



RETURN TO WRITTEN QUESTION

Asked by: John Main, MLA

**Asked of: Hon. Joe Savikataaq, MLA
Premier**

Number: 82-5(2)

Date: March 16, 2021

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) and 004-5(2), what is the status of the Government of Nunavut’s decentralization initiative as of March 1, 2021?”

Note: With approval from the Clerk of the Legislative Assembly, the information provided is as of March 31, 2021.

Response to Question 1:

By 2004, the Government of Nunavut (GN) committed to decentralize certain functions or divisions for a combined total of 459 positions to the 10 designated communities. As of March 31, 2021 there were 1,897 other government positions in those 10 communities.

	<u>December 2004</u>	<u>March 2021</u>
Total Positions in Decentralized Communities (includes 459 designated decentralized)	1,483	2,356
Total Positions in Iqaluit, Headquarters	1,226	2,170
Total Positions in Non-Decentralized Communities	<u>589</u>	<u>741</u>
Total Positions	3,198	5,267

As of March 31, 2021, 2,170 positions (approximately 41 per cent) were located in Iqaluit, while 3,097 positions (approximately 59 per cent) were located outside of Iqaluit. The 459 designated decentralized positions commitment constitute approximately nine per cent 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)
- Human Resources (HR)
- 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 Qulliq Energy Corporation (QEC) and Nunavut Development Corporation (NDC) was generated from ePersonality as of March 31, 2021. The data for was provided by the corporation. The data for QEC and NDC 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, 2021, 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, 2021:

Community	EIA	FIN	FS	JUS	CH	EDU	HEA	NHC	ENV	CGS	EDT	HR	NDC	NAC	QEC	Total
Kinngait								16		19	2					37
Igloolik		7			16				13	1		5				42
Pangnirtung	5		10			4	17			1	12					49
Pond Inlet				1		13				27	6					47
Qikiqtarjuaq									1							1
Resolute Bay											1					1
Arviat						22		6	2	1	2			8		41
Baker Lake					5					14					31	50
Rankin Inlet									1	9	14	5	5	1		35
Cambridge Bay							1			5		5				11
Gjoa Haven				5							5					10
Kugluktuk			1		10		6			7						24
Iqaluit					1	7	2		1	2	3			2		18
Total	5	7	11	6	32	46	26	22	18	86	45	15	5	11	31	366

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

Question 1 (b):

As of March 31, 2021, 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, 2021, 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, 2021 and not as of the date of decentralization. Below are the numbers of Inuit versus non-Inuit as of March 31, 2021, 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	151	88	239
Term	1	7	8
Total	152	95	247

Question 1(d):

As of March 31, 2021, how many of these positions were filled with persons who were previously living in the decentralized community, or elsewhere in Nunavut, and how many were filled with persons relocating from out of Territory?

Response to Question 1(d):

ePersonality captures local hire information for individuals, but not employments. Of those positions filled, 167 of those employees were hired locally. ePersonality does not capture information about the point of origin of a relocated person and does not distinguish between employees relocating from elsewhere in Nunavut or from out of territory.

Question 1(d) continued:

As of March 31, 2021, how many positions had been vacant for more than six (6) months (broken down by employing entity and community)?

Response to Question 1(d) continued:

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 includes positions that were vacant as of March 31, 2021.

The number of positions vacant for more than six (6) months by employing entity and by community as of March 31, 2021 was:

Community	EIA	FIN	FS	JUS	CH	EDU	HEA	NHC	ENV	CGS	EDT	HR	NDC	NAC	QEC	Total
Kinngait								1		7						8
Igloodik		3			3				6	1						13
Pangnirtung	2		1				3			1	4					11
Pond Inlet						5				8						13
Arviat						10		1						1		12
Baker Lake					1					4					3	8
Rankin Inlet											4	1	2			7
Cambridge Bay										1						1
Gjoa Haven				2							1					3
Kugluktuk					1		1			1						3
Iqaluit						2					2			1		5
Total	2	3	1	2	5	17	4	2	6	23	11	1	2	2	3	84

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

Question 2:

“As of March 1, 2021, 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?”

Response to Question 2:

The GN’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

The Decentralization Action Plan has concluded. The updates provided below as of March 31, 2017, and March 31, 2018 are the final updates on the implementation of the Decentralization Action Plan.

Of the 26 identified actions, 22 were completed as of March 31, 2018. Actions taken under the Decentralization Action Plan included the maintenance of at least 60 per cent of public service jobs outside of Iqaluit, increased visibility of Government Liaison Officers to help people understand what the GN does in each community, ongoing human resources supports to encourage local hiring and staff hard-to-fill positions, ongoing training and development opportunities for managers and employees in all communities to support capacity building, and an ongoing employee and cultural orientation program to help new hires integrate into their workplace.

Three proposed actions related to the creation of local managers' networks, which were not established. The Department of Human Resources (HR) provides ongoing support and training to managers through the Employee Relations division and through specialized training opportunities such as the *Hivuliqtikhanut* Leadership Development Program. Under the 2021-22 Business Plan, HR is also implementing an onboarding process that will support departments to orient new employees to the workplace, with the goal of increasing engagement and retention.

The remaining proposed action was to develop promotional videos for communities related to job candidates, which were not created. Under the 2017-23 Master Inuit Employment Plan, the GN participates in specialized career fairs and targets post-secondary institutions to position the public service as an employer of choice. A 'role models' campaign features Inuit employees to build awareness of the public service as a place to have an interesting and rewarding career. Many departmental Inuit Employment Plans include public outreach and communications to promote in-demand occupations and attract potential Inuit candidates to jobs available in the department or agency.

Overall, 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.

The overarching recommendation from the 2011 Decentralization Review and the resulting 2012 Decentralization Action Plan was that to improve the effectiveness of the public service and its community-based offices, the GN has to emphasize capacity-building across all positions and communities, and not focus only on the subset of the 459 positions originally decentralized by 2004.

As a result, the GN remains committed to ensuring that at least 60 per cent of all public service positions are located outside of Iqaluit. This balance is maintained as new positions are created in decentralized and non-decentralized communities, as well as in Iqaluit. Cabinet approval is also required for transfer of positions between communities.

Decentralization Action Plan Area: Community

Key Recommendation	Key Actions	Departmental Roles	Timeline	March 31, 2017 Update	March 31, 2018 Update
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 Iqaluit has been met the objective will be to continue to monitor new positions and location	As of March 31, 2017: <ul style="list-style-type: none"> • 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: <ul style="list-style-type: none"> • 2,250 positions in decentralized communities • 648 positions in non-decentralized communities • 1,991 positions in Iqaluit
	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	ADM-HR and the Director	Ongoing	As of March 31, 2017, 24 out of 25	As of March 31, 2018, 24 out of

	Liaison Officers in the network and in coordinating with community	GLO to lead GLO participation in local Managers' Network and community coordination		Government Liaison Officer positions are staffed indeterminately. The Government Liaison office ensures government programs and services are easily accessible for all Nunavummiut. The Government Liaison Program: <ul style="list-style-type: none"> • Serves as a reliable source of information about government programs • Acts as a delivery agent for certain government services • Allows for feedback to government • Provides coordination for collaborative initiatives between levels of government. 	25 Government Liaison Officer positions are staffed indeterminately. As of April 30, 2018, all 25 Government Liaison Officer positions will be staffed indeterminately.
	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 Managers' Network and encourage meetings with community members where possible	Ongoing		
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

Key Recommendation	Key Actions	Departmental Roles	Timeline	March 31, 2017 Update	March 31, 2018 Update
Strengthening the Decentralization Model	Engage GN employees in regional and community-based offices in	All departments should ensure this action plan is shared with employees in	To be done electronically ASAP by members of the	The decentralization action plan was shared with GN employees in 2012.	

	implementing the plan	communities outside of Iqaluit	Building Capacity Committee working group with employees outside of Iqaluit		
	Identify a director-level sponsor to provide local leadership for the Managers' Network	ADM-HR to work with community directors to take on leadership roles	ASAP and ongoing as turnover within management occurs	A local Managers' Network was not created.	
	Help people understand what the GN does in each community	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.
	Engage municipalities in implementing parts of 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		
	Encourage managers to explain their decision making processes 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: <ul style="list-style-type: none"> • HRM 318 Inuit Qaujjimajatuqangit 	

				<ul style="list-style-type: none"> HRM 316 Performance Management System 	
	Provide the right tools to enable more direct contact with colleagues and managers at a distance	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	<p>Improvements to Nunavut's broadband access have led to more reliable communication and more direct contact with colleagues and managers at a distance.</p> <p>GN Departments can now access video conference through CGS Help Desk in 11 communities as well as through the Telehealth network in all communities. Currently, video conference is being used by GN Departments for meetings, interviews, and training courses.</p>	
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	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	December 2012 and ongoing	<p>EIA offers a number of training courses and programs that focus on the development of supervisory skills, effective leadership, and delegation, including:</p> <ul style="list-style-type: none"> The Hivuliqtikhanut Leadership Development Program (Emerging Leaders' Series, Supervisors' Series, Senior Managers' Series) Managing Remote Teams Fundamentals of Supervision 	<p>EIA continues to expand the variety of training courses that focus on the development of supervisory skills, including:</p> <ul style="list-style-type: none"> Delegating for Growth Managing and Leading Change Management Skills for Non-Managers Effective Team Development Leadership for Team

		training in delegating authority wherever possible.		<ul style="list-style-type: none"> • And others 	<p>Leaders and Supervisors</p> <ul style="list-style-type: none"> • 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 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	April 1, 2013 for development of videos and distribution to all departments / agencies	Promotional videos for job candidates were not created.	
	Include social integration of new hires in the activities of the local Managers' Network and the GLO	The GLO's in each community will lead this process that would include orientation into the community and the local Managers' Network	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	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:	

	expertise			<ul style="list-style-type: none">• Administrative Skills Development Program• Supervisory Skills Program• Nunavut Advanced Management Diploma• And others	
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Decentralization Action Plan Area: Strengthening the Model

Key Recommendation	Key Actions	Departmental Roles	Timelines	March 31, 2017 Update	March 31, 2018 Update
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	

	years to improve working conditions and tools	implementing the GN ICT strategic plan, information systems improvements, technology upgrades and any other scheduled office improvements.		to videoconferencing technology.	
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Decentralization Action Plan Area: Capacity Building

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

				<p>expected to be complete by July 2017.</p> <p>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.</p>	<p>market within Nunavut's communities.</p> <p>The NHC has begun the second stage of a review of its suite of Homeownership Programs, which 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.</p> <p>The NHC will renew efforts to collaborate with the Regional Inuit Associations on potential housing projects and block land development on municipal Inuit-owned lands, as well as on joint business cases to support federal lobbying for housing-related funds.</p> <p>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 Corporation's district offices</p>
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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.
	Increase flexibility in HR rules and processes in order to staff positions more efficiently and encourage local hire	<p>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.</p> <p>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</p>	Ongoing	<p>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.</p> <p>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.</p>	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.

<p>Promoting Inuit Employment</p>	<p>Include a targeted recruitment strategy for difficult to fill positions in the GN HR Strategy and its implementation plan</p>	<p>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</p>	<p>April 2013</p>	<p>FIN has a Staffing and Recruitment division that focuses on hard-to-fill positions as well as Inuit hires.</p> <p>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.</p>	<p>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.</p>
	<p>Expand the internship program to target specific entry level professional and paraprofessional positions within the GN</p>	<p>This was completed with an expansion of the internship program in early 2012.</p>	<p>Completed and ongoing review of the Sivuliqtiksat program</p>	<p>The Sivuliqtiksat Internship Program continues to target specific entry-level professional and paraprofessional positions within the GN.</p> <p>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.</p>	<p>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.</p>