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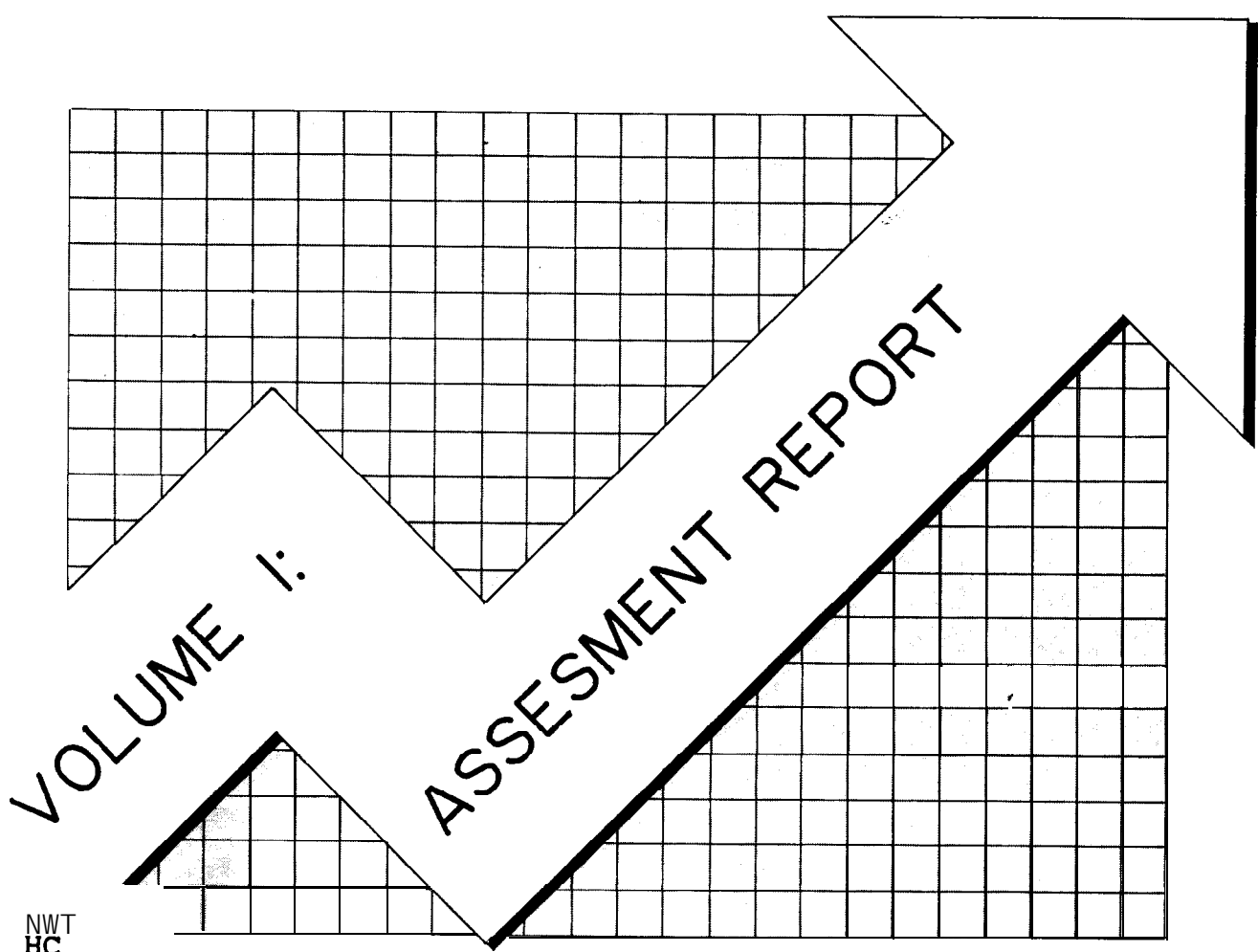
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Northwest Territories
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VOLUME I:

ASSESSMENT REPORT

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Canada

JUNE, 1986

FORWARD

"In framing our recommendations, we have been mindful of how governments and bureaucracies react to proposals for change. New requirements must not be so massive as to overwhelm or immobilize the public service; nor must they deter the public service from its fundamental role of serving people. We recognize that the circumstances in which we are working are not unlike those that caused Dean Acheson, the former U.S. Secretary of State to write that "carrying out administrative reform in the State Department is like operating for an appendectomy on a man carrying a piano upstairs". What we recommend, therefore must not add new complication.

(However) . ..the patient cannot be returned to good health by poultices alone. Any cure that will work must look to a fundamental diagnosis of the ailment and take into account the economic costs of the cure and the adverse side effects of the treatment. "There is a price for any reform which must be judged, like any other cost, in terms of foreseeable benefits. But it is surely not beyond our will and wit to prescribe for the disease without crippling the patient. "

The Lambert Commission (Royal Commission on Financial Management and Accountability), Final Report, March, 1979, pp.8.

LETTER OF TRANSMITTAL



**Northwest Territories
Housing Corporation**

JUNE 20, 1986

MR. GARY JAEB, CHAIRMAN OF THE BOARD,
N. W. T. HOUSING CORPORATION:
CO-CHAIRMAN, STEERING COMMITTEE,
CORPORATE PLANNING PROJECT.

MR. HIRAM BEAUBIER, PRESIDENT,
N. W. T. HOUSING CORPORATION:
CO-CHAIRMAN, STEERING COMMITTEE,
CORPORATE PLANNING PROJECT.

Gentlemen;

On behalf of the other members of our Project Team--Jim Fennell, Margaret Walton, Michael Armstrong, Robert A. Johnson, and Shannon Gerhards--I am pleased to present you and the members of the Steering Committee with this draft Assessment Report.

The Report is divided into two volumes. Volume I, the Assessment Report proper, contains our major findings and recommendations. The essence of the report can be found in Chapter Four, "Findings" and Chapter Five, "Major Corporate Issues and Recommendations". Volume II, "Working papers", contains most of the studies, discussion papers, and special projects. While much of this material will be familiar to the members of the Steering Committee--because it has emerged out of the Steering Committee meetings--it will be unfamiliar to many managers and board members. It is provided to help them participate as fully as possible in the major decisions that lie ahead.

Our Project Team would like to acknowledge the continual support and encouragement of our Minister, the Honorable Michael A. Ballantine, the members of your Steering Committee, the members of the Board of Directors, and the managers within the Corporation. We wish to acknowledge also the assistance provided by Mr. Craig Johnson, Manager of Policy, who prepared the Policy Review and the Program-Client Profile.

We are looking forward to the upcoming Steering Committee and Senior Managers' Workshop where this report will be discussed in detail. Any recommendations for changes in the final report will be incorporated. Once the Steering Committee has selected its corporate priorities, we will be happy to assist in the development of the Housing Corporation's Corporate Plan and Strategy.

Mike Bell, Project Team Coordinator,
Corporate Planning Project.

P. O. Box 2100, Yellowknife, N. W. T. X1A2P6 Phone: (403) 873-7853 Tel ex: 034-45587

EXECUTIVE SUMMARY
AND
RECOMMENDATIONS

EXECUTIVE SUMMARY

INTRODUCTION

The Northwest Territories Housing Corporation has been providing services to residents of the N.W.T. for more than a decade. At present it owns and maintains more than four thousand public housing units and, in increasing numbers, it is assisting residents to build and maintain their own houses.

Throughout its history it has had to contend with an ever increasing demand for houses, limited resources, and the provision of housing services in a difficult physical environment. Understandably, in spite of its **notable** accomplishments as an organization, it has also encountered problems and difficulties.

The Corporate Planning Exercise is designed to allow the organization to step back, take stock of its strengths and weaknesses, and **plot** its future direction.

PURPOSE

The purpose of this Assessment Report is to provide the Steering Committee for the Northwest Territories Housing Corporation's Corporate planning project with a picture of the **major** corporate issues it faces as an organization. It endeavors to answer the questions:

- o Where is the Housing Corporation at the present time, in terms of its development as an organization; and
- o Where does it want to go?

Once the Steering Committee has reviewed the contents of this report and made its own decisions as to its longer term corporate priorities, the project will enter the Development Phase. A Corporate Plan and Strategy will be developed. This document, to be prepared in draft form by early September, 1986, will indicate how the Corporation intends to achieve its corporate priorities--how it intends to get where it wants to go. Once the Corporate Plan and Strategy has been finalized by the Steering Committee the project **will** enter the Implementation Phase. It is anticipated that it **will** take from twelve

to eighteen months for the Steering Committee to fully achieve the changes it wishes to effect in the organization.

BACKGROUND

This project traces its beginnings to the work of the Legislative Assembly's Special Committee on Housing. After many months of research and public hearings in over forty communities, the Committee published its Final Report in June, 1985. It recommended major changes in the way Government and the Housing Corporation were providing housing services to N.W.T. residents.

After a careful consideration of the recommendations, the Government published its response document in October, 1985. Entitled A New Era in Housing: Planning Together for the Future, the document contained a number of specific short-term remedies. The major thrust was to deal with the longer term. It mandated the N.W.T. Housing Corporation to develop and implement a Corporate Plan and Strategy.

In November, 1985, a Steering Committee was established under the co-chairmanship of the Chairman of the Board and the Corporation's President. Other members include: the Vice-Presidents of the Divisions of Finance and Administration, Programs and Planning, and Construction; the Yellowknife District Manager; and the Minister responsible for the Housing Corporation. A five-person Project Team was established to carry out the research and develop draft documents for the consideration of the Steering Committee. In December, 1985, the workplan was submitted by the Project Team and approved by the Steering Committee.

CONTENT OF THIS DOCUMENT

Chapter One, Introduction, provides the background information, describes the methodology, and outlines the subsequent Chapters. The Steering Committee instructed the Project Team to adopt a methodology which would enable it to gather the relevant information and, at the same time, allow for the full participation of managers. It wanted to ensure that the exercise would not result in "one more study" but would be directed towards its ultimate goal -- improved services at the community level. To achieve this goal the Steering Committee recognized that it would have to have the full participation of the Corporation's managers. They were most likely to know the kinds of

changes that were required and would ultimately be responsible for effecting the changes recommended by the Steering Committee.

Chapter Two, The New Context, provides the context within which the Steering Committee will evaluate the information gathered during the Assessment Phase. It also provides a process for decision-making.

Evaluation is, essentially, a matter of asking the right questions. A close review of the work of the Special Committee on Housing revealed that the recommendations in the Final Report stress three basic principles: accountability to the local community, community development and economic development. If these three principles are turned into questions and used as criteria for evaluating the various aspects of the Corporation--its program and delivery systems, and its relationships with other organizations--alternative approaches become apparent. These alternatives can be evaluated in terms of costs and benefits, and modifications can be made to present programs and services delivery systems.

Chapter Three, Organizational Profile, provides a picture of the organization as it is today: its corporate and organizational structure, program activities, budget and relationship with other organizations.

Chapter Four, Findings, is the heart of the report. It provides the major findings that resulted from the three basic research activities: management interviews, studies, and special projects.

More than seventy managers were interviewed in headquarters and the regions. They were asked to comment on: corporate relations, organizational structure, support systems, management roles and practices, financial infrastructure, programs, the role of Associations and Authorities, training, and public relations. A profile was prepared on managers in terms of background experience, education, and length of time in present position.

Individual studies concentrated upon a review of policy, organizational structure and management information system requirements, the development of a program-client profile, an assessment of the Corporation's ability to forecast long term housing needs, and its Human Resource Development capability.

Finally, there were a number of special projects, most of which evolved in response to concerns of the Steering Committee. These included: development of a Draft Statement of Mission, Principles and Program Goals; a public relations document explaining the nature of the corporate planning exercise and the anticipated benefits; a one-day workshop with the Board of Directors; a three-day workshop with representatives of Associations and Authorities; the development of the "New Context" for critical analysis; and a review of corporate models in the provinces.

Each activity contributed to our findings and the conclusions that the Project Team has drawn from the findings.

Chapter Five, Major Corporate Issues and Recommendations, outlines the major corporate issues and recommends corporate priorities for the consideration of the Steering Committee.

In the opinion of the Project Team the major corporate issues facing the Housing Corporation are:

1. the lack of comprehensive G.N.W.T. housing policy;
2. the lack of strategic and management policy and appropriate support mechanisms;
3. the lack of information at **all** levels of the organization;
4. the lack of clarity in program delivery;
5. the lack of clarity in terms of the **skills**, resources and responsibilities for service delivery;
6. the lack of an organizational structure which **will** support a de-centralized delivery system and management environment;
7. the lack of a human resources development capability;
8. the lack of a development strategy to assist local housing organizations; and
9. the lack of a results-oriented management style linked to corporate objectives.

These issues become the Major Target Areas for longer term development. These are:

1. Development of a G.N.W.T. Comprehensive Policy within which the mission and mandate of the N.W.T. Housing Corporation is defined.
2. Develop a Policy, Planning and Support Unit.
3. Creation of a Management Information Systems unit with a mandate to develop new systems, maintain existing systems and provide support services.
4. Complete a Program Review.
5. Complete Functional Review of Corporation Activities.
6. Review of the organizational structure.

7. Establish a Human Resource Development unit.
8. Create a Development Strategy for the delivery of housing services.
9. Implement a Performance Measurement System.

The report concludes with the following specific **recommendations**:

1. That the Housing Corporation enter into negotiations with the G. N. W.T. to establish a comprehensive housing policy within which the mission and mandate of the Housing Corporation is defined.
2. That the Housing Corporation establish a Policy, Planning and Support Services Unit reporting to the President with the responsibility for policy development and provision of appropriate management support systems.
3. That the Housing Corporation establish an information systems unit with the responsibility for developing necessary systems, maintenance procedures and support services.
4. That a review of existing programs and delivery systems be conducted within the new context.
5. That the Corporation conduct a functional analysis to determine skills, resources, roles and information requirements within the delivery system.
6. That the Housing Corporation review and, if necessary, re-organize its structure to reflect a decentralized delivery system and management environment.
7. That the Corporation develop a Human Resources Development Unit to address its requirements.
8. That the Housing Corporation, in cooperation with local housing organizations, create a development strategy for the delivery of housing services.
9. That the Housing Corporation develop a performance measurement system.

THE NEXT STEP

With the publication of this Draft Assessment Report the Assessment Phase comes to an end. The Steering Committee will review the report at a three day workshop with senior managers at the end of June, 1986. In addition to suggesting modifications, changes, and corrections to the report so that the final draft can be distributed, the Steering Committee must select its corporate priorities--its Major Target Areas for longer term development.

Once the Major Target Areas are determined the Project Team will develop a Draft Corporate Plan and Strategy. This document will contain specific results to be achieved in each target area, **workplans**, resource requirements and time lines. The Steering Committee **will** review the draft and make whatever changes it requires.

It is anticipated that the Steering Committee will publish its Corporate Plan and Strategy by mid-September, 1986.

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CHAPTER I INTRODUCTION

In November, 1985, the Northwest Territories Housing Corporation launched its Corporate Planning Project. This Assessment Report is the culmination of the first phase of the project, the Assessment Phase. It describes, in detail, where the Corporation is in terms of its development as an organization and the major challenges it now faces.

In this first chapter we will:

- describe the historical background that created the need for this present project;
- describe the Corporate Planning Project itself: its purpose, methodology, and the assumptions upon which the design and methodology are based;
- describe the Assessment Phase; and
- introduce the following chapters of this document.

HISTORICAL BACKGROUND

The Special Committee on Housing

In the Spring of 1984, because of growing concerns about the housing situation in the N.W.T., the Legislative Assembly established the Special Committee on Housing. Made up entirely of M.L.A.s, the Special Committee was charged with the responsibility of investigating all aspects of housing services throughout the Territories. It conducted extensive research, held public hearings in some 40 communities, and in June, 1985, it submitted its Final Report to the Legislative Assembly.

The Final Report was undoubtedly the most comprehensive overview of housing ever developed in the Territories. Containing 82 recommendations, the document challenged existing government housing policy--or lack of it--and called for extensive and sweeping changes. Though the recommendations affected all government departments involved even remotely in the delivery of housing services, they had a special impact on the N.W.T. Housing Corporation, the Government's lead agency for housing. With the publication of the Final Report it became apparent that the Corporation would have to totally re-examine its mission, role, approach to service delivery, and its relationship to government and local communities.

Government's Response: The "New Era" Document

In October, 1985, after a careful examination of the recommendations contained in the Final Report, the Government published its response document. Entitled, A New Era in Housing: Planning Together For the Future the document divided the recommendations into two categories. For those which were short-term and relatively simple in nature it outlined specific actions that should be taken as soon as possible. For the rest of the recommendations--those that were more complex and of a longer-term nature--it required a more comprehensive and longer-term strategy. It therefore instructed the N.W.T. Housing Corporation to initiate a Corporate Planning Project.

Terms of Reference

In addition to providing a mandate for the Corporate Planning Project, the "New Era" Document provided a terms of reference. The project was to address issues related to the Corporation's mission and philosophy, corporate and organizational structure, programs, management, information systems, planning and research, training requirements, construction, coordination with the Federal Government and other departments, program evaluation, public relations, and community development (relations with local communities and especially with Housing Associations and Authorities). The purpose of the exercise was to enable the Corporation to answer three basic questions.

- Where is the organization at the present time, in terms of its development?
- Where does it want to go?
- How is it going to get there?

The "New Era" document described the anticipated results of the exercise--a comprehensive planning document **called a Corporate Plan and Strategy**. This would outline the Major Target Areas that **would represent** the developmental priorities of the Corporation over the longer term (2-4 year), the specific results that were to be achieved in each Major Target Area, and a strategy or **workplan** that **would lead** to the achievement of these results. Though the Government did not require that the Corporate Plan and Strategy respond to every specific recommendation of the Final Report it was clearly the intent that the exercise should address the **major** concerns raised by the Special Committee on Housing.

In November, 1985, the N.W.T. Housing Corporation launched its Corporate Planning Project with a completion date scheduled for May, 1986.

THE CORPORATE PLANNING PROJECT

Purpose: To Effect Change

The ultimate purpose of the Corporate Planning Project is to improve housing services for residents of the N.W.T. If the project does not achieve this objective it will have failed.

The short-term objective is to effect change. It is apparent from the Final Report of the Special Committee on Housing that to address the current problems change is required. But what kinds of changes are required and how do we effect these changes?

Assumptions about Change

If our short-term goal is to effect the kinds of changes that will result in improved services for people we must work from some basic assumptions about the kind of changes that are required and the manner in which they should be introduced. This Corporate Planning Project rests upon three basic assumptions about change.

Assumption #1. IN ORDER FOR A GOVERNMENT ORGANIZATION TO CHANGE SIGNIFICANTLY IT MUST RE-DEFINE ITS RELATIONSHIPS WITH GOVERNMENT AND THE PEOPLE IT SERVES. Since the Housing Corporation is a government agency fulfilling a political mandate, it cannot determine what it should be without first asking the question, "What does government want us to be?". The mission or purpose of the Corporation is dependant upon the role that government has asked it to play. Usually its mission is expressed in the legislation that has brought it into existence and in the government policy-framework that continually adapts its mission to a changing environment. A Corporate Planning Project must examine the relationship of the Corporation to government and, if necessary, help to re-define that relationship.

In a similar manner it must examine its relationship to the people it is serving--individuals, organizations and communities. In terms of this particular exercise the Housing Corporation has a decided advantage since the Special Committee on Housing has gathered a great deal of information on what people think of housing services.

Assumption #2. IF AN ORGANIZATION IS TO EFFECT CHANGE IT MUST HAVE CLEAR GOALS AND OBJECTIVES AND A SERVICE PHILOSOPHY WHICH IS CLEARLY STATED AND UNDERSTOOD AT EACH LEVEL OF THE ORGANIZATION.

There is a need for internal consistency which reflect the desired changes. The mission, corporate and organizational change must reflect the mandate that is given by government. Program goals must be

articulated and reflect both the mission and the requirement of clients. Management practices, support systems, and operations must support and sustain the delivery of services. All **internal** aspects of the organization--its structure, policies, service philosophy, and operations must reflect a common understanding of "the business we are in".

Assumption #3. PEOPLE CREATE CHANGE.

The history of our government and all governments is replete with studies, research projects, special commission reports, investigations, corporate planning exercises; but none of these extensive (and often expensive) undertakings has ever created change. Only people create change.

Organizational change usually begins when managers come to realize that some kind of change is required. After numerous discussions a consensus arises as to what specific changes are required, why they are required, and how the changes can be implemented. A strategic plan is then drawn up which identifies the required changes and outlines specific strategies for achieving them. The strategic plan also includes an accountability structure indicating which managers are responsible for effecting specific changes within given time lines.

Change will occur most effectively if those people within an organization--particularly the managers--are **directly** involved in the change process. Their opinions must be solicited and listened to; they must be given time to adjust to change; and, if the proposed changes will require new skills managers must be adequately trained. Though every effort must be made to achieve consensus about the kinds of changes required and the manner of effecting them, this does not mean that each person has an equal voice.

The ultimate responsibility for change within an organization rests with senior management. It is the senior management team which sets the direction, defines the desired results and approves the major strategies--in a manner that reflects the political will. Undoubtedly the most difficult task of all for senior management is to assume the responsibility for creating, what has come to be called in the management literature, the new "corporate culture". Senior management must continually explain to staff why changes must occur, the manner in which they are to occur, and the benefits these changes **will** bring to the organization. In a word, senior management must "claim ownership" for change and be willing to be held accountable for effecting it.

Because Government commissioned the Corporate Planning Project in order to facilitate the kinds of changes recommended by the Special Committee on Housing, it was clear from the outset that the project had to be more than a glorified research or planning study. Those charged with the responsibility for effecting change--the Minister, the Board of Directors and the senior management team--required a mechanism that would not only indicate the kinds of changes required but would serve as a tool to effect the changes. For this reason the assumptions about change were built into both the project design and methodology.

Project Design

On December 20, 1985 the Steering Committee approved the project design. The project was divided into three phases: Assessment, Development, and Implementation.

During the Assessment Phase the Project Team gathered information on all aspects of the Corporation: its mission, service philosophy, corporate and organizational structure, programs, operations, and relationships with other organizations. It was anticipated that the Assessment Phase would require four months and culminate in an Assessment Report which would contain the findings.

During the Development Phase the Steering Committee would develop a Corporate Plan and Strategy. Using the findings contained in the Assessment Report, the Steering Committee would determine the developmental priorities for the next several years. These priorities--referred to in this document as Major Target Areas--would be refined in order to determine the specific results to be achieved in each target area. Workplans would then be developed for each Major Target Area which would indicate costs, time-lines, responsibilities, etc. It was anticipated that the Development Stage would require two months.

Once the Corporate Plan and Strategy was developed and approved by the Steering Committee the project would then enter the Implementation Phase. Though the project design allowed for only one month for implementation--just enough time to start the process--it was recognized that total implementation would likely require a year to 18 months. During the Implementation Phase the major activities would include: integration of the projects workplans into the day to day activities of the Corporation; the development and introduction of a results-oriented management style throughout the Corporation; the training of all managers; and the development of appropriate monitoring mechanisms to enable the Corporation to monitor its progress in implementing the changes that are required.

Project Management

The Project was carried out under the direction of a Steering Committee made up of the major decisions-makers within the Corporation. Its membership included: The Chairman of the Board of Directors and the President (or acting President) who served as the co-chairmen; the Vice-Presidents of Finance and Administration, programs and Planning, and Construction; the Senior District Manager from the Yellowknife District Office; and the Minister responsible for the Housing Corporation. It was the responsibility of the Steering Committee to approve workplans, direct the activities of the Project Team, assess information, make the critical decisions about the priorities and future direction, and develop the Corporate Plan and Strategy.

A Project Team was created to carry out all staff functions--preparing workplans for the approval of the Steering Committee, gathering information, preparing meetings, providing workshops for staff, board members and other participants, etc. The Project Team consisted of a Coordinator, 3 full-time staff members, a part-time staff member and a consultant with expertise in management information systems.

THE ASSESSMENT PHASE: METHODOLOGY

Criteria

Though the major objective of the Assessment Phase was to gather information on all aspects of the Housing Corporation to develop this Assessment Report, the methodology was built around a number of additional sub-objectives that surfaced at the very beginning of the project.

The Steering Committee recognized that most managers and board members were unfamiliar with the basic concepts of corporate planning. For them to participate fully it was necessary to utilize a methodology that would have a strong educational component. This required the development of numerous presentations which were designed to ensure maximum participation.

It was apparent to the Steering Committee at the outset of the project that the major challenge would not be to identify the problems but, rather, to implement solutions. Committee members expressed the concern that the project itself might be seen as a glorified planning exercise resulting in a report that would sit on a shelf. To overcome this problem and facilitate implementation the Steering Committee requested the Project Team to identify any significant "problem areas" as soon as they became apparent. This would enable the Steering

Committee to adopt a "fast-track" approach and deal with the problems as soon as possible--rather than "saving up" all of the findings and proposed solutions until the exercise was completed.

The Special Committee on Housing pointed out that the Corporation had become somewhat isolated from the rest of government and the public it was serving. Because of this there was a concern that the Corporate Planning Exercise would be seen strictly as an internal exercise. The Steering Committee realized that the implementation of required changes would require the cooperation and support of groups outside the Corporation itself: the political leaders within government, other government departments, Housing Associations and Authorities, community organizations, and members of the public. The Project Team was, therefore, requested to develop materials which would enable the Steering Committee to explain the project to this wider audience. At critical points in the project special Steering Committee meetings were held with a broader membership. This allowed the Steering Committee to test the validity of its proposed new directions and help develop the required consensus.

To summarize, the Steering Committee requested the Project Team to develop a methodology that would facilitate both the gathering of necessary information and would prepare the way for required changes. It was recognized that this latter requirement, with its emphasis upon educational presentation, discussion papers, and spin-off projects, might delay the information gathering process. (It did, in fact, delay the completion of the Assessment Phase by 2 months in terms of the original **workplan**). The consequent delay in completing the gathering of information was seen to be outweighed by the benefits of greater involvement and participation.

Activities

The project methodology consists of three different kinds of activities: management interviews, studies, and special projects.

Management Interviews

In order to determine the present status of the Corporation in terms of its strengths and weaknesses, an effort was made to interview each manager in the Corporation. During the interviews, which were conducted personally with each manager in headquarters and in the regions, managers were asked to give their opinions in the following areas: corporate relations, organizational structure, support systems, management roles and practices, financial infrastructure, programs, the role of Associations and Authorities, training, public relations. The interview also compiled a profile on each manager in terms of background experience, education, length of time in present position, etc.

The questions were structured to get feedback on three basic issues: effectiveness--are we doing the right things?; efficiency--are we doing them in the right way?; and economy--are we using the right mix of resources acquired at the most reasonable costs? In addition to the rather general questions posed in the management interviews, some managers were interviewed in depth regarding information needs and their specific roles in the existing organizational structure.

Studies

A number of discreet studies were conducted to investigate special areas of concern. These were:

- Policy Review (Vol. II, Appendix K)
- Organizational Structure and Management Information Systems (Vol. II, Appendix B)
- Program-Client Profile (Vol. II, Appendix E)
- Forecasting Long Term Housing Needs (Vol. II, Appendix D)
- Human Resource Development (Vol. II, Appendix M)

Special Projects

During the Assessment Phase the Project Team was requested to take on a number of special projects. While some of these had been anticipated in the original workplan, most of them emerged out of discussions at Steering Committee meetings. The special projects usually involved the development of discussion papers and presentations. The Special Projects included;

1. Development of a Draft Statement of Mission, Principles, and Program Goals. Since no comprehensive statement existed at the beginning of the project, it was necessary to develop one so that it could be tested throughout the project. A draft statement was prepared cooperatively by the Project Team and the program managers. (Vol. I, Appendix A)
2. A Public Relations Document entitled, "The Corporate Planning Project: Questions and Answers", was developed to provide a basic explanation of the corporate planning process and its implementation within the Housing Corporation. The document was distributed to all managers and board members to provide a context for interviews and workshops. In addition the document was sent to all MLAs, deputy ministers, regional councils, band councils, native organizations, and municipal bodies with a request for comments. (Vol. II, Appendix H)

3. Workshop with the Board of Directors. A one-day workshop was held with the Board to explain the project and get the concurrence of board members. A structured interview was developed to allow board members to discuss their roles and outline any concerns they might have about the Corporation, its programs and its services. (Vol. II, Appendix F)
4. Workshop with Secretary Managers. A three-day workshop was held with eleven Secretary Managers of Housing Associations and Authorities from the different regions. The purpose of the workshop was to explain the Corporate Planning Project and get their feedback on the role of their own organizations and their relationship to the Corporation. (Vol. II, Appendix G)
5. Development of Spin-off Projects. As problem areas became apparent the Steering Committee requested the Project Team to identify a number of spin-off projects that could be initiated by Senior Management before the completion of the Assessment Phase. These were put forward by the Project Team in a discussion paper. (Vol. II, Appendix C3)
6. Review of the Maintenance Management System. Because of the early indications that managers and staff of the Corporation and Housing Associations/Authorities were having serious concerns about this system (which was being developed cooperatively with D.P.W. and H.), the Steering Committee requested the Project Team to conduct a review of the proposed system. Based upon this review the Steering Committee decided to discontinue the development of the joint system and an alternative approach was developed. (Vol. II, Appendix C4)
7. A Context for Critical Analysis. It became apparent early on in the project that the Steering Committee would require some kind of evaluative context to deal with the large amounts of information that were being collected. An in-depth review of the work of the Special Committee on Housing revealed that the basic principles for such a context could be extracted from their work. These principles were: 1) accountability to the local community, 2) community development, and 3) economic development. This context was proposed by the Project Team in a series of discussion papers. The Steering Committee adopted the context and the Project Team was asked to develop several presentations to explain the context to managers, board members, and individuals from outside the Corporation whose support was considered critical. (Vol. II, Appendix C5)

8. A Review of Corporate Models. To determine if the present Corporate model is appropriate given the requirements of the G. N. W.T. the Project Team developed a discussion paper outlining some of the major issues. The Steering Committee then requested the Project Team to conduct a survey of the provinces in Southern Canada in order to provide a number of alternative models (Vol. II, Appendix L).

Constraints

The Project Team had to contend with two major constraints: the lack of adequate information bases and the lack of written policies and procedures.

Up to this point in its history the Housing Corporation has not had the opportunity to develop an adequate information base for its programs and services. It is only recently that the development of computerized data bases has begun. Though there are a number of sources of information, most of these are of questionable validity. The lack of reliable information--particularly information that will assist in forecasting--is one of the major problems confronting the Housing Corporation at the present time. It was also a significant constraint for the Project Team.

A second constraint was the lack of updated written policies and procedures. For the most part a policy-framework does not exist. Thus it is not possible to examine existing policies and procedures and make recommendations for change. The Project Team was therefore required, in a number of situations, to develop "ideal models" of what should be.

Introduction to This Report

The Assessment Report is divided into two volumes. Volume I contains the major findings and recommendations. Volume II contains the background materials--the Management Information Systems Study, additional studies, research papers and related reports.

Volume I, Chapter Two outlines the context within which we intend to review our findings. Derived from the work of the Special Committee on Housing, it creates a new context based upon the principles of accountability to the local community, community development and economic development.

Chapter Three provides an organizational profile of the Corporation.

Chapter Four begins with a review of the results of the management questionnaire and ends with a discussion of the findings of the separate studies and projects.

Chapter Five present the major Corporate issues and recommendations.

Volume I concludes with the appendices as referenced throughout the report. Appendix A--a draft Mission, Principles and Goal statement. Appendix B--a copy of the management questionnaire. Appendix C--a list of Interviewees. Appendix D--a list of Committees.

CHAPTER II

THE NEW CONTEXT

In this Chapter we will describe the context within which we are evaluating the information gathered during the Assessment Phase. This context is, in fact, a "new context" derived from the work of the Special Committee on Housing. It is based upon the principles of accountability to the local community, community development and economic development.

This chapter begins with a discussion of the "business" of the Housing Corporation and the need for a context within which we can ask the questions of effectiveness, efficiency and economy. It illustrates how the context was derived from the work of the Special Committee on Housing. It then defines what is meant by accountability to the local community, community development, and economic development. It concludes by demonstrating how these concepts can be turned into evaluative tools for assessing the information gathered during the Assessment Phase. The result of this evaluation process is modifications to present practices and the development of alternative approaches.

WHAT BUSINESS ARE WE IN

In gathering information for the Steering Committee the Project Team was concerned with three basic questions: effectiveness, efficiency, and economy.

EFFECTIVENESS: Are we doing the right things?

EFFICIENCY: Are we doing them in the right ways?

ECONOMY: Are we using the right mix of resources acquired at the most reasonable costs?

While each one of the "triple E's" is important, the question of effectiveness is far and away the most important. If we are not "doing the right things", the other questions are irrelevant.

To ask the question of the Housing Corporation, "Are we doing the right things?", is to ask the question, "What business are we in?". The answer will differ depending upon the particular point of view of the person who is asking the question. Some people may feel that the business of the Housing Corporation is to build and maintain houses. Others may feel that our business is to provide housing services for individuals. Still others may feel that the real business of the Corporation is to help people--communities in particular--provide housing services for themselves.

Because there are different opinions about the business of the Housing Corporation--and therefore about what it must do to be effective--the Steering Committee recognized the need for a common framework or context within which to examine all aspects of the Corporation. Without such a context it would be impossible to evaluate the information gathered during the Assessment Phase and answer the basic questions of effectiveness, efficiency and economy. The project Team was, therefore, requested to develop a context.

THE ROLE OF THE SPECIAL COMMITTEE ON HOUSING

It occurred to the Project Team that the questions the Housing Corporation was asking itself were the very same questions the Special Committee on Housing had asked the people of the N.W.T., in 40 different communities, over a period of some 16 months, about all aspects of housing services. A careful examination of the Final Report, the summaries of public hearings, and the 82 recommendations, revealed the presence of three basic principles. The Government and the Housing Corporation should provide housing services in a manner that promotes,

1. Accountability to the local community,
2. Community Development, and
3. Economic Development.

Unfortunately, these terms were not defined by the Special Committee. The Steering Committee realized that if these principles were to be used as evaluative criteria they would have to be defined. Then a consensus would have to be built--among the Corporation's board members and managers, members of the government, and eventually members of the public--to ensure that their use in defining the "business" of the Corporation would be acceptable. The task of clarifying these principles and testing their validity as criteria consumed a great deal of time and energy during the Assessment Phase.

ACCOUNTABILITY TO THE LOCAL COMMUNITY

Accountability is:

"The obligation of the Housing Corporation, its Board of Directors, its management and its staff, to be answerable for fulfilling responsibilities that flow from the authority given to them. It means that the Corporation must explain its actions, its decisions, and the consequences thereof. "

Though individuals who work for a government have certain moral and even professional accountabilities, the term "accountability" is used primarily to refer to Ministerial accountability. Civil servants share in the accountability of the Minister to the public and must understand and support his accountability. The concept of accountability assumes some kind of contractual arrangement between the Housing Corporation and the local community which spells out the authority and resources to be shared, levels of control, resources, standards, mutual obligations and responsibilities and provides a means of determining compliance or non-compliance. "The community" usually refers to a particular group or groups within the community--an Association or Authority, a municipal body, a band council, or a combination of groups. And--a point that was continually stressed by the Steering Committee--accountability assumes *mutual* responsibilities. Accountability "to" the local community assumes an accountability "by" the local community to serve the housing needs of individuals within the community in terms of fairness, equity and need.

COMMUNITY DEVELOPMENT

In the first paragraph of its Final Report the Special Committee on Housing states: "This Final Report of the Special Committee on Housing is the result of a comprehensive and detailed review of housing and community development in the Northwest Territories" (page 1). Though there is no universal accepted definition of the term "community development" the Steering Committee has accepted the following as an adequate working definition.

"that process or combination of processes, which enables a community to acquire skills and resources, invest them in its corporate membership, and develop them, in a manner that will facilitate the analysis of community problems and the implementation of solutions, which respond to the community's own political, cultural, social, economic and environmental requirements."

The concept of community development contains within it an awareness that the members of the local community wish to define their own housing problems and work out their own solutions. In order to do this they require knowledge, skills, and the ability to acquire and use information, and resources that will assist them to achieve their own objectives. It also assumes an ability on the part of the community to recognize the rights of others outside the community, an ability to negotiate, and a willingness to accept reasonable compromise. Finally, the concept of community development recognizes that the delivery of services have physical, social, and economic impacts on the community and that the members of the community wish to control and monitor those impacts.

ECONOMIC DEVELOPMENT

Economic Development is, quite simply,

"the creation and maintenance of more jobs, businesses, and a better quality of life."

The Special Committee recognized that the delivery and maintenance of housing has direct economic impacts on most communities, especially those communities which lack a viable private sector economy. It can be a source of much needed jobs and can seed the development of small housing-related business enterprises. But it can also have a negative effect when local residents do not get the jobs and contracts continue to go to "outside businesses".

A NEW PERSPECTIVE

When the principles of accountability to the local community, community development, and economic development are used as a context within which to examine the Housing Corporation and its service

delivery system, a new and different perspective emerges. This perspective helps to define the "business" of the Corporation and gives new meaning to the concepts of effectiveness, efficiency and economy. This new perspective can be described in the following statements.

First, it is the responsibility of every individual to provide for his or her own shelter needs to the fullest extent possible, and minimize dependency upon government. However, if the individual is not able to do this without assistance, or, if that individual chooses to live in a particular geographic community, the individual's housing problem becomes a community housing problem.

Second, the "housing problem in the N.W.T." is essentially a local community problem. Because of the impact of housing services on the total community, government cannot deal with the needs of the individual without also dealing with the needs of the community. It is the "right" of the local community, which represents the interests of its members, to determine the nature of the housing problem and to select and implement solutions in a manner that will control the adverse physical, social and economic impacts upon the community and maximize the benefits to the community.

Third, it is the role of government to assist the individual community to deal with its housing problem. It does this primarily through the sharing of resources, information, and expertise which the community requires to deal with its problem.

Fourth, the primary vehicle through which the Housing Corporation recognizes its responsibility to the local community is a contractual relationship. A contract binds the Housing Corporation and whatever organization or organizations represent the community to mutual accountabilities. The Housing Corporation is accountable to the community and to the government of the N.W.T. which must ensure that its principles of equity and fairness are preserved and that it receives value for money. The community group or groups must be accountable to those individuals in need of housing services and to the Housing Corporation for the maintenance of standards, procedures and policies which are negotiated as part of the contract.

Fifth, even though housing is a local community problem, not all communities are in a position to be able to deal with the problem. While some communities may have the required expertise and experience, others may lack the expertise or simply be unwilling to assume responsibilities for housing services. The Housing Corporation requires a longer term policy and strategy which: 1) recognizes the differences among communities; 2) identifies the kinds of authorities and powers and resources that government is willing to share with the local community; 3) establishes benchmarks which allow communities to assume more responsibility when they are ready to do so; and 4) assists local communities to develop skills and acquire resources.

During the Assessment Phase the Steering Committee was able to confirm, through wide-ranging consultations, that the three principles summarized the major concerns of N.W.T. residents in regard to present housing services. It also became apparent that the Housing Corporation was "out of balance" with the wishes of local residents. In order to restore the balance between the Corporation and the community a way must be found to take the basic principles and use them as a tool to evaluate existing structures, policies, programs and procedures. This process would undoubtedly develop alternative approaches which could then be evaluated in terms of costs--and some of the alternatives could become part of the basis for a new approach.

FROM PRINCIPLES TO CRITERIA

The starting point is to take the principles and turn them into a series of critical questions. The basic question, the one that provides the framework for all the rest, seems to be the following:

" How can the Housing Corporation modify its structure, policies, programs and delivery systems to assist local communities to respond to their own housing needs--without violating its integrity as a government service delivery agency?"

This broad general question gives rise to a number of more specific questions which emerge out of the definitions of accountability to the local community, community development and economic development. Though the particular questions will change, depending upon the aspect of the Corporation that is being evaluated, the **following** questions will illustrate the process.

- . Does the Corporation's approach recognize the unique characteristics of each community and the particular nature of its housing problem?
- . What **skills**, resources, and expertise are required by the local community to deal with the housing problem?
- . How can we assist the local community to anticipate, plan for and measure the physical, social, and economic impacts of housing on the local community?
- . How should our district office and its staff be designed, equipped and trained in order to support local leadership and facilitate the transmission of skills and resources?

- How should our headquarters be designed and equipped in order to support the delivery of services at the **local** level through the district office or directly to the Associations and Authorities?
- How can we modify our systems in order to facilitate the transmission of information and technical expertise?
- What kinds of authority and resources are we willing to devolve to the local community over the longer period?
- What kinds of mutual accountability contracts will best serve our requirements and those of the local community?
- How can we modify our policies, procedures, programs and service delivery systems in a way that will support development at the local community level?

THE COSTING OF MODIFICATIONS AND ALTERNATIVES

Once these kinds of questions have been focused upon the information that has been gathered during the Assessment Phase, various modifications and alternative approaches will present themselves. The Steering Committee will then be able to weigh the alternatives and modifications in terms of costs and make appropriate decisions. Though costs certainly include financial costs, they can not be limited to questions of money. There are additional costs which must be considered: the impact of change upon the organization; the need for restraining; the political implications; the various kinds of trade-offs that will be required (especially the trade-off of short term effectiveness for longer term efficiency); the anticipated benefits of change and how they are to be measured and evaluated; the time, energy, and resources required to build an appropriate accountability structure at each level of the organization.

CONCLUSION

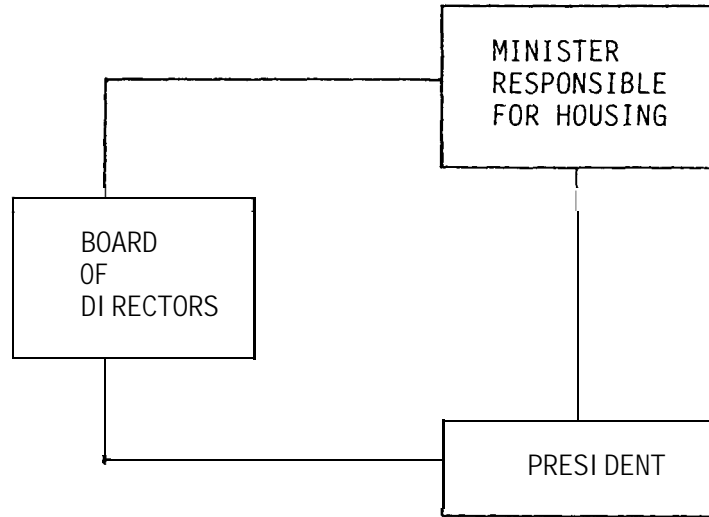
In this second chapter we have outlined the criteria which we will use to evaluate the information gathered during the Assessment Phase. We have seen that the work of the Special Committee on Housing has provided us with a critical context based upon the principles of accountability to the local community, community development and

economic development. These principles are the source of critical questions which can be used as the basis of evaluation. The process of evaluating information leads to the development of modifications of present practices and alternative approaches. These modifications and alternatives can then be costed and, depending upon the findings, some of them can be adopted as the basis for a new approach.

CHAPTER III
ORGANIZATIONAL PROFILE

The purpose of this chapter is to present a picture of the Corporation as it presently exists.

CORPORATE STRUCTURE



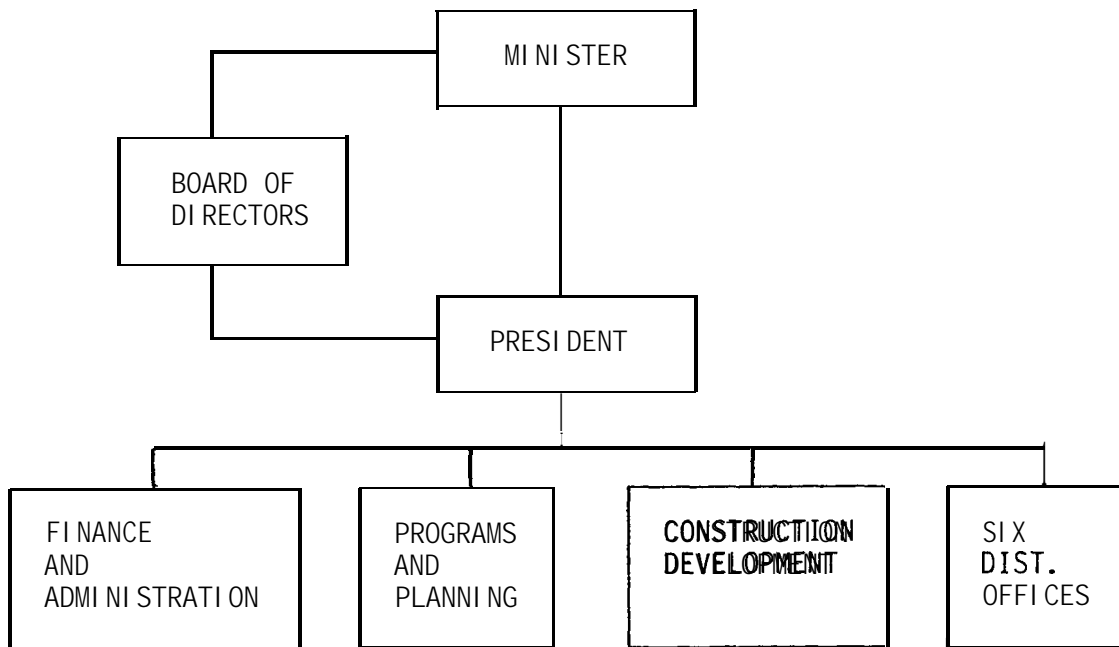
The Corporation was established by ordinance on March 1, 1973. The first official meeting of the Board of Directors was held August 22, 1973 and the Corporation began its operations on January 1, 1974 at its Head Office in Yellowknife, N.W.T..

The President and Chief Executive Officer is responsible for the day to day operations of the Corporation and for ensuring policy decisions taken by the Board are implemented. The President reports to the Minister Responsible for the Northwest Territorial Housing Corporation as well as to the Board of Directors. He is a voting member of the Board of Directors.

The Board of Directors consists of twelve additional members appointed by the Minister Responsible, on the recommendation of the Legislative Assembly. The Board is the effective policy-making body of the Corporation, serves as the instrument of the Minister, and conducts the affairs of the Corporation.

The Minister, on behalf of the Legislative Assembly, provides broad guidelines and direction to the Board of Directors. The Assembly gives ultimate approval to the Corporation's budgets, and the Corporation (through the Minister) is responsible to the Assembly for the programs and activities undertaken throughout the North.

ORGANIZATIONAL STRUCTURE



The organization has three divisions: Finance and Administration; Programs and Planning; Construction and Development; and six District Offices each reporting directly to the President.

Vice-President, Finance and Administration (Personnel: 26)

This position is accountable to the President for developing, implementing and monitoring policies and procedures designed to effectively safeguard and control the financial affairs of the Corporation and provide timely and accurate financial information and projections to facilitate sound policies and decisions. The incumbent is also accountable for directing the provision of support services in the areas of personnel, purchasing and general administrative services.

Vice-President, Programs and Planning (Personnel: 11)

This position is accountable to the President for the effective development, delivery and evaluation of all policies and programs designed to meet the housing requirements of the residents of the Northwest Territories.

Vice-President, Construction/Development

(Personnel: 29)

This position is accountable to the President for the effective management, development, coordination and control of the design of and construction of all Corporation housing units in the Northwest Territories.

Six District Managers

(Personnel: 80)

These positions are responsible for the delivery of all N.W.T. Housing Corporation Programs at the regional and local levels including the determination of community requirements, the coordination of N.W.T. Housing Corporation programs with activities of other G.N.W.T. departments and local initiatives and the development of local Housing Associations/Authorities.

PROGRAM ACTIVITIES

The NWTHC offers housing program activities to the public in two main areas, rental housing and homeownership.

Rental Housing Program Activities

Rental Housing Program activities are designed to meet the needs of households whose incomes are insufficient to afford adequate housing market rents in N.W.T. Communities. Household assistance is provided through direct rental subsidy. Rent is based on a sliding scale geared to household income. Revenues from rent are too low to cover capital costs, maintenance and operating expenses of housing units. As a result, the Rental Housing Program is heavily subsidized by the Federal and Territorial governments. Following is a description of activities designed to support the NWTHC Rental Housing Program.

Housing Unit Allocation and Rent Assessment

This activity is designed to ensure housing units are allocated in a fair and equitable manner. Applicants and tenants are allocated housing units based upon a Family Rating Allocation System. This system is designed to assign an allocation priority to a family according to family housing needs.

Social Housing Lease/Construction

This activity provides subsidized rental housing units to individuals or families whose incomes are insufficient to afford adequate housing at N.W.T. community market levels. Depending upon the specific circumstances, the Housing Corporation may construct new social housing units, or lease units and operate them as social housing units.

Ordinary Maintenance

This activity accommodates one of the most important aspects of Property Management--the effective and efficient care of the Social Housing assets through sound maintenance practices.

Extraordinary Maintenance

The Extraordinary Maintenance activity is intended to modernize or improve a specific aspect of a rental unit. Extraordinary Maintenance may include any major repair or equipment replacement activities that extends the useful life of the Unit.

Public Non-Profit Housing

This activity enables the Corporation to provide grants and operating subsidies to non-profit housing groups.

Furnishing of Senior Citizens Accommodations

This activity allows the Corporation to furnish or replace furniture in-senior citizens' rental projects. This activity is totally funded by the Territorial Government.

Tenant Content Fire Relief Fund

This activity allows the Corporation to pay a tenant up to \$1,000 for replacement of basic household furnishings and personal effects damaged or destroyed by fire.

User Pay Power

This activity was introduced as an incentive for energy conservation in Social Housing Units. A portion of subsidized power utilities will be paid by the tenant. The tenants assume some responsibility for their own power consumption. This acts as an incentive to conserve power.

Maintenance By Tenants

This activity is designed to allow Social Housing tenants to perform their own maintenance, repairs or renovations for which the Association/Authority has been funded. Under this activity a contractual arrangement between the Association/Authorities and the tenants is made that enables the tenant to undertake responsibilities for the work.

Northern Rental Unit Rehabilitation

This activity is designed to upgrade Northern Rental units. An important objective is to reduce operational and maintenance costs by making the unit energy efficient. The scope of the work is very extensive, and the units, once the work is completed, conform to the most recent codes and standards for residential occupancy.

Enriched Emergency Repair

Due to the number of units in need of repair the Enriched Emergency Repair activity was introduced to complement the Northern Rental Unit Rehabilitation activity. Under this activity, the Corporation can undertake projects to extend the life expectancy and enhance the general health and safety levels of Northern Rental units. Unlike the Northern Rental Unit Rehabilitation activity, the Enriched Emergency Repair activity is administered by the Association/Authority.

Weber Retrofit-Phase 11

The Weber Retrofit-Phase II activity is designed to respond to design deficiencies recognized in some Weber units built between 1974 and 1979.

Housing Association/Authority
Warehouses

Warehouses are funded and built for Housing Association/ Authorities to improve their ability to perform their property management role.

Housing Association/Authority
Capital Equipment

Capital Equipment is purchased for Housing Association/ Authorities to improve their ability to perform their property management role.

Housing Association/Authority
Operation and Maintenance

Funding is provided to all Housing Associations/Authorities allowing them to manage, operate and maintain the rental units and other assets owned by the NWTTC.

Homeownership Programs

The Homeownership Program is designed to assist N.W.T. residents to purchase or build their own home. Assistance is provided through forgivable loans or by subsidizing loan payments. The underlining principle for the homeownership program is to reduce the ongoing dependence on government subsidized rental housing, increase the number of privately owned houses, and help stimulate the creation of a private housing market.

Homeownership Assistance

Homeownership Assistance provides financial assistance to approved clients to build their own home. Approved clients receive assistance in the form of a material package and other support services. The new homeowner is responsible for all operating and maintenance costs during and after construction. The cost of the assistance is forgiven over a five year period.

Supplementary Financing

Supplementary Financing is designed to assist individuals who have the resources to build or purchase a home, but do not have sufficient funding to secure a loan. Interest is charged at a fixed rate of 5% and secured by a second mortgage.

Interim Financing

Interim Financing is designed to assist new homeowners, who build their own home, with interim or bridge financing. The objective of the program is to assist those who have the resources to build, but cannot get financing until the home has reached various stages of completion. Under this program, 100% of the approved first mortgage is assigned to the NWTHC.

Northern Territorial Rental Purchase

The Northern Territorial Rental Purchase Option provides tenants of Northern rental units the opportunity to purchase their unit. The selling price of the unit is based on the original construction cost, age of the unit, land cost and any improvements made to the unit. A portion of the client's rent is also applied as a credit toward the purchase. The client must be capable of assuming all operating and maintenance costs for the unit and have no rental arrears. The Corporation will assist the client in the purchase by providing a mortgage at an interest rate of 10%.

Senior Citizens Home Repair

Senior Citizens Home Repair provides assistance to homeowners for repairs and improvements. Approved applicants receive assistance in the form of a \$5,000 grant plus freight costs, for the purchase of materials and labour.

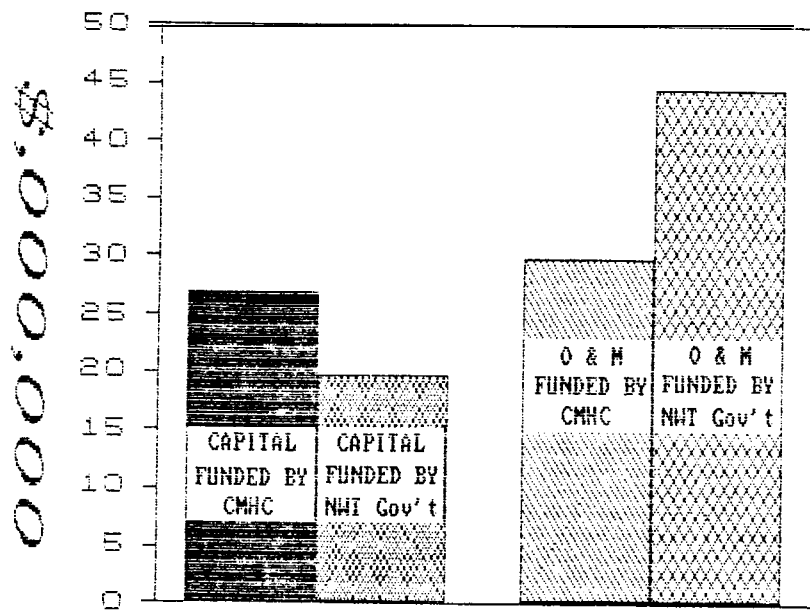
BUDGET

The Corporations O&M budget for the 1986 fiscal year totals 74 million dollars. The GNWT's share is 44.2 million.

The capital budget for the 1986 fiscal year totals 46.5 million dollars. The GNWT share is 19.8 million.

The combined Housing Corporation budget represents 9% of the total GNWT expenditures.

*SOURCE AND AMOUNT
OF THE
CORPORATION'S
1986-87
BUDGET*



ASSOCIATIONS AND AUTHORITIES

There are currently thirty eight (38) Housing Associations and seven (7) Housing Authorities in the N.W.T. These organizations account for over 60% (approximately \$45 million) of the total Housing Corporation O&M budget and employ over 300 people.

These organizations operate under management agreements with the Corporation and are primarily responsible for property management at the local level (managing 4476 units).

The main distinction between an Association and an Authority is that the Association is established under the Societies Ordinance and its Boards are elected by the tenants; while an Authority is established under the Housing Ordinance and its Boards are appointed by the Minister Responsible.

RELATIONSHIP WITH CMHC

The Northwest Territories will shortly be signing a "global agreement" with the Federal Government. This "enabling document" will outline a new relationship with CMHC.

At present our partnership is defined by separate, signed agreements, clearly outlining our mutual responsibilities in the various programs.

Generally speaking, we are the active partner and CMHC is the funding partner. CMHC, is subject to regulation as described in the National Housing Act (NHA). Therefore, to access financing the NWTHC must follow guidelines set down by CMHC as prescribed in the NHA: building standards and codes; rent scales; tendering procedures; maximum unit prices; etc.

CHAPTER IV
FINDINGS

In this Chapter we provide the findings of our various research activities. There are 3 major kinds of activities: management interviews, studies and special projects. Within each activity there is a brief discussion of the methodology that was used and any constraints that were of significance. We complete each section with some general conclusions about our findings and their relevance for the development of a Corporate Plan and Strategy.

I. MANAGEMENT INTERVIEWS

Methodology

The purpose of the management interviews was to get from the managers their impressions of the present state of things and the kinds of changes and improvements they would like to see made by the Corporation.

An extensive questionnaire was developed and pre-tested. It was then used as the basis of a personal interview. For the purpose of this exercise a manager was defined as one who has the ongoing responsibility for:

- supervising others,
- overseeing a budget,
- accomplishing project responsibilities in the management support areas,
- or any combination of the above.

Though this definition was quite broad it was considered appropriate, in this situation, to get as much information as possible rather than limit information by restricting the definition of manager. Of a total of 78 positions identified as management positions, 73 persons were interviewed.

The interviews usually took anywhere from 1.5 to 2.5 hours to complete. Managers were encouraged to speak freely and they were assured that their responses would be kept confidential. The managers were not given the questions to study before-hand. It was felt that responses would be more spontaneous if they were not "rehearsed" in advance. Some managers indicated that they would have preferred to see the questions in advance so that they could provide more carefully thought out responses.

Prior to each set of interviews managers were asked to attend a presentation. The presentation explained the nature and purpose of the Corporate Planning Project, the kinds of questions that would be asked, and the reason the questions were being asked. As each set of questions was asked during the individual interviews an explanation of the relevance of the particular set of questions was given.

The interviews took place in headquarters and **all** district offices between January 17 and February 21. Responses were then tabulated on a computer and analyzed by the project team.

Constraints

The management interviews can not be considered as a scientific study of the strengths and weaknesses of the Corporation. There was no control group, and the presentations preceding the interviews undoubtedly prejudiced some of the responses. Also, most managers were aware of the Final Report of the Special Committee on Housing which was seen by many managers as being highly critical of the Corporation. Some responses may have reflected an effort to counter some of the recommendations or criticism contained in the Final Report.

The questionnaire format did not attempt to distinguish among the different kinds of managers nor reflect their particular responsibilities or work locations. Understandably managers working within the Finance division **would** be more qualified to comment on financial systems whereas managers working in the districts would have better information about the **delivery** of services at the local level. All managers were asked to comment on **all** questions unless they felt that they did not have adequate information to do so.

Essentially, then, the management interviews give a broad range of management attitudes. They provide a base-line for determining what managers think about various aspects of the Corporation and some determination of the kinds of changes they would like to see. As is the case with all attitude surveys, the importance of the findings is in the strength of numbers. If a majority of managers, or a significant number of managers, believe that such and such is a problem, it may or may not be a problem. But the fact that the managers think it is a problem indicates to the Steering Committee that there is confusion and something should be done.

A final note about the role of the interviewers--the four members of the Project Team who conducted the interviews. Though every effort has been made to provide justification for the conclusions that are drawn from the management interviews, some of these conclusions reflect the opinions of the Project Team members, based upon our cumulative experience of talking to managers. In this respect we see ourselves more as management consultants than researchers. As much as possible our opinions will be identified as opinions.

1. MISSION - CORPORATE RELATIONS

Findings

We wanted to know whether the draft mission statement was acceptable to managers.

"The Mission of the N.W.T. Housing Corporation is to provide services which assist residents of the N.W.T., in accordance with need, to secure and maintain adequate shelter at reasonable cost. This is done in a manner that promotes independence, personal responsibility, individual initiative and furthers community development."

The vast majority found it acceptable and could see how it related to their jobs. Those who had problems with it (20%) wanted a clarification of the concept of need. Though most managers accepted the mission statement we did not get a strong sense that most managers had a thorough understanding of what the business of the Corporation actually is.

We also wanted to know how the managers viewed the Corporation in relation to its clients and other organizations.

There seems to be a great deal of confusion as to whether individuals at the community level are our clients or the clients of Associations and Authorities. Understandably there is also a great deal of confusion about the relationship between the Corporation and Associations and Authorities. Some managers feel these organizations are **also** our clients; others prefer to think of them as our agents.

Most managers seem to prefer the "corporation structure" (as opposed to a departmental structure) and believe that it provides more flexibility, **less** red-tape, etc.. The disadvantage is that the Corporation is not well understood by other government departments and managers feel they often lack necessary support from the rest of government.

Though the majority feel that they have good relations with the rest of government (57%), a surprisingly large number, feel that relationships are in need of improvement.

Conclusions

There is a need to clearly define the role of the Corporation in regard to the rest of government and particularly in regard to Associations, Authorities, and the local community.

There is a need to establish on-going working relationships with other government departments and regional government structures.

There is a need to further clarify the mission statement, particularly in regard to the concept of need.

2. ORGANIZATIONAL STRUCTURE

Findings

We wanted to know whether the organizational structure was effective in terms of establishing proper reporting relationships and communication linkages, assisting in the allocation of resources, and helping to define roles and responsibilities.

There seemed to be significant problems with the organizational structure, though it is difficult to determine whether the problem is with the structure *itself* or with the managers' understanding of the structure. Fifty-six percent felt they did not have a clear understanding of the role of the 3 divisions in headquarters, most managers (69%) feel there is confusion over the respective roles of the districts and headquarters and that there is confusion about the role of Associations and Authorities (65%).

There is a concern about the organizational structure. Though managers felt that the structure of their particular management unit is better than the structure of the Corporation as a **whole**, there are definite areas of concern. The following list provides a summary of management opinion about the effectiveness of the structure in performing basic functions.

The % indicates those who think the function is performed effectively.

	Whole organization	Mgt unit
al location of resources	52%	67%
timely responses to the needs of the Minister	51%	62%
building effective reporting relationships	34%	53%
timely responses to the needs of the clients	28%	63%
communications	21%	61%

(The above figures should be treated with some caution. Experience has shown that most people believe that communications tend to be "poor" in large organizations. But it is not possible to test the validity of this opinion unless we give an **example** of good communications and use it as a basis of comparison. In contrast to the above figures 94% of managers felt they had good access to their boss.)

When asked to comment upon the reasons for their problems with the organizational structure managers noted serious problems "within" the structure: confusion as to roles, and a lack of clear accountabilities; high staff turnover, especially in the regions; a lack of an adequate orientation program and a lack of clarity in regard to some specific positions. The role of the district manager is unclear especially in regard to responsibilities to the local community and relationships to particular headquarters functions. The reporting relationship of project officers to headquarters rather than to district managers is somewhat contentious, especially at the district level. The role of program officers should be clarified as should the role of program managers--especially in regard to their relationships with districts.

Finally, many managers feel they lack adequate resources to do their job (61%) though this concern must be tempered by an awareness that many managers are unclear about what their jobs are (49%).

To summarize, though some managers are concerned about the organizational structure as such, there seems to be greater confusion about the roles and responsibilities of managers within the organization.

Implications

There is a serious need to re-examine the total organizational structure in order to re-define the responsibilities and accountabilities of the organization as a whole. This examination should begin with a basic understanding of the mission or business of the Corporation. It should then lead to an examination of alternative organizational structures which are supportive of the programs and services the Corporation is intended to provide.

The re-organization should also define roles, responsibilities and functions of management units and individuals within the Corporation.

There is a need to develop strategies and mechanisms which will facilitate both internal and external communications. To a large extent the problems identified by managers seem to be "people problems". Many of these problems could be alleviated by more effective meetings, a proper orientation program for new employees, more carefully structured regional and headquarters visits, etc..

3. SUPPORT SERVICES

Findings

Every manager requires certain support services and systems to assist him or her to perform his or her job. In this section we asked managers to evaluate these services and systems.

Most managers (60% to 75%) felt that they received adequate support in the basic personnel areas of recruiting, hiring, and personnel management. There is a concern about classification levels. Only 36% felt that they received adequate support in this area. (It should be noted that classification is a function of the Territorial Government as opposed to the Corporation.) Though we did not ask the question directly, we gathered the impression that the Corporation has not yet begun to develop longer-term human resource development plans--a situation that seems to exist throughout government.

Though managers feel that they have adequate input into staffing levels, the large majority of managers (60% to 70%) feel that they are understaffed in their particular management units.

A major problem throughout the organization seems to be the lack of clear policies and procedures. Only 21% of managers felt the Corporation had clear policies and only 29% felt that policies had been translated into adequate procedures. Though there is a problem with the quality of existing policies and procedures, the major problem seems to be a simple lack of policies and procedures. There were also frequent references to a lack of consistency, especially from staff at the district level. Policies or procedures are put in place and then changed without adequate consultation.

Almost 60% of managers feel that they do not receive adequate information to make management decisions. The problem seems to be both a lack of adequate information systems and a people problem: the right information is not coming "down from the top" in a timely manner and reasonable form. The same complaint was heard from headquarters people about information coming in from the regions especially if the information had to be gathered at the local community level.

We gathered the strong impression that there is little "ownership" of information. Headquarters and districts seem to request information from one another without a clear understanding of why the information is required or the purpose for which it is intended. Various management units seem to "go through the motions" of providing information, especially when it is requested on short notice, without a serious effort to check the validity of the information. Thus much of the information seems to be of questionable validity. Undoubtedly a major part of this problem is the lack of adequate and computerized data bases.

A number of managers expressed concern about planning processes, especially for capital planning. Given the lack of adequate information at the local level some managers indicated that our capital planning process was not reflecting actual community needs. They identified the need for more community consultation and a broader base of information--one that would take into account such things as economic realities.

Conclusions

In general the Corporation seems to lack adequate support systems and mechanisms. The problem is particularly acute in the policy area and the development of adequate information systems. There is also a need to **re-examine** staffing levels to ensure that staffing levels respond to functions and expectations.

The organizational review should include an assessment of support services at both the district and headquarters levels. We are not convinced, given the differences among regions, that support services should be seen exclusively as a headquarters function. The requirements for support services at the district level should be determined after a **re-definition** of the role of the district office.

Finally, there needs to be a much closer working relationship established between the district and headquarters. This is especially true in regard to information systems. At present there seems to be a lack of integration in terms of information. As a consequence information seems to be seen as a "specialized function" rather than something that is essential for every manager if he or she is to do the job.

4. MANAGEMENT ROLES AND PRACTICES

Findings

Because the role of the manager is critical to the design and delivery of services and programs, we wanted to know something about how managers manage. We were particularly interested in the manner in which they organize work and the extent to which they are "results-oriented" --pursuing specific goals or objectives. Perhaps more than any other section of the interview the responses reveal a good deal of confusion and contradiction.

A majority of managers (72%) believe that their staff have adequate job descriptions; but only 53% of staff felt that their own job description is accurate. Though 71% of managers feel that they and their boss agree as to what their job is, 51% said they do work beyond the scope of their job description. The results suggest a discrepancy between job descriptions and the jobs themselves--and some confusion as to what the job actually is or should be.

Because there is usually a good deal of confusion about the definition of a "goal" as opposed to an "objective", we defined the difference indicating that a goal, in our definition, is usually broad and general, whereas an objective is usually short-term and measurable. The responses indicate that while most managers do have some goals to guide them, very few have specific objectives which are measurable. Less than 40% of managers indicated they had written objectives, yet 77% of staff say that they require their staff to meet written objectives. Often when we would ask for an example of specific objectives we would be given a general statement which was not measurable.

The responses reflect a good deal of confusion about goals and objectives, despite our efforts to define the terms. They also indicate that very few managers have measurable objectives to guide them--other than specific instructions which are given from time to time by their superiors. The responses suggest that managers were telling us how they would like to manage, rather than how they actually manage.

In regard to the performance appraisal, 70% thought the process was useful and 96% said the goals that were set during the process were relevant to their jobs. A large majority felt that staff meetings were useful and produced results (75%). However, only 56% believed that major decisions made outside of staff meetings were reviewed at staff meetings and only 58% said there was adequate communication about decisions made in the organization in general.

Conclusions

The Corporation does not seem to have done a good job in defining what a manager is and what it expects of its managers. The roles are unclear and many job descriptions are not accurate. There is a need to develop a "corporate management culture" within the organization.

Managers seem to be given a great deal of latitude in determining what their own jobs are, but the general lack of measurable objectives suggests the absence of an adequate accountability structure.

We suspect that most managers or management units do not organize their work over an extended period of time. This may be partially due to the operational nature of many of the jobs and the need to respond to crises as they arise.

The confusion over goals and objectives is due, in part, to the lack of clearly defined program **goals** and objectives set out by senior management and program managers. There is a basic need within the organization to establish and communicate clear program goals and objectives so that managers and management units can then establish their operational or management objectives.

5. FINANCIAL INFRASTRUCTURE

Findings

We wanted to get the opinion of managers on the effectiveness of our financial systems. It should be noted that, in the midst of the interviews, the Corporation was in the process of changing over to the Government's Financial Information System (FIS).

About 60% of respondents thought the system, in general, was adequate in terms of monitoring costs; and 71% thought there were adequate financial controls. When asked specifically where financial controls could be tightened, about 40% suggested there could be a closer monitoring of the budgets of the Associations and Authorities.

Though 75% of managers think that money is being spent in the right areas, there seems to be some confusion in the minds of managers. While 58% indicated to us that they had indicators to support their conviction, very few were able to give us appropriate indicators. The Corporation seems to lack a mechanism for comparing expenditures against program results.

In terms of receiving necessary **financial** information regularly, 53% said that they did; but a significant number of managers complained that they receive a large number of computer printouts which they do not understand, or the information that they do receive is not timely. This may reflect a problem with the introduction of FIS.

There were major concerns about the **O&M** budgeting process. Only 40% said that it was flexible enough. As far as we can determine there is no budgeting **occurring** at the district level. Managers are simply informed about how much money they will receive based upon the previous year's allocations. This makes it difficult to **relate** expenditures to the needs of local communities. We also gathered the impression that when budgets have to be cut back, cuts are made "across the board" or in specific program areas without regard for local needs. Consultation is indeed difficult because of the lack of adequate program information systems.

Conclusions

The Corporation seems to have a highly centralized decision-making approach to budgeting and financial monitoring. There seems to be very limited consultation, especially in regard to budgeting decisions.

The financial system is severely restricted because of a lack of appropriate program information systems and indicators that will help ensure that the Corporation is receiving "value for money". There is a need for a performance measurement system that will help relate expenditures to program impacts in local communities.

There seems to be a need for vertical integration. The present system does not tie together expenditures within headquarters, the districts and the Association/Authority levels in a manner that provides timely information for management decision-making. If FIS does not provide such integration, other approaches should be considered.

There seems to be no clear cut accountability structure with appropriate written policies and procedures. Managers seem unsure about the authority they have for financial decision-making, especially at the program manager and district manager level.

6. PROGRAMS

Findings

Though we were not able to evaluate programs in depth by way of this interview, we did want to get the general impression of managers about our programs. It should be noted that research prior to the interviews revealed that there was not a clear statement of all programs goals. The development of programs goals became one of the special projects carried out during the Assessment Phase.

A slight majority of managers (57%) felt that the Corporation had clearly defined goals; however, 63% of managers within Programs Division--the group responsible for programs--felt that we did not have clear programs goals. In light of the fact that the Project Team was unable to find a suitable set of program goals, the responses suggest that some managers are unclear as to the nature of program goals or that they believe they have a good idea of what the program should be.

There was significant concern about whether our programs are meeting the needs of residents. In the districts only 35% of managers think we are meeting the housing needs. Concerns were expressed about the lack of housing, overcrowding and the needs of special groups: the elderly,

the disabled, single people, large families, and lower income families who cannot get HAP housing. There was also a concern about the mix of housing that was available in certain communities.

Managers feel that there is some abuse of our housing services: high income people living in public housing or receiving HAP units; government staff living in public housing; some incidence of private entrepreneurs taking advantage of public housing. There are also some instances of tenants who are "chronic abusers" of the houses (in terms of damages).

While 57% of managers feel that HAP helps promote a spirit of independence from government, 90% feel that public housing creates an undue dependence upon government. They suggested that dependency could be lessened by requiring tenants to pay for more in terms of services (rent, utilities, maintenance and damages), tightening procedures to collect rent arrears and enforcement of tenant responsibilities.

When asked how the HAP program could be improved, suggestions included more design options, the provision of more units, and providing assistance to those with limited house-building skills.

Sixty-four percent of managers in general and 91% of managers within the Programs division believe that we do not have a mechanism for evaluating our programs. There is almost unanimous agreement that such a mechanism is required.

In terms of ways in which programs can be improved generally, recommendations included better orientation for staff, better training, the creation of adequate policies and procedures, and finding a way of reducing staff-turnover at the district level.

Conclusion

There is a definite need to clarify program goals and to ensure that they are understood by all managers. Part of this process should also be the development of clear written policies and procedures.

The confusion over the targeting of HAP homes should be cleared up. Some managers feel that this is essentially a social housing program, others feel that it should be available to a broader income group.

There is a need to plan the development of services on a community basis rather than a program specific basis. This would help ensure the appropriate mix of housing services in local communities and provide a better response to needs.

The lack of any evaluative mechanism is a significant problem. There is a need for a comprehensive strategy for evaluation and a mechanism which provides a range of different evaluative procedures.

There is a need for an accountability structure that will clearly define program responsibilities, especially those which exist between staff in the district, and program staff in headquarters.

7. ASSOCIATIONS AND AUTHORITIES

Findings

Associations and Authorities receive more than 60% of the Corporation's O&M Budget and handle most of the property management responsibilities in local communities. In this section of the questionnaire we sought the managers' impressions of these organizations and explored their relationship with the Corporation. We should note that the questions were very broad in nature and did not allow for a great deal of distinction among groups. This may have weighted the answers toward negative and pessimistic responses.

Most of our managers do not have a great deal of confidence in the abilities of Associations and Authorities to do an effective property management job. Only 54% of staff felt that they were doing an effective job, and 37% of managers in the district felt that they were doing a poor job. Managers identified two major problem areas: inadequately trained staff and poorly trained boards. Most managers felt that these organizations should not take on an expanded role. When asked if other organizations (such as municipalities) should be encouraged to take on housing services, 66% of managers (79% in the districts) did not think they should.

There is confusion about the role of Associations and Authorities. While 70% of staff feel that the Corporation has made its expectations clear to these organizations, 80% feel that Associations and Authorities have a different view of their role than is commonly shared by the Corporation. At the community level these groups are seen--and see themselves--not only as "agents" of the Corporation but also as advocates for local residents. Given the confusion in roles it is not surprising that only 34% of managers feel that we have a good working relationship with Associations and Authorities.

Managers seem to feel that we could do much more to help Associations and Authorities. The kinds of assistance required are: clarification of roles; training assistance; assistance in recruiting better secretary-managers; finding ways of reducing Corporation staff turnover, especially at the district level; improved communications. However, most managers (55%) felt that district offices lack the resources to properly assist Associations and Authorities.

When asked which model they preferred at the local level, most managers (69%) preferred the Authority model to the Association Model. It was seen as being more flexible and more representative of the total community needs. It would also enable the Corporation to call upon a broader range of skills from the community. We also suspect that Corporation staff see the need to have more control over the local organization which could be accomplished through ministerial appointment of Authority board members.

Finally, only 51% of managers believe that headquarters has a role to play in helping the development of Associations and Authorities. (Most district staff do not see the need for headquarters involvement (55%) but the larger majority of Program Division staff (73%) do see the need for such involvement.) Those who do see the need for headquarters involvement see its involvement in areas of: training of district staff; developing clear policies and procedures; setting direction; providing resource and training materials; etc.

Conclusions

There is a great deal of confusion about the role and mandate of Associations and Authorities, especially in regard to district operations. There are conflicting opinions among our staff about what Associations and Authorities should be doing and how they should be doing it.

The confused roles is giving rise to what we would describe as an "attitudinal problem" on the part of Corporation staff. They seem to see Associations and Authorities as being rather unskilled. The "tenant advocacy" role is resented by some managers who do not know how to deal with it. They feel that the primary role of Associations and Authorities is to be "our agents". The Corporation in general does not seem to trust these groups. The "veto power" that has been recently given to district managers calls into question the authority of local boards.

The view that Associations and Authorities are separate and autonomous bodies is not very well understood. Managers at district level have expressed a concern that the Corporation will not "allow Associations and Authorities to fail": if something goes wrong at the local level Corporation staff will get blamed. This helps promote the viewpoint that the Association and Authorities problems' are actually the Corporation's problems and gives rise to what some managers have described as a "paternalistic attitude".

Headquarters' staff tend to see the Association/Authorities as a "district problem". There is very little direct contact between headquarters and the local community groups. As a result it is difficult for the Corporation as a whole to identify with Associations and Authorities. At present there is very little headquarters involvement except to monitor expenses and handle "political problems"

which come to the attention of elected officials.

Though the questions we asked were quite broad in nature we got the strong impression that staff tend to "lump" these groups together as a single reality, without adequately distinguishing among them. Though there is a general feeling that "we should help these groups develop" there does not seem to be any consistent development strategy based upon clear written standards, developmental benchmarks, and an accurate assessment of what kinds of skills are required at the district level to facilitate development. (District staff positions seem to be geared to the kinds of programs and services the Corporation wants to promote, rather than to facilitate the development of local organizations.) Undoubtedly the high turnover rate among district staff exacerbates this problem. Finally, there seems to be a serious communications problem between Associations and Authorities and the district offices; and between district offices and headquarters in regard to responsibility for Associations and Authorities. Undoubtedly this problem exists because of fuzzy roles, a lack of clarity in regard to job responsibilities, a lack of written policies, procedures and standards, and relatively high staff turnover, especially at the district level.

8. TRAINING

Findings

The Special Committee on Housing had a number of recommendations in regard to the need for training. We wanted to hear from managers on their own training requirements, those of their staff, and the staff of Associations and Authorities.

Less than 9% of staff indicated an area in which they thought their skill level was "poor". However, 74% of supervisors felt their staff needed more training. Staff identified the need for training in the areas of finance, computers, management skills, communications, and cross-cultural skills.

The majority of Corporation managers feel that Association and Authority staff have "poor skills" in almost all areas. In the technical area only 24% of Corporation staff believe that Association/Authority maintenance staff have the necessary skills to do the job. More than 90% of staff believe that we should be providing training programs for Association/Authority staff (in all areas of management and administration) and board members. The most frequently mentioned training requirements for board members were courses and workshops in the role and responsibilities of boards, board procedures, and the Corporation's programs and services.

Most staff agree that the Corporation needs a solid orientation program for new staff, and only 40% of staff believe that the Corporation provides adequate access to training opportunities.

Conclusions

The Corporation seems to lack a solid human resource development program which includes such elements as orientation, longer-term manpower planning, succession planning and career development, and training. Development of human resources, which should be one of the Corporation's highest priorities, seems to receive little attention. The confusion in roles and the lack of an integrated, de-centralized accountability structure tends to leave staff with a great deal of latitude in defining their own jobs. We sense that staff tend to concentrate in those areas they feel are their strengths and rarely have the opportunity to expand their skills in areas where they feel less comfortable.

There is a special need for the Corporation to create a "corporate understanding" of the expectations of managers. We sense that a majority of managers see their role as one of "supervising" rather than managing. There seems to be a reluctance on the part of managers to take calculated risks (because they are not sure of the support they will receive), a tendency to pass decision-making responsibilities "up the ladder" and a willingness to wait until the orders come down from the top. Very few managers seem to be concerned about the "strategic level" issues and there is a tendency at all levels for managers to become "bogged down" in the supervising of operational details. Finally, we sense that very few managers are results-oriented and concentrating on "outputs". The emphasis seems to be upon processes which lack clearly defined objectives. We believe that the Corporation should provide much more training for its managers in project management and that many more of the day to day activities should be rolled into projects with measurable objectives.

There seems little doubt that the Corporation must support the training needs of Associations and Authorities. However, the training must be based upon performance standards and the realization that it is the responsibility of Associations and Authorities to train their own staff. The Corporation's role must be one of establishing standards, support and facilitating access to training.

9. PUBLIC RELATIONS

Findings

Does the Corporation do a good job in promoting itself and its programs and services?

Fifty-one percent of staff believe that the Corporation has a good image with its own employees and 79% said they are proud to work for the Corporation. But, in general, managers feel that the Corporation does not have a good image with the public, politicians, other government departments and tenants. Eighty-one percent feel that the Corporation does not do a good job of promoting itself and 89% believe that it does not do a good job of promoting its programs.

Managers provided good insights into why our image is poor: our role as landlords; the poor quality of some of our houses; the lack of consultation at the local level; the use of the Corporation as a "scapegoat" by Association/Authority staff; a number of unrealistic promises made in the past; and the fact that the Corporation is one of the few government organizations to "take money" from people.

Managers had a number of positive suggestions about how our image could be improved: emphasizing the positive aspects and accomplishments of the Corporation; improving maintenance; more community consultation; better education programs; improving the public relations skills of Associations and Authorities; developing a solid public relations campaign.

Conclusions

It is clear that the Corporation has a serious image problem. While the various suggestions for improving our image are all valid the key seems to rest with the clearer definition of the mission and role of the Corporation and its programs.

The most positive aspect--and the strength upon which a new image can be developed--is the fact that almost 80% of managers are proud to work for the Corporation.

10. MANAGEMENT PROFILE

Findings

In our last series of questions we wanted to develop an over-all profile of our managers.

Ninety-four percent of managers said they liked their jobs, especially in terms of challenge, independence and working in a management role. What they found burdensome were: travel, lack of planning and consistency, lack of direction, political "interference", confusion over their role and the expectations of the Corporation, poor communications and a lack of resources.

The following chart outlines one of the major problems for the Corporation--a high rate of turnover, especially at the district level.

	AVERAGE* LENGTH OF EMPLOYMENT BY DIVISION				
	Const	District	Finance	Programs	All
In present position	1.3 yr.	1.4 yr.	2.9 yr.	2.5 yr.	1.8 yr.
With the Corporation	3.5 yr.	2.3 yr.	4.0 yr.	5.3 yr.	3.1 yr.

* arithmetic mean

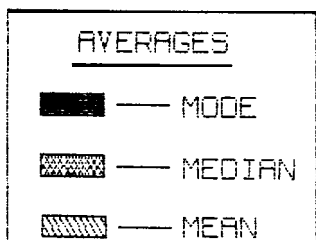
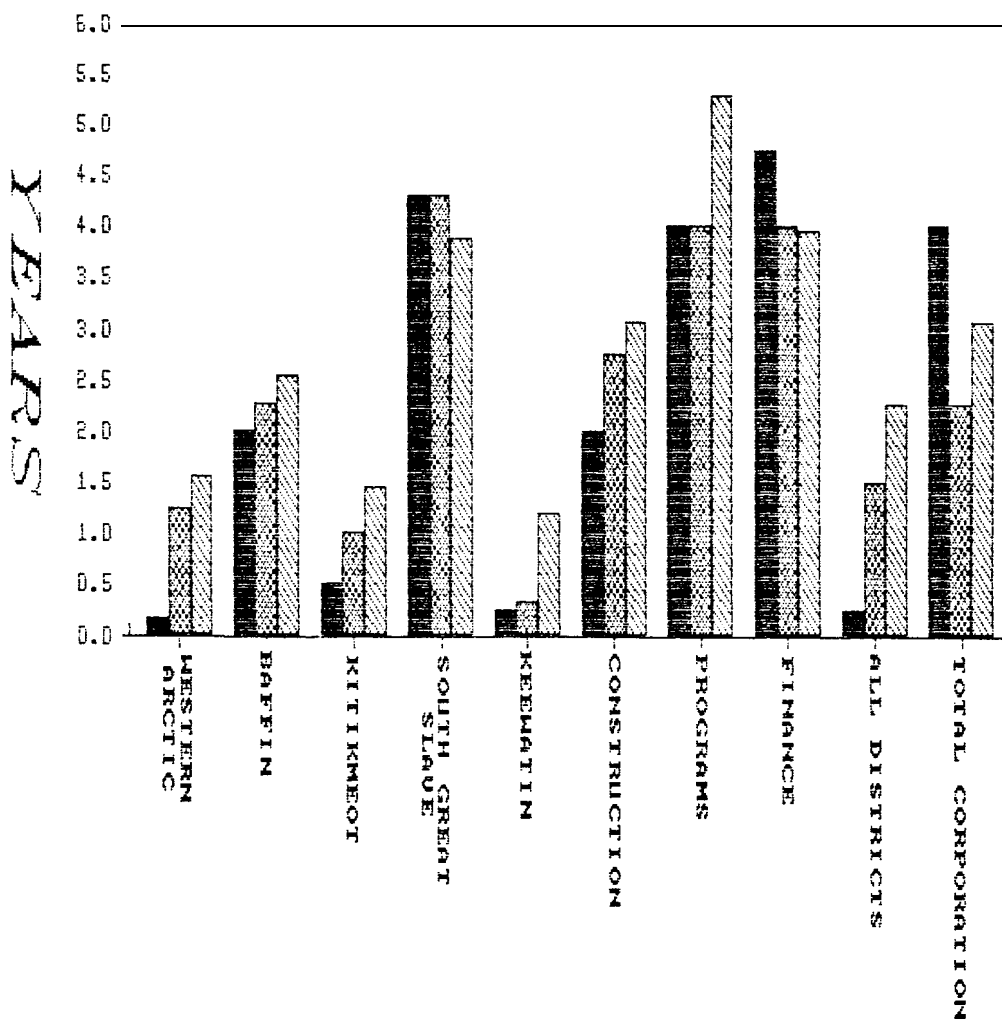
Conclusions

The development of an adequate Human Resources Development Program is required to overcome one of the Corporation's most serious problems--high staff turnover. Though we are unsure of why turnover is so high it seems that there are various additional ways of combating it: a clarification of roles and responsibilities; a clearer understanding of the Corporation's mission and goals--and especially the development of a viable affirmative action program.

The high turnover rate--especially at district level--might suggest that the Corporation should place its priority upon development at the local level. There is very little "out migration" in local communities. The development of local boards and staff and the recruitment of local people to staff district offices would be a solid investment.

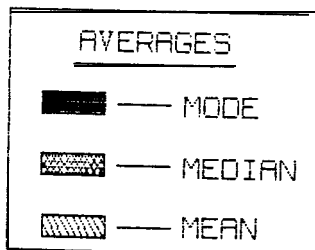
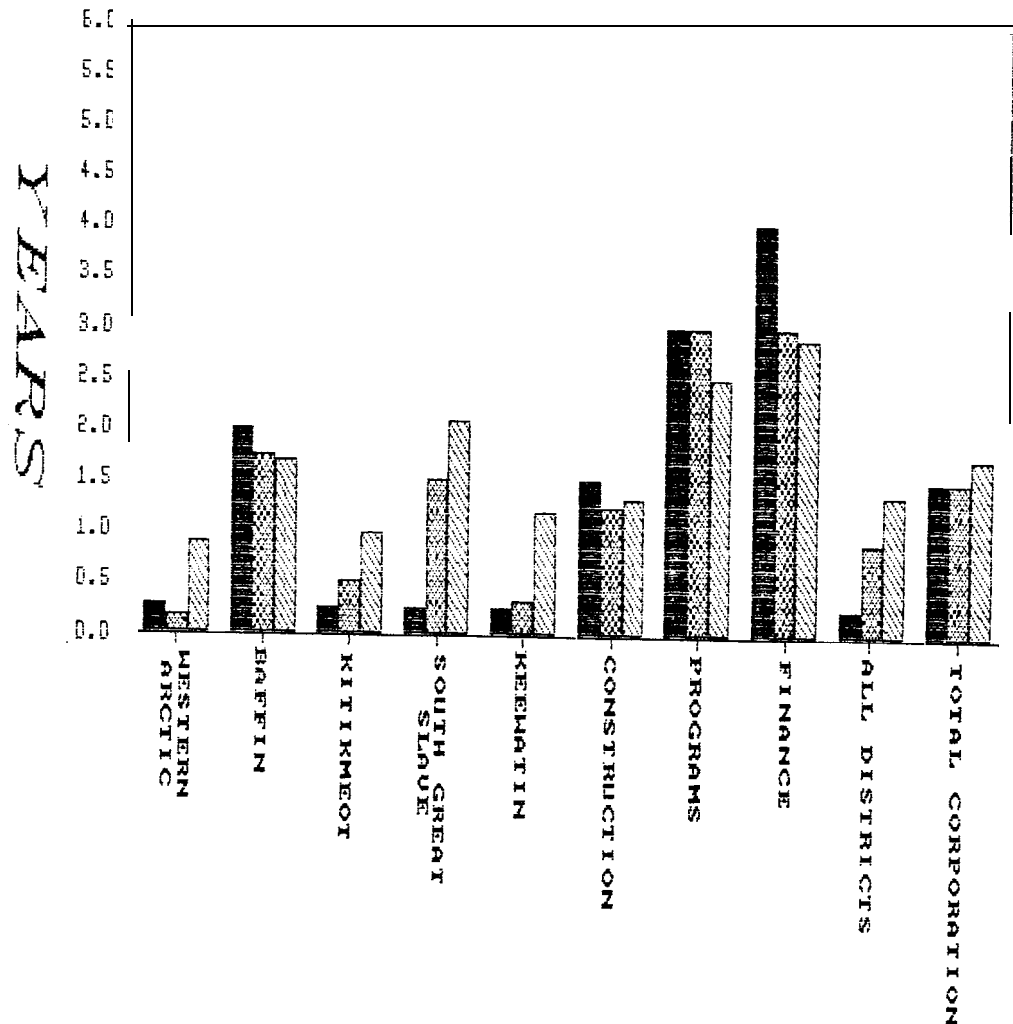
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The Average Time Employees Have worked for the NW THC



MANAGEMENT CENTER

The Average Time Employees Have Worked in Their Position



MANAGEMENT CENTER

II. SPECIAL STUDIES

At the same time that management interviews were taking place, project team members and Corporation staff began a number of special studies. The purpose of these studies was to allow for a more in-depth analysis of special areas of concern. The Special Studies provided a review of: policy, organizational structure and management information systems, a profile of programs and the clients they are serving, a review of the forecasting procedure for determining long-term housing needs, and a review of human resource development requirements.

1. POLICY REVIEW (See Vol. II, K)

Some Distinctions

An organization requires policies to guide its programs and operations. We wanted to review the policies that guide the Corporation and assess the mechanisms the Corporation uses to develop policy.

It should be noted that there is some confusion over the definition of the term "policy". The Government of the N.W.T. defines this term as "a corporate commitment to the public to follow an action or course of action". It reserves the term for "Public Policy" --those actions or courses of action which are approved by the Government itself. However, in our investigations we discovered that this definition is not understood by most managers. When questioned about policy or "policies" managers tend to think in terms of strategic policy or operational policy--those actions or courses of action which are created by the Corporation to direct its activities. Given the present confusion over the definition of "policy" and the present common understanding of most managers, we have decided, for the purpose of this report, to follow the lead of some other jurisdictions and distinguish between three different kinds of policy: Public Policy; Strategic Policy; and Management Policy.

- Public Policy is established by government and is defined as: "the commitment by government to the public to follow an action or course of action".
- Strategic Policy, is the means by which the Corporation translates public policy into operations. It is fairly broad in nature and describes the manner in which the Corporation will provide services, deal with specific issues, relate to other jurisdictions and governments, handle particular legal

matters, explains various aspects of its legislation and structure. Strategic Policy is often referred to as "Corporate Policy" and may or may not be made public.

- Management Policy refers to operational, administrative and personnel directives and focuses upon the internal workings of the Corporation. Often the term management policy is synonymous with the term "operational procedures".

Findings

Public Policy

The Corporation receives its mandate from its legislation and from government housing policy. The function of public policy, from the Corporation's point of view, is to clarify its mandate, develop a context within which it must operate, spell out government priorities, and, in some cases, even indicate the manner in which the Corporation should operate. Without such a policy framework it is difficult to establish a base for accountability. This is a special problem if, as is the case with the Housing Corporation, the legislation is interpreted quite broadly and, in some areas, may have been superseded by practice.

Though we can point to certain elements of government housing policy--eg. a policy on staff housing--our review indicates that the Government lacks a clearly articulated and comprehensive public housing policy. In some cases where relevant and related policies exist there is a noticeable absence of an implementation mechanism (eg. Policy on Devolution). Thus it is difficult to determine whether the policy statement represents present government policy.

The Special Committee on Housing, in placing the delivery of housing services within the context of accountability to the local community, community development, and economic development, has placed an additional strain on the existing government policy framework. The integration of these principles into government policy might bring the "new policy thrust" into conflict with some existing policies. There is a need, then, for a clear statement of government housing policy. Without it the Housing Corporation is left in a vacuum.

It was not within our present mandate, or the terms of reference of this study, to describe the nature of an acceptable government housing policy. We can, however, raise a number of questions, by way of example, which might indicate areas where policy direction is required.

- What is the mandate of the Housing Corporation? Does government want it to be a social housing agency? Or does it wish it to respond to all housing issues in the N.W.T.?

- Does government wish to stimulate the development of a private sector housing industry? If so, how does it intend to do this? Is there an expectation on the part of government that the Housing Corporation assume this role, or part of this role?
- How does government define the "right" of its citizens to housing? Does this apply to **all** citizens--in the manner of medical services or education for children? Or does government **wish** to respond only to the needs of those who are disadvantaged? How is "disadvantaged" to be defined?
- Does government have any priorities in terms of the kinds of housing to be provided? Does it, for example, prefer home ownership to public housing?
- Does Government wish to continue to build and develop staff housing? If so, what department or agency will assume this responsibility? Does government wish to introduce strategies or incentives to encourage staff to provide their own housing?
- Does Government wish to **privatize** the delivery and maintenance of housing service? Does it have a preference for privatization over and against **devolution** of existing services to the local level?
- Given the rising costs of housing and the **N.W.T.** birth rate, does government anticipate that it will be **able** to house its residents over the next ten or twenty years, and still respond to **all** other priorities? If not, does it wish to **develop** alternative strategies? If so, what kinds of strategies are required and which agency would **develop** them?
- Does Government wish to devolve the responsibility for housing services to local communities? What authorities and responsibilities does it wish to pass over? Does it wish to promote a particular development strategy? Does it see a particular community **organization**--eg. the local municipal body--as the "lead agency" at the local level, or is it open to **all** possibilities?
- Does government wish to promote the development of regional housing bodies--or allow existing regional bodies to assume more input into housing decisions?
- Does government wish to treat **all** communities as "equals" in terms of housing services? Or does it wish to distinguish among communities, giving priority to those communities which have the best prospects for developing a viable economic infrastructure (and thus possibly reduce future dependency upon government by encouraging migration to communities which have more viable employment opportunities)?

- Given the present discrepancy between existing legislation for the Housing Corporation and actual practice, does the Government wish to maintain the present Corporation structure? Or does it require an alternative model? If it wishes to maintain the existing Corporation, does it wish to make any modifications in terms of Legislative changes or practices?

A government housing policy which responds to these and similar questions would certainly help to clarify the role and mandate of the N.W.T. Housing Corporation?

Strategic Policy

As was noted during the management interviews, there is a noticeable absence of strategic policy to guide the programs, activities and operations of the Corporation. Though there is a NWTHC Corporate Manual, many of the "policy statements" are not clear policy statements but, rather, statements of intent. There seem to be a number of "approved policies" which are not included in the manual. There is no clear definition within the Corporation of what constitutes policy and how it should be developed (the role of the Board of Directors, in particular, is very unclear in the policy development area), and, there is no clearly defined policy framework within which to develop and approve policy.

Strategic policies are required in almost all significant areas: Board-management relations, relations with other organizations, relations with local communities, relations with suppliers and contractors. There is also a need to develop strategic policies for dealing with particular issues: energy conservation, program evaluation, affirmative action, public relations, the development and use of information systems, etc. There are established practices in many of these areas. The need is to review and assess the practices and translate them into policy.

Management Policy

Understandably, since there is lack of strategic policy, there is also a lack of management policy. Though some procedures are written down, many of them are not. It is difficult to determine which procedures are in effect as operational policies and which procedures are merely guidelines to direct management activities. There also seems to be a great deal of discretion on the part of managers to adapt procedures to their impressions of what is required in individual situations. While managers must be given the flexibility to adjust to changing situations, there is also a need to develop a "corpus" of established procedures which is approved by the Corporation. This is especially important given the relatively high rate of turnover in many management areas. (New managers come in and, having little in writing to guide them, have no alternative but to do what they think is best.)

As part of the Corporate Planning Exercise the Corporation should review existing management policy and develop new policy where it is required. This review should embrace all significant functional areas within the Corporation: corporate development and planning; social housing; home-ownership and home repair, mortgage and loan administration; financial administration; personnel administration; construction and development; materials management; land acquisition and administration; accommodation services for Corporation staff and staff of Associations and Authorities; legal services; records management.

Conclusions

Since the very first days of its existence the Corporation has had to deal with a serious housing situation in the Northwest Territories. The difficult physical environment, the great regional differences, and limited resources have demanded a high degree of flexibility. While such flexibility is desirable and must be retained, there is also a need to create much more stability and consistency within the Corporation--a point that was made quite frequently by the Special Committee on housing. This means moving out of the "crisis mode" and taking the time to establish policy at all levels of the organization. Without such policy it will be extremely difficult to develop the kinds of communication--both with government and the community and within the Corporation--that are required.

There is a need to establish a "policy unit" reporting directly to the President which will identify the need for policy, review existing policy, write new policy, vet all policy submissions to ensure a consistent quality, and maintain a policy framework and mechanism for the development of new policy.

The lack of clearly articulated and comprehensive public housing policy is a serious problem and must be given high priority. To a certain extent the development of such policy is outside the mandate of the Corporation because it is the responsibility of Government. The task is also complicated by the lack of adequate information bases upon which to develop such policy. However, without such policy it will always be difficult for the Corporation to get a clear understanding from government of what it is expected to do. There is a need for the Corporation to bring this problem to Government, identify the various aspects of the problem, and negotiate some suitable mechanism for resolving the problem.

Though the lack of public housing policy undoubtedly complicates the ability of the Corporation to establish its own "corpus" of strategic and management policies, it does not block this process, nor should it unduly delay it. If the Corporation wants to have a clear picture of where it is going and how it is going to get there, the development of an adequate policy base is an absolute prerequisite. Without such a base the Corporation will not be able to explain to the public and its

managers the business it is in and how it intends to conduct this business. We believe that the development of strategic and management policies should be one the Major Target Areas for the Corporation in its Corporate Planning Exercise.

2. REVIEW OF THE ORGANIZATIONAL STRUCTURE

and

MANAGEMENT INFORMATION SYSTEMS REQUIREMENTS (See Vol II, B)

Assumptions

The purpose of this study was to assess the strengths and weaknesses of the organizational structure and the information requirements of those managers working within the organization. The decision to combine these two elements into one study was deliberate. It relates to our past experience in systems development and the intrinsic relationship between information and organizational structure.

A common procedure in developing information systems is to interview managers, ask them about their information requirements and develop systems which respond to those requirements. This approach is quite valid and is based upon the assumption that the purpose of information is to assist in management decision making. However, this approach is also based upon a set of other assumptions which are usually taken for granted and therefore not tested:

- the business of the organization (mission) is clearly stated and understood,
- that there are clearly stated program goals,
- that the skills and resources required to deliver programs and services are allocated to appropriate management units,
- that the functions of the various management units and their relationship to one another is clearly understood,
- that the roles of managers within the units are clearly defined,
- that the organizational structure reflects the requirements of the functions and establishes a clear accountability structure.

At the outset of the study managers in key positions were interviewed as to their information requirements and the relationship of information to the functions of their units and to their roles within the units. It was hoped that feedback in these critical areas would assist in the charting of "information flows" between units and lead to an analysis of information system requirements. Unfortunately this approach had to be abandoned in favour of a "modelling approach" which we will explain below.

Findings: Structure & Information Requirements

Managers were not able to verbalize their information requirements for a number of reasons.

First, there is a lack of strategic information which is required to provide a context for programs and services. Though a draft statement of the Corporation's mission philosophy and program goals and objectives was developed during the project, managers have not yet been exposed to this statement, nor has the statement been officially adopted by the Corporation.

Second, as was noted in the preceding policy review, there is a marked absence of strategic and operational policy at almost all levels of the organization. Managers are unable to point to established policies and procedures to help define their information requirements.

Third, because of the lack of viable information systems and data bases, managers have difficulty defining needs and measuring the impact of services upon needs. Ironically, the lack of valid information about needs and program impacts limits the ability of managers to define their information requirements.

Fourth, because there is confusion about the nature of programs and services there is confusion about the skills and resources required to provide these programs and services within individual management units. The functions of these units and their relationship to one another is not clearly defined or understood.

Fifth, there is confusion about the roles of individual managers within the management units. Because the purpose of the unit is unclear it is understandable that the role of the individual managers within the unit is also unclear. (As we have seen in our review of the management questionnaire, a significant number of managers feel that their job descriptions do not accurately reflect their responsibilities.)

Sixth, because the functions and roles of individual management units are unclear there is confusion within all levels of the organizational structure. Thus there is the noticeable absence of a viable accountability structure. Our study reveals the need to clarify the roles of

- . Associations/Authorities and other community groups,
- . District offices and their relationship to local community groups and headquarters,
- . the divisions within headquarters and their relationship to the districts, to one another and to the Board and the senior management,
- . the Board and its relationship to the Minister and the senior management team,
- . the Corporation and its relationship to Government and to local community groups and organizations.

Findings: Management Practices

In the absence of a clearly defined accountability structure, and facing a continual housing crisis, it is normal for managers to do whatever they have to do to get the job done. This leads to the development of certain management practices which may exacerbate an already difficult situation. While structural change and the development of adequate information systems can go a long way to correct existing problems, it is also necessary to examine the management practices themselves. We have noted the following characteristics which should be reviewed as part of the Corporate Planning Exercise.

Some managers seem to have acquired or assumed very broad mandates which they cannot possibly hope to fulfill by themselves. There is one manager responsible for all aspects of Public Housing; another responsible for all aspects of HAP; District Managers seem to be responsible for all aspects of delivery of services at the local level; another manager is responsible for all aspects of capital planning; etc. Though the problem in some cases may be a lack of resources, a greater problem in many cases seems to be the size of the mandate. Single managers cannot possibly hope to handle all aspects of programs or services without appropriate support mechanisms and the involvement of more managers with different skills and expertise. We see the need to spread responsibilities more evenly throughout the ranks of managers in a way that crosses over divisional and geographic boundaries, emphasizes a team approach to problem solving, and defines more tasks in a "project framework" with clear time lines and measurable outputs. This approach would reduce duplication, spread the workload more evenly, and capitalize upon existing talents and resources.

A second characteristic of present management practices is the strong emphasis upon operational matters and the seeming lack of concern about strategic concerns. We find that many managers who, according to their roles within the organization, should be concerned with strategic matters are bogged down in the innumerable details of day to day administration. Concerns about effectiveness lose out to concerns about efficiency and the monitoring of details. There are very few managers who seem concerned with the "big picture", the need to relate services and programs to needs, the measuring of program impacts and the development of alternative approaches.

Third, there seems to be a reluctance to delegate responsibilities "down the ladder" and a preference for pushing decisions--even minor ones-- "up the ladder". Many managers seem to function as supervisors, rather than managers. They tend to control the activities of those beneath them and await instructions from those above them. The concept of "letting the manager manage" does not seem to be part of the present corporate culture.

Fourth, even though the Corporation has adopted a highly decentralized service delivery model with more than 60% of its O&M budget going to Housing Associations and Authorities, it has adopted highly centralized decision-making mechanisms. Most critical decisions seem to be made by senior managers at the top of the structure with very little input from the districts and the local communities. There is no real O&M budgeting process based upon a consideration of requirements at the local level; financial allocations seem to be on the basis of last year's requirements. The Capital Planning process seems to be almost exclusively a headquarters function with no adequate mechanism for community consultation. It is hard to identify a real, decentralized accountability structure with clear responsibilities at the district and local levels. The lack of adequate information systems, policies, and procedures, to facilitate planning, program evaluation, and fiscal monitoring, seems to leave all-major management decisions in the hands of a few managers at the top of the organization.

To summarize, in terms of management information requirements and organizational structure we seem to be in a "catch 22" situation- The lack of a strategic framework coupled with the lack of adequate data bases leaves us unclear about client needs. If we are unclear about client needs we are also unclear about: programs and services which respond to those needs; the skills and resources required to deliver the programs and services; the manner in which skills and resources should be organized, within management units along functional lines; the roles of managers within the management units and their information requirements; the structuring of management units within an organizational structure which supports and sustains the delivery of programs and services. In the absence of an adequate organizational structure which defines accountabilities at each level of the organization we have seen the development of particular management

practices which attempt to compensate. There is a tendency to place responsibilities upon the shoulders of individual managers rather than to distribute the workload; there is an emphasis upon day to day operational concerns to the neglect of strategic issues; the reluctance to delegate real responsibility and the preference for pushing decision-making "up the ladder" is turning managers into supervisors; and the Corporation is dominated by centralized decision-making within the context of a de-centralized model.

Ideal Functional Model: Structured Analysis

Because of our inability to secure from managers the kinds of information that they required, we made the decision to change direction and develop an Ideal Functional Model. Based upon a technique referred to as Structure Analysis, the object of the exercise is to:

1. Define the basic functions that must be performed by any organization providing housing services.
2. Analyze and document the various activities, processes and information flows which must take place if the function is to be performed properly.
3. Define the roles, responsibilities and accountabilities of persons responsible for performing the functions or part of the functions.
4. Compare the various functional units with the existing structure in order to modify or change the structure in a manner that will best support the functions, and determine the information systems requirements, and support the delivery of services and programs.

There are certain characteristics of this technique which should be noted.

- It assumes that the purpose of the organization is to provide services. The emphasis is upon support functions. The organizational structure is adapted to the functions--not the other way around. Thus it is a "bottom-up" approach.
- Even though the approach is "bottom-up" it must be developed within some kind of strategic framework which reflects political priorities and some elements of public policy. It also makes some assumptions about organizational models: in the case of the Housing Corporation there is an assumption that a de-centralized delivery system is required.
- The approach creates an ideal business model. It describes the activities, processes, information flows, and information support mechanisms (manuals, operational policies, job descriptions, etc.) that the Corporation needs to conduct its business properly. But the ideal must be contrasted against

political priorities, public and strategic policy considerations, consideration of existing skills and resources, etc. Thus the resulting organizational structure is a compromise between "bottom-up" and "top-down" considerations.

During the Assessment Phase the Project Team began the development of the Functional Model. The major functions of the Corporation were identified: corporate development and planning; social housing; homeownership and repair; financial administration; mortgage and loan administration; personnel administration; construction/development; materials management; land acquisition; accommodation services; legal services and records management. A functional analysis was provided for three of these areas: corporate development and planning; social housing; and construction. We would recommend that the functional analysis be carried out for all other areas as part of the Corporate Planning Implementation Process.

Systems Development: Priorities

As part of the organizational systems review the Project Team examined existing systems. The task was complicated somewhat in the financial area because the Housing Corporation is in the midst of adopting the Territorial Government's Financial Information System (FIS) which is based upon the Accountabilities Based Budgeting System (ABBS). In other areas the task was much simpler because there is a general lack of adequate information systems.

Though we were not able to examine existing systems in great detail we are able to make some general suggestions as to priority areas for review.

A Financial Information System (F.I.S.)

Even though we are in the midst of implementing the government's Financial Information System, we have some reservations about the ability of this particular system to respond to the Corporation's requirements. It is a highly centralized system, based upon Accountabilities and Tasks. A significant feature of the system is its ability to define financial accountabilities in terms of individual program managers who are accountable for funds allocated to their particular program areas. Though the system is capable of monitoring at the regional level the Corporation, unlike other government departments, does not report through a regional Department of Finance.

The Project Team has two specific concerns about the adaptability of F.I.S. to the Corporation's requirements. First, there is a highly decentralized delivery model with more than 60% of the O&M budget going to Associations and Authorities. With the exception of the "one-write" system and the annual audits, there does not seem to be an adequate integration of financial information between the local

community group and the Corporation. Second, a great deal of work within the Corporation is carried out on a project basis (as opposed to a program basis), with most projects occurring within regions. By its very nature project work may require closer financial scrutiny than F.I.S. is capable of providing.

It may be that some of the problems we have witnessed are more a result of the transition to F.I.S. than with F.I.S. itself. We do feel however, that the Corporation should review the system with the Department of Finance in order to assess its suitability to our particular requirements.

Housing Inventory: Community Profile

There have been a number of efforts over the years to establish a housing inventory. Unfortunately, inventories have not been developed as part of an integrated system which includes the regular monitoring of housing stock. Typically, a housing inventory would be established and it would quickly become outdated.

We consider the development of an inventory system a priority. The system should be developed in cooperation with local Associations and Authorities so that it will serve both the needs of the community and the needs of the Corporation. Depending upon an assessment of information requirements, the system should include a physical description of the community, a physical description of each housing unit, and a condition rating. It might also include a number of other elements: a description of total housing stock in the community including the number of staff housing units, Federal units, private homes, etc.; institutional facilities; warehouses; description of office facilities for Associations and Authorities; available lots and local development plans; projection of units to be written off and the number of new units required; waiting lists; description of present occupants and a history of the manner in which they have used housing, etc.

The system should respond primarily to the needs of local organizations but have adequate "roll-up" provisions to respond to the needs of the Corporation. Finally, the system should be as simple and flexible as possible and have the capacity to respond to frequent changes in the community stock.

A Performance Measurement System

At present, within the Corporation, there is practically no valid program information nor systems for providing this kind of information. As a result it is extremely difficult to link program information to operational and capital planning processes, and it is impossible to conduct formal program evaluations. Without viable program information we tend to plan in a vacuum.

We recommend that the Corporation develop an appropriate performance measurement system to collect, monitor and review program information on a regular basis. The characteristics of this kind of system are: the establishment of measurable goals and objectives; the creation of workplans; the development of indicators to measure program effectiveness, efficiency, and economy; the comparison of program information with resources that have been allocated; the development of regular monitoring and reporting mechanisms; the integration of the program performance information with other internal systems and processes--the financial system, the performance appraisal system, operational and capital plans, etc.

The implementation of a performance measurement-type system, specifically designed to meet the requirements of the Housing Corporation, will likely require one to two years. Most of this time would be devoted to the training of managers and the integration of program-type information into the existing systems. Given the lack of adequate data bases it should be expected that for the first year or two much of the information will focus upon matters of efficiency--ensuring that managers meet operational objectives at a desired quality level within given time frames. Undoubtedly the ability to implement the major recommendations of the Corporate Planning Exercise throughout the organization will require some kind of performance measurement-type system.

A Management Information Systems Unit

Our review of roles and functions within the existing organizational structure indicates that there is no one with the specific mandate or competence to design and develop the required information systems. We see the need to develop a special unit within a re-vitalized Policy-Planning and Support Services component.

The mandate of this unit would be three-fold: to design and develop new systems; to maintain systems after they are developed and go "on stream"; and to provide support services to managers requiring information.

A mechanism should be put in place to promote and ensure the "corporate ownership" of information systems. Proposals and workplans would be submitted to the senior management team which would ensure that activities reflect corporate goals, make decisions as to priorities, allocate resources, and monitor project performance. Much of the work, especially in the initial stages, would be carried out on a project basis. The unit would require a small team of members with skills in specific areas: systems design and design methodologies; project management; information analysis; operational planning; programming. To the fullest extent possible this unit should utilize expertise available within or through Systems and Computer Services. However, it should ensure that control of projects remain within the Corporation.

Conclusions

The lack of adequate data bases and information systems is undoubtedly one of the most serious problems facing the Housing Corporation. Since adequate information touches upon all other aspects of the Corporation's activities, we believe that the development of appropriate information systems should be one of its highest priorities. It is especially necessary if the Corporation is to work within the new context of accountability to the local community, community development and economic development.

The serious communication problems noted within the Corporation at all levels are not simply a matter of providing more information. It is our assessment that they can only be adequately dealt with through a combination of inter-related activities--the development of a strategic framework, the acceptance and understanding of program goals and a philosophy of service, the creation of public, strategic and management policies, the development of information systems, the building into the Corporation of appropriate evaluation and planning processes, the clarification of roles and responsibilities, the development of an adequate accountability structure, etc. We believe that the continuation of a functional analysis at all levels of the organization within a strategic framework will provide an orderly approach to resolving many existing problems.

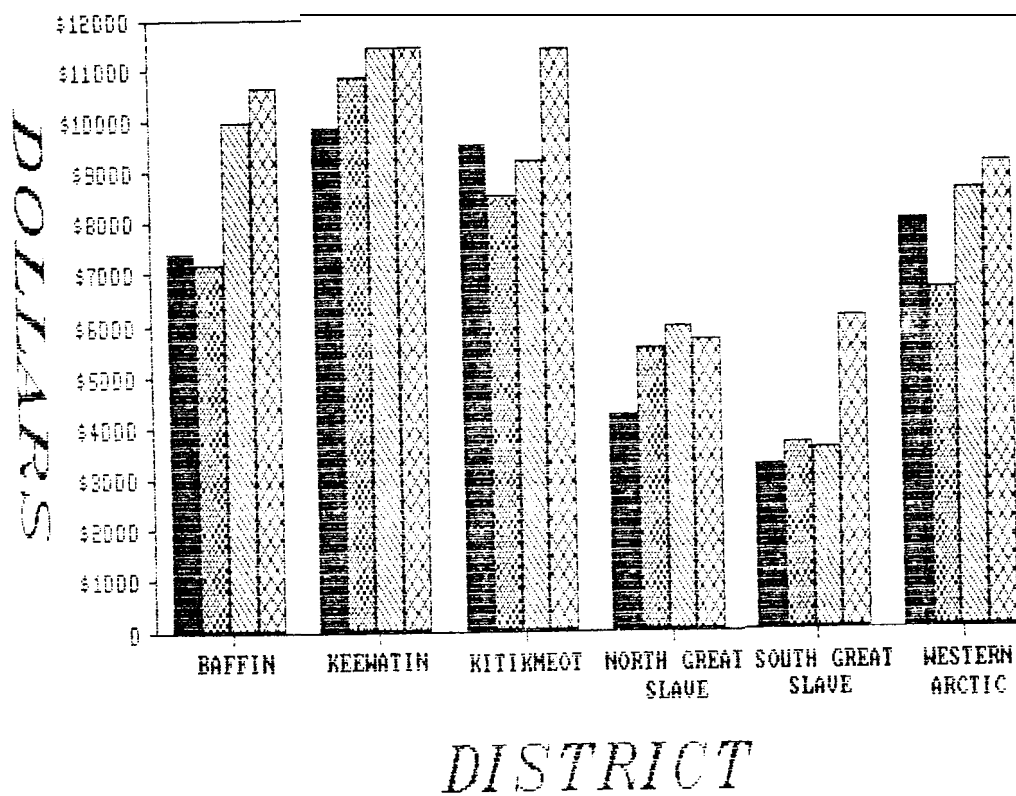
In terms of systems development priorities we recommend that the Corporation review its present financial system (FIS), give serious consideration to the development of an inventory-community profile system, and develop and implement an appropriate performance measurement system.

Finally, to ensure the on-going development and maintenance of required systems, we believe that the Corporation should develop its own management information systems unit within a renewed Policy, Planning and Support Services component.

3. PROGRAM-CLIENT PROFILE (See Vol. II, E)

To get a snap-shot of the Corporation's programs and the clients they serve, a Program Client Profile was developed. The study provides graphs and charts which indicate the number of clients served, the kinds of programs, allocation of dollars according to programs, allocation according to regions, activity summary, average family incomes for some programs, program trends, and an indication of some problems, particularly the arrears payment problem.

*AVERAGE ANNUAL OPERATING
SUBSIDY PER UNIT
IN RENTAL PROGRAMS*



1983-84 ACTUALS
 1985-86 PROJECTED ACTUALS
 1984-85 ACTUALS
 1986-87 BUDGET

Findings

The study provided a great deal of information about services and clients. Here are some samples. The Corporation owns approximately 4,400 rental units and has 107 subsidized loans out to homeowners under the Rural and Remote and the Northern Territorial Purchase Program. Here are some additional statistics about Corporation activities between 1983 and 1987.

393 Homeownership Assistance Units and 759 Public Housing units will have been supplied.

379 Northern Rental units will have been re-habilitated.

314 Weber Units will have had their roofs fixed.

10.4 Million dollars will have been spent in Extraordinary Maintenance work.

8 Warehouses will have been built.

1.33 Million dollars worth of equipment will have been purchased for Housing Associations and Authorities.

Though it is difficult to draw solid conclusions from the information gathered (some of the information is sketchy and open to fairly broad interpretation) it does provide us with an overview of programs and services. It provides a useful starting point for the development of more sophisticated data bases.

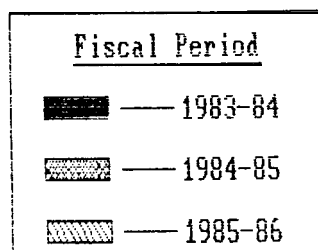
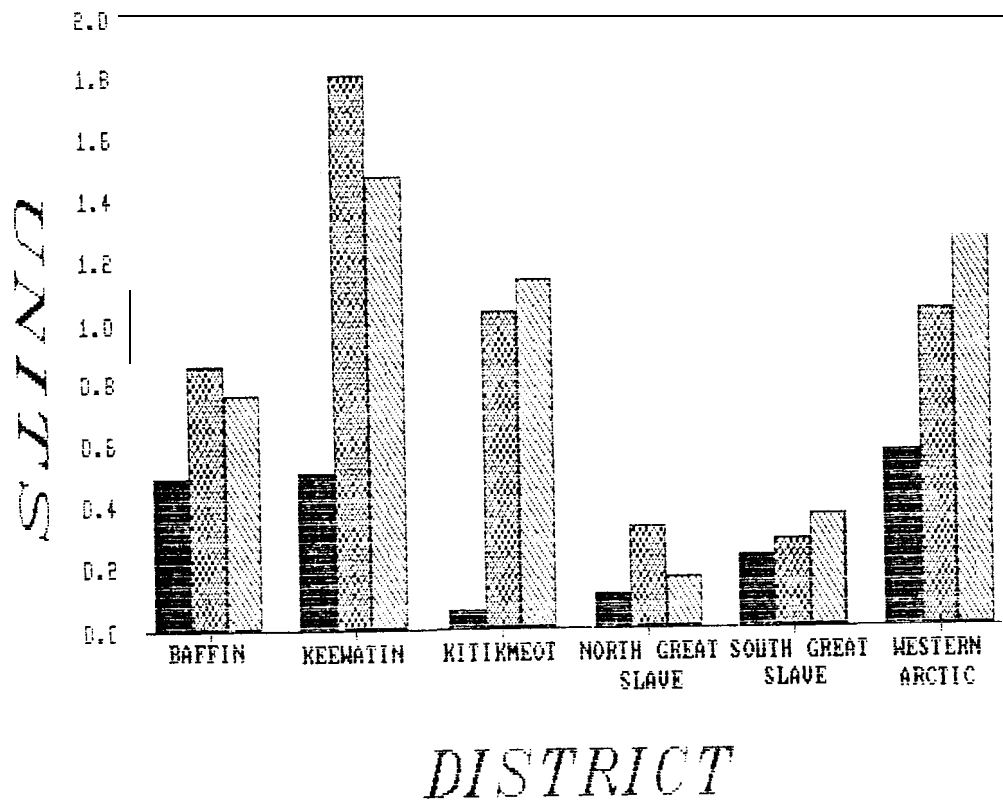
In reviewing programs during the Assessment Phase the Project Team had numerous discussions with those responsible for the design, planning and delivery of programs. Based upon these conversations and a review of the data provided in this study, we feel that certain concerns can be raised about programs.

Because there is absolutely no technical evaluation of programs it is difficult to assess effectiveness, efficiency and economy. An evaluative capability with the Corporation is an absolute necessity.

As has been pointed out previously, it is difficult to measure the relationship between programs and community requirements. In some cases programs are responding to real needs, but there may a problem in regard to the mix of programs. As far as we can tell, programs are planned on an individual program basis rather than a community requirement basis.

There seem to be definite problems with the targeting of HAP. Should it be a social housing program; or should it be open to all persons regardless of income? Undoubtedly there is a need for more design options--a recommendation of the Special Committee on Housing--and greater participation in design at the local community level. Given the increased importance of this program and the success it has

*RATIO OF
NEW HOUSING UNITS BUILT
PER 100 PEOPLE
IN THE DISTRICT*



enjoyed since its inception there should be a complete program review of HAP completed immediately.

A solution should be found to the arrears problem--and here, some political direction is required. Unlike other property management firms, the Corporation lacks a policy for handling bad debts. Unfortunately, this problem is growing; and it is difficult to identify a person or persons within the Corporation who has the responsibility for developing strategies to deal with this problem and monitor results.

In terms of the array of services and programs required and the manner of delivery, the Corporation is very much in need of direction from Government. Because of increasing demands and limited resources, we question the ability of Government to maintain its current response to housing needs. There is a definite need to examine the role of the private sector in providing houses and find appropriate ways and means of encouraging participation.

In watching the manner in which programs are developed and implemented we find a lack of "corporate ownership". It seems that the Programs Division determines what is required and other divisions and districts implement their decisions. Because there is a lack of information, a strategic framework and, up to recently, clear program goals, we sense that programs have been developed almost exclusively on the basis of past history. It is programs which seems to be determining need rather than the other way around. The Corporation requires a much greater team approach to planning and decision-making emerging from a sense of the "corporate ownership" of programs.

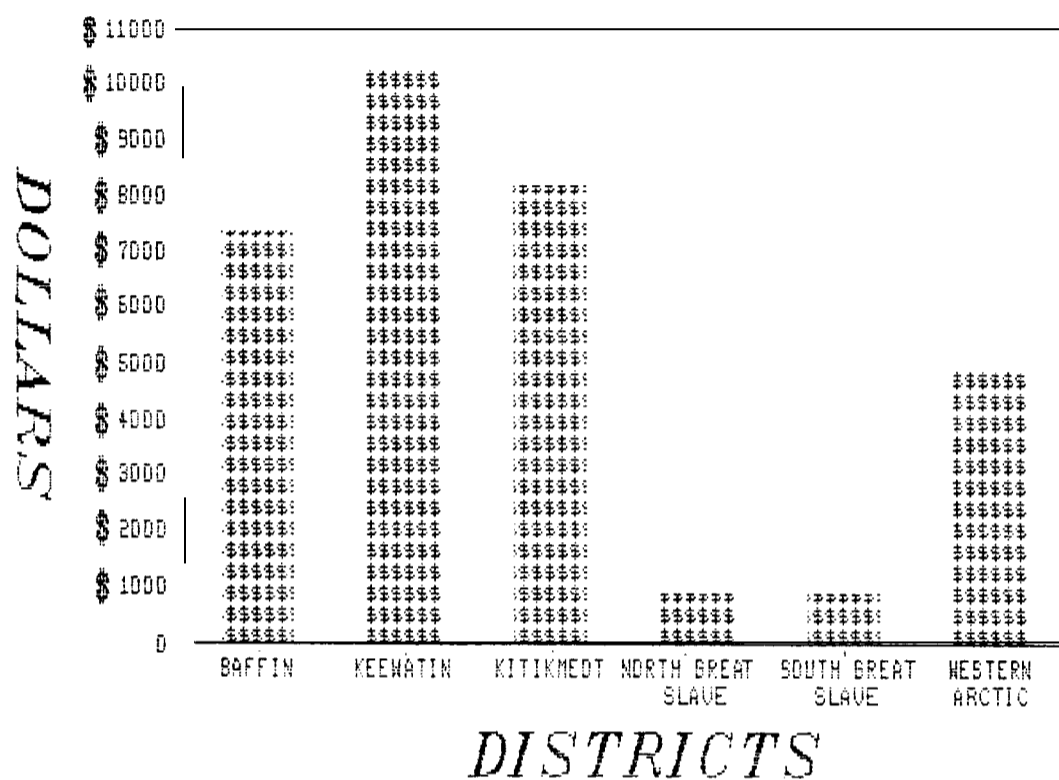
Finally, there is a serious need to surround programs with an array of basic program elements: standards, policies, procedures, manuals, feedback mechanisms, delivery strategies, monitoring responsibilities, evaluation, etc. These elements seem to be lacking in most program areas.

Program Evaluation

It is apparent that some problems surrounding services and programs have emerged because of the lack of an evaluative capability within the Corporation. It seems appropriate, therefore, to suggest an approach to resolve this problem.

Four things are necessary to conduct formal program evaluations: clear goals and objective, adequate information about program performance, program stability, and skilled evaluators. Most of these elements seem to be missing at the present time within the Corporation. Only recently have clear program goals been established. There is a lack of program information throughout the organization, some programs--particularly HAP--seem to be continually changing, and the Corporation does not have a component with the clear responsibility and expertise for program evaluation.

CAPITAL EXPENDITURES PER PERSON IN EACH DISTRICT OVER A THREE YEAR PERIOD



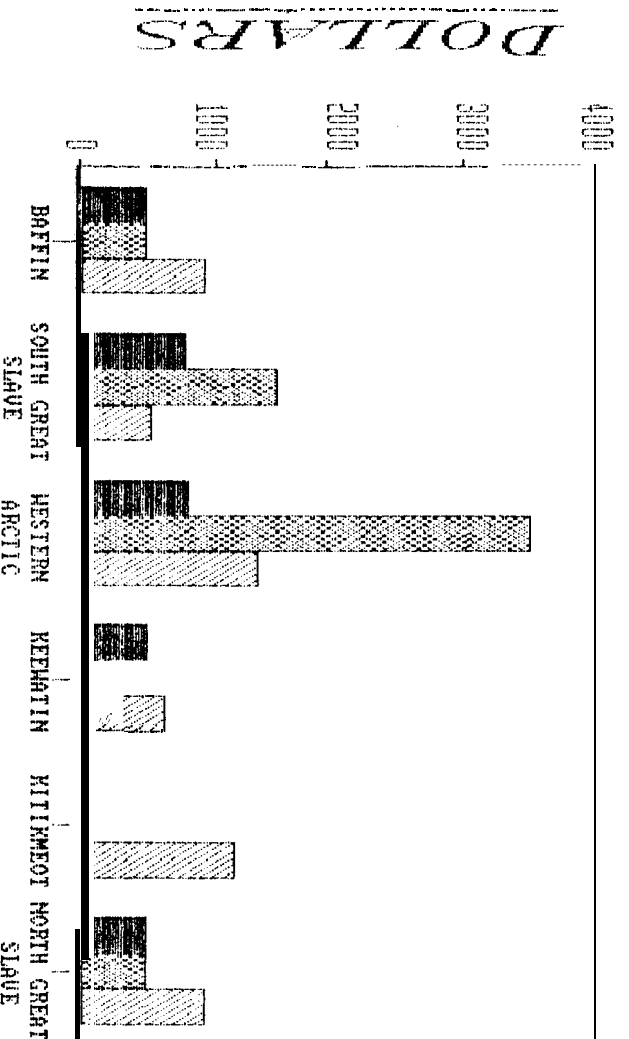
TOTAL CAPITAL EXPENDITURES PER PERSON
OVER A THREE YEAR PERIOD (83/4,84/5,85/6)

But this does not mean that there cannot be evaluation. Though it may be difficult for the Corporation to conduct formal program evaluations, which require an objective third party assessment and measure both the intended and unintended effects of the program, there are other steps which could be taken.

- Program managers could be required to conduct program audits of all district offices, at least once a year, in order to determine whether programs are being delivered in accordance with approved procedures and policies.
- District managers could be called upon to conduct "simple reviews" of various programs in other districts.
- Management consultants could be used to review various situations in local communities or to assess various program areas.
- Visits by headquarters and district staff to local communities could be made more formal. There could be "annual inspections", negotiated beforehand with the local community board, where all aspects of programs are reviewed and discussed with the Board of Directors to resolve problems and improve services.
- An evaluative component could be built into existing programs. For example, all HAP clients could be interviewed six months after they have completed their homes in order to seek recommendations for program improvement.
- All new projects and processes could have a "built in" evaluative component. The development of new procedures, policies, strategies, etc. could be assessed a few months after their initiation.
- The Corporation could implement an appropriate performance measurement system throughout the organization.

One of the reasons that evaluations often do not take place is because managers believe that evaluations require special expertise. The Corporation should promote the concept that evaluation skills are part of the basic "tools of the trade" of every manager. While we will recommend that a formal evaluative capability be built into a new Policy, Planning and Support Services Component, we would not want this recommendation interpreted as an "exclusive mandate" given to any one unit. Evaluation must become a "state of mind" built into the corporate consciousness of all managers within the Corporation.

COMPARISON OF
AVERAGE ARREARS PER UNIT
UNDER ADMINISTRATION
VARIOUS PROGRAMS



DISTRICT

LEGEND	
■	1985-86 NORTHERN RENTAL PURCHASE PROGRAM
▨	195-86 RURAL AND REMOTE HOUSING PROGRAM
▧	1984 RENTAL HOUSING PROGRAM

The first step in developing an evaluative capability within the Corporation would be to create a strategic policy on evaluation. The policy would spell out the kinds of evaluation to be conducted, the frequency with which they should occur, and the management positions responsible for conducting evaluations. It would assign the responsibility for monitoring and coordinating evaluations to a particular management unit. It would establish a mechanism to ensure that managers are involved on a cooperative basis at all levels of the organization and that results were brought to the senior management team and the Board of Directors on a regular basis.

Conclusions

The Program-Client profile provides a snapshot of our services and programs. Though we are serving a wide variety of clients in different ways there is an obvious need to clarify our approach to program delivery.

Given the high profile and interest in HAP there is an immediate need to conduct a review of all elements of this program. Special attention should be paid to the various program elements--policies, procedures, information requirements, monitoring, etc.

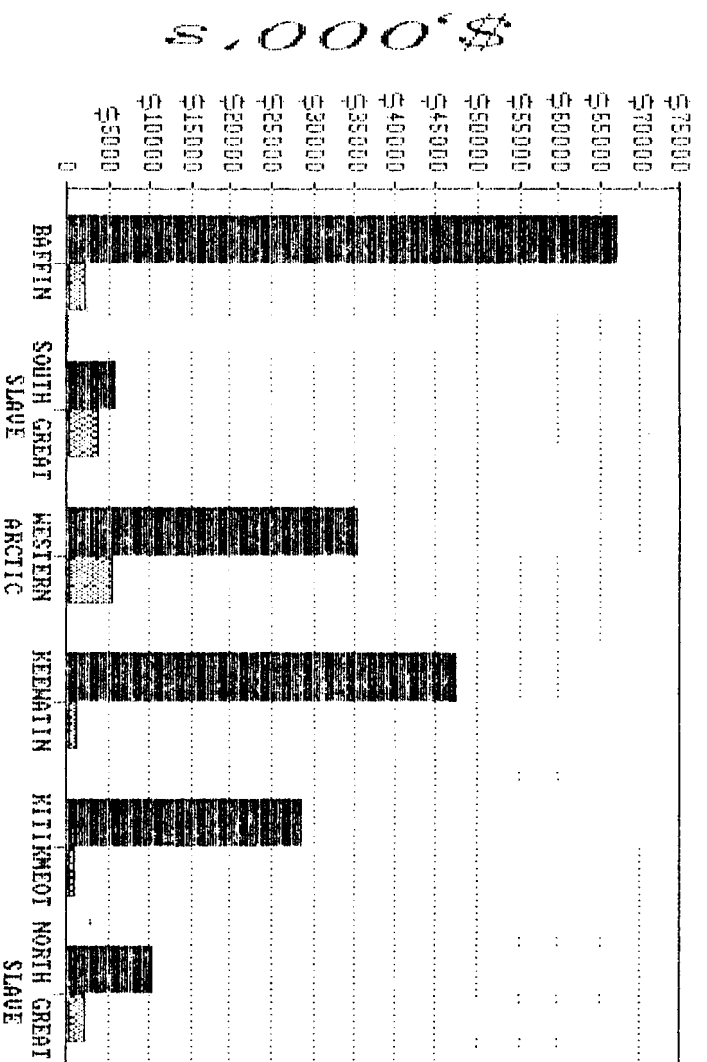
In terms of Public Housing, a strategy should be developed to handle the serious problem of rental arrears.

The role that private enterprise could play in solving present problems should be thoroughly explored.

We strongly recommend the development and implementation of a strategic policy on evaluation. The Corporation can no longer continue to concentrate upon the delivery of established programs without also paying adequate attention to the effectiveness, efficiency and economy of the programs and services it is providing.

A final note. Providing programs and services within the context of accountability to the local community, community development and economic development demands that we develop a greater knowledge of community requirements, the impact of our services upon these requirements, and the skills and resources required to deliver good housing services. If we are serious about the devolution of more responsibility to the local level, we should reflect upon responsibilities that have been devolved to us from the Federal Government. Often the Territorial Government has found itself accepting responsibilities without a full awareness of the implications of those responsibilities. (A case in point--the allocation of only \$200 for maintenance for each northern rental unit during the initial transfer.) Communities will undoubtedly be wary of assuming more responsibility for housing unless they know what they are getting into. It is imperative, therefore, that we develop a better knowledge of our services and programs so that we can provide

TOTAL CAPITAL FUNDS SPENT OVER THREE YEARS (83-84 to 85-86)



DISTRICT

RENTAL PROGRAMS

HOME-OWNERSHIP PROGRAMS

local communities with the kinds of assurances that they will require. Evaluation should be one of our top priorities.

4. FORECASTING LONG TERM HOUSING NEEDS (See Vol. II, 0)

One of the most serious complaints of the Special Committee on Housing was the inability of the Housing Corporation to forecast housing requirements and recommend appropriate allocations on a community by community basis. Because of this complaint the Steering Committee requested the Project Team to review the allocation process.

It should be noted that the allocation process is divided into two distinct parts. The Housing Corporation goes through a planning process and makes recommendations to the political level. The political level then **allocates** the housing units. Our study was limited to the planning process.

We encountered a serious constraint--the fact that the allocation process seems to be continually changing. The comments below reflect the planning process as it was outlined to us at the beginning of the study.

Findings

The study conducted by the Project Team leads us to the basic conclusion that the Housing Corporation does not have an effective long-term planning capability. Here, by way of summary, are our major concerns with the present process and allocation model.

- There are no clearly articulated public and strategic policies to guide and direct the capital planning process. Thus the Corporation does not seem sure about the desired outputs or how it should achieve them.
- There seems to be a lack of understanding of proper capital planning processes and procedures. There is a lack of technical expertise within the Corporation, particularly statistical expertise.
- The information requirements to carry out accurate forecasting have not been adequately defined and, as we have pointed out elsewhere, there is a lack of accurate data and an appropriate information system.

- There is **no** clearly defined model for forecasting requirements and the model that is used seems to be continually changing. We suspect that incremental changes to the model may invalidate some of the assumptions upon which it is based.
- The forecasting of housing requirements seems to be based almost exclusively upon existing programs rather than an assessment of community requirements. Undoubtedly the lack of community profiles which take into account local developments limit the ability of the Corporation to plan on the basis of need.
- The planning process is almost totally a "top down" process. There is no adequate mechanism for community consultation to get input prior to allocation recommendations or to validate the recommendation's themselves prior to a final decision.
- Because the Corporation's forecasting capabilities seem questionable there is a lack of confidence in the process at the political level. Thus allocation decisions are often made on an "ad hoc basis".

Conclusion

The Corporation does not have an adequate longer-term forecasting capability. The present process and allocation model are **seriously** flawed and there is a need to **develop** an appropriate model.

The development of an appropriate allocation model should occur in conjunction with the development of appropriate public and strategic **policies** and the creation of adequate information systems. An adequate community consultation process **should** be developed, one that will integrate the Housing Corporation's long term **plans** with the longer term requirements of the local communities.

5. **HUMAN** RESOURCE DEVELOPMENT

The Special Committee on Housing placed great emphasis upon the need to improve training, especially **the** training of Association and Authority staff. It was also critical of the training capability within the Housing Corporation. Because of this emphasis we selected human resource development as one of the areas for special investigation.

In recent years, large and small companies within the private sector have placed great emphasis upon human resource development. Management literature on "excellent companies" has distinguished the best companies as those with a strong commitment to employee development. Government's are now beginning to catch up and we are seeing a strategic support framework develop around the older concepts of staff training and simple personnel functions. Human resource development includes: longer-term human resource planning, career and succession planning, employee orientation, performance appraisal, training, recruitment, classification, employee assistance programs, and specialized planning activities such as affirmative action programs.

Findings

The Personnel unit within the Corporation is under increasing pressure to move in the direction of human resource development. The Government of the N.W.T. has requested that all departments develop human resource plans and affirmative action plans. It has also requested that departments develop performance measurement systems which will require a great deal of management training. Through no fault of its own the Corporation's personnel unit has neither the mandate nor the resources to respond to these kinds of requests. At present it handles basic personnel functions such as payroll and administration, recruitment of new staff, and monitoring of employee benefits.

An affirmative action plan has been developed and some specific goals have been identified. Since the plan has not been reviewed by the Board of Directors it is difficult to determine its "official status" within the Corporation. But there is no implementation plan and, as far as we can determine, no resources have been allocated to the increased level of training that will be required.

In terms of an appraisal system, most managers felt that the performance appraisal process was quite useful. But when they were requested to indicate measurable objectives that were set during the process, most examples were not measurable. Given the general lack of strategic, program, and operational goals and objectives within the Corporation it is difficult to link performance appraisal objectives to the business of the Corporation. There is a problem with the adequacy of present job descriptions and, in general, the performance appraisal does not seem linked to longer term career development or shorter term training requirements.

The lack of a longer term human development and career development plan is undoubtedly one of the reasons for the high rate of turnover within the Corporation, especially at the district level. A number of employees indicated to us that they were in "dead end" jobs because there did not seem to be a viable career path.

Training does not seem to be a priority within the Corporation for any staff. Though some funds are available, the initiative must be taken by the individual employee. There does not seem to be a consistent mechanism for approving requests for training or for assessing workshops and courses which might be of benefit to employees. All training decisions seem to be made on an "ad hoc" basis. Though the Corporation did have a fairly large training component a few years ago, the decision on the part of Government to place the major responsibilities for training under the Department of Education seems to have been taken as a mandate to abrogate responsibility for training within the Corporation.

If Associations and Authorities are to be given more autonomy, it must be recognized that they, and not the Corporation, are responsible for the training of their own staff. However, the Corporation must be equipped to provide a support function at the district level, **liaise** with the Department of Education and comment on course content and development. District staff must be capable of evaluating training requirements for secretary managers, maintenance staff, and even for board members. Requirements must be based upon some kinds of standards if evaluation is to take place and district offices must be able to either provide training or provide access to training at the request of local housing organizations.

Undoubtedly one of the most important functions of district offices is human resource development support and the provision of training expertise. Yet we did not gather the impression that this role has been **properly** defined. There is a **clear** need to relate training support to an over-all development strategy, increase the ability of staff to evaluate training requirements and provide training assistance, establish performance standards, and ensure that district staff are trained in how to train others.

But the responsibility cannot be placed **wholly** on the district offices **as** has been done up to the present. There seems to be a definite **role** for headquarters: particularly in the design of training packages, providing information on training courses and workshops, coordinating with the Department of Education and Arctic **College**, and ensuring that district offices have the necessary resources and skills to carry out their human resource development support function.

Concl usi on

There is a serious need within the Corporation to develop a human resource development capability. We recommend that the present personnel unit be re-organized. It should be moved out from under the **Division** of Finance though some administrative functions, such as **payroll**, might remain with finance. A new Human Resource Development unit should be established with a much stronger **emphasis** upon strategic planning. The director of this unit should be a **member** of the senior management team. The Corporation **might** also **wish** to

decentralize more of the operational functions to district offices.

Staff training and development should be given a much higher priority--particularly the training of managers. The successful implementation of the recommendation of this corporate planning process will require that all managers be trained in the techniques of results-oriented management.

The training of Association and Authority staff, while remaining the responsibility of these organizations, will require a re-definition of the role of district offices and the development of a district support function within headquarters.

The renewed emphasis upon accountability to the local community, community development and economic development will require the Housing Corporation to place a much greater emphasis upon the sharing of skills and resources with local organizations. Undoubtedly the skills and resources that will be most in demand are those related to human resource development.

SPECIAL PROJECTS

In addition to the management interviews and studies conducted during the Assessment Phase, the Project Team, at the request of the Steering Committee, initiated a number of Special Projects. The purpose of these projects was to gather information. But unlike the interviews and studies, they were directed towards specific groups, with a greater emphasis upon decision making. Typically, the Project Team would approach the groups with questions or a range of options. The groups would discuss the options and an attempt would be made to reach some kind of consensus.

A characteristic of the Special Projects is their evolving nature. A discussion paper would be produced outlining various issues. These issues would be discussed and other issues would come to the fore which, in turn, would require another discussion paper.

Since the Appendices of this Volume and Volume II contain the related discussion papers and the major findings, only a short summary is provided here.

1. Draft Mission Statement, Principles and Mission Goals (Volume I, Appendix A)

Since a clear statement of the Corporation's mission, service philosophy and program goals did not exist at the beginning of the project, it was necessary for the Project Team to develop a draft statement. This was then discussed in a number of meetings with Steering Committee members, managers within the Programs and Planning

Division, and members of the Technical Subcommittee. After each set of discussions the draft statement was amended or changed to reflect the opinions of participants.

A number of significant issues were raised during the discussions. Because the Special Committee on Housing placed such a strong emphasis upon community development, it was necessary to determine whether community development should be considered a separate program or whether it was a means by which other programs were provided. A discussion paper was developed to outline the major issues. (Discussion Paper #1: "Is Community Development a Program? Vol. II, C1) It was eventually decided that community development should not be considered a separate program--since it does not have definable "outputs"--but should be seen as a means by which other programs are delivered.

A second major issue was not so easily resolved: the question of whether the Housing Corporation is strictly a social housing agency or, whether government intends it to respond to the housing requirements of all residents, regardless of their economic status. Much of the discussion in the draft statement centered around the definition of "need". A second discussion paper was developed (Discussion Paper #2: "Does our Mission Statement Reflect the Real Nature of the Housing Problem in the Northwest Territories? Vol. II, C2) which indicated that the concept of need was continually being expanded. The Homeownership Program, the request that the Corporation build staff housing, and the need to involve the Private Sector more directly in the provision of housing--these issues seemed to take the Corporation well beyond the role of a social housing agency. Should the Corporation expand its traditional concept of need? To do so might jeopardize its traditional service to lower income peoples. But not to do so might leave the Corporation and the Government in a very difficult situation.

Discussion Paper #2 presented a second option. Create a Ministry of Housing and place the Housing Corporation within it. The Ministry would take on the expanded mandate and be concerned with government housing policy, the Corporation would limit its concerns to social housing policy and programs and negotiate its requirements with the Ministry on an annual basis. Because of costs and the concern about a needless development of another level of bureaucracy, the discussion paper concluded with a recommendation that a feasibility study be conducted.

The discussion about the mission of the Housing Corporation eventually came up against the problem of a lack of government housing policy. Does government wish the Housing Corporation to respond to all its housing requirements? If this is the case, the concept of need can be expanded and one mission statement can be written. But if government wants the Corporation to concentrate on social housing problems and prefers to develop another mechanism with an expanded mandate--

particularly to facilitate private sector involvement--then two organizations may be required with two separate mission statements.

Obviously the Housing Corporation must enter into discussions with the Government of the N.W.T. so that its mandate and mission can be clarified.

2. Public Relations Document-- "The Corporate Planning Project: Questions and Answers (Vol.II, H)

The Steering Committee was aware, at the beginning of the Project, that most board members and managers were probably unaware of the nature and purpose of a corporate planning exercise and its relevance to the Housing Corporation. Yet effective participation of managers and board members would not be possible unless they had an understanding of the nature of the exercise, the reasons behind it and the anticipated outcomes. The Steering Committee also required some way of keeping other departments, elected representatives, native organizations and community groups attuned to developments taking place within the Corporation.

To facilitate involvement and keep everyone informed the Steering Committee requested the Project Team to develop a simple explanation of the project in a question and answer format. The document was prepared with a cover letter from the Minister. It was translated and distributed to over four hundred individuals and groups throughout the Territories.

3. Workshop with the Board of Directors (Vol. II, F)

In order to get the opinion of Board members about their role and the changes they would like to see in the Corporation, the Project Team, along with the Chairman of the Board and several board members, developed a questionnaire. Project Team members were invited to hold a one-day workshop with board members at their meeting in Inuvik. On March 19, 1986, after a presentation on the nature of the corporate planning exercise, the questionnaire was administered in a joint session.

The Board of Directors was unanimous in pointing to the most serious problem--confusion as to the role of the Board and its members. The authority and powers of the board as outlined in legislation do not exist in practice. To a large extent the role and function of board members has changed according to the priorities and preferences of individual ministers. The discrepancy between the legislation and practice is leading to frustrations and a feeling on the part of some board members that their role is to "rubber stamp" decisions that have already been made by the Minister and senior management.

Board members raised a number of other issues. They are particularly concerned about the need to re-define the role of the district office. At times it seems to deal with local communities in a heavy-handed manner; at other times it does not give the kind of support that is required to assist in the development of weaker Associations and Authorities. Board members sense that there are often serious communication breakdowns between the district office and headquarters leaving the district offices with very little direction.

The turnover in staff at the district level is a serious problem and there is a need for a viable affirmative action program. There is also a concern about several geographic areas which, because they do not have public housing, do not have a local housing organization to work for improvements.

The comments of board members reflect, once again, the need for clearly defined public policy. Government must decide if it wishes to continue to maintain a separate Corporation to deal with housing services. If it does, it must clarify the role of the Corporation and, in particular, of its Board of Directors. Specifically there is a need to define:

- an accountability structure which outlines the accountabilities of the Board to the Minister and the Corporation management to the Board;
- a policy function which outlines the Board's role in developing policy and distinguishes between the public policy prerogative of the Minister and the strategic and operational policy role of the Board;
- a decision-making function--which determines the kinds of decisions that should be made by the Board as opposed to those decisions which should be made by the Minister or senior management; and
- the information and support requirements that are required by board members so that they can fulfill their role.

4. Workshop with Secretary Managers (Vol. II, G)

Because Housing Associations and Authorities play such a significant role in the delivery of housing services it was necessary to get their point of view on housing issues at the local level and on their relationships with the Corporation. Since it was impossible to canvas the opinions of all Associations and Authorities, a sample of secretary managers representing each region was selected. Two secretary managers from each region were invited to a three day workshop in Yellowknife.

The workshop covered the same range of topics that were covered in the individual interviews with managers. But the answers present a very different picture. Here are some of the major findings.

There is a serious communications problem between Associations/Authorities and the Corporation, particularly at the district office level. Though communications were better in some districts than in others, the role of the district office must be clarified. Secretary managers complained that district staff were given very little orientation to their jobs and, because of the high rate of turnover, district staff seemed unaware of the functions they were to perform during community visits.

- There were complaints that the Corporation did not respect the "autonomous nature" of Associations. District managers have strong veto powers over local board decisions and the Corporation seems to treat all local organizations in a similar manner--regardless of the level of competence. There is almost no direct contact between the local organization and headquarters. As a result, suggestions made to the local district office do not seem to "get through"; and policies which come down from headquarters are open to various interpretations depending upon the desires of the particular district office.
- Most representatives felt that their organizations are not given enough authority and power to do the job in the local community. Budgeting decisions seem to be made with no local input--indeed, it is apparent that there is no local budgeting process--and local organizations have had to contend in the past with inadequate resources.
- Some representatives are strongly in favour of developing regional bodies such as housing federations. They feel that opportunities to discuss common problems and develop joint strategies are an absolute necessity.
- The secretary managers are very aware of the lack of expertise at the local level. Board members and staff require various kinds of support and assistance in skill development. The representatives were skeptical about the ability of district staff to provide this assistance. The problem is complicated because of a lack of standards, inadequate training resources and a lack of clarity about expectations and roles.

It should be remembered that the secretary managers chosen by district staff to attend the workshop were representatives of some of the stronger and more experienced local organizations. Their opinions may not adequately reflect the situation in communities which lack the same level of competence and expertise. Nevertheless, precisely

because they are representatives of the stronger organizations, their opinions should carry strong weight.

As a result of the workshop the Project Team came to the following conclusions.

- The role of Associations and Authorities must be clearly defined by mutual agreement.
- There is a need to re-define the role of the district office and establish a "corporate relationship" between the Housing Corporation and the local organizations.
- There is a need to distinguish among the capabilities and expertise found within each organization. They should not be continually dealt with as a "block" of organizations. This will require an evaluative capability on the part of the Corporation which does not seem to exist at present.
- The Corporation must develop a strategic policy to define its relationship with local organizations. It must then create a community development strategy which establishes standards, outlines developmental benchmarks, provides more autonomy to groups as they become stronger and more competent, and establishes a framework for measuring compliance to agreements.

The present relationship between the Corporation and Housing Associations and Authorities has evolved through various historical accidents and in response to the reality of limited resources. However, a number of individuals interviewed during the Assessment phase made the same telling point: though the Associations pre-dated both the Corporation and most hamlet councils, local housing organizations have not experienced the same organizational development over the past decade.

The new emphasis upon accountability to the local community, community development, and economic development implies a new definition of roles and responsibilities between the Corporation and local housing organizations. These groups must be given more assistance, more autonomy and more rights over their own destinies, including the right to fail and learn through experience. The local groups, on the other hand, must be held accountable for serving residents in the local community and for ensuring that government receives "value for money". Though more equitable management agreements based upon a clarification of roles, can help the present situation, a comparison of the opinions of Corporation managers with the opinions of secretary managers leads us to believe that the real problem is one of attitude. Communications must be greatly improved, there must be a willingness to share the other sides viewpoint, and both sides must become more adept at constructive negotiations.

5. Development of Spin-Off Projects (Vol. 11, C3)

As the Project Team began to gather information on requirements within the Corporation the Steering Committee requested that it identify a number of spin-off projects that could be undertaken by senior management before the end of the Assessment Phase. The Project Team developed a discussion paper (Discussion Paper #3: "Spin-Off Projects and Strategies, Vol. 11 C3) within which it identified seven potential projects.

- An orientation program for new staff,
- a public relations project,
- a community development committee to help resolve some of the outstanding issues between the Corporation and local housing organizations,
- a review of policies and procedures,
- a private market strategy,
- an evaluative strategy, and
- a review of the Maintenance Management System.

The discussion paper also outlined various strategies directed towards the political level, other departments, other levels of government, local communities, and staff within the Corporation--all of which were designed to increase the level of participation in the project and facilitate implementation of recommendations.

Given the problem of limited resources the Steering Committee decided to focus in upon a review of the Maintenance Management System.

6. Review of the Maintenance Management System (Vol. 11, C4)

Maintenance has long been recognized as one of the most serious problems facing the Corporation. Because of a chronic lack of resources this problem had never been adequately addressed. Then, quite suddenly, the situation changed. Due to the high profile given to housing problems by the Special Committee on Housing and funding that became available as a result of the introduction of formula financing with the Federal Government, adequate resources for maintenance became available.

The Corporation developed a three fold strategy based upon its analysis of the maintenance problem. There was a need to bring the salaries of Association and Authority staff up to par with other government employees and reduce the very high turnover at the local level. There was a need to hire new staff at the district level to

oversee maintenance. Finally, there was a need to introduce a comprehensive maintenance system which would establish appropriate standards and provide a mechanism for ensuring that maintenance was carried out.

The Department of Public Works and Highways was already in the midst of establishing such a system for its own needs. Rather than start from scratch, the Corporation decided to "piggy back" upon the initiatives of Public Works and join forces with the department to help develop a system which could respond to the needs of both organizations.

After a thorough analysis of the proposed Maintenance Management System, the Project Team recommended to the Steering Committee that the joint initiative be discontinued. Our research led us to the conclusion that the proposed system would be much too sophisticated for the Corporation's requirements, it would change the traditional working relationship with Associations and Authorities, and the anticipated benefits were not verifiable when compared to the anticipated problems of implementation.

The Project Team recommended that the Corporation begin the development of maintenance standards at the local level and put off the question of a comprehensive maintenance system until the development of the Corporate Plan and Strategy. We also suggested, in consequent discussions, that the Corporation implement a very simple interim system and, if possible, use it as a base of experience for the future development of a more permanent and comprehensive system.

7. A Context for Critical Analysis (Vol. II, C5, C6, C7)

Undoubtedly the most time-consuming single activity carried out during the Assessment Phase was the development and verification of a context within which to examine and evaluate the findings of the Assessment Phase. It involved the preparation of three discussion papers (Discussion Paper #5: "The New Context for Housing Services; Discussion Paper #6: "Accountability to the Local Community--What Does It Mean?"; and Discussion Paper #7: "Community Development: What Is It?"), frequent discussion within the Corporation, and a number of presentations to various groups in order to get feedback, validate the context and build consensus.

Chapter Two of this Assessment Report, "The New Context", provides a synthesis of all discussion and represents a working consensus. Undoubtedly the most problematic aspect of this context has been the principle of accountability to the local community. The concept has been modified to include the important element of accountability "by the local community" to the residents who require housing services. In

addition it is now clear that there can be no clear accountability to the local community on the part of Corporation managers unless there is a policy context and mutual "accountability contracts" between the Corporation and local community housing organizations.

There is still some concern among some of the Corporation's managers about the word "accountability". Though there is little doubt that the term accurately reflects the feeling and impressions of residents as expressed to the Special Committee on Housing during their community visits, most managers feel that the word "accountability" is too strong. It should be noted that there is extensive literature on the subject of accountability as it applies to civil servants and the experts do not yet seem to have arrived at a consensus on its use. It is our belief, after much discussion, that the expression "accountability to the local community" is valid and, with a proper interpretation, should become part of the "corporate culture" of the Housing Corporation.

8. A Review of Corporate Models (Vol. II, L)

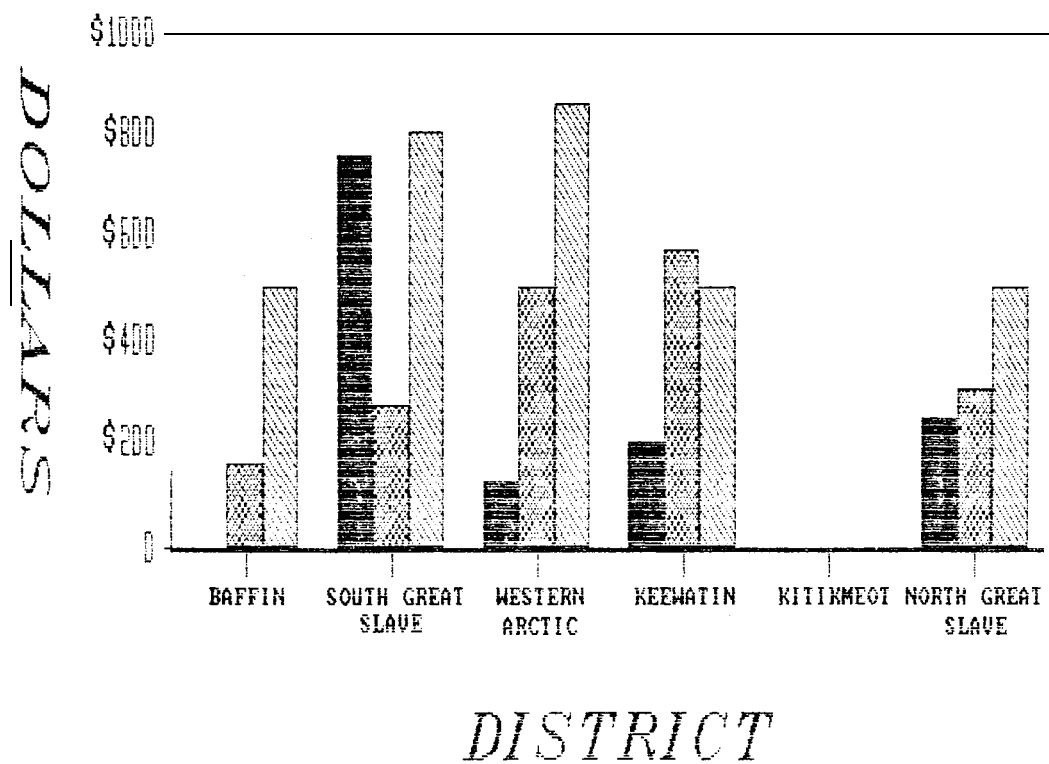
As a result of information gathered during the Assessment Phase, discussions about the mission of the Corporation, and a recognition that the present corporate structure might have to be modified, the Steering Committee requested the Project Team to conduct a review of organizational structures utilized by the provinces. This information would provide the Steering Committee with a range of other options.

This task was accomplished and a report was drawn up. Time did not allow for a discussion of the various alternatives during the Assessment Phase. However, the report will serve as a base of useful information for future discussions.

Conclusion

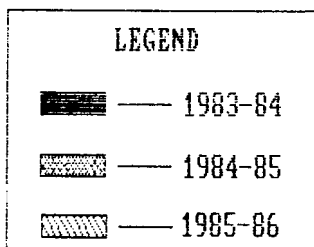
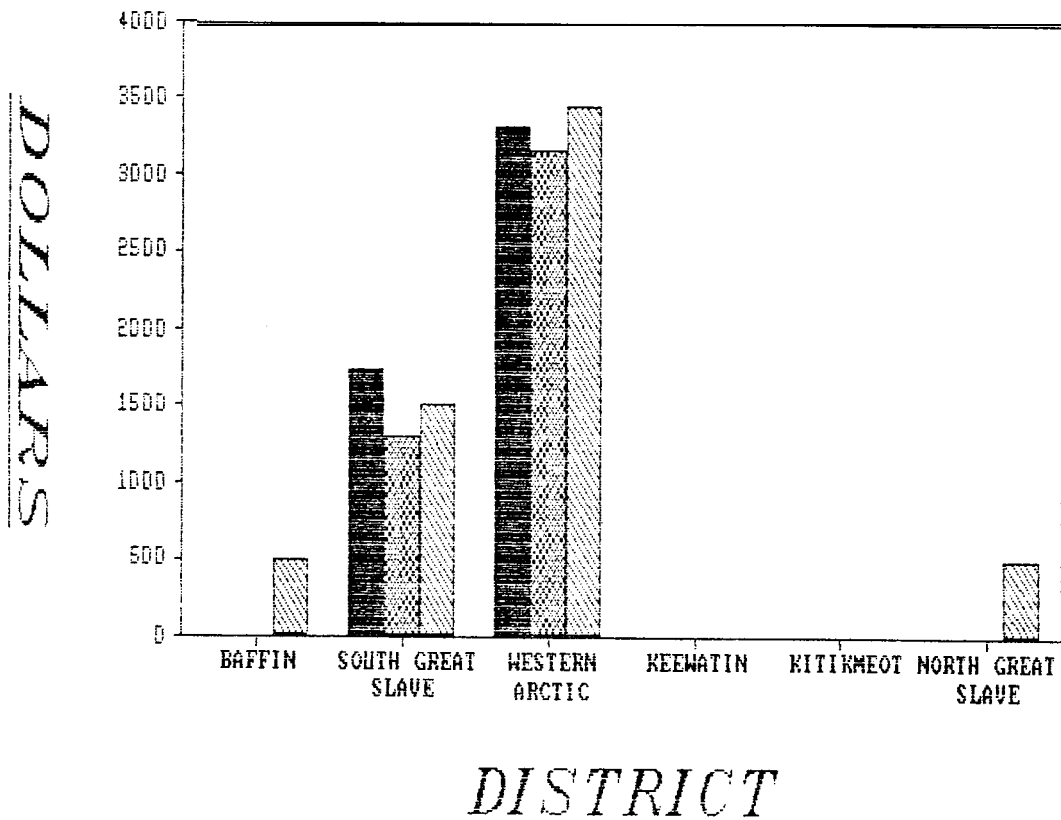
In Chapter Four of this Assessment Report we have presented our findings. We have discussed the results of the management questionnaires, the information gathered by way of a number of discreet studies, and the learning experience that emerged out of a number of special projects. We now turn our attention to identifying the major corporate issues and the recommendations that we feel will respond to these issues.

*AVERAGE ARREARS PER UNIT
UNDER ADMINISTRATION
NORTHERN RENTAL PURCHASE
PROGRAM*

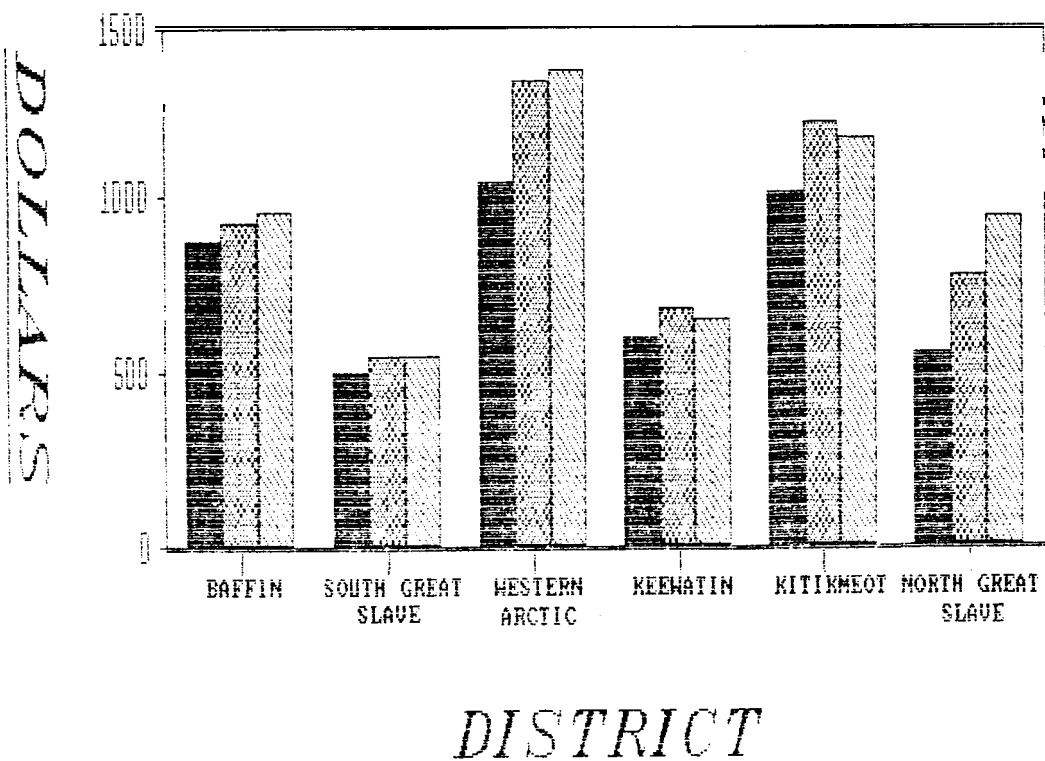





LEGEND	
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▩	— 1985-86

*AVERAGE ARREARS PER UNIT
UNDER ADMINISTRATION
RURAL AND REMOTE HOUSING
PROGRAM*



*AVERAGE ARREARS PER UNIT
UNDER ADMINISTRATION
RENTAL PROGRAM*



LEGEND	
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CHAPTER V
MAJOR CORPORATE ISSUES
AND
RECOMMENDATIONS

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In this fifth and final chapter of the Assessment Report we identify the major problems confronting the organization today. These problems are described as the major corporate issues.

We then take each problem and suggest a solution. The solutions are described as the Major Target Areas for development.

Finally, we provide our **recommendations** which summarizes both the problem and the solution.

To illustrate the format:

Major Corporate Issue:	a lack of comprehensive G.N.W.T. Housing Policy.
Major Target Area:	Development of a G.N.W.T. comprehensive housing policy within which the mission and mandate of the Housing Corporation is defined.
Recommendation:	That the Housing Corporation enter into negotiations with the G.N.W.T. to establish a comprehensive housing policy within which the mission and mandate of the Housing Corporation is defined.

MAJOR CORPORATE ISSUES

The major corporate issues facing the Housing Corporation are:

1. the lack of comprehensive G.N.W.T. housing policy;
2. the lack of strategic and management policy and appropriate support mechanisms;
3. the lack of information at all levels of the organization;
4. the lack of clarity in program delivery;
5. the lack of clarity in terms of the skills, resources and responsibilities for service delivery;
6. the lack of an organizational structure which will support a de-centralized delivery system and management environment;
7. the lack of a human resources development capability;

8. the lack of a development strategy to assist local housing organizations; and
9. the lack of a results-oriented management **style** linked to corporate objectives.

Over the past five months of research, interviews, and discussions at all levels of the organization, we have tried to identify the kinds of changes that board members and managers feel will lead to improved services for the public. As the members of our team gathered information, and listened to the discussions, we became increasingly aware that we were not hearing about a wide variety of problems. Patterns were developing: we were hearing about the same few basic problems expressed in different ways at different levels of the organization. These problems have been identified as the major corporate issues facing the Corporation.

In addition to their presence at all levels of the organization these major corporate issues have two other common characteristics. They are **all** strategic in nature and they are interrelated. Because there is a lack of comprehensive government housing policy there is confusion about the Corporation's mission and mandate. This confusion touches **all** aspects of the Corporation--its programs, operational procedures, structure and relationship with other groups and organizations. The lack of adequate information systems creates a ripple effect throughout the organization. If we do not have the right kinds of information to clearly define client needs we have problems developing programs which respond to those needs, determining the kinds of functions, skills and resources required to deliver programs, organizing the functions within a structure, establishing policies to direct programs, etc.

MAJOR TARGET AREAS

The Major Target Areas respond to the major corporate issues and indicate what we consider to be the priorities for longer term development. If the Steering Committee is in agreement, these Major Target Areas will be translated into workplans and become the basis for the final Corporate Plan and Strategy. The Major Target Areas are:

1. Development of a **G.N.W.T.** Comprehensive Policy within which the mission and mandate of the **N.W.T.** Housing Corporation is defined;
2. Develop a Policy, Planning and Support Unit;

3. Creation of a Management Information Systems unit with a mandate to develop new systems, maintain existing systems and provide support services;
4. Complete a Program Review;
5. Complete Functional Review of Corporation Activities;
6. Review the organizational structure;
7. Establish a Human Resource Development unit;
8. Create a Development Strategy for the delivery of housing services; and
9. Implement a Performance Measurement System.

RECOMMENDATIONS

The recommendations provide a summary of both the major corporate issues and the Major Target Areas. They are process-oriented to reflect the developmental nature of the work ahead of us.

THE PROBLEMS AND THE REQUIREMENTS

In the following chart we provide a summary of the major problems and the requirements to deal with the problems.

The "Problems Identified" section presents, in simple sentence form, the essence of our findings and conclusions from the management interviews, studies, and special projects.

The "Requirement" section suggests what we consider to be the best approach or approaches for dealing with the problems.

A word of caution--though we have identified 9 distinct problem areas and proposed 9 sets of activities for dealing with the problems, this does not mean that the final Corporate Plan and Strategy should contain 9 separate projects. Because the problems and solutions are interrelated, some activities and tasks will be combined. Undoubtedly the Steering Committee will have its own developmental priorities which will define the overall strategy and approach and be built into the workplans.

RECOMMENDATION #1: That the Housing Corporation enter into negotiations with the G.N.W.T. to establish a comprehensive housing policy within which the mission and mandate of the Corporation is defined.

Major Corporate Issue: Lack of G.N.W.T. Housing Policy.

Major Target Area: Development of a G.N.W.T. comprehensive housing policy within which the mission and mandate of the Housing Corporation is defined.

PROBLEMS IDENTIFIED

- . There is a lack of a government definition of the housing problem.
 - . Confusion exists at the corporate level in terms of relationships between the Minister, Board of Directors and senior management.
 - . The Government's expectations of the Corporation are unclear.
 - . The role of the Corporation is changing and expanding.
 - . Government program preferences are unclear.
 - . The role of the private sector is unclear.
 - . The willingness of Government to devolve responsibility to the local level is unclear.
 - . There is no projection of government costs vs. resources over the longer term.
 - . Future responsibilities for staff housing are unclear.
 - . The role of other departments in housing field is unclear. There is no strategy which links housing with economic development at the local level.
 - . The mandate of the Housing Corporation is unclear.
 - . Present legislation may require changes.
 - . The desired relationship between the Government and the Housing Corporation is unclear.
-

REQUIREMENT

- . Enter into negotiations with the G.N.W.T. in order to establish comprehensive government housing policy. Define the mission and mandate of the Housing Corporation within this policy.
- . Determine who is responsible for developing the required policy.
- . Define the best approach. (a white paper to stimulate discussion, a special committee, etc.)
- . Once the approach is decided upon, set up the project and establish the workplan.

RECOMMENDATION #2: That the Housing Corporation establish a Policy, Planning and Support Unit reporting to the President with the responsibility for policy development and provision of management support systems.

Major Corporate Issue: Lack of strategic and management policy capabilities and appropriate management support mechanisms.

Major Target Area: Develop a Policy, Planning and Support Unit.

PROBLEMS IDENTIFIED

- There is no link between strategic and public policy.
 - There is no mechanism for policy development.
 - There is a lack of policy at all levels of the organization.
 - Policy is required in the following functional areas:
 - corporate development and planning
 - social housing
 - homeownership and repair
 - mortgage and loan administration
 - human resource development administration
 - materials management
 - land acquisition and administration
 - accommodation services
 - legal services
 - records management.
 - Planning processes are inadequate.
 - The research capability is inadequate.
 - There is a lack of standards.
 - There is a lack of valid information.
 - There is no evaluative capability.
-

REQUIREMENT

- There is a need to develop a Policy, Planning and Support systems unit which would assist corporate management.
- Establish a project to define requirements and implement solutions.
- Fund and implement unit.
- Determine corporate priorities for units work.
- Establish working procedures.

RECOMMENDATION #3: That the Housing Corporation establish an information systems unit with the responsibility for developing necessary systems, maintenance procedures and support services.

Major Corporate Issue: Lack of adequate information at all levels of the organization.

Major Target Area: Creation of a Management Systems Information Unit with a mandate to develop new systems, maintain existing systems, and provide support services.

PROBLEMS IDENTIFIED

- . There is a lack of valid information at all levels of the organization.
 - . There is no strategic policy framework for systems development.
 - . There is no corporate mechanism for developing new systems, determining priorities, and evaluating weaknesses in existing systems.
 - . There is no sense of corporate ownership for information.
 - . Information limitations are impeding capital and operational planning.
 - . The allocation model is problematic.
 - . The Corporation lacks a long term forecasting capability.
 - . There is a lack of systems design and statistical support capability within the Corporation.
 - . The suitability of F.I.S. is questionable.
 - . There is no housing inventory and community profile.
 - . Systems are being developed on an "ad hoc" basis without a determination of total systems requirements.
 - . There is no suitable management information system to assist local housing organizations.
-

REQUIREMENT

- . The Corporation should establish its own M.I.S. unit.
- . Initiate a project to determine requirements: terms of reference, scope, expertise, staffing level, resources that are required.
- . Establish and fund the unit.
- . Establish strategic policy and corporate mechanisms for determining priorities, initiating projects, establishing maintenance procedures, etc.
- . Develop a 5 year M.I.S. plan.
- . Build in an evaluative capability.

RECOMMENDATION #4: That a review of existing programs and delivery systems be conducted within the New Context.

Major Corporate Issue: Lack of clarity in program delivery.

Major Target Area: A Program Review.

PROBLEMS IDENTIFIED

- . Programs lack a strategic policy framework.
 - . There is a lack of management policy.
 - . Standards are missing or inadequate.
 - . Program goals and objectives are not clear or well understood.
 - . There is no program evaluation capability.
 - . Decision-making is too centralized.
 - . The relationship between programs and needs is unclear.
 - . There is a lack of financial monitoring.
 - . There are problems with the targetting of HAP.
 - . There is no program budgeting at the local level.
 - . There is a problem with the program mix at the local level.
 - . There is no reliable information on program impacts.
 - . Planning is on a program basis rather than a community need basis.
 - . There is no adequate accountability structure for program delivery.
 - . There are community breakdowns along the delivery system.
 - . There seems to be conflicts between the objectives of public housing and HAP.
 - . The program infrastructure is inadequate.
-

REQUIREMENT

- . Conduct a total Program Review of the programs and delivery systems. The review **should** identify weaknesses in all areas: financial, policy, skill requirements, standards, information requirements, support requirements and operating procedures.
- . Programs should be reviewed in the light of the new context so that accountabilities can be established.
- . The Program Review **should** be established on a project basis.

RECOMMENDATION #5: That the Corporation conduct a functional analysis to determine the skills, resources, roles and information requirements within the organization structure.

Major Corporate Issue: There is confusion as to skills, resources and responsibilities for delivery of services.

Major Target Area: Complete a functional review of Corporation's activities.

PROBLEMS IDENTIFIED

- . The functions required to support service delivery are not clear.
 - . The relationship between Association/Authority and the Corporation is not clear.
 - . The role and functions of the district office are not clear.
 - . Confusion exists between district offices and headquarters.
 - . The role of the Board of Directors in relation to the Minister and senior management is unclear.
 - . The relationship of the Corporation to Government and the local community is unclear.
 - . The resource allocation within management units is unclear.
 - . Information flows are not clearly established.
 - . The relationship of the Corporation to other government departments is unclear.
 - . There is a need to decentralize decision making and to decentralize management systems.
-

REQUIREMENT

- . A functional analysis is required at each level of the organization.
- . The Functional Analysis **should** include: a description of functions at each level of the organization; skill requirements; role definition; resources; information requirements; etc.
- . Functions should be determined in relation to the programs and service delivery systems.

RECOMMENDATION #6: That the Housing Corporation review and, if necessary, re-organize its structure to reflect a de-centralized delivery system and management environment.

Major Corporate Issue: The present organizational structure does not support the required decentralized delivery system and management environment.

Major Target Area: Review of the Organizational Structure.

PROBLEMS IDENTIFIED

- The structure does not support decentralized function.
 - Though we have a de-centralized delivery model we have a centralized decision-making mechanism.
 - All systems and processes are highly centralized.
 - There is a lack of skills and resources at the appropriate levels of the organizational structure.
 - Support services may not be properly located.
 - There is a lack of a clear accountability structure.
 - There is a lack of concern among managers with strategic issues.
 - Senior managers are bogged down in too many operational details.
 - Reporting relationships between levels are unclear.
-

REQUIREMENT

- There is a need to **re-organize** the structure so that it will support the functions at each level of the organization.
- There is a need to define the accountability structure, and reporting relationships, within the structure.
- The re-organization should occur on a project basis, though some parts of the re-organization may have to proceed more quickly because of senior management priorities.
- The re-organization should occur within the new context.
- Priority should be given to ensuring that the structure supports the programs and delivery systems and the functions required to deliver services and programs.

RECOMMENDATION #7: That the Corporation develop a human resources development unit to address its requirements.

Major Corporate Issue: Lack of a Human Resources Development capability.

Major Target Area: Establish a Human Resources Development Unit.

PROBLEMS IDENTIFIED

- . There is no strategic policy.
 - . There is no adequate data base.
 - . There is no manpower planning.
 - . The performance appraisal system is inadequate.
 - . There is no career planning.
 - . The status of the Affirmative Action Plan is uncertain and there is no adequate implementation plan.
 - . There is no adequate orientation program for new staff.
 - . Some job descriptions are inadequate.
 - . The staff training capability is inadequate.
 - . There is no adequate mechanism to evaluate the training requirements of Associations and Authorities.
 - . There is no support mechanism for training requirements of Associations and Authorities.
-

REQUIREMENT

- . The Corporation requires a Human Resource Development unit.
- . The unit should include: long term manpower development planning, career planning, recruiting, performance appraisal functions, affirmative action program, employee assistance, employee development and training.
- . The unit should also be capable of facilitating the training requirements of Associations and Authorities.

RECOMMENDATION #8: That the Housing Corporation, in cooperation with the local housing organizations, create a development strategy for the delivery of housing services.

Major Corporate Issue: No Development Strategy.

Major Target Area: Create a Development Strategy for the delivery of housing services.

PROBLEMS IDENTIFIED

- Serious communication problems exist between Association/ Authorities and the Corporation.
 - There is no strategic policy to guide relationships with local housing organizations.
 - There are attitudinal problems.
 - There is a lack of standards.
 - There are serious public relations problems at the local level.
 - There is a lack of community development skills within the Corporation.
 - There is a lack of headquarters support for the skill development function of the district office.
 - There is a lack of adequate planning models and processes which allow for the participation of local residents.
 - There is lack of local input into designs.
 - All Associations and Authorities are treated similarly regardless of capabilities.
 - Present management agreements are inadequate.
 - Some skills required at the local level are not available.
 - There is a lack of information sharing, joint planning, and resource sharing.
 - There is not adequate evaluative capability at the district level.
-

REQUIREMENT

- There is a need for a community development strategy which allows local organizations to develop at their own pace and assume more autonomy and responsibility as they become more competent.
- There is a need for a strategic policy.
- There is a need for a mechanism: eg. a task force made up of representatives of the Corporation and local organizations which would review present working relationships, management contracts, training and resource requirements, skill requirements at the district and local levels, standards, etc.

RECOMMENDATION #9: That the Housing Corporation develop and implement a performance measurement system.

Major Corporate Issue: present lack of a results-oriented management style.

Major Target Area: Implement a Performance Measurement System.

PROBLEMS IDENTIFIED

- . Most managers do not seem to have clear operational goals and objectives, which are measurable.
 - . There is a lack of indicators to measure the progress of many programs and projects.
 - . There is little information of program impacts.
 - . There is no way of measuring results against resources.
 - . The G.N.W.T. requires all departments to implement a performance measurement system.
 - . The lack of a results-oriented management style could jeopardize the implementation of the major corporate objectives which flow out of this exercise.
-

REQUIREMENT

- . There is a need to design and implement a Performance Measurement System.
- . The development of such a system should coincide with the implementation stage of the corporate planning exercise.
- . "Mini-Corporate Plans" should be developed for each management unit with appropriate goals and objectives, anticipated results indicators, workplans, etc.
- . The Corporation should establish appropriate monitoring and reporting procedures to allow for the comparison of results with resources.

THE NEXT STEP

The purpose of the Assessment Phase has been to assist the Housing Corporation to determine:

- Where it is, as an organization, in terms of its development.
- Where it wants to go.

The next phases of the Corporate Planning Project--the Development Phase--will answer the question, "How does it want to get there?". A Corporate Plan and Strategy will be developed for approval by the Steering Committee. Once the plan and strategy is approved the Housing Corporation will be able to proceed with implementation.

With the publication of this Assessment Report we are in a transition period. According to the steps outlined in the original work plan we expect that the Steering Committee will now:

- review the report, in consultation with its senior managers, to determine if it accurately reflects the major corporate issues;
- decide upon the Major Target Areas to be included in the final Corporate Plan and Strategy; and
- indicate to the Project Team its priorities and preferences in terms of an implementation strategy.

Since this is a draft report the Project Team fully expects that the Steering Committee and senior managers will make corrections and recommendations for changes. If necessary, these will then be incorporated into a final document.

Once the Major Target Areas have been determined by the Steering Committee the Project Team will develop a draft Corporate Plan and Strategy. This document will: identify the anticipated results to be achieved in each target area over the short and long term; provide a comprehensive workplan, including an analysis of resources; and suggest an implementation strategy. According to the present schedule we anticipate that the draft Corporate Plan and Strategy will be completed by early September, 1986.

APPENDIX 'A'
DRAFT MISSION STATEMENT
AND
PROGRAM GOALS

N.W.T. HOUSING CORPORATION

MISSION STATEMENT

"AS an agency of the Government of the N.W.T. the mission of the N.W.T. Housing Corporation is to assist residents of the Northwest Territories, in accordance with need, to secure and maintain' adequate, suitable and affordable **shelter** at a reasonable cost."

PRINCIPLES

The following principles clarify the mission statement and express the specific commitments of the N.W.T. Housing Corporation.

"As an agency of the Government of the Northwest Territories" recognizes that:

- o The N.W.T Housing Corporation must provide services, within available resources, in a manner that reflects the Priorities of the Government of the Northwest Territories. These include:
 - o a recognition and respect for the unique cultural environment of northern peoples,
 - o the need to recruit and employ native peoples at all levels of the organization,
 - o the need to encourage the development of a private sector housing industry,
 - o the need to ensure accountability at all levels within the Corporation and promote the most effective, efficient and economical use of public monies.

"Assist residents" recognizes that:

- o residents must assume responsibility for their own housing needs to the extent that they are able. The N.W.T. Housing Corporation will provide assistance in a manner that promotes personal responsibility and initiative and minimizes dependency upon government.
- o Local communities will be encouraged to plan, develop, and maintain their own local housing infrastructure especially through the development of housing-related organizations. The Housing Corporation will negotiate cooperative arrangements with these organizations and assist them to acquire adequate resources and required skills.

"In accordance with need" recognizes that:

- o The N.W.T. Housing Corporation is a social housing agency.

0 Need refers primarily to economic need but will also include the needs of special groups such as the elderly and the handicapped and the needs of those who lack adequate access to housing-related services.

"Adequate shelter" recognizes that:

o housing will be provided and maintained according to generally accepted standards for health, safety, security, and energy efficiency.

"Suitable shelter" recognizes that:

o shelter must be related to family size.

"Affordable shelter at reasonable cost" recognizes that:

o provision of shelter must respond to the ability of clients to pay a reasonable portion of individual and family income in a northern environment.

PROGRAM GOALS & OBJECTIVES

The N. W.T. Housing Corporation fulfills its mandate through the delivery of programs. The three major programs are: Rental Housing, Homeownership and Community Development: The program goals and objectives are as follows.

Public Rental Housing

Program Goal

- o To assist low and moderate income individuals and families to secure and maintain adequate, suitable and affordable shelter.
- o To assist residents with special needs to secure and maintain adequate and affordable shelter.

Program Objectives

- o To provide rental housing to individuals and families whose total income is insufficient to permit them to rent affordable housing accommodation at the current local rental market rates.

- o To provide special purpose housing to individual such as senior and disable that are affordable and adequate for their needs.
- o To maintain and improve to an acceptable standard the Corporation owned rental housing stock.

Homeownership Program

Program Goals

- o To assist residents with sufficient resources to acquire suitable, adequate and affordable shelter.
- o To assist homeowners to upgrade their homes to an adequate standard.

Program Objectives

- o To assist individuals and families to develop new housing for themselves.
- o To improve access to financing for those individuals and families wishing to build or purchase a home.
- o To assist individuals to repair or improve their present homes.
- o To assist individuals with special housing needs such as senior citizens and those suffering mental or physical handicaps.
- o To increase the privately owned housing stock in the communities thereby assisting the development of local housing markets.
- o To assist, whenever possible, the active participation of local housing groups in the delivery of Homeownership Programs.

February 18, 1986

THE STEERING COMMITTEE,
CORPORATE PLANNING PROJECT.

MISSION-GOAL STATEMENT: OUTSTANDING ISSUES

Over the past two weeks we have had two lengthy meetings to discuss the revised Mission-Goal Statement: one meeting was with the Technical Advisory Committee, the other was with the staff of the Programs and Planning Division. There seem to be two outstanding issues that must be resolved. The first issue is the role of the Corporation in relation to the private sector; the second is community development.

PRIVATE SECTOR STIMULATION

Does the Corporation have a role to play in stimulating the private sector housing industry? If it does, what is that role? and how will involvement with the private sector effect our mission statement? There seem to be three opinions.

MINIMAL INVOLVEMENT

We are essentially a social housing agency. While we should ensure that our policies do not affect the private sector adversely the responsibility for direct involvement with the private sector is not our responsibility. It is the responsibility of other departments, specifically Economic Development.

STIMULATION--DEMAND SIDE

Government has a very poor track record when it becomes involved in the private sector. It tends to interfere with market forces and create more problems than solutions. The only way government should become involved is through its stimulation of the demand side--providing clients with more subsidies so that the private sector will be encouraged to respond to the need. The real problem is an affordability problem. People are unable or unwilling to spend enough of their income on shelter. If you increase their incomes by creating jobs or providing subsidies you will stimulate the private sector.

STIMULATION--SUPPLY SIDE

As we look to the future and analyze population projections and changing life styles it seems unlikely that Government will be able to handle the housing problem by itself. Given its many other priorities and limited financial base it will likely run out of money. It must find ways and means (incentives, venture capital, etc) of attracting private capital and--on rare

occasions-- it must even be willing to act in the place of the private sector when there is a demonstrated need. It is not enough to simply stimulate the demand side because this leads to increased inflation. There seems to be a particular need in the area of encouraging rental housing. Younger families just starting out are not in a position to own their own homes. They need rental units; but we lack a program to encourage the development of such units. Given the lack of a viable private sector in most parts of the territories the Government must act forcefully in developing new partnerships with private entrepreneurs; but it must do so on a carefully controlled basis.

IMPLICATIONS FOR THE MISSION-GOAL STATEMENT

There seems to be three opinions as to how this issue will affect the mission-goal statement.

- 1) The concept of need in the statement of principles should be expanded and made more flexible. It should balance economic need with other needs (lack of financing, access to services, etc). An expanded concept of need will allow for adequate demand-side stimulation.
- 2) Though there is a reluctance to become involved in the supply-side, the Corporation should have the armament in its arsenal should it wish to stimulate the supply side in the future. The mission-goal statement should provide *some* opening with a stronger emphasis on the private sector.
- 3) If the Corporation sees the development of the Private Sector (supply side) as one of its major priorities it seems difficult to accomplish this within existing organizational structures. A new mechanism would probably be required. Thus there would be a need for two mission statements: one to deal with social housing, the other to deal with private sector development.

COMMUNITY DEVELOPMENT

There seems to be general consensus that, while the development of housing organizations in the local community is one of our highest priorities, it is not a program as such. Unlike our two main programs it does not have a permanent output. It is, rather, a means to an end--an operational reality. However, it is an essential reality that the Corporation must accommodate. Just as a private businessman needs a market strategy to *sell* a product, so the corporation needs a community development strategy if it hopes to deliver its programs at the local level

The Corporation needs a coherent policy and appropriate directives to guide its activities in this area. It is not enough to tag this responsibility onto existing programs. A development strategy is required and there must be a commitment of dollars and clearly defined responsibilities within the organizational structure.

Mike Bell

Mike Bell, Coordinator,
Project Team.

APPENDIX 'B'
MANAGEMENT QUESTIONNAIRE

INSTRUCTIONS TO INTERVIEWER

Since a number of us will be conducting the interviews it is essential that we adopt some common approaches both for conducting the interview and compiling data. Here are some suggestions .

Start by outlining the various groups of questions that you will be asking. This will help the manager know what is coming.

Read the introduction and the introductory sections to the manager carefully. It is important that the manager know why you are asking the particular questions.

The interview is quite lengthy and you have to keep it moving. If some interviewees tend to wander try to keep them on the point--but be polite. For people who are less talkative, try to avoid leading them. As much as possible you are to be neutral.

For open ended questions try to summarize in point form. It is a good idea to read back to the individual the points you have made to make sure they represent what was said.

You may find some people will want to get ahead of you. Don't be afraid to indicate that you will be covering a particular question later on.

Please make absolutely sure that you do not leave the completed interview form out where it can be read by anyone other than Project Team members.

N.W.T. HOUSING CORPORATION

Corporate Planning Project

QUESTIONNAIRE FOR MANAGERS

Interviewer: _____

Date: _____

Location: _____

Duration of Interview: FROM : _____ TO: _____

Interviewee: _____

Position: _____

District/Division: _____

INTRODUCTION

In this interview we are concerned with three things.

First, we want to get your impression about the Corporation--its structure, programs, operations and ways of dealing with the public. We are particularly interested in your suggestions for improvement.

Second, since the Corporation is so dependant upon the skills and abilities of its managers, we want to ask you a number of questions about your management practices and techniques. We are particularly interested in finding out what you think you need to help make your job easier.

Third, since managers are supposed to have various support mechanisms to help them-- information systems, staff training, mechanisms for planning and evaluation, etc. --we'd like to know what you think of the management support systems. Are they helping you? Are they adequate? Or, are they inadequate?

Before we ask each group of questions we will explain to you why we are asking the questions. The questions are grouped in the following major areas:

- 1) Corporate Relations
- 2) Organizational Structure
- 3) Support Services
- 4) Management Role and Practise
- 5) Financial Infrastructure
- 6) Programs
- 7) Associations and Authorities
- 8) Training
- 9) Public Relations
- 10) Management Profile

We are using the same questionnaire for all managers. Given the fact that many managers are doing different jobs, you may find that not all the questions apply to you in your particular situation. If you find this to be the case with some questions, simply indicate that you do not find the questions relevant to you or that you have no opinion.

We want to indicate that there are no right or wrong answers to these questions. This is not a test and we are not evaluating you as a manager. Our aim is to gather information, not to make personal judgments. The purpose of the information is to allow us to say to the Steering Committee for the Corporate Planning Project: Here is what the managers think about the Corporation, its strengths and its weaknesses. Here is what they consider to be the major priorities and how they should be addressed.

We want to explain clearly how the information you give us will be used. We will not single you out, nor will we show this interview to anyone outside our project team. We will report our findings to the Steering Committee and will draw some general conclusions. Such as: the managers in the regions think that these things are significant problems, the managers in this headquarters division would like to see improvements in such and such an area, etc. Most of the questions will be rather general and we will ask very few personal questions. You need not answer any question you don't feel comfortable about answering. When we have completed our interviews and finished the rest of our research we will produce an Assessment Report. This will be distributed to you and we would welcome your feedback.

Are there any questions before we start?

1. **CORPORATE RELATIONS**

Before we can develop a Corporate Plan we must understand and agree on what it is that the Corporation is trying to do. The Corporation's overall purpose, or mission, can be described as follows:

"The purpose of the NWT Housing Corporation is to provide services which assist residents of the NWT, in accordance with need, to secure and maintain adequate shelter at reasonable cost. This is done in a manner that promotes independence, personal responsibility, individual initiative and furthers community development."

1.1 Do you agree that this is a comprehensive and accurate statement of the Corporate mission?

YES
NO
SOMEWHAT
DON'T KNOW

1.2 Please comment on what, if anything should be changed, added to or deleted from the mission statement.

1.3 Do you see the relationship between the job you have been assigned and the Corporate mission?

YES
NO
SOMEWHAT
DON'T KNOW

1.4 In fulfilling its mission, the Corporation serves the needs of client groups. From the list below please indicate which groups you consider to be clients of the Corporation.

TENANT
RESIDENTS OF THE NWT
ASSOCIATIONS/AUTHORITIES
HOMEOWNERS
LOCAL ENTREPRENEURS
OTHERS (please be specific)

In order to develop a Corporate Plan we need to determine if the corporate structure is working.

1.5 Can you identify some advantages to being a Corporation rather than a Government department?

1.6 Can you identify some disadvantages to being a Corporation rather than a Government department?

Much of the work done by the Housing Corporation requires interaction with GNWT department, and the other levels of government. In order to maximize co-operation with these organizations it is important to identify them and determine what problems exist.

1.7 Which Government of the NWT departments do you interact with?

DEPARTMENT	DAILY	WEEKLY	MONTHLY	OCCASIONALL%	NEVER
DEW					
LOCAL GOVERNMENT					
EDUCATION					
SOCIAL SERVICES					
HEALTH					
JUSTICE					
OTHERS					

1.8 Do you feel that co-operation between the Corporation and G.N.W.T. departments is:

GOOD
BAD
INDIFFERENT
DON'T KNOW

1.9 Please list any specific problems you have had in dealing with G.N.W.T. departments.

- NONE
- YES 1 .
- 2.
- 3.

1.10 What suggestions do you have to improve co-operation between G.N.W.T. departments and the Corporation?

1 .11 Which of the following agencies do you interact with?

AGENCY	DAILY	WEEKLY	MONTHLY	OCCASIONALL%	NEVER
MUNICIPAL COUNCIL.					
BAND COUNCIL					
REGIONAL COUNCIL.					
C.M.H.C					

=====

1.12 Do you feel that co-operation between the Corporation and the agencies listed in Question 1 .11 is:

- GOOD
- BAD
- INDIFFERENT
- DON'T KNOW

1.3 Please list any general problems you have had in dealing with the agencies listed in Question 1 .11

- NONE
- OR1 .
- 2.
- 3.

1 .14 What suggestions do you have to improve co-operation between the agencies listed in Question 1 .11 and the Corporation?

1 .15 Please identify any other organizations which you interact with on a regular basis. (If there are none go on to Section 2).

1.16 Do you feel that co-operation between the Corporation and the organizations you identified in Question 1 .15 is:

GOOD
BAD
INDIFFERENT
DON'T KNOW

1.17 Please list any general problems you have had in dealing with the organizations you identified in Question 1 .15.

1.18 What suggestions do you have to improve co-operation between the Corporation and the organizations you identified in Question 1 .15.

2. ORGANIZATIONAL STRUCTURE

The Corporation has a particular organizational structure. We have a Minister, a Board of Directors and a President. Under the President we have 3 divisions:

Programs and Planning
Finance and Administration
Construction.

Finally, we have District Offices. For the purposes of this questionnaire we will call the divisions and individual district offices "Management Units" .

The **purpose** of an organizational structure is to facilitate:

allocation of resources;
communications ;
building of effective reporting relationships;
timely responses to the needs of the Minister and of the Corporation's clients; and
co-ordination of programs.

In this section we will be asking you some questions to determine if the Corporation's organizational structure is **meeting** these needs.

2.1 Do you think there is a clear understanding within the Corporation of the respective responsibility of the 3 management units within headquarters ?

YES
NO
SOMEWHAT

2.2 If there is not a clear understanding can you identify some of the problems which contribute to the confusion.

2.3 Do you think there is a clear understanding within the Corporation of the respective responsibility of headquarters and the district offices.

YES
NO
SOMEWHAT

2.4 If there is not a clear understanding can you identify some of the problems which contribute to the confusion.

2.5 Do you think there is a clear understanding within the Corporation of the role of the Association and Authorities.

YES
NO
SOMEWHAT

2.6 If there is not a clear understanding can you identify some of the problems which contribute to the confusion.

2.7 Can you identify other kinds of support that you require as a manager but are not receiving?

2.8 Do you think that the present organizational structure facilitates:

- does it facilitate the allocation of resources

YES
NO
SOMEWHAT
DON'T KNOW

- does it facilitate communications

YES
NO
SOMEWHAT
DON'T KNOW

- does it facilitate building of effective reporting relationships

YES
NO
SOMEWHAT
DON'T KNOW

- does it facilitate timely responses to the needs of
1) the Minister 2) the Clients

YES	YES
NO	NO
SOMEWHAT	SOMEWHAT
DON'T KNOW	DON'T KNOW

- does it facilitate co-ordination of programs

YES
NO
SOMEWHAT
DON'T KNOW

2.9 Can you identify any other problems not covered which have been caused by the organizational structure.

2.10 Do you have any suggestions of how the organizational structure could be improved.

2.11 Do you think that the structure of your management unit facilitates:

facilitates the allocation of resources

YES
NO
SOMEWHAT
DON'T KNOW

- facilitates communications

YES
NO
SOMEWHAT
DON'T KNOW

facilitates building of effective reporting relationships

YES
NO
SOMEWHAT
DON'T KNOW

facilitates timely responses to the needs of
1) the Minister 2) the Clients

YES	YES
NO	NO
SOMEWHAT	SOMEWHAT
DON'T KNOW	DON'T KNOW

facilitates co-ordination of programs

YES
NO
SOMEWHAT
DON'T KNOW

2.12 Can you identify some problems which exist because of the way your management unit is structured?

2.13 Do you have any suggestions of how the organizational structure of your management unit could be improved?

2.14 Do you believe that the people who work in your management unit have a clear understanding of what their job responsibilities are?

YES
NO
SOMEWHAT
DON'T KNOW

2.15 Do you feel that you have the authority necessary to carry out the responsibilities assigned to you.

YES
NO
SOMEWHAT

2.16 Do you feel that you have the resources necessary to carry out the responsibilities assigned to you-

YES
NO
SOMEWHAT

2.17 Do you feel that you have adequate access to your boss.

YES
NO
SOMEWHAT

3. SUPPORT SERVICES

We would now like to turn our attention to the management support system. There are a number of systems and mechanisms in place which are meant to help you as a manager. We would like your assessment of these systems and mechanisms and your suggestions for changes that would improve your ability to do your job.

3.1 Do you feel that you have adequate support in the following Personnel areas:

a) Recruiting?

YES
NO
SOMEWHAT

b) Hiring?

YES
NO
SOMEWHAT

c) Job Classification?

YES
NO
SOMEWHAT

d) Personnel Management, help with special personnel problems (ie. Training, Staff Housing, Disciplinary problems)

YES
NO
SOMEWHAT

3.2 Do you have adequate staff to do your job?

YES
NO
SOMEWHAT

3.4. Are you satisfied with your level of input regarding staffing levels?

YES
NO
SOMEWHAT

An organization needs both policies to guide its major operations and procedures to govern day to day activities.

3.5 Do you think that the Corporation has clear and adequate written policies to govern its activities?

YES
NO
SOMEWHAT
DON'T KNOW

3.6 Can you identify some areas where we are lacking policies?

3.7 Do you think that these policies have been translated into specific written procedures to guide the activities of your management unit?

YES
NO
SOMEWHAT
DON'T KNOW

3.8 Can you identify some areas where specific procedures are required? (ie. Manuals)

3.9 Are you directly involved in the Corporation's capital planning process? (ie. deciding where houses are built, warehouses, equipment etc.)

YES
NO
SOMEWHAT

3.10 Are you satisfied with your level of input into the capital planning process?

YES
NO
SOMEWHAT

3.11 Do you have any suggestions for changes which could be made to the capital planning process?

3.12 Do you feel that you are getting the information you need to make decisions in your job?

YES
NO (If no or somewhat answer 3.13.)
SOMEWHAT

3.13 Can you explain why you are not able to get this information?

3.14 Can you suggest how we might improve the information flow within the Corporation.

3.15 Can you identify the kinds of support that you require as a manager that you are not receiving?

4. MANAGEMENT ROLE & PRACTICE

The success of any organization depends upon its managers. For the sake of this exercise a manager is defined as one who has the ongoing responsibility for:

supervising others
overseeing a budget
accomplishing project responsibilities in the management support area
or any combination of the above.

In this section we will ask questions about how you, as a manager, manage.

4.1 Do you have an accurate job description?

YES
NO
SOMEWHAT

4.2 Are you required to assume responsibilities for tasks which are not covered, at least generally, in your job description?

Y E S
NO
SOMEWHAT

4.3 If yes, can you give some examples?

4.4 Do you feel that you and your boss agree about what your job is?

YES
NO
SOMEWHAT

4.5 How many staff report directly to you?

0
1
2-4
5-10
OVER 10

4.6 How many staff report to you through subordinates?

0

2-4

5-10

11-25

OVER 25

4.7 Do your staff have accurate job descriptions?

YES

NO

SOMEWHAT

Goal Setting

Most managers have some kind of goals and objectives that they are trying to achieve. Goals are broad general statements that indicate a general direction. For example the goal might be to improve public housing by introducing a rehabilitation program. The objective would be much more specific and measurable. i.e. To rehabilitate 6 public housing units by April 1st, 1986. The objective is specific in terms of dates and the results the manager wants to achieve.

4.8 Do you have a clear statement of your management objectives?

YES

NO

SOMEWHAT

4.9 If yes will you give us some examples?

4.10 Are these written down, or are they in your head?

WRITTEN DOWN:

IN HEAD

4.11 If no - do you have some more general goals that you are trying to achieve?

YES
NO

4.12 Are these written down somewhere or are they in your head?

WRITTEN DOWN
IN HEAD

4.13 Most managers have some kind of goals or objectives that are developed as part of the annual performance appraisal process. Do you have some goals or objectives written down as part of your performance appraisal? (We will not be concerned with specifics)

YES (If yes - answer 4.7 - 4.15)
NO (If no - answer 4.14)

4.14 Are they goals - fairly broad and general: or are they objectives - very specific and easily measurable?

GOALS
OBJECTIVES
BOTH

4.15 Do you feel that the goals or objectives that are part of your performance appraisal process are relevant to what you are doing?

YES
NO
SOMEWHAT

4.16 Have you written down a set of goals or objectives that are different or a further developed version of those in your performance appraisal?

YES
NO

4.17 How were the management goals or objectives in performance appraisal set?

YOU SET THEM AND GOT APPROVAL
YOUR SUPERIOR SET THEM
A COMBINATION OF BOTH

4.18 How often do you review your goals and objectives?

WEEKLY	SEMI-ANNUALLY
MONTHLY	ANNUALLY
QUARTERLY	NEVER
ONGOING	

4.19 Do you require the staff that report directly to you to meet specific performance objectives that are written down?

YES	(If yes - answer 4.19 - 4.24)
NO	(If no - answer Go to 4.25)

4.20 If yes, how are these objectives developed?

BY STAFF MEMBER
BY YOU
TOGETHER

4.21 Are these objectives written down as part of the performance appraisal process?

YES
NO

4.22 Do you have other objectives written down for staff members that are not part of their performance appraisal process?

YES	(If yes - answer 4.22)
NO	(If no - answer 4.23)

4.23 If yes, please explain.

4.24 Are these objectives (either in the appraisal process or outside of it) measurable, or are they general directions?

MEASUREABLE
GENERAL DIRECTIONS
BOTH

4.25 How often do you review staff objectives with the individual staff members?

MONTHLY
ONCE A YEAR
2 - 3 TIMES A YEAR
QUARTERLY
NEVER

4.26 If you do not have objectives for **your** staff, do you have other means of measuring their performance.

YES (If yes, please explain)
NO

4.27 Do you regard the performance appraisal process as useful?

YES
NO
SOMEWHAT

4.28 do you participate in staff meetings?

YES
NO
WITH SOME BUT NOT WITH OTHERS

4.29 If yes, how often are the meetings scheduled?

ONCE A WEEK
ONCE EVERY 2 WEEKS
ONCE A MONTH
FOUR TIMES A YEAR
LESS FREQUENTLY

4.30 Do the meetings occur as scheduled?

YES
NO
OCCASIONALL%

4.31 Do you think that the staff meetings you attend are:

VERY USEFUL
SOMEWHAT USEFUL
A WASTE OF TIME

4.32 Do you think that the staff meetings you attend should be more formally structured?

YES
NO
SOMEWHAT

4.33 Can you think of specific ways to improve the staff meetings you attend?

4.34 do you think that the staff meetings you attend encourage open and frank discussion?

YES
NO
SOMEWHAT

4.35 Do you think that, in general, the staff meetings you attend produce results?

YES
NO
SOMEWHAT

4.36 Does the discussion at the staff meetings you attend contribute to decisions which are made?

YES
NO
SOMEWHAT

4.37 Do you think that the most significant decisions are made:

WITHIN YOUR STAFF MEETINGS
OUTSIDE STAFF MEETINGS

4.38 Do you agree with the way significant decisions are made within your management unit.

YES
NO
SOMEWHAT

4.39 Are significant management decisions reviewed at staff meetings.

YES
NO
OCCASIONALL%

4.40 Do you think there is adequate communication within your management unit about decisions which will affect your job?

YES
NO
SOMEWHAT

5. FINANCIAL INFRASTRUCTURE

5.1 Do you feel that the budgetary and financial control system is:

ADEQUATE
INADEQUATE
NO OPINION

5.2 Are you responsible for preparing an annual budget?

YES (If yes answer 5.4)
NO (If no answer 5.3)
SOMEWHAT

5.3 If no, are you consulted or do you feel that you have input into what the budget should be for your particular management area?

YES
NO
SOMEWHAT

5.4 Do you have the responsibility for monitoring or overseeing a certain amount of money?

YES (If yes, answer 5.5 - 5.20)
NO (If no, answer 5.5 - 5.10)
SOMEWHAT

5.5 In general, do you feel that money is being spent in areas where it is doing the most good in your management area?

YES (If yes - answer 5.6)
NO (If no - go to 5.7)
SOMEWHAT

5.6 If no, can you indicate some changes which should be made regarding the allocation of money within your management unit.

5.7 Do you feel that there are adequate controls within your management unit on the way money is being spent?

YES
NO
SOMEWHAT

5.8 do you feel that there are too many controls *on* the way money is being spent?

YES
NO
SOMEWHAT

5.9 Do you have any indicators that help you determine that money is being spent effectively (on the right things)?

YES (If yes - answer 5.10)
NO (If no - go to 5.11 if responsible for budget)
SOMEWHAT

5.10 If yes, would you tell us what some of these are?

5.11 As someone who is responsible for preparing and overseeing a budget, what kind of information do you use to help you make budgeting and spending decisions?

5.12 Do you feel that you receive adequate financial information on a regular basis to help you monitor your budget properly?

YES (If yes - go to 5.14)
NO (If no - answer 5.13)
SOMEWHAT

5.13 If no please explain.

5.14 Do you feel that the present budgeting system is flexible enough to allow you to allocate money properly?

YES
NO
SOMEWHAT

5.15 If no or somewhat what kinds of changes would you like to see?

5.16 Do you feel that there are some areas of money management where we require stricter controls?

YES (If yes - answer 5.17)
NO

5.17 If yes, please explain.

5.18 Do you feel that your management unit is adequately funded to do the job it is being asked to do?

YES
NO

5.19 Do you think that you as a member of this management unit receive the funds you need to do your job?

YES
NO

5.20 Do you have any suggestions as to how the budgeting and financial monitoring system might be improved?

6. PROGRAMS

The most important part of the Corporation is its programs. It is through the programs that we provide services to people either directly or through our agents, the Housing Associations and Authorities. The major programs are Public Rental Housing and Homeownership. We would like to ask you about these programs--their strengths and weaknesses and how they might be improved. We are particularly concerned about the design of the programs, and whether they are serving the clients they are intended to serve. In the next section we will ask you about the delivery of services and, in particular, about the role of Associations and Authorities.

6.1 In general do you think our programs have clearly defined goals?

YES
NO

6.2 If no, which program goals are not clear?

PUBLIC HOUSING PROGRAM
HOMEOWNERSHIP PROGRAM
BOTH

6.3 Can you identify some specific parts of these programs that require clearer goals or objectives (eg. financing, renovations, etc.)?

6.4 In general do you think that our programs are meeting the specific housing needs of people in the community.

YES
NO
SOMEWHAT

6.5 Can you give us some examples where existing programs are not meeting the needs of specific clients.

6.6 If programs are not meeting the needs of specific clients, what do you think the problem is? Is it a problem of:

POOR DESIGN
INADEQUATE RESOURCES
A LACK OF KNOWLEDGE ABOUT OUR PROGRAMS
A COMBINATION OF THE ABOVE
SOME OTHER PROBLEM (**please** specify)

6.7 Do you think that some people in the community have valid housing needs which our present programs are not meeting? If so, would you give some examples.

6.8 As a social housing agency our programs are designed to serve those who are in need. Need is usually defined as economic **need**, the need of special groups such as the elderly and the handicapped, or need resulting from a lack of special skills and services such as financing. Do you think that our services are serving those with real needs.

YES
NO
SOMEWHAT

6.9 Can you give some examples of where people who do not have real needs are taking **advantage of** our services?

6.10 In general, do you think our A) Rental B) Homeownership programs promote a spirit of independence, individual initiative and person responsibility?

A) Rental

B) Homeownership

YES

YES

NO

NO

SOMEWHAT

SOMEWHAT

6.11 If "no" or "somewhat" can you give some examples of how we might make improvements in this area?

6.12 Do you think our rental programs are:

GOOD
ADEQUATE
POOR

6.13 Can you indicate some ways in which we can improve our rental programs?

6.14 Do you think our homeownership programs are:

GOOD
ADEQUATE
POOR

6.15 Can you think of some ways in which we can improve our homeownership programs?

6.16 Some services, for example the HAP Program, we deliver directly and not through our Housing Association/Authorities. Do you think we deliver these services effectively through our district offices?

YES
NO
SOMEWHAT

6.17 Can you point to any specific ways in which we could improve the delivery of these services?

6.18 Do you think that we do an adequate job in evaluating our services?

YES
NO
SOMEWHAT

6.19 If "no" or "somewhat" how do you think we should improve the evaluation of our services?

6.20 Can you identify any other problems with our services that you have not already mentioned?

6.21 Do you have any specific suggestions as to how we might deal with these problems?

7. ASSOCIATIONS AND AUTHORITIES

The Corporation has always had a close working relationship with Housing Associations and Authorities. These organizations are usually considered as our agents. They receive more than 60% of the Corporations O&M budget and handle most of the property management responsibilities. We would like to explore our working relationship with these organizations.

- 7.1 In general, how effective do you think these organizations are in the property management area. Would you describe them as:

VERY EFFECTIVE
ADEQUATE
POOR

- 7.2 Obviously some Associations and Authorities are doing a better job than others. What are the characteristics of the strong organizations?

- 7.3 Some organizations may be encountering difficulties. What do you think the major problems are of these organizations. Are they:

INADEQUATELY TRAINED STAFF
POORLY TRAINED BOARDS
LACK OF SOLID ADMINISTRATIVE PROCEDURES
LACK OF RESOURCES
OTHER PROBLEMS (please specify)

- 7.4 In general, do you think that A/A's have the same view of their role as the Corporation has of their role?

YES
NO

- 7.5 In general, do you think the Corporation has made clear what functions it expects these organizations to perform.

YES
NO

7.6 Do you think there is a difference between how the Corporation views their roles and how they view their own role.

YES
NO
SOMEWHAT

7.8 If "yes" or "somewhat" would you please explain.

7.9 In general, how would you describe the relationship between the Corporation and most A/As. Would you describe it as:

GOOD
ADEQUATE
POOR

7.10 If adequate or poor, what do you think the major problems are?

7.11 Do you think that the Corporation is doing enough to help develop the A/As?

YES
NO

7.12 If no, what specific kinds of assistance should it be providing?

7.13 do you think **that** the A/As should be taking **on** an expanded role and **be** delivering additional kinds of services?

YES

NO

7.14 If yes, what kinds of additional services should they deliver?

7.15 If yes, how should an expanded role be introduced?

7.16 **Do** you think that the Corporation should be encouraging other organization in the community --for example municipal **bodies** and band councils-- to take over the delivery of local housing services.

YES

NO

7.17 If yes, what are some of the specific advantages that this would bring?

7.18 Housing Associations are incorporated under the Societies Act and the boards are elected from **among** local tenants. Housing authorities are incorporated under the Housing ordinance and the boards are appointed by the Minister. Do you think one model is more effective than the other. If so, which model do you prefer:

ASSOCIATIONS
AUTHORITIES

7.19 Why do you prefer this model?

7.20 The responsibility for developing A/As has been pretty much delegated to the district offices. Do you think most staff in district offices have the appropriate skills, resources and time to facilitate the development of these organizations.

YES
NO

7.21 If no, what are the major problems?

7.22 Do you think headquarters should become more involved in the development of these organizations?

YES
NO

7.23 If yes, what kind of role should headquarters play?

8. TRAINING

In order to ensure the effective and efficient delivery of services the Corporation must ensure that its managers and staff receive adequate training. As part of the Corporate planning process we are reviewing training requirements within the Corporation as well as the requirements of the staff of Associations/Authorities. In this section we would like to get your opinion of what kind of training is required.

8.1 What kind of formal Management training have you had?

UNIVERSITY
EXTERNAL COURSES
GNWT COURSES
NONE : LEARNED BY DOING
OTHER

8.2 What would you consider your skill level to be in the following areas?

Basic Administration

GOOD
ADEQUATE
POOR

Financial Management (budget preparation & management)

GOOD
ADEQUATE
POOR

Staff supervision (managing people, handling conflicts, motivating staff)

GOOD
ADEQUATE
POOR

Planning (program planning, setting objectives, developing work plans etc.)

GOOD
ADEQUATE
POOR

Communication (explaining concepts, getting your point across, writing clearly, speaking effectively)

GOOD
ADEQUATE
POOR

Analysis (reviewing & interpreting data, conceptualizing)

GOOD
ADEQUATE
POOR

Handling stress

GOOD
ADEQUATE
POOR

Making Decisions (under uncertainty, making the right decision)

GOOD
ADEQUATE
POOR

Cross cultural skills

GOOD
ADEQUATE
POOR

8.3 Can you identify areas where you feel you would benefit from additional management training.

8.4 Do you feel the Corporation provides adequate or excess to adequate training opportunities in management skills.

YES
NO
SOMEWHAT

8.5 Do the staff which you supervise require additional training to perform their jobs efficiently.

YES (If yes - answer 8.6)
NO
SOMEWHAT

8.6 Please specify what type of training members of your staff require.

8.7 **In your** dealings with Secretary Managers of Association/Authorities what would you consider the basic skill level to be in the following areas:

Basic Administration

GOOD
ADEQUATE
POOR

Financial Management (budget preparation & management)

GOOD
ADEQUATE
POOR

— Staff supervision (managing people, handling conflicts,
motivating staff)

GOOD
ADEQUATE
POOR

Planning (program planning, setting objectives, developing work
plans etc.)

GOOD
ADEQUATE
POOR

Communication (explaining concepts, getting your point across,
writing clearly, speaking effectively)

GOOD
ADEQUATE
POOR

Analysis (reviewing & interpreting data, conceptualizing)

GOOD
ADEQUATE
POOR

Handling stress

GOOD
ADEQUATE
POOR

Making Decisions under uncertainty, making the right decision)

GOOD
ADEQUATE
POOR

Cross cultural skills

GOOD
ADEQUATE
POOR

8.8 Do you think the Corporation should provide or sponsor management
training for employees of Associations/Authorities?

YES
NO

8.9 Could you list the 3 most important training needs of Secretary Managers of Association/Authorities .

8.10 Do the technical/maintenance staff employed by Associations/Authorities have the necessary skills to perform their jobs.

YES
NO
SOMEWHAT

8.11 Should the Corporation provide or sponsor training for the technical/maintenance staff of Associations/Authorities?

YES (If yes - answer 8.12)
NO

8.12 Do you think the Corporation should provide or sponsor training or orientation courses for Association/Authority Board members?

YES (If yes - answer 8.14)
NO

8.13 What types of training should be provided for Association/Authority Board members?

9. PUBLIC RELATIONS

In order to be effective a government organization must be able to explain to the public what it does and what its programs and services are all about. It must have and promote a positive public image. In this section we would like to get your impression of the public image of the Corporation and some feedback on how well the Corporation is explaining its services.

9.1 How would you rate the Corporation's image with the following groups :

Corporation Employees

GOOD
POOR
INDIFFERENT

Associations and Authorities

GOOD
POOR
INDIFFERENT

Tenant

GOOD
POOR
INDIFFERENT

Other Government Departments

GOOD
POOR
INDIFFERENT

MLA'S

GOOD
POOR
INDIFFERENT

Native Organizations

GOOD
POOR
INDIFFERENT

Municipal Organizations

GOOD
POOR
INDIFFERENT

9.2 In general how would you describe the image of the Corporation in terms of the general public?

POSITIVE
NEGATIVE
NEUTRAL

9.3 Are you proud to be an employee of the Corporation?

YES
NO
SOMEWHAT

9.4 do you think the Corporation does a good job in promoting a **positive** image to the public?

YES
NO

9.5 If no, can you suggest **how** the Corporation might improve its image.

9.6 do you think the public image is better or worse than the image of other government departments.

BETTER
WORSE
THE SAME

9.7 If you think there are problems with the image of the Corporation, what aspects of its image create a negative impression?

9.8 do you think there are some positive aspects of the Corporation that it could do a better job promoting?

9.9 Do you think the Corporation does a good job explaining its programs to the public?

YES
NO

9.10 Are there some programs in particular that are not well understood?

10. MANAGEMENT PROFILE

Finally, we would like to ask some general questions about you as a manager.

10.1 In general, do you like working as a manager for the Corporation?

YES

NO

SOMEWHAT

10.2 What do you like most **about** your job?

10.3 What do you like least about your job?

10.4 **How** long have you been:

IN YOUR PRESENT POSITION
WITH THE HOUSING CORPORATION
WITH THE G.N.W.T.

10.5 How many years of experience have you had working as a manager?

10.6 What is your educational background?

SOME HIGHSCHOOL
HIGHSCHOOL DIPLOMA
A TRADE
SOME UNIVERSITY OR UNIVERSITY-LEVEL COURSES
COLLEGE DIPLOMA
UNDERGRAD DEGREE
GRADUATE DEGREE

10.7 Do you have any other **comments** you would like to make?

THANK YOU FOR GIVING US YOUR TIME.

APPENDIX 'C'

LIST OF INTERVIEWEES

LIST OF INTERVIEWEES

NAME	DIVISION	LOCATION
Lloyd Clark	Vice-President, Finance	Yellowknife
Hal Logsdon	Vice-President, Programs	Yellowknife
Norman Ridgely	Vice-President, Construction	Yellowknife
Sherman Beal	Finance	Yellowknife
Emil Homeniuk	Finance	Yellowknife
Beth Schauerte	Finance	Yellowknife
Jeff Anderson	Finance	Yellowknife
Joann Lafabvre	Finance	Yellowknife
Joanne Walton	Finance	Yellowknife
Jack Conroy	Finance	Yellowknife
Dave Barnett	Finance	Yellowknife
Sharon Darroch	Finance	Yellowknife
Kathryn Garven	Programs	Yellowknife
Maureen Cochrane	Programs	Yellowknife
Fraser Weir	Programs	Yellowknife
Allen Reid	Programs	Yellowknife
Craig Johnson	Programs	Yellowknife
Dave McPherson	Programs	Yellowknife
Jim Atkin	Programs	Yellowknife
Jalal Toeg	Programs	Yellowknife
Dennis Veerasammy	Programs	Yellowknife
John McDonough	Construction	Yellowknife
Catherine Morrison	Construction	Yellowknife
Elsa Mogenson	Construction	Yellowknife
Dick Bushell	Construction	Yellowknife
Marcel Vincent	Construction	Yellowknife
Willie Herzog	Construction	Yellowknife
Joe Solowy	Construction	Yellowknife
Milton Pittman	Construction	Yellowknife
Peter Cook	Construction	Yellowknife
Bob Loftus	Construction	Yellowknife
Chris Lupiano	Construction	Yellowknife
Krishna Phagoo	Construction	Yellowknife
Dick Kaip	District Office	Yellowknife
Lloyd Carr	District Office	Yellowknife
Murdo McPherson	District Office	Yellowknife

LIST OF INTERVIEWEES

NAME	LOCATION
J. Magnusson	Frobisher Bay
E. Alainga	Frobisher Bay
M. Bruen	Frobisher Bay
B. Burns	Frobisher Bay
D. Chart	Frobisher Bay
A. Finlay	Frobisher Bay
M. Fournier	Frobisher Bay
P. Hallet	Frobisher Bay
M. kuluquqtuq	Frobisher Bay
W. MacDonal d	Frobisher Bay
R. Ranki n	Frobisher Bay
J. Shupe	Frobisher Bay
R. King	Ranki n Inlet
T. Adams	Ranki n Inlet
M. Aksalnik	Ranki n Inlet
M. Aquin	Ranki n Inlet
J. Desilets	Ranki n Inlet
S. Karetak	Ranki n Inlet
P. Matberry	Ranki n Inlet
B. Peleuger	Ranki n Inlet
T. Sandy	Ranki n Inlet
R. Feagan	Cambri dge Bay
C. Gillis	Cambri dge Bay
T. Gross	Cambri dge Bay
L. Primeau	Cambri dge Bay
L. Roche	Cambri dge Bay
P. Scott	Cambri dge Bay
R. Veerasammy	Cambri dge Bay
M. Venida	Cambri dge Bay
D. Kravi tz	Inuvik
D. Begsley	Inuvik
D. Doncaster	Inuvik
S. Harry	Inuvik
W. Li tster	Inuvik
B. McGilvray	Inuvik
D. Sick	Inuvik
P. Wal ters	Inuvik
T. Beaulieu	Hay Ri ver
E. Emberley	Hay Ri ver
B. Hebert	Hay Ri ver
I. McCrea	Hay Ri ver
D. Morgan	Hay Ri ver
E. Remans	Hay Ri ver
C. Simms	Hay Ri ver

APPENDIX 'D' COMMITTEES

COMMITTEES

STEERING COMMITTEE

The Honorable Michael Ballantine: Minister Responsible for the NWT
Housing Corporation

John Stephenson : Executive Assistant to the Minister

Gary Jaeb : Chairman of the Board

Hiram Beaubier : President

Hal Logsdon : Vice-President, Programs

Lloyd Clark : Vice-President, Finance

Norman Ridgely : Vice-President, Construction

Kathryn Garven : Manager of Corporate Relations

Dick Kaip : Senior District Manager

PROJECT TEAM

Mike Bell : Coordinator

Mike Armstrong

Jim Fennell

Margaret Walton

Shannon Gerhards

Bob Johnson : Consultant, MIS.

TECHNICAL ADVISORY COMMITTEE

Fred Chambers : Program Analyst; F.M.S.

Eugene Kenny : Program Analyst; F.M.S.

John Murray : Legal Counsel; Legal Division

Norm Mair : Personnel Planning Analyst; Personnel

Peter Allen : Executive Director; Devolution Office

Jim France : E.D.P. Audit Supervisor; Audit Bureau

Tony Gray : Acting Chief of Policy Planning;
Social Services