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RETURN TO WRITTEN QUESTION

Asked by: John Main, MLA

Asked of: Hon. Paul Quassa, MLA Premier

Number: 004-5(2)

Date: March 20, 2018

Subject: Status of Decentralization

Question 1:

"Expressing the information in a comparable format to that which was provided in Returns to Written Question 12-4(2) and 26-4(3), what is the status of the Government of Nunavut's decentralization initiative as of March 1, 2018?"

Note: With approval from the Clerk of the Legislative Assembly, the information provided is as of March 31, 2018.

Response to Question 1:

By 2004, the Government of Nunavut committed to decentralize certain functions or divisions for a combined total of 459 positions to the 10 designated communities. As of March 31, 2018 there were 1,791 other government positions in those 10 communities.

	December 2004	<u>March 2018</u>
Total Positions in Decentralized Communities (includes 459 designated decentralized)	1,483	2,250
Total Positions in Iqaluit, Headquarters	1,226	1,991
Total Positions in Non-Decentralized Communities	<u> </u>	648
Total Positions	3,198	4,889

As of March 31, 2018, 1,991 positions (approximately 41%) were located in Iqaluit, while 2,898 positions (approximately 59%) were located outside of Iqaluit. The 459 designated decentralized positions commitment constitute approximately 9% of the total GN positions.

The decentralization data is broken down by current departmental structures. The data includes the following GN departments and territorial corporations:

- Community and Government Services (CGS)
- Culture and Heritage (CH)
- Executive and Intergovernmental Affairs (EIA)
- Education (EDU)
- Finance (FIN)
- Health (HEA)
- Family Services (FS)
- Justice (JUS)
- Economic Development and Transportation (EDT)
- Environment (ENV)
- Nunavut Arctic College (NAC)
- Nunavut Housing Corporation (NHC)
- Qulliq Energy Corporation (QEC)
- Nunavut Business Credit Corporation (NBCC)
- Nunavut Development Corporation (NDC)

The non-financial data for all departments and territorial corporations except QEC and NDC was generated from ePersonality as of March 31, 2018. The data for Qulliq Energy Corporation was provided by the corporation. The data for Nunavut Development Corporation was provided by the corporation (however, as specified in the Nunavut Development Act, NDC employees are not members of the Nunavut Public Service).

Question 1(a):

From April 1, 1999 to March 31, 2018, how many Government of Nunavut departmental, board, agency and crown corporation positions (broken down by entity) were decentralized from Iqaluit, Rankin Inlet or Cambridge Bay to another community (broken down by community)?

Response to Question 1(a):

Attached is the list of cabinet approved decentralized positions by employing entity and community as of March 31, 2018:

Community	EIA	FIN	FS	SUL	СН	EDU	HEA	NHC	ENV	CGS	EDT	NDC	NAC	QEC	Total
Cape Dorset								17		19	2				38
Igloolik		19			16				15	1					51
Pangnirtung	6		12			4	17		5	1	10				55
Pond Inlet				1		13				29	7				50
Arviat			9			13		6		1	2		11		42
Baker Lake					5					14				31	50
Rankin Inlet	1	4							1	8	13	5	1		33
Cambridge Bay	1	4					1			5					11
Gjoa Haven				5							7				12
Kugluktuk	1		1		10		7			8					27
Iqaluit					1	7	2		2	3			2		17
Total	9	27	22	6	32	37	27	23	23	89	41	5	14	31	386

NB: NBCC is not included in the table as all NBCC positions are now located in Iqaluit.

From March 31, 2017 to March 31, 2018, the following changes were made to the number of cabinet approved decentralized positions:

- FIN reactivated one (1) obsolete position that had a decentralized status
- EDU deactivated four (4) positions that had a decentralized status (as of August 14, 2017, per CE# 04-16-438 (6227))

Question 1 (b):

As of March 31, 2018, how many of these positions were filled on an indeterminate or term basis with employees considered as members of the Public Service?

AND

Question 1(c):

As of March 31, 2018, how many of these positions were filled with Nunavut Inuit and how many were filled with non-Inuit?

Response to Questions 1(b) and 1(c):

The response considers how the position was filled on March 31, 2018 and not as of the date of decentralization. Below are the numbers of Inuit versus non-Inuit as of March 31, 2018, broken down between indeterminate and term employments. NDC employees are not included in these totals because they are not members of the Public Service.

Employment Status	Nunavut Inuit	Non- Inuit	Total
Indeterminate	153	105	258
Term	2	4	6
Total	155	109	264

Question 1(d):

As of March 31, 2018, how many of these positions were filled with persons who were previously living in the decentralized community and how many were filled with persons relocating from: Iqaluit; Rankin Inlet; Cambridge Bay; and Southern Canada?

Response to Question 1(d):

ePersonality captures local hire information for individuals, but not employments. Of those positions filled, 184 of those employees were hired locally.

Question 1(e):

As of March 31, 2018, how many of these positions were having their functions performed by persons engaged on a casual, contractual or consultancy basis? How many of those persons were deemed to be residents of Nunavut for federal income tax purposes and how many were non-residents?

Response to Question 1(e):

The nature of casual employment is such that casual assignments cannot be connected to specific positions in ePersonality. Federal employment law precludes the GN from filling positions with contractors or consultants.

Question 1(f):

As of March 31, 2018, how many decentralized positions were vacant (broken down by employing entity and community)?

AND

Question 1(g):

As of March 31, 2018, how many positions had been vacant for more than six (6) months (broken down by employing entity and community)?

Response to Questions 1(f) & 1(g):

Positions are considered vacant until filled by an indeterminate or term employee. Positions that have been only filled on a contractual or casual basis are still deemed vacant. The response to Questions 1(f) and 1(g) includes positions that were vacant as of March 31, 2018.

The vacancy by employing entity and by community as of March 31, 2018 (left hand column for each department) and for more than six (6) months as of March 31, 2018 (right hand column for each community) was:

	E	IA	F	IN	F	s	JL	JS	С	H	E	DU	Н	EA	N	IC	EI	NV	C	GS	E	DT*	N	AC	N	DC	Q	EC	То	tal
Community	As of March		As of March	പറ	As of March		As of March 31, 2018		As of March	More than 6 months			As of March	e	As of March 31, 2018		As of March		As of March	:	As of March		As of March	പറ	As of March		As of March		As of March 31, 2018	More than 6 months
Cape Dorset															3	2			5	5									8	7
Igloolik			9	8					3	3							7	5											19	16
Pangnirtung	3	3			2	1					1	1	9	7			3	1			3								21	13
Pond Inlet							1				5	4							9	5	2								17	9
Arviat					1						8	6											5	4					14	10
Baker Lake									2	2									3	3							3	2	8	7
Rankin Inlet	1																1	1	3	2	5	2							10	5
Cambridge Bay																			1	1									1	1
Gjoa Haven							2	2													2	2							4	4
Kugluktuk									4	2			4	3															8	5
Iqaluit											4	4	2										1						7	4
Total	4	3	9	8	3	1	3	2	9	7	18	15	15	10	3	2	11	7	21	16	12	4	6	4	0	0	3	2	117	81

NB: NBCC is not included in the table as all NBCC positions are now located in Iqaluit.

Question 1(h):

As of March 31, 2018, how much has the Government spent on settlements for employees who declined to accept offers of employment for decentralized positions, and who subsequently departed the Public Service?

Clarifications for Question 1(h):

This includes all individuals who selected option (c) within 90 days of receipt of their letter on the decentralization initiative and who had departed the public service as of March 31, 2017. It would not include individuals who formally declined to accept offers of employment but deferred their actual departure dates and had not departed the public service as of March 31, 2017. This amount also includes removal costs.

AND

Question 1(i):

As of March 31, 2018, what has been the total cost to the Government of Nunavut for the decentralization initiative, including, but not limited to, the following areas of expenditure:

- i. Relocation and removal costs for employees;
- *ii.* Settlements and other compensation for employees declining offers of employment for decentralized positions;
- iii. Advertising and recruitment;
- *iv.* Infrastructure, office renovations and other capital expenditures, including all costs associated with the construction, provision and furnishing of staff housing in decentralized communities; and
- v. Administrative and miscellaneous costs, including expenditures incurred by the Decentralization Secretariat of the EIA?

Response to Questions 1(h) and 1(i):

The Decentralization Secretariat was dissolved and removed from EIA's organizational structure per Cabinet approval at the end of the First Legislative Assembly. Therefore, the costs presented in the response to the Return to Written Question No. 10-2(4) in 2008 were the final values.

Question 2:

"As of March 1, 2018, what was the status of the implementation of the "Key Actions," "Key Recommendations" and "Timelines" contained in the Government of Nunavut's Decentralization Action Plan, which was tabled in the Legislative Assembly on June 5, 2012?"

Note: With approval from the Clerk of the Legislative Assembly, the information provided is as of March 31, 2018.

Response to Question 2:

The Government of Nunavut's Decentralization Action Plan tabled on June 5, 2012 identified common goals and identified activities and timelines for each of the following four areas:

- 1. Community
- 2. Communications
- 3. Strengthening the Model
- 4. Capacity Building

Updates on the implementation of this plan as of March 31, 2018 are attached.

To date, the Government of Nunavut has strengthened decentralization by:

- Improving structures and supports for a decentralized public service;
- Building capacity to deliver programs and services;
- Promoting Inuit employment and Inuit Societal Values; and
- Improving communications and networks among decentralized offices.

Decentralization Action Plan Area: Community

Key	Key Actions	Departmental Roles	Timeline	March 31, 2017 Update	March 31, 2018 Update
Recommendation Making Changes in Decentralization Policy and Governance	Aim to situate at least 60 per cent of all public service jobs outside of Iqaluit	All departments have a role –with central coordination of ensuring positions are created outside of Iqaluit led by the Department of Human Resources (HR)	60% of all positions located outside of lqaluit has been met the objective will be to continue to	 As of March 31, 2017: 2,202 positions in decentralized communities 631 positions in non-decentralized communities 1,950 positions in Iqaluit FIN continuously monitors GN employment statistics. 	As of March 31, 2018: • 2,250 positions in decentralized communities • 648 positions in non- decentralized communities • 1,991 positions in Iqaluit

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			monitor new positions and location		
	In recognition of positions located outside of Iqaluit aim for a better fit between positions and community, including strengths, characteristics and labour market	Led by HR, Education, Executive and Intergovernmental Affairs (EIA), Economic Development and Transportation (EDT) and Finance to produce an Inuit Labour Force Analysis to be used by all departments for understanding the labour market.	March 2013	A trilateral (Government of Nunavut, Government of Canada, and Nunavut Tunngavik) working group has been conducting weekly teleconferences since April 2015 to discuss various surveys being conducted in Nunavut. The Government of Canada will complete a Nunavut Inuit Labour Force Analysis report in the last quarter of 2017-18 in consultation with the GN & NTI.	The Nunavut Inuit Labour Force Analysis report was completed in February 2018 and shared between the trilateral working group (Government of Nunavut, Government of Canada, and Nunavut Tunngavik) to guide internal discussion. The trilateral working group is currently using the report to revise future surveys.
Strengthening the Decentralization Model	Establish a local Managers' Network led by an Assistant Deputy Minister to assist in coordinating activities of the Managers' Network	ADM-HR to develop local Managers' Network	April 2013	The Department of Human Resources was dissolved in 2012, as was the ADM-HR position. A local Managers' Network was not created.	
	Involve Government Liaison Officers in the network and in coordinating with community	ADM-HR and the Director GLO to lead GLO participation in local Managers' Network and community coordination	Ongoing	As of March 31, 2017, 24 out of 25 Government Liaison Officer positions are staffed indeterminately. The Government Liaison office ensures government programs and services are	As of March 31, 2018, 24 out of 25 Government Liaison Officer positions are staffed indeterminately. As of April 30, 2018, all 25
	Improve the visibility and transparency of GN activities in all communities	Departments need to hold more community visits at the ADM and Senior Management levels, including in the meetings discussions with the local	Ongoing	 easily accessible for all Nunavummiut. The Government Liaison Program: Serves as a reliable source of information about government programs Acts as a delivery agent for certain government services 	Government Liaison Officer positions will be staffed indeterminately.

		Managers' Network and encourage meetings with community members where possible		 Allows for feedback to government Provides coordination for collaborative initiatives between levels of government. 	
Practicing Inuit Societal Values (ISV)	Encourage and support personal integration of new hires into the workplace and community	This should be built into each department's employee orientation process	Ongoing with each new hire	EIA delivers an employee orientation program quarterly in Iqaluit and on an as-needed basis in the decentralized communities.	In 2017-18, EIA delivered 18 employee orientations in 12 communities.

Decentralization Action Plan Area: Communications

Кеу	Key Actions	Departmental Roles	Timeline	March 31, 2017 Update	March 31, 2018 Update
Recommendation					
Strengthening the	Engage GN	All departments should	To be done	The decentralization action plan was	
Decentralization	employees in regional	ensure this action plan	electronically	shared with GN employees in 2012.	
Model	and community-based	is shared with	ASAP by		
	offices in	employees in	members of the		
	implementing the plan	communities outside of	Building		
		Iqaluit	Capacity		
			Committee		
			working group		
			with employees		
			outside of		
			Iqaluit		
	Identify a director-	ADM-HR to work with	ASAP and	A local Managers' Network was not	
	level sponsor to	community directors to	ongoing as	created.	
	provide local	take on leadership roles	turnover within		
	leadership for the		management		
	Managers' Network		occurs		

ur G	lelp people nderstand what the SN does in each ommunity	GLO participation in community events is critical as is the creation of radio advertisements that can be aired by CARS in each community that broadens community understanding of the GN role	December 2012 and Ongoing	As of March 31, 2017, 24 out of 25 Government Liaison Officer positions are staffed indeterminately. The GLO division establishes and maintains active two-way communications with the public and provides easier access to programs and services.	As of March 31, 2018, 24 out of 25 Government Liaison Officer positions are staffed indeterminately. As of April 30, 2018, all 25 Government Liaison Officer positions will be staffed indeterminately.
in	ngage municipalities implementing parts f the plan	The GLO's in each community will be key to the success of engaging communities and will bring in all departments as needed	ASAP – and ongoing as the availability of GLO's become more prevalent in Nunavut's communities		
to de	ncourage managers o explain their ecision making rocesses to staff	All departments need to encourage more interaction amongst management and staff	ASAP and ongoing	 The Government of Nunavut has several HR directives that encourage managers to explain their decision making processes to staff, including: HRM 318 Inuit Qaujimajatuqangit HRM 316 Performance Management System 	
to cc cc m	rovide the right tools o enable more direct ontact with olleagues and nanagers at a istance	As increased bandwidth comes into the territory more will need to be done to supplement what is already being done today which includes phone, fax and email	Dependant on the Information Communication Technology (ICT) strategy and improvements to Nunavut's broadband access	Improvements to Nunavut's broadband access have led to more reliable communication and more direct contact with colleagues and managers at a distance. GN Departments can now access video conference through CGS Help Desk in 11 communities as well as through the Telehealth network in all	

Enable Decision Making and Influence	Develop and communicate a process for consultation and information-sharing within departments and agencies	The local Managers' Network will include provisions for increased dialogue and engagement amongst departments and agencies	April 2013	communities. Currently, video conference is being used by GN Departments for meetings, interviews, and training courses. All GN departments and agencies regularly consult and share information with each other as part of normal operations and processes.	
	Recognize that even small administrative decision making powers will improve the situation in community-based offices	All departments should encourage change and build upon the delegation of authority mechanisms in place today to encourage autonomy recognizing where the process of approvals currently takes place. Supervisors should also be encouraged to take training in delegating authority wherever possible.	December 2012 and ongoing	 EIA offers a number of training courses and programs that focus on the development of supervisory skills, effective leadership, and delegation, including: The Hivuliqtikhanut Leadership Development Program (Emerging Leaders' Series, Supervisors' Series, Senior Managers' Series) Managing Remote Teams Fundamentals of Supervision And others 	 EIA continues to expand the variety of training courses that focus on the development of supervisory skills, including: Delegating for Growth Managing and Leading Change Management Skills for Non-Managers Effective Team Development Leadership for Team Leaders and Supervisors And others
	Develop promotional videos for communities related to job candidates	EDT should take a lead role in partnership with Nunavut Arctic College (NAC) and Nunavut Tourism on the development of promotional videos to be distributed to HR and other employing	April 1, 2013 for development of videos and distribution to all departments / agencies	Promotional videos for job candidates were not created.	

	departments and agencies of the GN, including identifying ways on promoting employment through trade shows, career fairs, and television with possible inclusion during pre-theatre events			
Include social integration of new hires in the activities of the local Manage Network and the GL	s' include orientation into	April 2013	GN supervisors lead in the social and professional integration of new hires. EIA also delivers a cultural orientation program quarterly in Iqaluit and on an as-needed basis in the decentralized communities, which includes social and cultural activities.	In 2017-18, EIA delivered 18 cultural orientations in 12 communities.
Ensure that professionals and para-professionals are connected and develop specialist expertise	The Managers' Network is to connect each of the targeted groups	April 2013	 EIA has offered a number of occupational training programs that support para-professionals and professionals to develop specialist expertise, including: Administrative Skills Development Program Supervisory Skills Program Nunavut Advanced Management Diploma And others 	

Decentralization Action Plan Area: Strengthening the Model

Key	Key Actions	Departmental Roles	Timelines	March 31, 2017 Update	March 31, 2018 Update
Recommendation				•	
Making Changes in Decentralization Policy and Governance	Establish a more accurate and realistic count of government positions to help manage expectations about local access to GN jobs and services	HR will lead the data collection and analysis of all GN positions as a part of the overall PY control project initiated in 2011 and as an ongoing process into providing quality data collection and analysis	December 2012	There are 4,783 GN positions as of March 31, 2017. Statistical data on GN positions is recorded quarterly in the Towards a Representative Public Service (TRPS) report.	There are 4,889 GN positions as of March 31, 2018.
	Ensure that decision makers have strategic advice, analysis and accurate information to support decisions on where to locate people and positions	HR will lead all departments at streamlining the process for position movement outside of Iqaluit and recommend that the authority for position movement be at the administrative level	December 2012	According to the GN's Government Process Manual, Cabinet approval is required for transfer of positions between communities.	
Improving Structures and Supports for a Decentralized Public Service	Wherever possible, design community- based functions as intact work units with an on-site manager, rather than isolated positions with remote management	HR will lead this process through the development of the HR Strategic Plan and will discuss future projects that impact on increased government operations with a view to increasing positions outside of Iqaluit	April 2013	The GN Human Resource Strategy was completed with specific goals and objectives set to be implemented GN- wide between 2014 and 2018, including establishing departmental staffing plans and improving workforce data for planning and decision-making.	The development of the next GN Human Resource Strategy is a business plan priority for FIN in 2018-19.
	Provide GN employees with a view of any improvements planned over the next several	All departments should encourage a positive and optimistic outlook by discussing plans for	ASAP and ongoing	As of March 31, 2017, GN computer workstations have been fully upgraded to the Windows 8.1 operating system, and GN departments now have access	

	implementing the GN	to videoconferencing technology.
working conditions and	ICT strategic plan,	
tools	information systems	
	improvements,	
	technology upgrades	
	and any other	
	scheduled office	
	improvements.	

Decentralization Action Plan Area: Capacity Building

Кеу	Key Actions	Departmental Roles	Timelines	March 31, 2017 Update	March 31, 2018 Update
Recommendation					
Making Changes in	Ensure all GN functions	HR will lead this	April 2013	The GN Human Resource Strategy	The development of the next
Decentralization	are structured, staffed	process through the		was completed with specific goals and	GN Human Resource Strategy
Policy and	and or located in the	development of the HR		objectives set to be implemented GN-	is a business plan priority for
Governance	best way to deliver	Strategy that integrates		wide between 2014 and 2018. EIA and	FIN in 2018-19.
	programs and services	community readiness		FIN will now evaluate the	
		and departmental		implementation and begin developing	
		consultation		the next HR Strategy.	
Improving	Place a priority on	All departments should	ASAP and	The NHC is currently conducting a	The NHC continues to
Structures and	staffing management	initiate the lead on	Ongoing	Staff Housing Policy review. The	implement the Blueprint for
Supports for a	positions that have	identifying vacant		review will recommend changes to the	Action on Housing and the
Decentralized	been vacant for a long	positions with support		policy, including reexamination of the	related actions with respect to
Public Service	time	from HR on staffing		category rating system used to	supporting the government
		them, in addition the GN should review the		prioritize staff housing by position.	mandate of decentralization:
		rating system for		The review will also explore the	In the first half of fiscal year
		allocation of staff		feasibility of altering existing GN staff	2018-19 the NHC will finalize its
		housing to reflect this		housing subsidy models, and examine	recommendations to Cabinet
		action item as a priority		options for homeownership programs	with respect to the Staff
				to support access to market housing.	Housing Policy review. A central
					aim of the update will be to
				A consultant has been working with	support improving the housing
				Finance and NHC and the review is	continuum and private housing

	 expected to be complete by July 2017. The GN, through the Blueprint for Action on Housing, has committed to several actions intended to ensuring the GN can meet the housing needs of its employees, as an important step in addressing recruitment and retention issues, and supporting a decentralized public service. The NHC has begun the second stage of a review of its suite of Homeownership Programs, within will look at the efficacy of current programs and potential updates and gaps. The NHC will explore the potential to do targeted consultation with potential homeowners in the regional hubs and selected decentralized communities within fiscal year 2018-19. The NHC will renew efforts to collaborate with the Regional Inuit Associations on potential housing projects and block land development on municipal Inuitowned lands, as well as on joint business cases to support federal lobbying for housing-related funds. The NHC continues to implement its Inuit Employment Plan. A central pillar of this plan involves working with the local housing organizations to establish a continuum of Inuit employment from the communities into the Coporation's district offices
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					(Cambridge Bay, Arviat, Cape Dorset), headquarters (Arviat) and directorate (Iqaluit). This will be carried out in conjunction with improved support to the local housing organizations to improve their operational efficiencies and services.
rule orde mor	es and processes in der to staff positions bre efficiently and courage local hire	New processes within HR and the GN are being taken into consideration with respect to the development of changes to the Human Resources Manual and staffing guidelines. Departments in collaboration with HR should identify new initiatives in hiring by looking to internship- like programs where individuals could be hired through part-time training and employment scenarios – examples include Finance interns, Environment Conservation Officer Trainees and others that are outside of the normal hiring process	Ongoing	 HRM 518 on Restricted Competitions was introduced in 2015. Restricted competitions enable Government of Nunavut (GN) departments and public bodies to limit the eligibility of certain candidates to specific criteria (restricted to Nunavut Inuit, internal competition, and restricted to Nunavut Inuit by location). This process supports the GN's commitment to the Priority Hiring Policy. EIA has developed 3 new initiatives (Career Broadening, Amaaqtaarniq Education Program, and Training Travel Fund) specifically for Inuit employees to gain skills and experience within the GN that would assist in securing indeterminate or advanced employment. 	EIA's new Inuit employment initiatives (Career Broadening Program, Amaaqtaarniq Education Program, and Training Travel Fund) became available to GN Inuit employees in the fall of 2017.

Promoting Inuit Employment	Include a targeted recruitment strategy for difficult to fill positions in the GN HR Strategy and its implementation plan	HR has created a recruitment unit to fill hard-to-fill positions and to focus on beneficiary hires and will utilize the unit in the development of a recruitment strategy incorporated into the GN Human Resources Strategy	April 2013	FIN has a Staffing and Recruitment division that focuses on hard-to-fill positions as well as Inuit hires. EIA is working on a GN Master Inuit Employment Plan (IEP) that will incorporate detailed departmental IEPs which will include how each department is planning to fill hard-to-fill positions with Inuit in the short, medium and long term.	The GN's Master Inuit Employment Plan (IEP) is being used by all departments and agencies in April 2018. EIA's Sivumuaqatigiit division will monitor all plans.
	Expand the internship program to target specific entry level professional and paraprofessional positions within the GN	This was completed with an expansion of the internship program in early 2012.	Completed and ongoing review of the Sivuliqtiksat program	The Sivuliqtiksat Internship Program continues to target specific entry-level professional and paraprofessional positions within the GN. As of March 31, 2017, there were eleven (11) interns in the Sivuliqtiksat Internship Program. Five (5) more internships are currently being filled through the staffing process and a waitlist has been established to continually fill vacant internship positions in various departments.	As of March 31, 2018, there were ten (10) interns in the Sivuliqtiksat Internship Program. Six (6) more internships are currently being filled through the staffing process and there are seven (7) applications in the waitlist.