and retention issues in August when she was in \_\_\_\_\_. We're interested in asking you a few more questions about the kinds of support you were given once you started your job.

As with Susan, your responses to my questions are **strictly confidential**; no data will be released that could be directly attributed to an individual

A. Are you a land claim beneficiary?

- Yes
- No

Explain layout of the survey – general opinions, then specific questions about your personal experience.

#### ~~~~~GENERAL QUESTIONS~~~~~

I'm going to read a statement about Government decentralization, please let me know whether you agree or not:

1. Decentralization benefits local people in Nunavut communities. Do you...

|                |       |          |                   |
|----------------|-------|----------|-------------------|
| Strongly Agree | Agree | Disagree | Strongly Disagree |
| 1              | 2     | 3        | 4                 |

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

The Government of Nunavut has had to meet many challenges in decentralization,  
2. Overall, do you believe that the Government is treating communities as fairly and equitably as possible, spreading funding and jobs out to communities *across all three regions of Nunavut*? Do you... with this.

|                       |              |                 |                          |
|-----------------------|--------------|-----------------|--------------------------|
| <u>Strongly Agree</u> | <u>Agree</u> | <u>Disagree</u> | <u>Strongly Disagree</u> |
| 1                     | 2            | 3               | 4                        |

Why do you say that? \_\_\_\_\_  
\_\_\_\_\_

3. And how successful do you think that the Government has been in working through such challenges as the language and time zone differences that we have between the three regions?

- Very successful
- Successful
- Fairly successful
- Unsuccessful

4. In general, do you think the speed of decentralization is ...? **READ OUT**

- Happening too quickly
- About right
- Happening too slowly

5. From your perspective, how successful do you think decentralization has been so far?

- Very successful
- Successful
- Fairly successful
- Unsuccessful

General Comments: \_\_\_\_\_  
\_\_\_\_\_

~~~~~**JOB SPECIFIC QUESTIONS**~~~~~

6. How were you hired for your current position? Were you... **READ OUT**

- Hired from within the community
- Hired from another Nunavut community
- Hired from outside of Nunavut
- Other, specify \_\_\_\_\_

7. How long have you been in your position?

|          |         |
|----------|---------|
| # Months | # Years |
| _____    | _____   |

Thinking back to when you first relocated,

8. Once you accepted your position, but before you arrived here, what sort of **information** were you given on what to expect? Did it include any of the following?

- Information...**
- on the community
- on your job
- on salary & benefits
- on your department
- on the GN

Other \_\_\_\_\_

9. What were the gaps, if any?

- the community
- your job
- salary & benefits
- your department
- the GN

Other \_\_\_\_\_



13. What kind of **training**, if any, were you given?

a. Did you get generic training that is common to all government employees?  
For example, how to operate your computer, to be able to work within the network?

Yes  
No

b. Did you get job specific training?

Yes  
No

Any other type? Specify \_\_\_\_\_

14. Rate your satisfaction with your *overall* training

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

Comment \_\_\_\_\_

I have some questions related to **staff housing** for your decentralized position,

15. First of all, did you require it?

Yes            CONTINUE  
No             SKIP TO Q# 17

16. And did you get it?

Yes            SKIP TO Q# 18  
No             CONTINUE

17. Where do you live?

Public Housing  
Private Housing  
Other, specify \_\_\_\_\_

18. How do you rate the quality of your housing? Are you..

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

19. And is the size adequate?

Yes  
No

20. Is it affordable?

Yes  
No

Housing Comments \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

**Working** in a decentralized office,

21. Do you feel you are kept informed of plans & changes within your department?

Yes  
No

Comment \_\_\_\_\_

22. Do you feel you are kept informed of plans & changes within the Government?

Yes  
No

Now I'd like to talk a bit about the **tools** you need to do your job. I'm going to read you a series of statements, please tell me how satisfied you are with....

23. Your office space and furniture. Are you...

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |



24. Your equipment including computers:

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

25. Telecommunications:

a. First, your phone & fax

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

b. What about the network, including email & Internet?

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

Tools Comments \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

26. Thinking now about service departments, how do you rate the quality of support you have received from each of the following departments?

**a. Human Resources**

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

**b. Public Works**

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

**c. Finance**

|                       |                  |                    |                         |
|-----------------------|------------------|--------------------|-------------------------|
| <u>Very Satisfied</u> | <u>Satisfied</u> | <u>Unsatisfied</u> | <u>Very Unsatisfied</u> |
| 1                     | 2                | 3                  | 4                       |

Service Dep't Comments: \_\_\_\_\_  
\_\_\_\_\_

27. Overall, how would you rate the GN on...

a. Quality of initial support?

- Excellent
- Good
- Fair
- Poor

Why do you say that? \_\_\_\_\_

b. Quality of ongoing support?

- Excellent
- Good
- Fair
- Poor

Why do you say that? \_\_\_\_\_

28. This is the end of our survey, thank you for taking the time to talk to me. Is there anything else you would like to add?

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Date: \_\_\_\_\_

Community: \_\_\_\_\_

**- Table of Contents - Appendix “L”**

|                                                     | <u>Page #</u> |
|-----------------------------------------------------|---------------|
| <b>INTRODUCTION</b>                                 | <b>1</b>      |
| <b>PPD FUNDING</b>                                  | <b>2</b>      |
| <b>REALLOCATION</b>                                 | <b>2</b>      |
| <b>NUNAVUT MUNICIPAL INCREMENTAL INFRASTRUCTURE</b> |               |
| 1. ADMINISTRATIVE SUPPORT                           | <b>3</b>      |
| 2. BAFFIN REGION                                    |               |
| 2.1 Municipality of Igloolik                        | <b>4</b>      |
| 2.2 Municipality of Cape Dorset                     | <b>5</b>      |
| 2.3 Municipality of Pond Inlet                      | <b>6</b>      |
| 2.4 Municipality of Pangnirtung                     | <b>7</b>      |
| 2.5 Municipality of Iqaluit                         | <b>8</b>      |
| 3. KEEWATIN REGION                                  |               |
| 3.1 Municipality of Arviat                          | <b>9</b>      |
| 3.2 Municipality of Baker Lake                      | <b>10</b>     |
| 3.3 Municipality of Rankin Inlet                    | <b>11</b>     |
| 4. KITIKMEOT REGION                                 |               |
| 4.1 Municipality of Cambridge Bay                   | <b>12</b>     |
| 4.2 Municipality of Kugluktuk                       | <b>13</b>     |
| 4.3 Municipality of Gjoa Haven                      | <b>14</b>     |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

**INTRODUCTION**

The Department of Indian and Northern Affairs Canada (DIAND) approved the budget and cash flow shown in the following table, including requirements for additional funding required to complete the program requirements.

| COMMUNITY           | ORIGINAL ESTIMATE | BUDGET DISTRIBUTION BY FISCAL YEAR<br>(X \$1,000) |                 |              |            | ACTUAL BUDGET |
|---------------------|-------------------|---------------------------------------------------|-----------------|--------------|------------|---------------|
|                     |                   | 1997/98                                           | 1998/99         | 1999/00      | 2000/01    |               |
| IGLOOLIK            | 3,104             | 427                                               | 2,096           | 696.3        | 0          | 3,219.3       |
| CAPE DORSET         | 1,802             | 422.5                                             | 779             | 504.5        | 0          | 1,706         |
| POND INLET          | 1,704             | 868.5                                             | 448.5           | 302          | 182        | 1801          |
| PANGNIRTUNG         | 2,385             | 845.5                                             | 567.5           | 968.5        | 0          | 2,381.5       |
| IQALUIT             | 13,800            | 3,979                                             | 6,731.5         | 3,866.5      | 28         | 14605         |
| ARVIAT              | 2,386             | 292.5                                             | 1,246.5         | 1,070.3      | 0          | 2,609.3       |
| BAKER LAKE          | 1,925             | 413                                               | 1,553           | 401.3        | 0          | 2,367.3       |
| RANKIN INLET        | 340               | 233                                               | 0               | 0            | 0          | 233           |
| CAMBRIDGE BAY       | 346               | 125                                               | 0               | 268.3        | 0          | 393.3         |
| KUGLUKTUK           | 2180              | 222                                               | 1,711.5         | 641.3        | 0          | 2,574.8       |
| GJOA HAVEN          | 1,386             | 529.5                                             | 695             | 135          | 0          | 1,359.5       |
| <b>SUB-TOTAL</b>    | <b>31358</b>      | <b>8,357.5</b>                                    | <b>15,828.5</b> | <b>8,854</b> | <b>210</b> | <b>33,250</b> |
| TRAVEL<br>TRANSPORT | 0                 | 0                                                 | 99.5            | 80           | 13.6       | 199.5         |
| SUPPORT STAFF       | 0                 | 14.5                                              | 70              | 100          | 26.4       | 204.5         |
| CONTINGENCY         | 1,350             | 0                                                 | 0               | 77           | 0          | 77            |
| SIGNAGE             | 0                 | 13.5                                              | 0               | 0            | 0          | 13.5          |
| COMPUTERS           | 0                 | 13.5                                              | 0               | 0            | 0          | 13.5          |
| <b>TOTAL</b>        | <b>32,708</b>     | <b>8,399</b>                                      | <b>15,998</b>   | <b>9,111</b> | <b>250</b> | <b>33,758</b> |

|                                        |   |   |   |   |   |
|----------------------------------------|---|---|---|---|---|
| PPD PROJECTS – no<br>funding available | 0 | 0 | 0 | 0 | 0 |
|----------------------------------------|---|---|---|---|---|

## NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

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### **PPD FUNDING**

No other funding source has been identified. No funding was provided to PPD projects in 2000/01.

| <b>PPD PROJECTS</b>                                                | <b>Required Funding</b> |
|--------------------------------------------------------------------|-------------------------|
| Cape Dorset, PPD Fuel Facility (not included in original planning) | \$666,000               |
| Baker Lake, PPD Fuel Facility (not included in original planning)  | \$309,000               |
| Kugluktuk, PPD Fuel Facility (not included in original planning)   | \$505,000               |
| <b>TOTAL FUNDING PROVIDED</b>                                      | <b>0</b>                |

### **LAND DEVELOPMENT RECOVERIES REVENUE**

Total Incremental Infrastructure monies advanced to the impacted communities is approximately \$2.7 million. Monies are recovered when lots are leased (10% down payment and 10% per year for 15 years). The recovery from the advance for land development will be returned to the Incremental Program to allow for unfunded incremental projects to be completed and, to offset budget short falls.

### **REALLOCATION**

A total of \$200,000.00 was carried over for the Iqaluit Granular Source project from 1999/00. Unfortunately the Town did not proceed with the work in 2000/01. Their request to purchase heavy equipment in order to utilize the funding was denied by the Task Team. \$182,000.00 was subsequently reallocated to the Pond Inlet 32 Housing Units project. The funds were used to compensate for lost revenue incurred by the Municipality due to new regulations imposed by the Government of Nunavut Chief Medical Officer.

| <b>PROJECTS</b>                              | <b>Reallocation</b> |
|----------------------------------------------|---------------------|
| Pond Inlet 32 Housing Units/ Sanitation Site | \$182,000           |
| <b>TOTAL REALLOCATION</b>                    | <b>182,000</b>      |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

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MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**ADMINISTRATIVE SUPPORT**

| PROJECT                                | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |              |            |             | ACTUAL BUDGET |
|----------------------------------------|-------------------|-----------------------------------|--------------|------------|-------------|---------------|
|                                        |                   | 1997/98                           | 1998/99      | 1999/00    | 2000/01     |               |
| TRAVEL AND TRANSPORT                   | 120               | 0                                 | 99.5         | 80         | 13.6        | <b>193.1</b>  |
| PROJECT SIGNAGE                        | 0                 | 13.5                              | 0            | 0          | 0           | <b>13.5</b>   |
| COMPUTER EQUIPMENT                     | 0                 | 13.5                              | 0            | 0          | 0           | <b>13.5</b>   |
| SPECIAL PROJECT ADMINISTRATION OFFICER | 135               | 14.5                              | 70           | 100        | 26.4        | <b>210.9</b>  |
| <b>TOTAL</b>                           | <b>255</b>        | <b>41.5</b>                       | <b>169.5</b> | <b>180</b> | <b>* 40</b> | <b>431</b>    |

\* Note: \$40K funding includes costs associated with Project Support staff in Iqaluit and Yellowknife.

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF IGLOOLIK**  
**BAFFIN REGION**

| PROJECT                              | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |              |              |          | ACTUAL BUDGET  |
|--------------------------------------|-------------------|-----------------------------------|--------------|--------------|----------|----------------|
|                                      |                   | 1997/98                           | 1998/99      | 1999/00      | 2000/01  |                |
| WATER RESERVOIR EXPANSION            | 760               | 42                                | 675          | 10           | 0        | <b>727</b>     |
| SEWAGE LAGOON EXPANSION              | 230               | 21.5                              | 213.5        | 5.5          | 0        | <b>240.5</b>   |
| THREE CLASSROOMS SCHOOL              | 1060              | 73.5                              | 968.5        | 117.5        | 0        | <b>1,159.5</b> |
| LOTS FOR 22 HOUSING (1,9,12)         | 260               | 72.5                              | 113.5        | 54           | 0        | <b>240</b>     |
| LOTS FOR 34 HOUSING (2,32)-NCC/PWGSC | 300               | 217.5                             | 0            | 0            | 0        | <b>217.5</b>   |
| GN OFFICE LOT DEVELOPMENT            | 25                | 0                                 | 125.5        | 29           | 0        | <b>125.5</b>   |
| NEW WATER TRUCK                      | 86                | 0                                 | 0            | 86           | 0        | <b>86</b>      |
| EXTRA ONE BAY PARKING GARAGE         | 102               | 0                                 | 0            | 102          | 0        | <b>102</b>     |
| SEWAGE DISPOSAL TRUCK                | 75                | 0                                 | 0            | 75           | 0        | <b>75</b>      |
| GARBAGE DISPOSAL TRUCK               | 30                | 0                                 | 0            | 30           | 0        | <b>30</b>      |
| ADDITIONAL FIRE TRUCK                | 176               | 0                                 | 0            | 187.3        | 0        | <b>174</b>     |
| <b>TOTAL</b>                         | <b>3,104</b>      | <b>427</b>                        | <b>2,096</b> | <b>696.3</b> | <b>0</b> | <b>3,219.3</b> |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF CAPE DORSET**  
**BAFFIN REGION**

| PROJECT                                 | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |            |              |          | ACTUAL BUDGET |
|-----------------------------------------|-------------------|-----------------------------------|------------|--------------|----------|---------------|
|                                         |                   | 1997/98                           | 1998/99    | 1999/00      | 2000/01  |               |
| INCREMENTAL TWO CLASSROOMS              | 800               | 104                               | 478.5      | 11           | 0        | <b>593.5</b>  |
| LOTS FOR 16 HOUSING UNITS (1, 9, 6)     | 345               | 14.5                              | 248.5      | 83           | 0        | <b>346</b>    |
| LOTS FOR 26 HOUSING UNITS               | 225               | 222.5                             | 0          | 0            | 0        | <b>222.5</b>  |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING | 25                | 72                                | 0          | 0            | 0        | <b>72</b>     |
| INCREASE FUEL STORAGE CAPACITY          | 40                | 9.5                               | 52         | 0            | 0        | <b>61.5</b>   |
| INCREMENTAL GARBAGE TRUCK               | 30                | 0                                 | 0          | 30           | 0        | <b>30</b>     |
| INCREMENTAL WATER TRUCK                 | 86                | 0                                 | 0          | 86           | 0        | <b>86</b>     |
| INCREMENTAL SEWAGE TRUCK                | 75                | 0                                 | 0          | 75           | 0        | <b>75</b>     |
| INCREMENTAL ADDITIONAL FIRE TRUCK       | 176               | 0                                 | 0          | 219.5        | 0        | <b>219.5</b>  |
| <b>TOTAL</b>                            | <b>1,802</b>      | <b>422.5</b>                      | <b>779</b> | <b>504.5</b> | <b>0</b> | <b>1,706</b>  |

|                                |   |   |   |          |          |
|--------------------------------|---|---|---|----------|----------|
| INCREASE FUEL STORAGE CAPACITY | 0 | 0 | 0 | <b>0</b> | <b>0</b> |
|--------------------------------|---|---|---|----------|----------|

\* Note: PPD Project; no funding provided.



NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF POND INLET**  
**BAFFIN REGION**

| PROJECT                                                               | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |              |            |            | ACTUAL BUDGET |
|-----------------------------------------------------------------------|-------------------|-----------------------------------|--------------|------------|------------|---------------|
|                                                                       |                   | 1997/98                           | 1998/99      | 1999/00    | 2000/01    |               |
| LOTS FOR 21 HOUSING UNITS (1,8,12)                                    | 275               | 13                                | 194.5        | 63         | 0          | <b>270.5</b>  |
| LOTS FOR 32 HOUSING UNITS (2,30) PWGSC/NCC & ENVIORNMRNTAL ASSESSMENT | 310               | 154                               | 0            | 400        | 182        | <b>736</b>    |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING                               | 25                | 90.5                              | 0            | 0          | 0          | <b>90.5</b>   |
| UPGRADE GARBAGE PACKER                                                | 25                | 0                                 | 0            | 25         | 0          | <b>25</b>     |
| THREE INCREMENTAL CLASSROOMS                                          | 878               | 611                               | 254          | 13         | 0          | <b>878</b>    |
| ADDITIONAL WATER TRUCK                                                | 86                | 0                                 | 0            | 86         | 0          | <b>86</b>     |
| ADDITIONAL SEWAGE TRUCK                                               | 75                | 0                                 | 0            | 75         | 0          | <b>75</b>     |
| ADDITIONAL FIRE TRUCK                                                 | 30                | 0                                 | 0            | 40         | 0          | <b>40</b>     |
| <b>TOTAL</b>                                                          | <b>1,704</b>      | <b>868.5</b>                      | <b>448.5</b> | <b>702</b> | <b>182</b> | <b>2201</b>   |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF PANGNIRTUNG**  
**BAFFIN REGION**

| PROJECTS                                            | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000)         |              |              |          | ACTUAL BUDGET  |
|-----------------------------------------------------|-------------------|-------------------------------------------|--------------|--------------|----------|----------------|
|                                                     |                   | 1997/98                                   | 1998/99      | 1999/00      | 2000/01  |                |
| REVIEW SEWAGE LAGOON DESIGN                         | 525               | 24.5                                      | 46           | 450          | 0        | <b>520.5</b>   |
| LOTS FOR 20 HOUSING UNITS (1,7,12)                  | 310               | 66                                        | 238          | 57           | 0        | <b>361</b>     |
| LOOK AT GRAVEL NEEDS                                | 0                 | ADDED TO THE SEWAGE LAGOON PROJECT        |              |              |          |                |
| ADDITIONAL WATER TRUCK                              | 86                | 0                                         | 0            | 86           | 0        | <b>86</b>      |
| ADDITIONAL SEWAGE TRUCK                             | 71                | 0                                         | 0            | 71           | 0        | <b>71</b>      |
| ADDITIONAL GARBAGE TRUCK                            | 75                | 0                                         | 0            | 75           | 0        | <b>75</b>      |
| ADDITIONAL FIRE TRUCK                               | 176               | 0                                         | 0            | 219.5        | 0        | <b>219.5</b>   |
| LOTS FOR 32 HOUSING UNITS (2,14,16) - PWGSC/NCC     | 310               | 233                                       | 0            | 0            | 0        | <b>233</b>     |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING – PWGSC/NCC | 25                | 86.5                                      | 0            | 0            | 0        | <b>86.5</b>    |
| THREE CLASSROOMS SCHOOL                             | 798               | 435.5                                     | 283.5        | 10           | 0        | <b>729</b>     |
| AIRSTRIP MOVING AND UPGRADING                       | 0                 | NOT INCLUDED IN THIS REPORT (CONSULT DOT) |              |              |          |                |
| <b>TOTAL</b>                                        | <b>2,376</b>      | <b>845.5</b>                              | <b>567.5</b> | <b>968.5</b> | <b>0</b> | <b>2,381.5</b> |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF IQALUIT**  
**BAFFIN REGION**

| PROJECT                                           | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |                |                |           | ACTUAL BUDGET  |
|---------------------------------------------------|-------------------|-----------------------------------|----------------|----------------|-----------|----------------|
|                                                   |                   | 1997/98                           | 1998/99        | 1999/00        | 2000/01   |                |
| REVIEW/IMPROVE CAPACITY OF EXISTING UTILIDOR      | 1,050             | 40                                | 107.5          | 881            | 0         | <b>1,028.5</b> |
| FOUR CORNER UPGRADE                               | 530               | 25                                | 323            | 0              | 0         | <b>348</b>     |
| INCREASE SEWAGE TREATMENT CAPACITY                | 1,025             | 25                                | 125            | 875            | 0         | <b>1025</b>    |
| INCREASE WATER TREATMENT PLANT CAPACITY           | 365               | 15                                | 141.5          | 222            | 0         | <b>378.5</b>   |
| 7 CLASSROOMS SCHOOL (NEW SCHOOL)                  | 6,110             | 184                               | 5,356          | 1,310          | 10        | <b>6,865</b>   |
| LOTS FOR 68 HOUSING UNITS (4,36,28)               | 1,125             | 1,125                             | 0              | 0              | 0         | <b>1,125</b>   |
| LOTS FOR 40 HOUSING UNITS (2,18,20)- PWGSC/NCC    | 1,600             | 1,600                             | 0              | 0              | 0         | <b>1,600</b>   |
| LOTS SERVICING FOR 2 OFFICE BUILDINGS - PWGSC/NCC | 500               | 320                               | 148            | 0              | 0         | <b>468</b>     |
| DEVELOP A GOOD GRANULAR SOURCE                    | 640               | 40                                | 88.5           | 174.5          | 18        | <b>321</b>     |
| FIRE TRUCK WITH LADDER                            | 250               | 0                                 | 442            | 0              | 0         | <b>442</b>     |
| ADDITIONAL WATER TRUCK                            | 165               | 142.5                             | 0              | 0              | 0         | <b>142.5</b>   |
| ADDITIONAL SEWAGE TRUCK                           | 135               | 119.5                             | 0              | 0              | 0         | <b>119.5</b>   |
| GARBAGE TRUCK / PACKER 28 CU.M.                   | 165               | 162.5                             | 0              | 0              | 0         | <b>162.5</b>   |
| SNOW REMOVAL EQUIPMENT                            | 140               | 180.5                             | 0              | 85.2           | 0         | <b>265.7</b>   |
| RENOVATE COURT HOUSE **                           | 0                 | 0                                 | 0              | 318.8          | 0         | <b>318.8</b>   |
| <b>TOTAL</b>                                      | <b>13,800</b>     | <b>3,979</b>                      | <b>6,731.5</b> | <b>3,866.5</b> | <b>28</b> | <b>14610</b>   |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF ARVIAT  
KEEWATIN REGION**

| PROJECT                                           | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |                |                |          | ACTUAL BUDGET  |
|---------------------------------------------------|-------------------|-----------------------------------|----------------|----------------|----------|----------------|
|                                                   |                   | 1997/98                           | 1998/99        | 1999/00        | 2000/01  |                |
| INCREASE SIZE OF WATER RESERVOIR                  | 620               | 0                                 | 253.5          | 370            | 0        | <b>623.5</b>   |
| LOTS FOR 17 HOUSING UNITS (1, 7, 9)               | 270               | 10.5                              | 131.5          | 14             | 0        | <b>156</b>     |
| LOTS FOR 23 HOUSING UNITS (0, 10, 13) PWGSC/NCC   | 275               | 222.5                             | 8              | 0              | 0        | <b>230.5</b>   |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING PWGSC/NCC | 50                | 49.5                              | 25             | 2              | 0        | <b>76.5</b>    |
| ADDITIONAL WATER TRUCK                            | 96                | 0                                 | 0              | 96             | 0        | <b>96</b>      |
| ADDITIONAL SEWAGE TRUCK                           | 75                | 0                                 | 0              | 75             | 0        | <b>75</b>      |
| SEWAGE/SOLID WASTE IMPROVEMENTS (AND DUMPSTERS)   | 200               | 0                                 | 73             | 96             | 0        | <b>169</b>     |
| ADDITIONAL FIRE TRUCK                             | 0                 | 0                                 | 0              | 188.3          | 0        | <b>188.3</b>   |
| TWO CLASSROOMS                                    | 800               | 10                                | 755.5          | 229            | 0        | <b>994.5</b>   |
| <b>TOTAL</b>                                      | <b>2,386</b>      | <b>292.5</b>                      | <b>1,246.5</b> | <b>1,070.3</b> | <b>0</b> | <b>2,609.3</b> |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF BAKER LAKE**  
**KEEWATIN REGION**

| PROJECT                                               | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |              |              |          | ACTUAL BUDGET  |
|-------------------------------------------------------|-------------------|-----------------------------------|--------------|--------------|----------|----------------|
|                                                       |                   | 1997/98                           | 1998/99      | 1999/00      | 2000/01  |                |
| TWO CLASSROOMS                                        | 800               | 97                                | 768.5        | 31           | 0        | <b>896.5</b>   |
| UPGRADE GARBAGE TRUCK TO 20 CU.M.                     | 50                | 50                                | 0            | 0            | 0        | <b>50</b>      |
| LOT DEVELOPMENT FOR 20 HOUSING UNITS (1,19)-PWGSC/NCC | 220               | 204                               | 0            | 0            | 0        | <b>204</b>     |
| LOTS FOR 14 HOUSING UNITS (1,13)                      | 230               | 7                                 | 185          | 19           | 0        | <b>211</b>     |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING - PWGSC/NCC   | 0                 | 0                                 | 49           | 26           | 0        | <b>75</b>      |
| ADDITIONAL WATER TRUCK                                | 80                | 0                                 | 0            | 80           | 0        | <b>80</b>      |
| ADDITIONAL SEWAGE TRUCK                               | 55                | 0                                 | 0            | 55           | 0        | <b>55</b>      |
| INCREMENTAL ADDITIONAL FIRE TRUCK                     | 0                 | 0                                 | 0            | 188.3        | 0        | <b>188.3</b>   |
| INCREASE FUEL STORAGE CAPACITY                        | 30                | 9.5                               | 19           | 0            | 0        | <b>28.5</b>    |
| SOLID WASTE SITE REVIEW/CONSTRUCTION                  | 150               | 0                                 | 104          | 0            | 0        | <b>104</b>     |
| REPLACE WATER INTAKE                                  | 310               | 45.5                              | 427.5        | 2            | 0        | <b>475</b>     |
| <b>TOTAL</b>                                          | <b>1,925</b>      | <b>413</b>                        | <b>1,553</b> | <b>401.3</b> | <b>0</b> | <b>2,367.3</b> |

|                                |   |   |   |   |   |
|--------------------------------|---|---|---|---|---|
| INCREASE FUEL STORAGE CAPACITY | 0 | 0 | 0 | 0 | 0 |
|--------------------------------|---|---|---|---|---|

\* Note: PPD Project; no funding provided.

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

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MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF RANKIN INLET**  
**KEEWATIN REGION**

| PROJECT                                               | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |          |          |          | ACTUAL BUDGET |
|-------------------------------------------------------|-------------------|-----------------------------------|----------|----------|----------|---------------|
|                                                       |                   | 1997/98                           | 1998/99  | 1999/00  | 2000/01  |               |
| LOT DEVELOPMENT FOR 10 HOUSING UNITS (0,10) PWGSC/NCC | 233               | 233                               | 0        | 0        | 0        | 233           |
| <b>TOTAL</b>                                          | <b>233</b>        | <b>233</b>                        | <b>0</b> | <b>0</b> | <b>0</b> | <b>233</b>    |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

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MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF CAMBRIDGE BAY**  
**KITIKMEOT REGION**

| PROJECT                                                 | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |          |              |          | ACTUAL BUDGET |
|---------------------------------------------------------|-------------------|-----------------------------------|----------|--------------|----------|---------------|
|                                                         |                   | 1997/98                           | 1998/99  | 1999/00      | 2000/01  |               |
| LOTS FOR 2 HOUSING UNITS                                | 110               | 25                                | 0        | 0            | 0        | 25            |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING - PWGSC/NCC     | 10                | 50                                | 0        | 81           | 0        | 131           |
| LOT DEVELOPMENT FOR 10 HOUSING UNITS (0,10) - PWGSC/NCC | 50                | 50                                | 0        | 0            | 0        | 50            |
| ADDITIONAL FIRE TRUCK                                   | 176               | 0                                 | 0        | 187.3        | 0        | 187.3         |
| <b>TOTAL</b>                                            | <b>346</b>        | <b>125</b>                        | <b>0</b> | <b>268.3</b> | <b>0</b> | <b>393.3</b>  |

NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF KUGLUKTUK**  
**KITIKMEOT REGION**

| PROJECT                                    | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |                |              |          | ACTUAL BUDGET  |
|--------------------------------------------|-------------------|-----------------------------------|----------------|--------------|----------|----------------|
|                                            |                   | 1997/98                           | 1998/99        | 1999/00      | 2000/01  |                |
| REVIEW WATER DELIVERY CAPACITY             | 60                | 10                                | 0              | 50           | 0        | 60             |
| ADDITIONAL PARKING GARAGE                  | 100               | 0                                 | 0              | 0            | 0        | 0              |
| TWO CLASSROOM SCHOOL                       | 78                | 76                                | 1,062          | 50           | 0        | 1,188          |
| LOTS FOR 14 HOUSING UNITS (1,7,6)          | 180               | 0                                 | 143            | 78           | 0        | 221            |
| LOTS FOR 13 HOUSING (0,13) - PWGSC/NCC     | 180               | 98                                | 0              | 0            | 0        | 98             |
| LOT DEVELOPMENT FOR ONE OFFICE - PWGSC/NCC | 40                | 0                                 | 136.5          | 0            | 0        | 136.5          |
| GRAVEL INVESTIGATION AND SUPPLY            | 700               | 2.5                               | 330            | 142          | 0        | 474.5          |
| ADDITIONAL FIRE TRUCK                      | 102               | 0                                 | 0              | 121.3        | 0        | 102            |
| ADDITIONAL WATER TRUCK                     | 50                | 0                                 | 0              | 100          | 0        | 100            |
| ADDITIONAL SEWAGE TRUCK                    | 50                | 0                                 | 0              | 100          | 0        | 100            |
| INCREASE FUEL STORAGE CAPACITY             | 40                | 7.5                               | 40             | 0            | 0        | 47.5           |
| HEALTH CENTRE NEEDS REVIEW                 | 0                 | 28                                | 0              | 0            | 0        | 28             |
| <b>TOTAL</b>                               | <b>2,180</b>      | <b>222</b>                        | <b>1,711.5</b> | <b>641.3</b> | <b>0</b> | <b>2,574.8</b> |

|                                |   |   |   |   |   |
|--------------------------------|---|---|---|---|---|
| INCREASE FUEL STORAGE CAPACITY | 0 | 0 | 0 | 0 | 0 |
|--------------------------------|---|---|---|---|---|

\* Note: PPD Project; no funding provided.



NUNAVUT INCREMENTAL INFRASTRUCTURE PROGRAM

MUNICIPAL INCREMENTAL INFRASTRUCTURE PROJECTS

**MUNICIPALITY OF GJOA HAVEN**  
**KITIKMEOT REGION**

| PROJECT                                             | ORIGINAL ESTIMATE | PROPOSED CAPITAL PLAN (X \$1,000) |            |            |          | ACTUAL BUDGET  |
|-----------------------------------------------------|-------------------|-----------------------------------|------------|------------|----------|----------------|
|                                                     |                   | 1997/98                           | 1998/99    | 1999/00    | 2000/01  |                |
| WATER SUPPLY REVIEW AND UPGRADE                     | 320               | 63.5                              | 102        | 10         | 0        | <b>175.5</b>   |
| ONE CLASSROOM SCHOOL                                | 326               | 236                               | 138        | 15         | 0        | <b>389</b>     |
| LOTS FOR 7 HOUSING UNITS (1,3,3)                    | 110               | 0                                 | 0          | 110        | 0        | <b>110</b>     |
| LOTS FOR 10 HOUSING UNITS (0,5,5) - PWGSC/NCC       | 110               | 100.5                             | 10         | 0          | 0        | <b>110.5</b>   |
| LOT DEVELOPMENT FOR ONE OFFICE BUILDING - PWGSC/NCC | 20                | 71.5                              | 0          | 0          | 0        | <b>71.5</b>    |
| GRAVEL NEEDS                                        | 500               | 58                                | 382.5      | 0          | 0        | <b>440.5</b>   |
| SEWAGE LAGOON IMPROVEMENTS                          | 0                 | 0                                 | 62.5       | 0          | 0        | <b>62.5</b>    |
| <b>TOTAL</b>                                        | <b>1,386</b>      | <b>529.5</b>                      | <b>695</b> | <b>135</b> | <b>0</b> | <b>1,359.5</b> |



NUNAVUT MUNICIPAL INCREMENTAL INFRASTRUCTURE PROGRAM

## DEMOGRAPHIC ASSUMPTIONS

### NUNAVUT MUNICIPAL INCREMENTAL INFRASTRUCTURE PROGRAM 1997/98 TO 1999/2000

These are the demographic assumptions which have been utilized by the Nunavut Incremental Community Infrastructure Project Team to recommend, to the Infrastructure Task Team, estimates on the influx of population into Nunavut communities affected by the decentralization of new positions for the Nunavut Government during the transition period of 1996/97 to 1999/2000, in order to plan for required incremental community infrastructure.

| DEMOGRAPHIC ASSUMPTIONS                                     |                                                                                                                              |
|-------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------|
| 1. AVERAGE FAMILY SIZE                                      | AN AVERAGE 1.3 FOR (INCREMENTAL) GN EMPLOYEES PER FAMILY SHOULD BE USED                                                      |
| 2. PERCENTAGE OF NON-FAMILY PERSONS ("SINGLES")             | 11% NUNAVUT<br>25% NON-NUNAVUT                                                                                               |
| 3. PERCENTAGE OF NUNAVUT HIRES FOR INCREMENTAL GN JOBS      | 25%                                                                                                                          |
| 4. PERCENTAGE OF COMMUNITY HIRES FOR INCREMENTAL GN JOBS    | 25%                                                                                                                          |
| 5. PERCENTAGE OF NON-NUNAVUT HIRES FOR INCREMENTAL GN JOBS  | 50%                                                                                                                          |
| 6. AVERAGE FAMILY SIZE PER INCREMENTAL GN JOB               | 3.5 (NOTE: A WEIGHTED AVERAGE OF THE CANADIAN AVERAGE OF 3.1 AND THE NUNAVUT AVERAGE OF 4.3, AS REPORTED IN THE 1991 CENSUS) |
| 7. JOB MULTIPLIER                                           | 1.3 (NOTE: ASSUMED TO BE A GENERAL MULTIPLIER, FOR PRIVATE SECTOR, TEACHERS, SOCIAL WORKERS, RCMP OFFICERS, ETC.)            |
| 8. FEDERAL GOVERNMENT JOBS (TO BE ASSIGNED ONLY TO IQALUIT) | 57                                                                                                                           |
| 9. MUNICIPAL GOVERNMENT JOB MULTIPLIER                      | 0.0                                                                                                                          |
| <b>NUMBER OF INCREMENTAL GN JOBS: 600</b>                   |                                                                                                                              |
| ASSUMED NUMBER OF TOTAL FEDERAL GOVERNMENT JOBS: 57         |                                                                                                                              |
| (600 GN JOBS + 57 FEDERAL JOBS) x 1.3 MULTIPLIER JOBS       |                                                                                                                              |

## FOOTPRINTS 2

## JOB CREATION ESTIMATE

by  
 NUNAVUT INCREMENTAL INFRASTRUCTURE PROJECT TEAM  
 and  
 NUNAVUT IMPLEMENTATION COMMISSION

APPENDIX A-6: Nunavut Government - Employment and Demographic Impacts of Recommended Design and Decentralization Models

The decentralized organizational design model recommended in this report would result in a total of 1,100 headquarters and regional positions being located in 11 communities across Nunavut:

| COMMUNITY     | RECOMMENDED NUMBER OF HEADQUARTERS AND REGIONAL POSITIONS | INCREASE OVER THE PROJECTED LEVELS OF CIVIL EMPLOYMENT BY MARCH 31, 1999 |
|---------------|-----------------------------------------------------------|--------------------------------------------------------------------------|
| IGLOOLIK      | 75                                                        | 75                                                                       |
| POND INLET    | 72                                                        | 70                                                                       |
| CAPE DORSET   | 57                                                        | 56                                                                       |
| PANGNIRTUNG   | 69                                                        | 69                                                                       |
| IQALUIT       | 374                                                       | 164                                                                      |
| RANKIN INLET  | 135                                                       | 24                                                                       |
| ARVIAT        | 68                                                        | 50                                                                       |
| BAKER LAKE    | 62                                                        | 48                                                                       |
| CAMBRIDGE BAY | 110                                                       | 26                                                                       |
| KUGLUKTUK     | 56                                                        | 36                                                                       |
| GJOA HAVEN    | 22                                                        | 22                                                                       |
|               |                                                           | 600                                                                      |

Pages A-6.2 through A-6.5 present a detailed analysis of the structure and demographic impacts of the Nunavut Government employment recommended in this report.

**SOURCE OF INFORMATION:**  
**FOOTPRINTS 2**  
 by Nunavut Implementation Commission

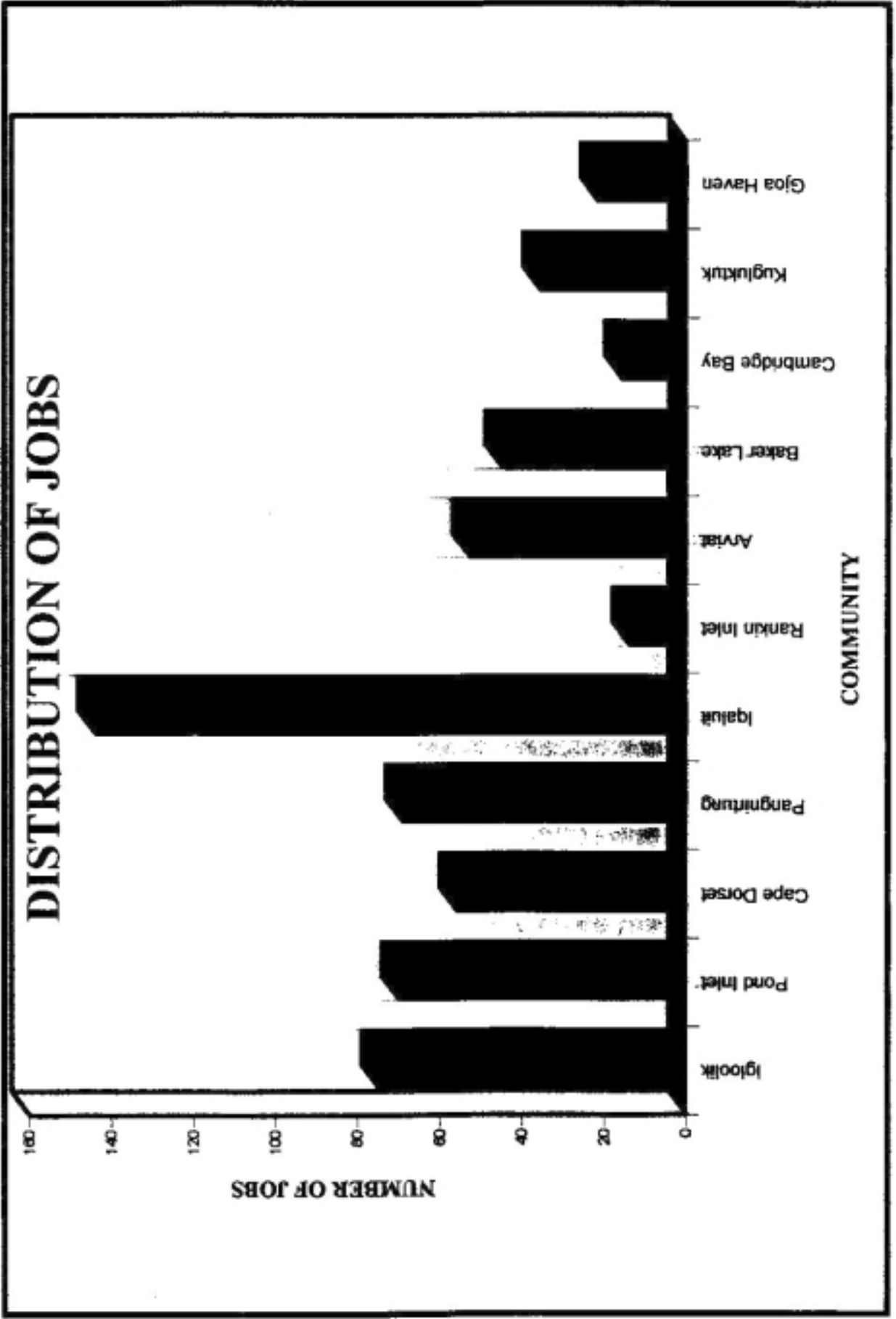
## ESTIMATED POPULATION INFLUX INTO NUNAVUT IMPACT COMMUNITIES

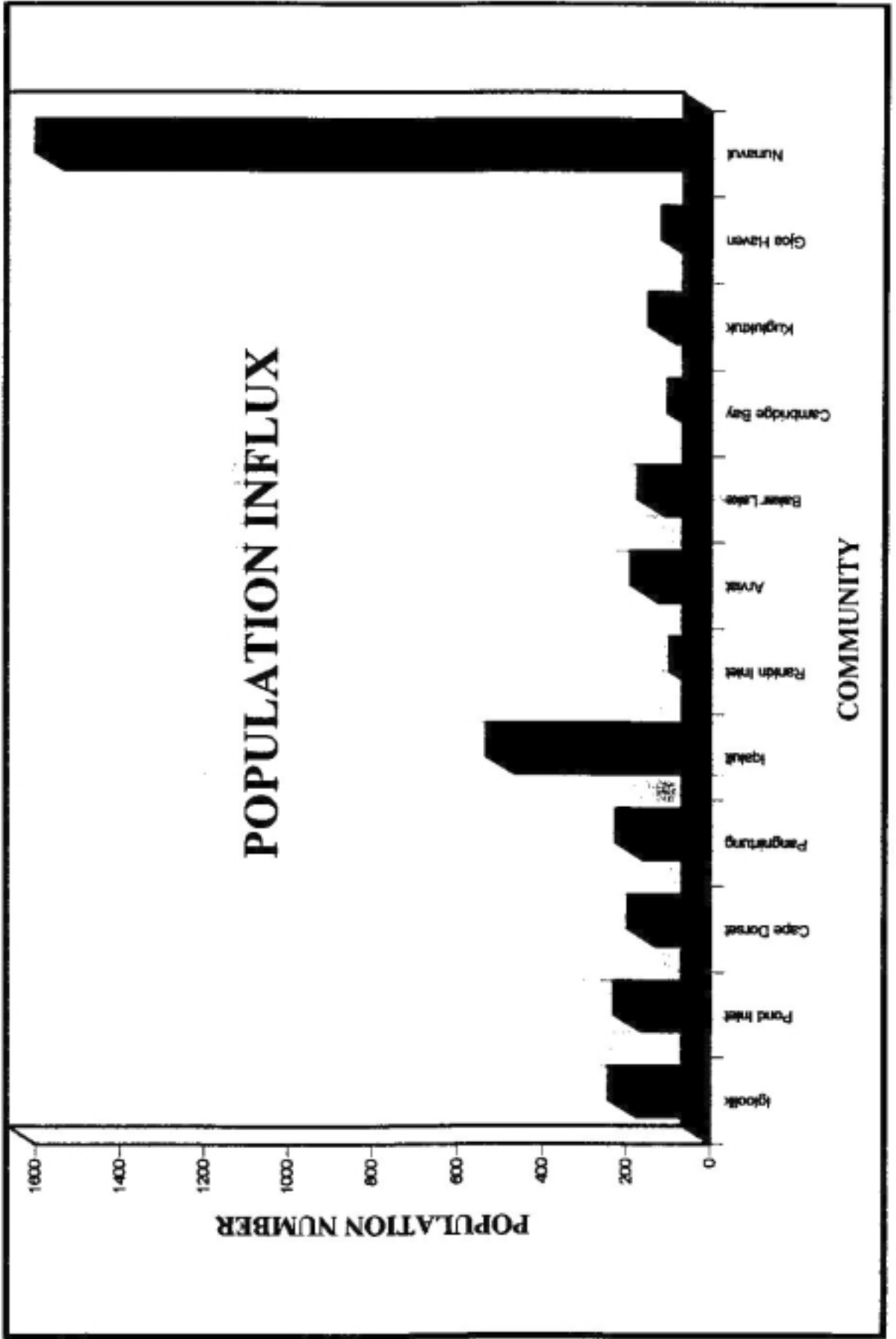
| COMMUNITY     | POPULATION INFLUX | ESTIMATED NUMBER OF JOBS | % ADDITION TO 1995 POPULATION |
|---------------|-------------------|--------------------------|-------------------------------|
| IGLOOLIK      | 175               | 75                       | 16                            |
| POND INLET    | 163               | 70                       | 15                            |
| CAPE DORSET   | 131               | 56                       | 12                            |
| BANGVIRTUNG   | 160               | 69                       | 12                            |
| IQUALUIT      | 467               | 144                      | 11                            |
| RANKIN INLET  | 32                | 14                       | 2                             |
| ARVIAT        | 125               | 53                       | 8                             |
| BAKER LAKE    | 108               | 45                       | 8                             |
| CAMBRIDGE BAY | 36                | 16                       | 3                             |
| KUGLUKTUK     | 84                | 36                       | 7                             |
| GJOA HAVEN    | 52                | 22                       | 6                             |
| <b>TOTAL</b>  | <b>1533</b>       | <b>600</b>               |                               |

SOURCE OF INFORMATION:

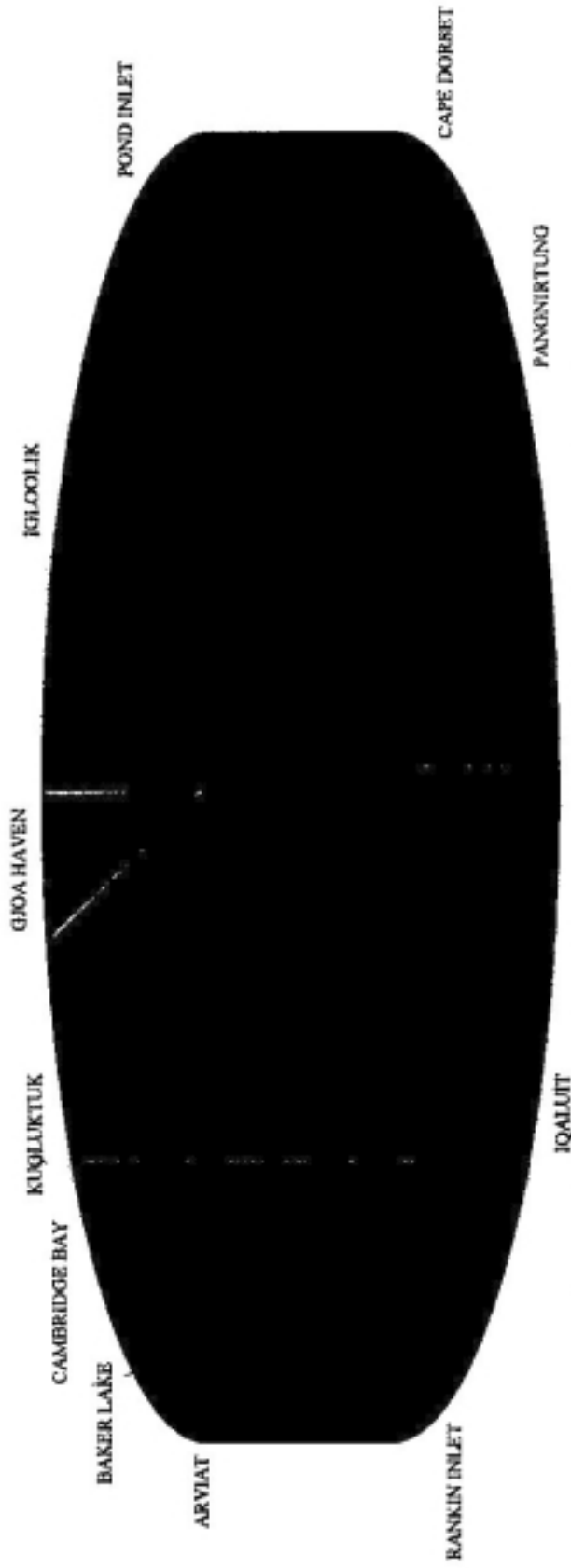
Nunavut Incremental Infrastructure Project Team  
March 25, 1997

### MODEL 1 - 600 FTEs





# PRELIMINARY HOUSING UNITS DISTRIBUTION



Note: Housing Development Densities & Lot Requirements to be Confirmed.



## HOUSING UNITS AND OFFICE BUILDINGS REQUIREMENTS IN NUNAVUT IMPACT COMMUNITIES

| COMMUNITY     | HOUSING UNITS REQUIREMENTS                                |           |           |                                    |            |            | OFFICE BUILDINGS REQUIRED PWGSC/NCC | TOTAL UNITS REQUIRED (EXCL. SIDA) |
|---------------|-----------------------------------------------------------|-----------|-----------|------------------------------------|------------|------------|-------------------------------------|-----------------------------------|
|               | ADDITIONAL UNITS REQUIREMENTS TO ACCOMMODATE ON EMPLOYEES |           |           | PWGSC/NCC (FEDERAL GOVERNMENT/NCC) |            |            |                                     |                                   |
|               | SFU                                                       | APT       | RH        | SFU                                | APT        | RH         |                                     |                                   |
| IGLOOLIK      | 1                                                         | 9         | 12        | 2                                  | 15         | 17         | 1                                   | 56                                |
| POND INLET    | 1                                                         | 8         | 12        | 2                                  | 14         | 16         | 1                                   | 53                                |
| CAPE CORSET   | 1                                                         | 9         | 6         | 1                                  | 12         | 13         | 1                                   | 42                                |
| PANGNIERTUNG  | 1                                                         | 7         | 12        | 2                                  | 14         | 16         | 1                                   | 52                                |
| IQALUIT       | 4                                                         | 36        | 28        | 2                                  | 18         | 20         | 1                                   | 108                               |
| RANKIN INLET  | 0                                                         | 0         | 0         | 0                                  | 5          | 5          | 0                                   | 10                                |
| ARVIAT        | 1                                                         | 7         | 9         | 0                                  | 10         | 13         | 1                                   | 40                                |
| BAKER LAKE    | 1                                                         | 7         | 6         | 1                                  | 9          | 10         | 1                                   | 34                                |
| CAMBRIDGE BAY | 2                                                         | 0         | 0         | 0                                  | 5          | 5          | 1                                   | 12                                |
| KUGLUKTUK     | 1                                                         | 7         | 6         | 0                                  | 0          | 13         | 1                                   | 27                                |
| GJOA HAVEN    | 1                                                         | 3         | 3         | 0                                  | 5          | 5          | 1                                   | 17                                |
| <b>TOTAL</b>  | <b>14</b>                                                 | <b>93</b> | <b>94</b> | <b>10</b>                          | <b>107</b> | <b>133</b> |                                     | <b>451*</b>                       |

SFU - Single Family Units, APT. - Apartments, RH - Row Housing Units

**PWGSC/NCC = 250 UNITS**

**GN (Additional) = 201 UNITS**

NOTE\*: *Housing development densities and lot requirements will be determined and confirmed during the project planning & implementation process.*

By: Nunavut Incremental Infrastructure Project Team  
and  
Federal Government Infrastructure Project Team  
Updated May 22, 1997

## ANTICIPATED STUDENT ENROLMENT POPULATION

by  
COMMUNITY

| COMMUNITY     | STUDENT ENROLMENT | CLASSROOMS REQUIRED |
|---------------|-------------------|---------------------|
| IGLOOLIK      | 45                | 3                   |
| POND INLET    | 41                | 3                   |
| CAPE DORSET   | 33                | 3                   |
| PANGNIRTUNG   | 41                | 3                   |
| IQALUIT       | 120               | 7 (NEW SCHOOL)      |
| RANKIN INLET  | 8                 | 0                   |
| ARVIAT        | 32                | 3*                  |
| BAKER LAKE    | 28                | 3*                  |
| CAMBRIDGE BAY | 9                 | 0                   |
| KUGLUKTUK     | 22                | 2                   |
| GJOA HAVEN    | 13                | 1                   |
| <b>TOTAL</b>  | <b>392</b>        | <b>28</b>           |

**NOTE\***

1. Children per family are based on 1.5 per Nunavut family and 0.7 per outside Nunavut family.
2. Number of classrooms required under review.

**SOURCE OF INFORMATION:**

Nunavut Incremental Infrastructure Project Team  
March 25, 1997

### MODEL 1 - 600 FTEs

May 22, 1997