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CORPORATE PLANNING PROJECT -  
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CORPORATION

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Corporate Planning Project

STRATEGIC DOCUMENTS

January, 1987



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Corporate Planning Project

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## INTRODUCTION

AND

### SUMMARY OF CONTENTS

This volume contains the major strategic documents developed during the Northwest Territories Housing Corporation's Corporate Planning Project. Here is a brief summary of their contents.

A. Corporate Goal Statement

This document describes the purpose of mission of the Housing Corporation. It presents the Corporation's basic approach to services, the principles which guide service delivery, and the major program goals.

B. New Directions in Housing Services: Creating Opportunities

A summary of the two volume Assessment Report. It provides the major findings and identifies the nine major areas for future development.

C. The New Context for Housing Services

This is a summary of the New Context within which we must evaluate all aspects of our programs, services and operations. It defines and describes the basic principles of this New Context: Accountability To and By . the Local Community, Community Development and Economic Development.

D. **The Corporate Plan and Strategy - Workplan for the Implementation of the Corporate Plan**

This is the roadmap for future development. It outlines the various tasks which make up The Plan, provides some basic principles to guide The Strategy and it concludes with specific workplans.

E. The Corporate Priorities

Developed to assist managers to plan for the 1987 - 1988 fiscal year. This document contains the Corporate Priorities which must form the basis of the management unit objectives.

THE NORTHWEST TERRITORIES  
HOUSING CORPORATION

CORPORATE GOAL STATEMENT

THE NORTHWEST TERRITORIES HOUSING CORPORATION

THE CORPORATE GOAL

The Corporate Goal of the Northwest Territories 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.

THE APPROACH

The N.W.T. Housing Corporation provides housing services primarily in partnership arrangements with local organizations. These arrangements are based upon the principles of accountability to and by the local community, community development, and economic development.

GUIDING PRINCIPLES

The following principles clarify the Corporate Goal and express specific commitments of the Northwest Territories Housing Corporation.

MANDATE - The Corporation receives its mandate from the Government of the Northwest Territories within the Northwest Territories Housing Corporation Act. As a government housing agency the Corporation is committed to the principles of equity and fairness and is accountable to the Government for ensuring that it receives fair value for the resources committed to the Corporation.

NEED - While it is the responsibility of all residents of the Northwest Territories to provide for their own housing needs to the extent that they are able, it is recognized that some residents will not be able to do so. The term "in accordance with need" refers primarily to economic need but will also include the needs of special groups such as the elderly, the handicapped, and, in some cases, the needs of those who lack adequate access to housing related services. The provision of services primarily to those "in need" clearly identifies the Corporation as a social housing agency.

QUALITY OF HOUSING - The Corporation assists residents to secure and maintain shelter which is adequate, suitable, and affordable. "Adequate shelter" means shelter which is provided and maintained according to generally accepted standards for health, safety, and security. "Suitable shelter" indicates that shelter must be related to family size. "Affordable shelter" stipulates that shelter must respond to the ability of clients to pay a reasonable portion of individual and family income in a northern environment. In addition, the Corporation, to the fullest extent possible within the resources at its disposal is firmly committed to the principle of energy efficiency.

PARTNERSHIP - While the Corporation will, in some cases, deliver housing services directly, its preferred method of service delivery is through partnership arrangements with local organizations. These arrangements recognize that the provision of housing services is a shared responsibility. Local residents require the assistance of the Corporation for resources and technical expertise. The Corporation requires the expertise of local residents to define the nature of their housing problem, assist in the planning and implementation of solutions, and handle the day to day delivery of housing services. In addition to arrangements with local organizations, the Corporation maintains its traditional partnership with Canada Mortgage and Housing Corporation (C.M.H.C.) which cost-shares most of the Corporation's programs.

SERVICE CONTEXT - The way in which housing services are provided is as important as the services that are provided. Experience in the Northwest Territories has proven that housing services must be provided in an effective context - one which promotes the principles of accountability to and by the local community, community development and economic development.

"Accountability to and by the local community" means that the Corporation, once it has established working arrangements with a local organization, must be answerable to that organization for fulfilling the commitments outlined in the arrangement. The local organization, for its part, must be answerable to residents in need of housing services as well as to the Corporation for resources that have been committed.

"Community development" in terms of housing services is: that process or 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 housing problems and the implementation of solutions

which respond to the community's own political, cultural , social, economic and environmental requirements.

"Economic development" is, quite simply, the creation and maintenance of more jobs, businesses, and a better quality of life. In terms of housing services it requires the Corporation to maximize the full economic potential of housing services in the local community in terms of local construction jobs, training opportunities, and potential spin-off **benefits-particularly** ones which encourage the development of small, housing-related businesses.

#### THE PROGRAMS

The Northwest Territories Housing Corporation fulfills its mandate to assist residents in accordance with need through the delivery of rental housing and **homeownership** programs.

##### Rental Housing Program's: Goals

To assist low and moderate income individuals and families to secure and maintain adequate, suitable and affordable shelter.

To assist residents with **special needs** to secure and maintain adequate, suitable and affordable shelter.

##### Homeownership Program's: Goals

To assist residents to acquire ownership of **adequate**, suitable and affordable shelter.

To assist homeowners to upgrade their homes to an adequate standard.



THE NORTHWEST TERRITORIES HOUSING CORPORATION

NEW DIRECTION **IN** HOUSING SERVICES:

CREATING OPPORTUNITIES

JULY, 1986



Northwest

Territories Minister Responsible for Northwest Territories Housing Corporation

July 25, 1986

PREFACE

Six months ago the Northwest Territories Housing Corporation launched its Corporate Planning Project. We have now completed the information-gathering phase. In June the Project Team presented the Steering Committee with a two-volume Assessment Report which outlines the major issues facing the Corporation and makes recommendations for dealing with them.

Because so many individuals, groups, and organizations have been involved in, or expressed interest in this project, the Steering Committee directed the Project Team to prepare this document. It summarizes the major issues and recommendations of the Assessment Report and gives a clear picture of where we are going.

The title of the document "New Directions in Housing Services: Creating Opportunities", is particularly appropriate. As we examine all aspects of housing services in the light of the principles of accountability to and by the local community, community development, and economic development, we are discovering that new opportunities are opening up to us. We are finding ways of modifying present approaches and establishing more cooperative working relationships between the Housing Corporation and local communities.

I welcome all your suggestions and comments.

Michael A. Ballantyne,  
Minister.

## INTRODUCTION

On the morning of June 25, 1986, the Steering Committee for the Corporate Planning Project met with twenty senior managers of the N.W.T. Housing Corporation at Prelude Lake Lodge, near Yellowknife, for the start of a three day workshop. The purpose of this workshop was to review the issues and recommendations contained in a two-volume Assessment Report, and to decide on a future direction for the Housing Corporation.

On the third morning, after two days of continual discussions with senior managers, the Steering Committee held a meeting to review the discussions and determine its own priorities. After several hours of work the Project Team members and the senior managers were called back into the room, the Steering Committee announced its decisions in terms of priorities for development over the next several years, and the Project Team was requested to develop a draft Corporate Plan and Strategy for submission to the Steering Committee by mid-September.

Because housing is one of those issues that touches the lives of all residents of the N.W.T., a great deal of interest has been generated by the Corporate Planning Project within the Housing Corporation. The purpose of this paper is to respond to this interest and provide individuals and groups who are concerned about housing with a progress report. It describes, the work that has been done over the past six months within the Corporation, outlines the major corporate issues and recommendations contained within the two-volume Assessment Report, and describes the next step in the process, the development and implementation of the Corporate Plan and Strategy.

## BACKGROUND

The workshop at Prelude Lake was the result, at least in part, of a series of other meetings that **occured** in the summer and Fall of 1984 in over forty communities throughout the Northwest Territories. The Legislative Assembly's Special Committee on Housing **travelled** from community to community gathering suggestions for improvement in housing services. Finally, in June of 1985, it published its Final Report which defined the scope of the Housing problem in the Territories and came up with 82

recommendations for changes in policy and practice. The Final Report was undoubtedly the most comprehensive study of housing issues ever conducted in the N.W.T.

Five months later, in October of 1986, another piece of the picture was filled in. The Executive Council, after carefully considering the recommendations of the Special Committee, published its response document. Entitled, The New Era In Housing: Planning Together For the Future, the document provided both a short-term and a long-term strategy. It isolated the recommendations of the Special Committee that could be dealt with in the short-term and stipulated specific actions to be accomplished by various departments of government. For the more complex and longer term recommendations it requested the Housing Corporation to initiate a Corporate Planning **Project** and deal with the recommendations through the project.

In December of 1985 The Steering Committee set up a Project Team, approved a work plan, and the project was off and running. The model was very simple and evolved in three phases. First we have to see what we've got: take a look at the Housing Corporation as it is today, identify its major strengths and weaknesses, and determine its priorities for organizational development. This first Phase, called the ASSESSMENT PHASE, took six months and was completed at the Prelude Lake Meeting. During the next phase, the DEVELOPMENT PHASE, the Project Team prepares a draft Corporate Plan and Strategy. This document outlines the Major Target Areas and the specific results that the Corporation wishes to achieve in each area over the next several years. As we indicated above, this document will be ready for the consideration of the Steering Committee by Mid-September, 1986. Finally, once the Corporate Plan and Strategy has been approved the project will enter the IMPLEMENTATION PHASE. We anticipate that it will take twelve to eighteen months to fully implement the plan throughout the organization.

#### GATHERING THE INFORMATION

During the six month Assessment Phase we used various methods to gather information. Mostly we asked people what they thought about the Housing Corporation and its strengths and weaknesses. We interviewed over seventy managers at all **levels** of the organizations, both in **Yellowknife** and the districts. We held workshops with board members and with a **small group of** secretary Managers of various Housing Associations and Authorities. We conducted a number of special studies on various aspects of the organization; and we initiated a number of special **projects** which were necessary to help provide a focus.

The Steering Committee met regularly every two or three weeks to consider information and issues that the Project Team was bringing to them. To ensure that project **would** not be seen as

"just another planning exercise" the Steering Committee requested the Project Team to identify various "spin-off projects"-- projects that could deal with immediate problems and be undertaken before the end of the Assessment Phase.

As the Project Team presented more and more information to the Steering Committee it quickly became obvious that criteria were required to evaluate the information. Without criteria or a context for evaluation, it would be impossible to come to any definitive conclusions about the proper **business** of the Corporation or the effectiveness of its programs, services and operations. The Steering Committee requested the Project Team to develop a set of evaluative **criteria**;--and the Project Team went back to review the research and public hearings of the Special Committee on Housing. The result was the development of the "New Context for Housing Services."

#### THE NEW CONTEXT

As the Special Committee **travelled** from community to community listening to concerns about housing services, three **basic** principles seemed to emerge time and time again. Residents of the **N.W.T.** feel that housing services should be provided in a manner that promotes:

- . **Accountability** to and by the local community.
- . Community Development, and
- . Economic Development

When the delivery of housing services promotes these principles the Housing Corporation is seen to be working effectively. .

In order to use these principles as evaluative tools the principles had to be defined. Working definitions were developed through discussion papers and the definitions and the "new context" itself were tested on a wide variety of groups. Numerous presentations were given to members of the Executive Council, **M.L.A.s**, members of the Special Committee on Housing, native **leaders**, representatives of other government departments, etc. Gradually, after much discussion, a consensus emerged. The "New Context" was seen as both a reliable and valid context within which to evaluate the information gathered during the Assessment Phase .

What happens when we apply the three basic principles--accountability to and by the local community, community development, and economic development,--to various aspects of the Housing Corporation?. We create "opportunities for change". We discover alternative **approaches**,-- methods of modifying present practices and improving service delivery at the

local level. Each alternative or "opportunity" can be evaluated in terms of total costs, and those that prove themselves can be implemented. Though the process is not magic and still depends upon solid management decision making, the discovery of the "New Context" provides a much needed framework for creating the kinds of creative changes recommended by the Special Committee on Housing.

#### WHAT WE FOUND

Over a six month period we gathered thousand pieces of information about the Corporation, its programs, operations, and relationships with other organizations. Gradually, patterns began to emerge.

We found an organization that has experienced considerable success over the past few years. Each year the Corporation, in a cooperative effort with local housing organizations, manages to maintain over 4,000 public housing units. At the same time it has moved quite successfully into the **Homeownership** field with **its ever** expanding HAP program. After some disastrous **experiences** in its earlier years, the organization has continued to improve the quality of new houses that it builds. It now provides a good product and has tightened up many of its internal procedures. While it is providing and maintaining houses in one of the most demanding physical **enviornments** on earth, its staff **seem** to be happy working for the Corporation.

But the organization also has some real problems. Under constant pressure to produce more and more houses each year to overcome the "housing crisis", the organization seems to have slipped completely into a "crisis mentality". The Housing Corporation, constantly responding to "the crisis", had failed to invest in its own future by creating the necessary organizational **building** blocks. Clearly there is a need for senior management to take a step back, survey the **situation**, and **fill in the** gaps.

#### MAJOR CORPORATE ISSUES

AND

#### RECOMMENDATIONS

As we have already noted, we **did** not find a great many problems within the organization. We found a few basic problems--but we found them popping up at every level of the organization. Altogether, we identified nine **major** corporate issues and made nine **major** recommendations to respond to these issues.

## Policy

Our review of the policy framework indicated that there was a great deal of confusion in this area. First of all, there is a lack of clearly articulated and comprehensive public housing policy. Government does not seem sure about what it wants in terms of housing services; and it seems very unclear as to what it expects of the Housing Corporation. **Within** the Corporation there is a lack of strategic policy as well as management (or operational) policy.

To respond to problems in the policy area we made two recommendations .

#1. THAT THE **N.W.T.** HOUSING CORPORATION ENTER INTO NEGOTIATIONS WITH THE GOVERNMENT OF THE NORTHWEST TERRITORIES 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.

## Information

The Special Committee on Housing noted that government, and the Housing Corporation in particular, lack adequate information systems to deal with housing services. We found that there is a lack of appropriate information at each level of the organization and that managers are quite concerned about this problem. We recommended:

#3. THAT THE HOUSING CORPORATION ESTABLISH AN **INFORMATION** SYSTEMS UNIT WITH THE RESPONSIBILITY FOR DEVELOPING NECESSARY SYSTEMS, MAINTENANCE PROCEDURES AND SUPPORT SERVICES.

## Programs and Services

Though it was not within the mandate of the corporate planning exercise to conduct formal program evaluations, **it** is apparent that there is need for a formal review of programs and services within the "New Context". **Also**, because there is a general lack of evaluative procedures within the organization, managers are not obtaining reliable information about program performance or about the relationship between program results and the resources required to achieve them.

Two recommendations were made.

#4. THAT A REVIEW OF EXISTING PROGRAMS AND DELIVERY SYSTEMS BE CONDUCTED WITHIN THE NEW CONTEXT.

#9. THAT THE HOUSING CORPORATION DEVELOP A PERFORMANCE MEASUREMENT SYSTEM.

#### Roles, Relationships, and Structures

Interviews with managers and board members reveals that there is a **certain** confusion as to roles and responsibilities both within the corporation and in relation to outside groups. The relationship between the Corporation and the **G.N.W.T.** has to be clarified as does the relationship between the Corporation and Associations and Authorities. Within the Corporation, at the corporate level, there is need to clarify the relationship and responsibilities between and among the Minister, the Board of Directors, and senior management.

The **Project** Team recommended that a structured analysis be carried out at each level of the organization. This procedure would relate services to function, resources, roles, information requirements and organizational structure. It would also help alleviate some problems in management practices, in particular the highly centralized decision-making mechanisms which do not seem to relate well to the highly de-centralized delivery model.

#5. THAT THE CORPORATION CONDUCT A STRUCTURED 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 DE-CENTRALIZED DELIVERY SYSTEM AND MANAGEMENT ENVIRONMENT

#### Human Resource Development

As **is** the case with all organization, people are the Corporation's most valuable resource. Yet the Corporation does not have a fully developed human resource capability to ensure the provision of long-term resource and succession planning, organized staff training and development, implementation of affirmative action plans, etc. It was therefore recommended:

#7. THAT THE CORPORATION DEVELOP A HUMAN RESOURCES DEVELOPMENT UNIT TO ADDRESS ITS REQUIREMENTS.

#### An Approach to Development

Interviews at the district and local community level indicated that there are serious problems in the working relationship between the district offices and local Associations and



basic differences in terms of role definition. For the most part headquarters has not developed a "corporate approach" to local housing organizations and seems to consider them the exclusive responsibility of the districts. It is apparent that there is a need for a development strategy that will clarify expectations and commit the Corporation and local housing organizations to work together to achieve specific objectives.

It was recommended:

#8. THAT THE HOUSING CORPORATION, IN COOPERATION WITH LOCAL HOUSING ORGANIZATIONS, CREATE A DEVELOPMENT STRATEGY FOR THE DELIVERY OF HOUSING SERVICES.

#### THE NEXT STEP

At the June management workshop the Steering Committee instructed the Project Team to develop a draft Corporate Plan and Strategy for consideration by mid-September. The plan should reflect the Steering Committee's priorities which are:

Recommendation #1--Public **Policy**

Recommendation #2--Strategic Policy Unit

Recommendation #3--Human Resource Development Unit

Recommendation #8--Community Development Strategy

Recommendation #9--Performance Measurement System

The Steering Committee will hold a workshop in September to review the draft and finalize the Corporate Plan and **Strategy**. Implementation will then proceed. Though the Corporation has already begun to make some changes based upon the recommendations in the Assessment Report, we anticipate that total implementation will require twelve to eighteen months.

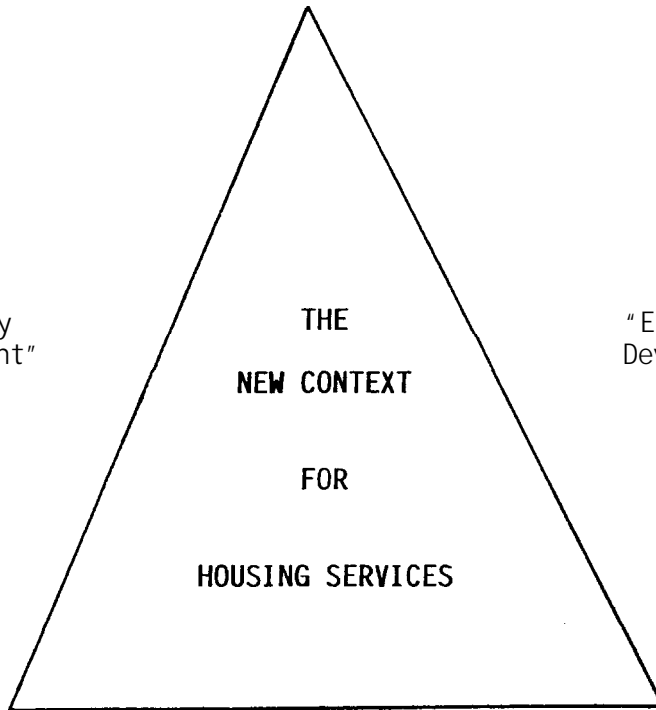
#### CONCLUSION

The Corporate Planning Project is creating new opportunities for the improved delivery of housing services in the Northwest Territories. Ultimately we are establishing a new "corporate culture" within the Corporation--one that links the delivery of housing services to the principles of accountability to and by the local community, community development, and economic development.

CORPORATE PLANNING PROJECT

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"Community  
Development"



"Economic  
Development"

"Accountability  
To And By The Local Community"

JANUARY, 1987

## INTRODUCTION

Recently, under the direction of The Honorable Michael A. Ballantine, Minister Responsible for the Northwest Territories Housing Corporation, we have begun to make fundamental changes **in** the manner in which housing services are delivered in the Northwest Territories. These changes are part of a new direction--one that has emerged over the past several years from a great deal of research, study, and discussions with people all across the Territories.

The purpose of this report is to describe this new direction and the kinds of changes that will continue to be made over the next several years. We will outline the reasons for the changes, the impacts they will have upon the delivery of housing services, and the benefits they will bring to communities and all residents of the Northwest Territories.

## THE ORIGINS OF CHANGE

The new direction traces its origins to the work of the Legislative Assembly's Special Committee on Housing.

During 1984 and 1985 the members of this committee **travelled** to over forty communities, talking to people about housing issues, and observing housing problems first-hand. Their Final Report, published in June, 1985, represents the most comprehensive study **of** housing problems every conducted in the Northwest Territories. In addition to calling for sweeping changes in the delivery of housing services the report made an even more important contribution: **it** provided a fundamental **re-definition** of the housing problem as **it** exists today in the Northwest Territories. It forced us to change the way we think about housing problems and their solutions.

In October, 1985, after careful review of the recommendations of the Special Committee on Housing, the Government of the Northwest Territories published **its** response document, A New Era In Housing: Planning Together For The Future. Supporting **in** principal the major recommendations of the Special Committee, the Government required departments to respond to a range of short-term recommendations and instructed the Housing Corporation to deal with the longer-term requirements through the development of a Corporate Planning Project. Through **its** "New Era" document the government sketched out a new direction and provided a mandate for change. Several weeks after its publication the Honorable Michael A. **Ballantyne**, a former member of the Special Committee on Housing, was appointed Minister Responsible for the Northwest Territories Housing Corporation.

Unlike the work of the Special Committee which concentrated upon describing housing problems, the research phase of the Corporate Planning Project concentrated upon solutions. It examined all

aspects of the **N.W.T.** Housing Corporation, its manner of delivering services, and its relationships with government and local communities. Beginning with the recommendations of the Special Committee on Housing, the Corporation developed a new set of longer term priorities and a plan for achieving them.

In the following pages we will describe these new priorities and the new direction they represent. But first, a word about the work of the Special Committee on Housing and its description of our housing problem in the Northwest Territories.

### **RE-DEFINING THE PROBLEM**

In almost all of the housing studies that have been conducted over the years, the emphasis has been placed upon "the **house**"--the physical facility.

There is a "housing problem" because the houses are run down, poorly designed, not energy efficient, too expensive to maintain, too expensive to purchase, --or there simply are not enough houses to meet the demand. AS to who is responsible (or to blame) for the condition of the housing stock. ..there is no question but that the responsibility rests with the central government: the Federal Government in previous years and, more recently, with the Territorial Government.

While the members of the Special Committee recognized that there were problems with the housing stock, they rejected the traditional approach of blaming everything upon the quality of the houses. The real problem, they decided, was not with the houses but with the services--and the manner in which services are being provided.

As the members of the Special Committee spoke to more and **môre** people, the same message continued to come across. And it was a very simple message. Housing services must **be provided in a** manner that promotes the principles of 1) accountability to and by the local **community**, 2) **community development**, and 3) economic development . When we provide services in a manner that promotes these three principles, those services are effective.

#### Accountability To and By the Local Community

For too **many** years people have not been adequately consulted about housing decisions in their own communities. The authority and responsibility for decision-making rested with government. Though community housing organizations were sometimes "consulted", government tended to view these groups as their "agents" or "helpers". Because there was never a real sharing

of decision-making power, people became frustrated.

The Special Committee on Housing called for a fundamental change in attitude and a re-ordering of priorities. The rights of residents to participate in decisions which effect them directly must be recognized. It is residents--not government--who are best able to define the local housing problem and work out the most appropriate solutions. Rather than dictating to the community, government must support the local leadership. It must recognize the right of residents to define the nature of their particular housing problem and formulate solutions. It must integrate and coordinate its plans with the plans and activities of the community.

### **Community Development**

The Special Committee continually emphasized the direct relationship between housing services and the development of the total community. In the past this relationship was sometimes overlooked. Governments often adopted a very narrow view and tended to **think** of housing services exclusively in terms of the needs of individuals and individual families.

Today people in all communities across the North are coming to recognize that the control of housing means control of the community's future. Decisions about the kinds and mix of housing, where houses should be built, the **manner** in which housing developments fit into the community's long term **plans**, the design of houses, how the individual house should be sited on the lot,... even the question of which group or groups in the community should be making the **major** housing decisions--these are critical decisions, too important to be left exclusively to people who live outside the community.

While most communities would like to control the total range of housing decisions, not all communities have the **required** expertise and technical competence. In terms of the new partnership arrangements between government agencies and local community groups, the Special Committee on Housing emphasized the need for government to "export" technical expertise **and** training into the local community. It should be used to improve skill levels and promote coordination and cooperation between the local Hamlet, the Band **Council, various** interest groups as well as the local Housing Association or Authority. Local groups, for their part, should be much more energetic in their negotiations with government. They must acquire the expertise that they need, invest it in staff and board members, and develop it for the community's future.

## *Economic* Development

Because there are not enough jobs in many northern communities, people are forced to become dependant upon government for social assistance. Unfortunately the construction of new housing, which could be a significant source of local economic stimulation, has often contributed to the problem rather than served as a part of the solution.

The Special Committee *on* Housing heard continual complaints that jobs in construction that were badly needed by the community, often went to outside companies--often companies from the South. The potential of housing projects as a source of much needed training for local people was not realized. And little thought seemed *to have* been given to using the construction of housing as means to stimulate the development of small housing-related businesses.

The Special Committee recognized that house construction could not, by itself, turn the present situation around. But it emphasized the need for government to be much more *aggressive* in pursuing creative alternatives. Specifically it called for much better cooperation and coordination between government departments, including the Housing Corporation, *and* local communities. *It* stressed our need for ways to develop comprehensive economic development strategies which will maximize instead of squander the full economic potential of house construction and maintenance.

### **MAKING THE CHANGES**

This radical *re-definition* of the housing problem is forcing government, and the Northwest Territories Housing Corporation *in* particular, to make fundamental changes in the way it delivers housing services. We are moving in a new direction and we need new approaches.

As we examine all aspects of *our* operations and services in terms of accountability to and *by* the local community, Community development, and economic development, our short-term goal *is* to establish new partnership arrangements between the Housing Corporation and local communities and their housing organization. In terms of our traditional approach we need to find a balance that will support a sense of partnership based upon mutual accountability. In most cases this means finding *ways* to devolve as much real authority and decision-making *responsibility* to the local community level as is reasonably and *prudently possible*.

## THE STRATEGY

Though we have not worked out in complete detail how we are going to establish new working relationships at the local level, the basic elements of the strategy are now clear.

The first step, one that we are taking immediately, is to re-examine housing requirements in each community across the Territories. Though some documentation may be necessary our real purpose is to enter into negotiations with **local** community leaders. We want to be able to reach agreement upon what the major problems are, how they should be tackled, and who is responsible for doing what.

The second step, once we've reached agreement about what needs to be done and how to do it, is to sign new management agreements. In some cases, based upon the existence of adequate standards and expertise, communities will receive much more responsibility and autonomy. They will be given their share of **available** resources and be left free to get the job done. In other communities, where local organizations lack the required expertise, the management agreements will establish closer working relationships based upon the need to establish standards and develop required expertise.

In all communities we will explore alternatives on a community-wide basis. To the fullest extent possible the new agreements will reflect "third party **interests**"--**especially** the interests of local municipal bodies, band councils, and other groups with special interests or requirements.

## ADDITIONAL CHANGES

The **N.W.T.** Housing Corporation is having to make a number of internal changes to prepare itself for the new direction outlined in this report. It must **re-define** its relationship with the Government of the Northwest Territories and other departments. It must also streamline **its** operations at each level of the organization so **it** is able to provide **support** and assistance to local communities.

This work has **already** begun. A number of initiatives are now underway including:

- Creation of a comprehensive public housing policy which will define the relationship between the Housing Corporation and the **G.N.W.T.** and support the de-centralized "shared accountability" approach outlined in this paper.

- . Development of necessary corporate policies and a management information systems capability. This will-facilitate the collection and sharing of the required information and consistency of approach.
- . Review of existing programs to determine, among other things, which programs or parts of programs might be devolved to local housing organizations.
- . A *review* of the functions of management units at each level of the organization and a re-structuring based upon this review and the requirements of the new partnership arrangements.
- . The development of a Human Resource Development Unit. This unit will, among other things, help staff secure the training and skills necessary for them to work on a cooperative basis with local community groups. It will also assist local housing organizations to define and repond to their training requirements.
- . The development of a new corporate management style within the Housing Corporation. This new style will stress the achievement of specific results, the creation of work plans, and the development of indicators to measure progress and ensure management unit accountability.

The mechanics of how and when these changes will be implemented have been laid out in an internal document--The Corporate Plan and Strategy--which was developed during the Corporate Planning Project.

#### CONCLUSION

The changes outlined in this paper have their origins in the **work** of the Special Committee on Housing, They are fundamental in nature and based upon a radical **re-definition** of the nature of our housing problems in the Northwest Territories.

Because these problems have evolved over the years and are the result of a number of particular historical situations, there are no "instant solutions". It will take patience, determination and cooperation to effect the changes that are necessary.

It seems certain that the new direction outlined in this paper, will dramatically increase the effectiveness of housing services and will bring immediate tangible benefits to local communities and all residents of the Northwest Territories.



THE NORTHWEST TERRITORIES HOUSING CORPORATION

CORPORATE PLAN AND STRATEGY

SEPTEMBER, 1986

AND

WORKPLAN FOR THE IMPLEMENTATION

OF THE CORPORATE PLAN

DECEMBER, 1986

THE NORTHWEST TERRITORIES  
HOUSING CORPORATION

~~CORPORATE PLAN AND STRATEGY~~

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# I N T R O D U C T I O N

This document, the Northwest Territories Housing Corporation's Corporate Plan and Strategy, provides a plan and strategy for corporate development over the next several years. It identifies the major priority areas for development, describes a number of tasks which must be accomplished in order for this development to occur, and outlines basic principles for a developmental strategy.

The document is divided into three parts.

Part One - Background and Context - provides a brief historical **background** and describes the Corporate Planning Project within the Housing Corporation which has given rise to this document. It describes in particular the three basic **principles**-account: **ability** to and by the local community, **community development** and **economic development** - which must guide the development and delivery of all services.

Part Two - The Plan - outlines the major target areas for **development** over the next several years. Under each specific target **area** it lists the specific tasks which must be accomplished if the appropriate development is to occur.

Part Three - The Strategy - provides some basic principles to guide the implementation of the plan.

THE BACKGROUND AND CONTEXT

## BEGINNINGS

This document traces **its** origins to three events that occurred between the summer and early winter of 1985: the publication of the findings of the Special Committee on Housing, the response of the Government of the Northwest Territories, and the initiation of the Corporate Planning Project.

### The Special Committee on Housing

In June, 1985, after sixteen months of research and visits to over forty N.W.T. communities, the Legislative Assembly's Special Committee on Housing published its Final Report. Without question this report provided the most extensive analysis of the housing problem ever carried out in the N.W.T. It was also the most significant in terms of its scope and future impact. Its eighty-two (82) recommendations called for sweeping changes in the manner in which housing services should be provided.

### The Government's Response

In October, 1985, after a careful review of the Special Committee's recommendations, the Government published its response document. Entitled, The New Era In Housing: Planning Together For The Future, the document adopted in principle most of the recommendations of the Special Committee. It outlined specific actions to be taken in order to respond to a number of short-term recommendations. For the longer-term and more complex recommendations the Executive Council directed the Housing Corporation to initiate a Corporate Planning Project.

The "New Era" document **provided** a terms of reference for this project. It was to **cover** all aspects of housing services - from a reexamination of the Corporation's mission down to its working relationships with housing organizations in local communities. It was to be carried out in three stages: An Assessment Phase to review all aspects of structure, programs and services; a Development Phase to create the 'Corporate Plan; and an **Implementation** Phase to implement the Corporate Plan. Finally, the project was to be carried out under the direction of a Steering Committee made up of the Minister, the Chairman of the Board, the President, and the other members of the Senior Management team.

## ASSESSMENT PHASE: FINDINGS

The Assessment Phase began in December, 1985, and ended in June, 1986 with the publication of the Assessment Report. As was expected, the report made a number of specific recommendations focusing in upon 'nine major target areas 'for development. But it went a step further. In addition to describing what needed to be done it placed a very strong emphasis upon how it should be done. It outlined three basic principles for development which, taken together, constitute a "New Context" for the development and delivery of all housing services.

### Recommendations for Development

During the Assessment Phase it was recommended that the Housing Corporation concentrate its energies on achieving the following results.

1. A comprehensive, integrated, **G.N.W.T.** Housing Policy within which the mandate and responsibilities of the Housing Corporation are clearly defined.
2. A strategic policy framework to guide the development and delivery of services. This would be created primarily through the work of a new Policy, Evaluation, and Support Services Unit.
3. A "built in" capability to develop and maintain adequate management information systems and provide managers with on-going support.
4. Improved services and delivery systems resulting from an evaluation of existing programs in the light of the New Context.
5. More effective and efficient management units resulting from a comprehensive functional review of the total organization.
6. A reorganized corporate and organizational structure designed to support decentralized delivery systems.
7. Better staff development resulting from the work of a new Human Resources Division.



8. Stronger, more autonomous and more competent local housing organizations emerging out of a clearly defined development strategy.
9. Improved management practices through the introduction of a results-oriented Managing for Results System.

These target areas for development emerged out of the Assessment Phase as the nine specific recommendations. They form the basis for the Corporate Plan described in the next section of this document

#### THE NEW CONTEXT

In addition to providing specific recommendations the Assessment Phase also gave birth to the strong realization that the manner in which services are provided is as important as the services themselves. The review of existing services and the research of the Special Committee on Housing provided a sort of rule of thumb for determining the effectiveness of services. When service delivery is based upon the principles of accountability to and by the local community, community development and economic development, our services are effective. These principles, explained and defined in the Assessment Report, have become the broad policy framework - the criteria within which our structure, policies, programs, services, operations and relationships must be measured and readjusted.

As it moves to implement its Corporate Plan, the Housing Corporation must endeavour to find ways and means by which the principles of the New Context become a reality throughout the organization. These principles have been built into our newly developed statement of mission. They must become part of the essence of what the Housing Corporation is becoming.

Having traced the historical background and described the findings of the Corporate Planning Project, we now turn our attention to the specific tasks and activities which make up The Plan.

THE PLAN

## PURPOSE AND OBJECTIVES

This document is a blueprint or road map to guide the Housing Corporation in implementing its corporate priorities. These priorities, first described as the nine recommendations in the Assessment Report, have been translated into nine specific projects in this document. Each project, with its listing of specific tasks, responds to a specific recommendation. It is anticipated that eighteen (18) months will be required to successfully complete the nine projects.

The specific objectives, described in "output terms" may be expressed in the following statement.

By April 1, 1988, the Housing Corporation will have successfully achieved the following results:

- a comprehensive, integrated G.N.W.T. Housing Policy;
- a strategic policy framework and capability resulting from the development of a Policy, Planning and Support Services Unit;
- a "built in" Management Information Systems capability;
- improved programs and delivery systems resulting from a formal review of existing programs;
- more efficient and effective management units resulting from a functional review;
- a reorganized corporate and organizational structure supporting a decentralized delivery systems;
- better staff development resulting from the work of a new Human Resource Development Unit;
- stronger, more autonomous and more competent local housing associations and authorities as a result of a new development strategy; and
- a corporate "value for money" results-oriented management style resulting from the introduction of a Managing for Results System.

The following pages provide the preliminary details of how these priorities will be implemented,

## 1. PUBLIC POLICY ON HOUSING

### GOAL

To develop and maintain a comprehensive integrated housing policy.

### OBJECTIVES

To initiate and conduct a project which will result in the development of a comprehensive G.N.W.T. housing policy by May 1, 1987.

### INDICATORS

A formal policy statement on housing will have been adopted by Government and circulated by September 1, 1987.

### PROJECT DESCRIPTION

As we have seen in the Assessment Report, one of the most serious problems of the Housing Corporation is the lack of a clearly articulated statement of its mission, role and program objectives. What does government expect of the Housing Corporation? Unfortunately present legislation has become somewhat outdated and there are serious discrepancies between legislation and present practice. In addition, it is quite possible that the housing situation and government expectations have changed somewhat, especially in the light of the work of the Special Committee on Housing. Finally, as the Assessment Report has pointed out, there is no comprehensive and integrated government housing policy within which the role and mission of the Housing Corporation is defined.

Since the Housing Corporation is an agency of the G.N.W.T., it is dependent upon the Government to define its role. In order to do this the Government must establish its housing policy and, within the policy statement, define the role that it expects the Housing Corporation to play.

Discussions with the Priorities and Planning Secretariat indicate that the usual procedure for the development of government policy is to have the departments and agencies most directly involved in particular program areas submit draft policy to the Executive Council for approval. In this case the Housing Corporation is expected to forward a draft comprehensive housing policy. Suggesting ways and means by which housing issues should be addressed and outlining the role that the Housing Corporation should play in the greater scheme of things.

The Assessment Report has outlined some of the major issues that must be resolved in order to develop a comprehensive housing policy. Unfortunately, the development of draft policy is somewhat constrained by the lack of adequate information--especially information that will allow for the projection of future housing requirements and determine government's ability to respond. Relevant data must be secured before policy can be formulated.

#### TASKS

Discussion Paper is forwarded to Executive Council outlining the various issues and seeking approval for the development of draft policy.

Terms of reference are established for the project and approved by the Steering Committee.

Responsibility is assigned and resources approved.

Research is conducted which includes the development of appropriate statistical information, a review of present programs, discussions and negotiations with other housing-related departments and C.M.H.C., etc. A review of current programs is conducted and on the basis of this review, a brief is prepared articulating the policy directions these programs reflect.

Draft Policy Paper is developed and circulated to various stakeholders for comments.

Draft Policy Paper is revised and prepared for the Minister to present to Executive Council.

Presentation is prepared for the Executive Council explaining the proposed policy and outlining the full implications.

Policy Paper is revised to include wishes of the Executive Council.

Policy Paper is re-submitted for final approval.

## 2. STRATEGIC POLICY CAPABILITY

### GOAL

To establish and maintain within the Housing Corporation, on an on-going basis, a strategic policy capability.

### OBJECTIVES

By March, 1987, a Policy, Planning, and Support Services Unit will have been established.

By September 1, 1987, a body of strategic policies will be in place.

### INDICATORS

By March, 1987, all approved positions will have been staffed.

By September 1, 1987 at least ten major strategic policies will have been approved by corporate management and circulated.

### PROJECT DESCRIPTION

The Steering Committee recognized the need to develop a specialized unit to provide strategic policy development and related services to the Corporation. These related services include management information systems support, and evaluation. This unit will also have the major responsibility for coordinating and monitoring the implementation of the Corporate Plan.

Because the development of this unit is such a high priority, work began on the development of the unit during the summer. A terms of reference for the unit has been established and job descriptions have been prepared. The unit has been described in the 5-year Operational Plan and is now before the Government for approval.

Once approval is received staff can be recruited. The first priority is the development of a policy-framework and an assessment of priorities in terms of policy development. A workplan must then be established and work must begin on developing the body of required strategic policies. The requirements for individual support service components (information systems and evaluation) must be defined and appropriate work plans developed.

TASKS

- Secure approval for establishment of unit and resources.
- Recruit staff
- Develop workplans for each one of the three major components within the unit.
- Complete the requirements in each area for the 12 month implementation period.

### 3. MANAGEMENT INFORMATION SYSTEMS

#### GOAL

To provide, on an on-going basis, the kind and quality of information required by managers to make appropriate management decisions.

#### OBJECTIVES

To establish a management information systems capability within the Policy, Planning and Support Service Unit by February 1, 1987.

To complete a 5-year Electronic Data Plan by May 1, 1987.

#### INDICATORS

By April, 1987, staff will have been recruited and hired.

By August, 1987, a 5 year EDP will have been approved by corporate management.

#### PROJECT DESCRIPTION

The Assessment Phase confirmed the criticism of the Special Committee on Housing that the Housing Corporation lacks adequate information systems for management decision making. To deal with this problem the Steering Committee has recommended that the Corporation develop a technical management information systems capability.

In terms of information needs the Corporation requires the capacity to perform a three-fold function: the design and development of new systems, the maintenance of systems once they are "on stream", and support assistance--providing managers with information as they require it.

It should be noted that it is not the intent to set up a centralized data-processing centre. Though the information policy must continually stress the "corporate ownership of systems as a whole" (in terms of decision making as to priorities, resource allocations, etc), ownership must also rest with the managers who are using the systems.



The project conceives of a **very** small technical capability--one or two persons--established initially within the Policy, Planning and Support Systems Unit.

As much as possible the Corporation should **rely** on "outside technical expertise" (from Systems and Computer Services or private consultants), especially in regard to the design of new systems. However, the responsibility for project management should remain within the Corporation.

The tasks break down into three categories: creating the capability, determining the priorities, and bringing the first system "on stream". Though a determination as to the nature of this system has not been made, the Assessment Report recommended that the development of a housing inventory system should be the first priority.

#### TASKS

Establish terms of reference for the positions

Recruit staff

Conduct assessment of requirements

Establish one year plan and 5 year EDP Plan

Set up terms of reference for development of the first system.

Develop first system.

#### 4. REVIEW OF EXISTING PROGRAMS

##### GOAL

To ensure that existing programs are delivered in a manner that responds to the new context (accountability to and by the local community, community development, and economic development, ) and are meeting their program goals.

##### OBJECTIVES

To conduct a formal review of the Home Ownership Programs in reference to the new context, by April, 1987.

To conduct a formal review of the Public Housing Program, in reference to the new context, by September, 1987.

##### INDICATORS

A formal review document of the Home Ownership Program forwarded to corporate management by April, 1987.

A formal review document of the Public Housing Program will be forwarded to corporate management by September, 1987.

##### PROJECT DESCRIPTION

During the Assessment Phase the Steering Committee reviewed the recommendations of the Special Committee on Housing. As a result of this review the Steering Committee, after considerable consultation, has indicated that all programs and services should be delivered in a manner that promotes accountability to and by the local community, community development, and economic development. The Steering Committee also decided that there was a need to review existing programs in the light of this new context in order to determine the need for changes or modifications. Once the review has been completed and recommendations put forth, appropriate changes can be implemented.

It is understood that the reviews will be both formal and as comprehensive as possible. Scope will include, if possible, design, program goals, policies and procedures, budget, community consultation, information and support systems at each level of the organization, staffing expertise, training requirements, impacts on local communities, intended and unintended effects, general effectiveness and efficiency of operations, etc.

Given various constraints in terms of policies, availability of data, and various modifications to the programs, it will be necessary to conduct a careful pre-audit to determine the extent to which the programs can be evaluated.

Although both programs could be reviewed simultaneously, we have assumed that, because of the requirement in the "New Era" document, the Home Ownership Program will be reviewed first, followed by a review of the Public Housing Program.

#### TASKS

Establish terms of reference for the program pre-audit

Allocate resources and conduct the pre-audit

Review findings of the pre-audit

Establish terms of reference for both reviews

Identify staffing and assign responsibility

Develop workplans

Conduct research

Prepare draft reports with recommendations

Review draft reports with Steering Committee

Prepare final report and distribute

implement the changes

## 5. FUNCTIONAL REVIEW

### GOAL

To determine how the Corporation should be structured to make optimum use of an appropriate level of skills and resources while effectively fulfilling its mission.

### OBJECTIVE

To conduct a functional review of the Corporation by May 1987.

To reallocate resources and reorganize the Corporation as recommended in the functional review.

### INDICATORS

A final report of the functional review outlining the findings and recommendations of the functional review by May, 1987.

A **workplan** for the reorganization and resource allocation by September 1987.

### Project Description

The Steering Committee has recognized there is confusion regarding the skills, resources, roles and responsibilities necessary for the efficient, economical and effective delivery of services. The Committee recognizes that the Corporation must operate in an efficient manner without duplication of effort. Everyone must know the functions they are responsible for and how they relate to other individuals in the organization. All staff must have access to the skills and resources they require to do their job. To achieve this a functional analysis of the Corporation will be carried out. On the basis of the analysis appropriate changes will be made.

This project is constrained by the need for a policy framework upon which to base the analysis. The functional analysis must be undertaken in concert with the review of the organizational structure and the development of an information system.

TASKS

Prepare a terms of reference for the analysis.

Prepare a scope document outlining the methodology and time frames.

Describe the existing structure and inventory resources.

Conduct an analysis to determine the appropriate structure and the skills and resources required to support it.

Prepare a report outlining recommended changes for consideration by Senior Management.

Obtain approval for recommendations

Prepare a *workplan* for implementing changes.

Reorganize and reallocate resources.

## 6. DECENTRALIZED DELIVERY SYSTEM

### GOAL

To review the present organizational structure to ensure it supports a decentralized delivery system.

### OBJECTIVE

To conduct an organizational review of the Corporation.

To reorganize the Corporation to reflect the recommendations of the organizational review.

### INDICATORS

A final report of the organizational review outlining changes to be made by May, 1987.

The completion of the organizational changes recommended in the review by September, 1987.

### PROJECT DESCRIPTION

The Steering Committee has recognized that the present organizational structure does not support the required decentralized delivery system and management environment. Although we have a decentralized delivery model we have centralized decision making mechanisms.

An organizational review is needed. It will have to determine the support each level of the organization requires to sustain a decentralized delivery system. It will define the accountability structure and the reporting relationships. Recommended organizational change will reflect the new context, and support the systems required to deliver services and programs.

TASKS

Prepare a terms of reference for the review.

Prepare a scope document outlining the methodology and time frames.

Review the existing structure and identify problem areas.

Identify the changes required to establish a structure which will support a decentralized delivery system.

Prepare a report outlining the recommendations.

Present the recommendations to Senior Management for approval.

Reorganize the Corporation and reallocate resources.

Prepare workplans outlining how the approved recommendations will be implemented

## 7. HUMAN RESOURCE DEVELOPMENT UNIT

### GOAL

To establish and maintain within the Corporation a comprehensive human resource development capability.

### OBJECTIVES

To set up an HRD unit by November, 1986.

To prepare an HRD plan by June, 1987.

### INDICATORS

Reorganization complete, with new job descriptions by November, 1986.

HRD plan approved by corporate management by June, 1987.

### PROJECT DESCRIPTION

There are four tasks that must be accomplished to attain the above objectives. Initially the current Personnel Unit must be reorganized so it can respond to the various recommendations. Once the reorganization is complete a review should be conducted of the various job responsibilities to ensure that the distribution is equitable and responds to the Corporation's requirements. These two elements can be addressed quickly and without the need for additional resources.

A comprehensive review of the orientation and training needs of the Corporation should then be conducted and programs which respond to these needs should be introduced. This assignment will require input from external agencies. Information collected during the Assessment Phase and outside resources should be used during the review. The design of appropriate programs may require additional resources.

A major element in achieving the objectives will be the preparation and implementation of a Human Resource Development Plan. This is a significant task which can only be achieved over an extended period of time. However it is a requirement of the G.N.W.T. and must be completed within the specific time frame. Implementation of the plan may require additional resources on a temporary basis. Once the plan is in place the resources required to administer it will decrease.



The Corporation's Affirmative Action Plan should be incorporated into the HRD plan. In achieving its objective the HRD Unit must continually identify and respond to the additional requirements which must be met to ensure the success of the Affirmative Action Plan.

#### TASKS

Reorganize the current personnel unit

Manager reports directly to President

Administrative functions remain with Finance

All job descriptions to be reviewed and revised

Reclassifications if necessary.

Develop and implement effective orientation programs

Identify client groups and the specific types of orientation they require.

Develop operational policy regarding orientation.

Develop appropriate orientation for each client group.

Present the programs to senior management and obtain the commitment and authority necessary to ensure the programs are implemented.

Develop on-going training programs for all employees who are responsible for some aspect of orientation.

Develop a process whereby the Corporation's training needs are identified and met.

Develop a policy specifying how the Corporation will respond to training needs.

Identify client groups who require training.

Inventory training resources and opportunities available to the Corporation.

Identify areas where training is required and is not available.

Enter into negotiations with other G.N.W.T. and federal departments to meet training needs.

Identify areas where the Corporation must respond to its own training needs.

Establish the capability of preparing and facilitating the delivery of training material not available from other sources.

Develop a process whereby the training needs of the Corporation are monitored and responded to on an on-going basis.

Develop and implement a HRD Plan

Review the current performance review process to make sure that it is operating effectively.

Assist managers in preparing workplans for all positions.

Monitor the preparation and introduction of workplans to make sure the process is working.

On the basis of information from job descriptions, work plans and performance appraisals for each position, identify corporate career paths.

Use the career paths to assist managers with manpower and succession planning.

Collect the necessary information to prepare a human resource development plan which corresponds with the operational plan.

Implement the Affirmative Action plan by increasing native employment by:

Identify entry level positions for native employees.

In developing the training programs include appropriate training opportunities to support the Affirmative Action Plan.

Identify potential career paths for native employees.

## 8. COMMUNITY DEVELOPMENT STRATEGY

### GOAL

To develop and sustain independent and autonomous local housing organizations which assume responsibility for all housing related services.

### OBJECTIVES

To design and implement a development strategy for the delivery of housing services in all communities by December 31, 1987.

### INDICATORS

A strategy document will have been approved by corporate management by April 1, 1987.

Workplans for each Local Association/Authority will have been developed by September 1, 1987.

### PROJECT DESCRIPTION

The purpose of this project is to create and implement a development strategy which will enable Local Associations/Authorities to progressively assume more responsibility and authority for the delivery of housing services.

The project will evolve in three stages.

First a development strategy must be created. The purpose of this strategy will be to outline ways and means by which Associations/Authorities may acquire more authority, responsibility, and autonomy for the delivery of Housing Services. It is anticipated that local organizations will be able to progress through a series of "development stages" with criteria for each stage.

Second, there must be an assessment of each local housing organization. The purpose of this assessment is a) to determine the present capabilities of each organization and b) to create a development plan.

Third, on the basis of the assessment a management agreement will be negotiated with each local organization.

## TASKS

To determine what authorities and responsibilities for housing services government wishes to devolve to local communities.

To determine what authorities and responsibilities local Associations/Authorities wish to have.

To review existing policies and procedures in the light of the new context to determine those authorities and responsibilities that can be devolved.

To establish standards in all major service and developmental areas.

To create a developmental model.

To negotiate acceptance of the model with all local organizations.

To develop a community profile for each community.

To conduct an assessment of each local housing organization/community.

To develop a long term work plan for each housing organization/community.

To develop regional implementation plans.

To negotiate new management agreements with each housing organization/community based upon the development strategy and work plans.

To begin implementation of the work plans.

To establish a strategy to allow an appropriate response for communities which do not currently have a housing organization.

## 9. MANAGING FOR RESULTS SYSTEM

### GOAL

To develop and maintain within the Housing Corporation a "value for money", results-oriented, corporate management style.

### OBJECTIVES

To design and implement a Management For Results System by September 1, 1987.

### INDICATORS

All managers will have received four days of training by June 1, 1987.

Reporting and integration procedures will be fully operational by September 1, 1987.

### PROJECT DESCRIPTION

The long-term goal of this project is to build a "managing for results" style into the corporate structure and ensure that managers develop the capability to measure results against resources. The immediate objective is to design and implement the system within the Housing Corporation.

The tasks are divided into two distinct groups: the design of the system and the training of managers. There are approximately 70 managers who must be trained working in a number of different management units. It is anticipated that each manager will require a 3-4 day initial workshop followed by a 2 day follow-up workshop 6 months later.

The project is constrained by the fact that the Corporation is in the midst of structural reorganization. Because of this, some objective and indicators might be quite temporary in nature.

The tasks are divided into three distinct phases:

#### PHASE I

Set up project, develop work plan and allocate resources.

Get formal approval (at least on interim basis) for mission-program goal statement.

Review FIS to determine whether there is a need to reorganize accountabilities and tasks.

Design management training program.

Develop work-plan for implementation of training program.

#### PHASE II

Reorganize Accountability, tasks (if necessary)

Train all management units.

Secure a complete set of "mini" corporate plans for all management units.

#### PHASE III

Negotiate and finalize mini corporate plans.

Develop monitoring and maintenance procedures.

Integrate Managing for Results System other systems and procedures particularly individual performance reviews.

Hold follow-up training session.

THE STRATEGY

The projects outlined in the preceding pages are quite comprehensive. They touch every aspect of the Housing Corporation, as well as its relationship to governments, other departments and local communities.

Because of a large number of unknown factors it is not possible, at this point, to produce a detailed workplan. We can, however, provide some direction in terms of guiding principles and practical suggestions.

#### GUIDING PRINCIPLES

As was indicated in the Assessment Report, the purpose of a Corporate Planning Project is to initiate changes which will result in improvements in programs and services. But organizational change is never easy. There are always risks. The Corporation must develop an implementation strategy which will minimize the risks while maximizing the benefits.

Based upon a review of corporate planning literature and the information from the Assessment Phase, it was concluded that the most effective strategy is *one* that is based upon the following principles.

##### 1. THERE IS "OWNERSHIP AT THE TOP"

It must be obvious to all persons within the Corporation that the Minister, the Board of Directors, and the Senior Management Team have a strong vested interest in the successful implementation of the plan. Senior managers must signal their ownership by directing the activities of the project, motivating managers, and "selling" the benefits of implementing corporate priorities. They must demonstrate their ownership by committing the resources of their management units to achieve corporate priorities and by allowing the activities of the project to compete successfully with day to day operational realities. Finally, Senior Managers must support their staff as they go through changes resulting from corporate initiatives. They must not allow the project to become bogged down or side-tracked; and they must continually remind their staff that the ultimate goal is the improvement of services, not the development of a bureaucratic plan.

##### 2. THE JOB OF IMPLEMENTING THE PLAN MUST REST, PRIMARILY, WITH THE CORPORATION'S MANAGERS

Obviously managers will require the assistance of several resource persons with specific technical skills to implement the plan. However it is the managers, not the resource persons, who must effect the required changes.



We recommend that an implementation team be put together made up of managers who are seconded full-time to the team for specific periods of time (e.g. one to three months) or part-time to work on specific projects. As much as possible the managers who will be affected by change should be involved in the planning and implementation of change.

3. THERE MUST BE A COMMITMENT TO PROVIDE MANAGERS WITH THE REQUIRED TRAINING

Even a cursory review of the projects and tasks outlined in the first part of this document reveals the need for various kinds of specialized training--whether it be in the areas of evaluation, community development, policy development, systems development, or whatever. While the amount of management training may vary according to the individual manager's background and experience, all managers will require some additional training.

4. THE IMPLEMENTATION PROCESS SHOULD BE CARRIED OUT ON A FORMAL PROJECT

There is need for a Project Coordinator, terms of reference and workplans for each individual project, strict timelines, regular meetings,--all of those elements which make a project a project. To facilitate the achievement of results we recommend that a performance measurement system be introduced at the earliest stage of the project. Managers will require training in how to write objectives, develop indicators, and monitor and report progress. Putting implementation on a formal project footing will help build a sense of direction and achievement.

5. ADEQUATE RESOURCES MUST BE ALLOCATED

There is no doubt that the implementation of a corporate plan will require some additional resources. There will be the need for a small team of resource persons and perhaps some consultants with specialized skills. Some management units may require additional assistance to help with day to day responsibilities as managers are seconded to corporate planning projects. However, the need for additional resources should not be exaggerated. We believe that most of the required resources can be found within the Corporation through a reorganization of existing workloads.

RESOURCE REQUIREMENTS

At this point it is difficult to determine exact resource requirements. There are too many unknown factors. However, as decisions are made about who should assume which responsibilities, it will be possible to develop individual project workplans with budget requirements tied to the plans.

There is a need to maintain a small staff of resource persons over the course of the project. Assuming that the Corporation wishes to implement the plan within the eighteen month period, we estimate that the equivalent of three person years plus adequate clerical support will be required. This may vary depending upon circumstances.

#### THE NEXT STEP

After this document has been reviewed and modified, the Steering Committee should hold a meeting to begin assigning project responsibilities and allocating resources.

It should be noted that while we have identified nine individual projects, a number of the projects can and should be combined. There is also a certain logical sequence required by some projects or parts of some projects. (We anticipate that the nine projects can be reduced to four or five basic projects). . . Once it has reviewed and approved all projects and tasks, the Steering Committee might request that the Project Coordinator recommend ways and means of combining separate projects into smaller groupings.

Finally, as soon as it decides how it intends to proceed, the Steering Committee should develop a communications strategy. Staff members, other departments, MLAs, community groups, the public--all these groups must be kept informed. We would strongly recommend that there be more frequent senior management meetings (headquarters and districts), during the course of the project to keep people informed and help resolve outstanding issues.

#### CONCLUSION

With the acceptance of a Corporate Plan and Strategy by the Steering Committee we enter the final stage of the Northwest Territories Housing Corporation's Corporate Planning Project.

The projects and tasks outlined in this document represent a broad consensus as to what should be the corporate priorities of the Housing Corporation. We are confident that if the anticipated results are achieved over the next eighteen months, residents of the Northwest Territories will enjoy greatly improved housing services.

THE NORTHWEST TERRITORIES HOUSING CORPORATION

WORKPLAN FOR THE IMPLEMENTATION  
OF THE CORPORATE PLAN

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CORPORATE PLANNING PROJECT

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INTRODUCTION

In Phase I (Assessment Phase) of the Corporate Planning Project, the following Corporate priorities were identified:

- 1) PUBLIC POLICY ON HOUSING - to develop and maintain a comprehensive integrated housing policy.
- 2) STRATEGIC POLICY CAPABILITY - to establish and maintain within the Housing Corporation, on an on-going basis, a strategic policy capability.
- 3) MANAGEMENT INFORMATION SYSTEMS - to provide, on an on-going basis, the kind and quality of information required by Managers to make appropriate management decisions.
- 4) REVIEW OF EXISTING PROGRAMS - to ensure that existing programs are delivered in a manner that responds to the new context and are meeting their program goals.
- 5) FUNCTIONAL REVIEW - to determine how the Corporation should be structured to make optimum use of an appropriate level of skills and resources while effectively fulfilling its mission.
- 6) DECENTRALIZED DELIVERY SYSTEM - to review the present organizational structure to ensure it supports a decentralized delivery system.
- 7) HUMAN RESOURCE AND DEVELOPMENT UNIT - to establish and maintain within the Corporation a comprehensive human resource development capability.
- 8) COMMUNITY DEVELOPMENT STRATEGY - to develop and sustain independent and autonomous local housing organizations which assume responsibility for all housing related services.
- 9) PERFORMANCE MEASUREMENT SYSTEM - to develop and maintain within the Housing Corporation, a "value for money", results-oriented, corporate management style.

These nine Corporate priorities formed the basis for the Corporate Plan and Strategy developed in Phase II (Development Phase) of the Corporate Planning Project. The Corporate Plan and Strategy outlined, in general terms, the work required to address each of these priorities. The purpose of this current document

is to move the project into Phase III (Implementation Phase). This report summarizes the progress made to date in implementing the Corporate Plan and Strategy and provides detailed workplans for the major projects.

### IMPLEMENTATION PHASE

The Corporate Plan and Strategy called for the creation of two new management units within the Corporation - the Policy Unit and the Human Resource Development Unit. Work required to address Priorities 1, 2, 3, 4 and 7 will be undertaken by these new units. The remaining four priorities will be addressed through three specific projects to be undertaken by members of the Corporate Planning Team.

#### 1. CREATION OF A POLICY UNIT

Executive Committee approval has been obtained for the creation of a Policy Unit. The unit will ultimately consist of seven positions, headed by the Chief, Policy and Evaluation. Other positions include a Co-ordinator of Information, Evaluation Officer, Policy Analyst, Programmer Analyst, Public Liaison Officer and Secretary. To date, Executive Committee approval has been obtained for five of the seven positions. The Programmer Analyst and the Evaluation Officer positions have not received official approval.

It is anticipated that the Policy Unit will be in place early in the new year. Job descriptions have been written for all approved positions and are presently being classified by the Department of Personnel. The unit will absorb the members of the Corporate Planning Team and take over responsibility for the implementation of the Corporate Plan and Strategy.

Once in place, the Policy Unit will specifically address the following four Corporate priorities:

- #1 PUBLIC POLICY ON HOUSING
- #2 STRATEGIC POLICY CAPABILITY
- #3 MANAGEMENT INFORMATION SYSTEMS
- #4 REVIEW OF EXISTING PROGRAMS

#### 2. CREATION OF A HUMAN RESOURCE DEVELOPMENT UNIT

The former Personnel unit has been reorganized and redesignated the Human Resource and Development Unit, reporting directly to the President. This unit, in conjunction with the Corporate Planning Team, will establish and maintain a comprehensive human

resource development capability within the Corporation, in accordance with Priority #7. As part of this process, interim positions have been created and staffed to perform the following functions:

- . implement the Corporation's Affirmative Action Plan,
- . develop and implement effective orientation programs, and
- . develop a process to identify and meet the Corporation's training needs.

### 3. SPECIAL PROJECTS

The remaining Corporate priorities will be addressed by the following three projects:

<u>PROJECT</u>	<u>PRIORITY</u>
Functional Review	#5 Functional Review #6 Decentralized Delivery System
Community Development Strategy	#8 Community Development Strategy
Managing For Results System	#9 Performance Measurement System

Detailed terms of reference and workplans for these three projects follow.



F U N C T I O N A L   R E V I E W

## TERMS OF REFERENCE - FUNCTIONAL REVIEW

(Response to Priorities #5 and #6)

### GENERAL DESCRIPTION

The work of the Corporate Planning Team during 1986 has confirmed the conclusion reached by the Legislative Assembly's Special Committee on Housing that, in addressing the housing needs of residents of the N.W.T., the Housing Corporation should focus as much attention on the process through which services are delivered as it does on the actual product it delivers. The Corporation must be aware of, and capitalize on, its opportunities to strengthen communities by fostering community development, economic development and relationships based on accountability to and by the local community. To do this the Corporation must be structured in a way that will support a decentralized, community focused, delivery system. Care must be taken to ensure that the appropriate functions to achieve this are being performed within the appropriate organizational structure.

The general purpose of this project is to determine how the Corporation should be structured to make optimum use of the appropriate level and combination of skills required to achieve its mission. The project represents an integration of Recommendations 5 and 6 presented in the Corporate Plan and Strategy.

### SCOPE

The project will include:

- the identification of the functions required to support the Corporate mission;
- an inventory of the current functions being performed by the Corporation;
- the identification of which functions are not being performed in the current organization;
- an assessment of how the existing organizational structure would have to be changed to ensure all required functions are performed; and
- the development of a strategy for reorganizing the Corporation so that the appropriate functions are being performed in a way which supports a decentralized community focused delivery system.

### SPECIFIC OBJECTIVES

- 1) Identify the functions required to support the Corporate mission.
- 2) To conduct a functional review of the Corporation.
- 3) To identify the discrepancies between the status quo and the functions required to support the Corporate mission.
- 4) To conduct an organizational review to determine if the current structure could accommodate all the required functions.
- 5) To develop a strategy for reorganization which will move the Corporation toward a more appropriate structure.
- 6) To implement the strategy.

### METHODOLOGY

To achieve the objectives identified for this project five tasks must be performed.

- 1) Review the current functional and organizational structure of the Corporation.
- 2) Group the functions into management units.
- 3) Identify the organizational changes which are required in the Corporation to incorporate all required functions.
- 4) Develop a strategy for reorganizing the Corporation.
- 5) Implement the reorganization strategy.

The methodological techniques involved in the five tasks are: data collection and analysis; model preparation and testing; and extensive consultation. The next section of this paper contains the workplan which details how each of these tasks will be performed.

## WORKPLAN

Although each of these tasks is listed separately they will not all be performed in isolation. Tasks 1 and 2 will be conducted concurrently; tasks 3,4 and 5 will be conducted consecutively on the basis of the information generated in tasks 1 and 2.

- 1) Review the current functional and organizational structure of the Corporation:
  - request each management unit to conduct a functional review of their unit with the end product being an inventory of the functions of each unit;
  - review and confirm the inventories with each Senior Manager;
  - review the responses to the management interviews conducted by the Corporate Planning Team and extract relevant information;
  - review management job descriptions to confirm that the inventory of functions is comprehensive and to identify any discrepancies between what is being done and what should be done;
  - prepare a description of the current organizational structure; and
  - prepare a description of the current functional structure of the Corporation.
  
- 2) Group the functions into management units:
  - confirm the mission statement for the Corporation;
  - identify the functions which must be performed to ensure that the Corporation fulfills its mandate efficiently, effectively and economically;
  - check the comprehensiveness of the functional inventory by reviewing other corporate structures and asking managers, with experience in functional analysis to review the list;
  - organize the functions into appropriate groupings;
  - confirm the appropriateness of the groupings by asking knowledgeable personnel both within and outside the Corporation to comment on them; and

- . produce the final version of the appropriate functional groupings.
- 3) Identify the organizational changes which are required in the Corporation to incorporate all required functions:
- . develop an organizational structure which will support the required functions;
  - . identify discrepancies between the functions which are currently being performed and those listed in the model;
  - . identify discrepancies between the organizational structure currently in place and the new organizational structure required; and
  - . discuss conclusions with Corporation staff and adjust conclusions accordingly.
- 4) Develop a strategy for reorganizing the Corporation:
- . identify the required organizational changes;
  - . review job descriptions to determine if redrafting is required;
  - . assess the implications for classifications ,
  - . review the staffing situation in the Corporation to determine where flexibility in making organizational change exists;
  - . identify any new positions which will be open for " competition;
  - . determine how redundant positions will be addressed;
  - . establish a training policy to prepare employees for the reorganization;
  - . solicit input regarding the strategy from Corporation staff; and
  - . adjust the strategy to incorporate employees' comments .

5) Implement the reorganization strategy:

- . redraft job descriptions;
- . submit revised job descriptions for classification;
- . where appropriate run competitions for new jobs;
- . make appropriate adjustments in staffing; and
- . implement appropriate training.

RESOURCE REQUIREMENTS

TASK 1	project Co-ordinator Corporation Staff	2 wks. 2 wks.
TASK 2	project Co-ordinator	2 wks.
TASK 3	Project Co-ordinator	1 wk.
TASK 4	project Co-ordinator H.R.D. Staff	3 wks. 2 days
TASK 5	It is anticipated that the implementation of organizational change will occur over a period of time. It is difficult to accurately project the specific period of time because factors such as co-operation of other G.N.W.T. departments and staff turn-over rates could dramatically affect scheduling.	

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COMMUNITY DEVELOPMENT STRATEGY

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TERMS OF REFERENCE - COMMUNITY DEVELOPMENT STRATEGY

(Response to Priority #8)

GENERAL DESCRIPTION

The Special Committee on Housing emphasized the importance of involving local communities in the housing delivery process. This emphasis is reaffirmed in the "New Context" for housing developed in the Corporate Planning Project. The New Context is based on the three principles of accountability to and by the local community, community development and economic development. The purpose of this project is not to turn the Corporation into a community development organization, but to "demonstrate how its traditional service delivery approach can be modified to reflect a greater emphasis upon community development". Community development, then, becomes a criteria for evaluating the delivery of housing services.

Specifically, Recommendation 8 of the Assessment Report prepared by the Corporate Planning Team addresses this issue:

"That the Housing Corporation, in co-operation with the local housing organizations, create a development strategy for the delivery of housing services."

This recommendation was approved by the Project Steering Committee and the following goal, objective and indicators were formalized in Stage II of the Corporate Planning Project:

GOAL

"To develop and sustain independent and autonomous local-housing organizations which assume responsibility for all housing related services."

OBJECTIVES

"To design and implement a development strategy for the delivery of housing services in all communities by September 30, 1987."

INDICATORS

"A strategy document will have been approved by corporate management by April 1, 1987."

"Workplans for each local association will have been developed by September 1, 1987."



PURPOSE OF PROJECT

To develop and implement a strategy for increasing community involvement in the delivery of housing services.

METHODOLOGY

The work involved in this project falls into three basic tasks:

- 1) identification of housing services to be devolved to communities;
- 2) development of a framework for delivering housing services that fits within the "New Context"; and
- 3) implementation of the strategy in the communities.

The next section outlines the workplan for accomplishing each of these tasks.

At the same time this project is developing, on-going negotiations will be taking place with several communities to integrate the delivery of housing into the municipal government structure. Results of these negotiations will be useful in refining the community development strategy prior to final implementation.

## WORKPLAN

### PART I: IDENTIFY HOUSING SERVICES TO BE DEVOLVED TO COMMUNITY

- 1) Identify the authorities and responsibilities that the G.N.W.T. wishes to delegate to local communities.
  - . What authorities and responsibilities does the G.N.W.T. have for housing?
  - . What authorities and responsibilities can be delegated to communities?
    - Review existing legislation, policies, procedures, agreements etc. to determine the constraints (e.g. agreements with C.M.H.C.).
  - . What authorities and responsibilities should be delegated?
    - What functions should remain at a centralized level?
    - What is the policy/financial implications?
- 2) Determine the authorities and responsibilities that the communities want to assume for housing.
  - . Review documentation from Special Committee on Housing meetings, housing conferences etc., meet with Corporation staff.

### PART II: DEVELOP FRAMEWORK FOR THE DELIVERY OF HOUSING SERVICES

- 1) OPTIONS: Establish a range of options for delivering housing:
  - . examine strategies used in other jurisdictions in Canada and elsewhere (Sweden, Greenland);
  - . review and evaluate alternative delivery strategies used by the Corporation, identify successes, failures, problem areas etc.; and
  - . develop a spectrum of options.
- 2) LEVELS : Establish levels of community development:
  - . identify "stages of development" using municipal government model as a guide.

- What capabilities must organization have for each stage?
- Establish criteria for each stage of development.

Note: steps 1 and 2 together will produce a matrix of options:

	Option 1	Option 2	Option 3	Option 4	Etc.
Level 1	x	X	X	X	X
Level 2	X	X	X	X	
Level 3	X	X	X		
Level 4	x	x			
Etc.					

- 3) ORGANIZATIONAL STRUCTURE: Identify the organizational structure for **delivering** housing:

eg. through housing associations, band councils, municipal governments etc.

- 4) Develop a strategy for preparing communities for change.

PART III: IMPLEMENTATION OF THE COMMUNITY DEVELOPMENT STRATEGY

- 1) Determine capabilities of the community (community profiles):

- identify data required for community profiles;
- determine sources of data, design data collection form and collect data; and
- analyze data and categorize communities in consultation with District Managers.

- 2) Identify current options for each community

- 3) Develop a long term work plan for each community:

- identify future options; and
- develop training strategy.

- 4) Secure agreement of the community as to the options currently available, training needs and training strategy necessary to enable the community to move toward its ideal delivery strategy.
- 5) Negotiate with communities and enter into new agreements.

RESOURCE REQUIREMENTS

HUMAN RESOURCES:

part I:		
Project	Co-ordinator	8 weeks
part II:		
project	Co-ordinator	8 weeks
District	Staff	2 days per community (?)
part III:		
Project	Co-ordinator	16 weeks
District	Staff	1 week per community (?)
Programs	Division Staff	monitoring function

FINANCIAL RESOURCES:

Project	Assistant/Consultant	\$30,000
Travel	Project Co-ordinator	
	3 trips to each District Office	\$21,000
Travel	- Project Assistant/Consultant	\$21,000
Program	Officers Workshop in Yellowknife	\$20,000
TOTAL		-

SCHEDULE

CONSTRAINTS:

The deadline selected by the Minister for the completion of this project is September 1, 1987. Although it is not expected that new agreements will be signed with all communities by this deadline, we must be able to demonstrate that we have made progress towards increasing community involvement in the housing delivery process. New agreements reflecting increasing responsibilities at the local level should be signed with several communities and an action plan for negotiating with all other communities should be adopted.

TIMEFRAME:

<u>TASK</u>	<u>COMPLETED BY</u>
PART I - Identification of housing services to be devolved to community	JANUARY 31/87
PART II - Development of framework for the delivery of housing services	MARCH 31/87
PART III - Implementation of the community development strategy	SEPTEMBER 1/87

MANAGING FOR RESULTS SYSTEM

TERMS OF REFERENCE - MANAGING FOR RESULTS SYSTEM

(Response to Priority #9)

GENERAL DESCRIPTION

The Government of the Northwest Territories has required the N.W.T. Housing Corporation to design and implement a Managing For Results System (**M.F.R.**). The Assessment Phase of the Corporate Planning Project has also identified the need for such a system within the Corporation. This document describes the manner in which the Corporation intends to design and implement such a system.

The characteristics of a Managing For Results System (also known as a Performance Measurement System) are: a Results Structure; a financial information system which correctly identifies accountabilities and tasks and relates them to individual management units; annual objectives and indicators developed for all management units; regular reporting and monitoring procedures; and integration of the **M.F.R.** System with other planning and monitoring systems within the Corporation.

The major activities required to design and implement such a system within the Housing Corporation are: the design and development of the Results Structure and the reporting and monitoring procedures; the review and, if necessary, the redivision of the financial system and planning mechanisms; and the training of all Managers.

The general purpose of the project is to establish a **results-oriented** management style within the Housing Corporation through the design and implementation of a Managing For Results **System**.

SCOPE

The project will include:

- . development of a Results Structure,
- . development of annual management unit objectives throughout the organization,
- . training of all Managers in a **M.F.R.** Corporate Management Style,
- . development of reporting and monitoring mechanisms along with an instruction manual, forms, procedures, planning cycles, and evaluation mechanisms, and

- integration of the M.F.R. System with other processes and management information system.

### SPECIFIC OBJECTIVES

The specific objectives of the project are:

- 1) to complete the development of an appropriate Results Structure.
- 2) To design the basic components of the system:
  - reporting forms and procedures, and
  - a "how to" manual.
- 3) To review and, if necessary, to revise the Housing Corporation-s Accountabilities Based Budgeting System (A.B.B.S.).
- 4) To integrate the M.F.R. System into the Corporation's planning, budgeting, and evaluation cycles.
- 5) To train Corporation Managers:
  - at the management unit level, to develop "mini-corporate plans"; and
  - at the headquarters level: to monitor the system, assume responsibility for quality assurance, and train new Managers.

### METHODOLOGY

The methodology evolves around the major activities.

There is a review of the Accountabilities Based Budgeting System in order to ensure its compatibility with the M.F.R. System. In addition, a functional review will be required to establish the results Structure.

The system must be designed. This requires decisions as to reporting procedures, information requirements and the design of appropriate reporting and monitoring forms.

Managers must be trained. The project must develop a basic training program along with the required teaching materials.



Special training must be provided on a one to one basis for whatever individual or group within the organization is charged with the responsibility of on-going maintenance.

The system must be integrated with existing systems which, in turn, may require some modification.

The basic methodological approaches are assessment and evaluation, preparations of models and drafts, consultations both within the organization and with other groups.

## WORKPLAN

### ACTIVITIES

- 1) COMPLETE DEVELOPMENT OF THE RESULTS STRUCTURE (7 wkdays)
  - . hold sessions with Senior Managers
  - . make revisions
  - . develop statements of purpose and goals for Management Units
  - . Steering Committee approves final draft
  - . publish Results Structure
  
- 2) DESIGN THE SYSTEM (10 wkdays)
  - . develop procedures
  - . design forms
  - . design review mechanism
  - . test procedures and forms
  - . Steering Committee approval
  - . publish procedures and forms
  
- 3) REVIEW AND REVISE FINANCIAL SYSTEM - A.B.B.S. (14 wkdays)
  - . preliminary assessment
  - . rewrite accountabilities and tasks

- . draft new system
  - . review and negotiate with F.M.S.
  - . Steering Committee and Government approval
- 4) DESIGN TRAINING PROGRAM (21 wkdays)
- . write instruction manual
  - . design workshop and support materials for Managers
  - . Pilot Project Training Session
  - . revise workshop and materials
  - . Steering Committee approvals
  - . train the trainers
- 5) DELIVER TRAINING PROGRAM TO ALL MANAGERS (28 wkdays)
- . assume 70 Managers with 10 Managers in each workshop
- 6) INTEGRATE THE M.F.R. SYSTEM (14 wkdays)
- . review existing systems and procedures
  - . make modifications and revisions

#### RESOURCE REQUIREMENTS

The project will require 18 work-weeks. Additional time and some technical expertise may be required if significant changes are required in the budgeting processes.

The major costs outside of salaries will be for travel to regions to conduct workshops.

There will be some additional costs for preparation of materials and presentations but this will be minimal.

We cannot anticipate, at this time, the time required to secure approvals from Government.

These estimates **cover** the initial introduction of the system. We recommend a two-day workshop for all Managers six months after they have been working with the M.F.R. System (review progress, handle difficulties, reinforce basic concepts, etc.).

THE NORTHWEST TERRITORIES HOUSING CORPORATION

CORPORATE PRIORITIES  
FOR THE  
1987 - 1988 FISCAL YEAR  
JANUARY, 1987



# Northwest Territories Housing Corporation

January 5, 1987.

All Managers,  
Northwest Territories Housing Corporation.

## CORPORATE PRIORITIES FOR THE 1987-1988 FISCAL YEAR

Over the next several months managers and staff within all management units will be putting together their annual objectives for the coming fiscal year. The purpose of this memo is to provide some guidance for managers by spelling out our corporate priorities.

Within our organization we have almost a dozen different management units. Each one of these has its own particular functions to perform or, in the case of district offices, serves a particular geographic region. We can expect, therefore, that the annual objectives will differ somewhat from management unit to management unit to reflect the particular concerns and priorities of each unit.

But we can also **expect**--indeed we must insist--that there be some strong similarities among the objectives of all management units, **We** are one organization with the same mission and role to perform for the government and residents of the Northwest Territories. If we are to function as one organization, rather than as a group of independent management units, we must reflect **some** consensus about what we are trying to accomplish over the next fiscal year. Without such a consensus we run the risk of diffusing **our** energies and wasting our resources. In a word, we need to agree upon a set of corporate priorities.

## THE CORPORATE PRIORITIES

THE CORPORATE PRIORITIES ARE THOSE FEW TASKS AND ACTIVITIES, SELECTED FROM AMONG HUNDREDS OF POSSIBILITIES, WHICH OUR MINISTER, OUR BOARD OF DIRECTORS AND THE SENIOR MANAGEMENT TEAM HAVE DECIDED SHOULD BE GIVEN SPECIAL STATUS IN THE COMING FISCAL YEAR. They should be incorporated into the objectives and work activities of each management unit; they should be reflected at each level of the organization; they must receive preferential treatment in terms of the allocation of resources.

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But what are our corporate priorities? In the light of all that has happened over the past several years it is understandable if managers are somewhat confused.

The Final Report of the Special Committee on Housing provided us with over eighty specific recommendations for change. The Government's response document, The New Era In Housing: Planning Together for the Future, gave us almost as many. The Corporate Planning Project that we have been carrying out over the past year has identified nine major target areas for change, some of them universal, some of them specific to particular management units,--but all of them requiring a major commitment of resources. How do we decide upon a handful of select priorities when there are so many possibilities to choose from?

Over the past few months, as part of our corporate planning exercise, we have had numerous discussions about priorities throughout the organization, Gradually a consensus has emerged. Having considered a wide range of possible priorities we've narrowed the list down to just eight. These corporate priorities fall naturally into three distinct categories. The first three relate to our organization; the second two relate to our product; the last three relate to our people.

#### OUR ORGANIZATION

Over the past year we have done a great deal of soul **searching** as an organization, out of this 'experience we've gained a much stronger sense of our own identity and our mission. In particular we have come to realize that, if we really want to be effective as an organization, we must provide services in a manner that promotes three basic principles: accountability to and by the local community, community development, and economic development. Taken together, these three principles--which have come to be known as the "New Context"--must influence and direct all aspects of our organization, operations and delivery systems.

It is one thing to discover what we should be doing, quite another to do it, Learning to allow **this** New Context to influence all aspects of our organization is something that will require the combined efforts of all **managers** and staff. Therefore, our first corporate priority is:

1. TO EXPLORE THE IMPLICATIONS OF THE NEW CONTEXT WITHIN THE CORPORATION AS A WHOLE AND WITHIN EACH MANAGEMENT UNIT.

As a housing agency we have a very limited direct service capability. We are almost completely dependant upon local housing organizations to deliver services to residents of the

Northwest Territories. Unfortunately, in many cases, our relationship with these organizations and the communities they represent has been allowed to deteriorate. In particular we have failed to establish true partnership arrangements which reflect a mutual accountability and sharing of resources, information, and expertise.

Over the course of the next year we must work hard to examine and re-define our working relationship with local housing organizations and local communities. We must create a longer-term development strategy which will allow organizations to progressively assume more and more responsibility for housing services--if they wish to do so; we must create more balanced management agreements which also reflect the third party interests of key local organizations such as hamlets and band councils. We must use the principles of the New Context to guide and strengthen our relationships and agreements. Our corporate priority, then, is...

2. TO EXAMINE AND, WHEN NECESSARY, **RE-DEFINE** OUR WORKING RELATIONSHIPS WITH LOCAL HOUSING ORGANIZATIONS AND THE COMMUNITIES THEY REPRESENT.

The corporate planning exercise has helped us achieve a better understanding of our mission and role as a housing organization. It has also made us aware of the need to establish and maintain a clear sense of direction and consistency in terms of quality of service. In order to respond to this need we must develop a body of corporate policies which indicate to our own people, to other government organizations, and to the public, what we do and how we do it.

The development of the New Context has provided the very broad framework within which policy can be structured. We have moved to create a new policy unit to plan, coordinate, and provide the technical resources for the development of corporate policy. But the responsibility for policy development is something that must be shared by all managers throughout out organization. Each management unit--whether its concerns be program development, finance, development of human resources, construction or service delivery at the local level--must help to develop the kinds of policies that will respond to its needs and ensure corporate continuity and consistency of service. Our third corporate priority, then...

3. TO CREATE AND MAINTAIN A STRATEGIC POLICY FRAMEWORK AND CAPABILITY WITHIN THE HOUSING CORPORATION

## OUR PRODUCT

Over the past few years we have made significant improvements in the quality of the housing we are able to provide for residents of the Northwest Territories. We are now able to ensure that all new public housing meets rigid energy efficiency standards. Our Homeownership Program is growing very quickly and is receiving an enthusiastic response from the public. And, we've managed to produce quality housing in one of the most difficult and demanding physical environments in the world.

As we move into a new fiscal year we must consolidate the improvements we have made and continue to find ways and means of improving the quality of our product. And we must do this--and here is the real challenge--by increasing our level of consumer participation while ensuring that we get the best results for the resources that have been committed to us by government. Our corporate priority, then, is. . .

### 4. TO CONTINUE TO MAKE IMPROVEMENTS IN THE QUALITY OF NEW HOUSING

Despite our best efforts to provide good quality new housing, resources are limited. The demand for housing continues to outpace our ability to respond. This fact places the highest priority on maintaining our existing housing stock--more than four thousand units spread throughout the Territories.

This past year, for the first time in our history, government was able to provide us with significant funds to develop a solid maintenance capability. We have made good start. We must continue to move ahead. We must develop an adequate maintenance information system, And, in particular, we must assist local housing organizations to continually refine and upgrade their maintenance capability. Our corporate priority is, then,

### 5. TO ASSIST LOCAL HOUSING ORGANIZATIONS TO IMPROVE THEIR MAINTENANCE CAPABILITY.

## OUR PEOPLE

Though we are concerned with developing our organization and (continually improving the quality of our product, we must remember that our most important resource is the people who work for us. Systems, procedures, policies, planning mechanisms--these things are necessary for every organization. But they don't produce results. Only people produce results. And

the people who produce the most results are the people who know exactly what is expected of them and have the skills, resources, and motivation to do the job.

Within the past few months we have begun to make a more serious commitment to the people who work for us. We are in the process of creating a Human Resources Division to ensure that we develop a better capability to recruit, train, clarify expectations, evaluate performance, and plan for our future needs. We are conducting a functional review of the whole organization, one of the results of which will be clearer job descriptions. But our commitment to our people must be more than a new division or a review process. It must be a positive attitude, diffused throughout the whole organization, that communicates the clear message: our people are our most important resource. Our corporate priority, then, . . .

6. TO ENSURE THAT ALL STAFF KNOW WHAT IS EXPECTED OF THEM AND HAVE THE SKILLS AND SUPPORT SERVICES TO DO THEIR JOBS.

The principle of affirmative action is a cornerstone of the public service philosophy of the Government of the Northwest Territories. As an agency of the G.N.W.T. , affirmative action must be one of our corporate priorities, as it is for all government departments and agencies.

Implementing an affirmative action policy is difficult at the best of times. It will only succeed if managers are committed to the principle of affirmative action, have a clear understanding of what is expected of them and have a plan to determine strategies and resource requirements. Our corporate priority, then, is...

7. TO MEET OUR AFFIRMATIVE ACTION TARGETS

Our corporate planning exercise has focused a great deal of attention upon the role of the manager in our organization. It has made us much more aware that our success depends upon the continued development of managers at all levels of the organization and the provision of appropriate management support services.

We've taken some steps to clarify roles and expectations and improve communications among managers. We've developed and published a very specific statement of our mission, approach, principles and program goals. We've streamlined our senior management meetings. We've introduced some new tools--the Document Submission Control mechanism and the Policy Issue Report. And we've begun to make some organizational changes that



clarify reporting relationships, This process will continue and be completed by the functional review to be carried out throughout the whole organization.

Over the past few months we have committed significant resources to the development of a corporate management style which, we believe will better respond to our service needs and improve the level of management communications and accountability. This corporate management style--our MANAGING FOR RESULTS SYSTEM--will require management units to define anticipated results, develop annual objectives and indicators, monitor progress and measure the impact of results upon resources. In the coming year we will ensure that all managers receive adequate training in the principles of results-oriented management. The commitment of so many resources to management training and support services gives a clear indication that one of our most important corporate priorities is

8. TO IMPROVE MANAGEMENT SKILLS AND CAPABILITIES THROUGHOUT THE ORGANIZATION .

By way of conclusion I encourage all managers to commit themselves to incorporating these corporate priorities into their annual objectives and work activities.



P. H. Beaubier,  
President