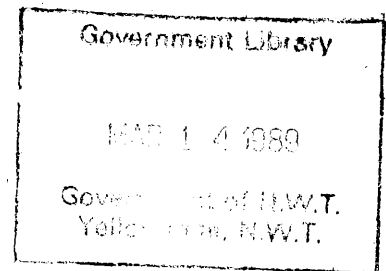


ARCTIC COLLEGE HEADQUARTERS  
STUDY AND RECOMMENDATIONS ON DECENTRALIZATION



February 28, 1989

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PART I: OVERVIEW

## PART I: OVERVIEW

### PURPOSE

On November 7, 1988, the Legislative Assembly of the Northwest Territories passed a motion which read in part that "this Legislative Assembly requests the Executive Council to investigate the feasibility of moving the Headquarters of Arctic College back to Fort Smith ..."

Respecting the wishes of the Legislative Assembly, the Executive Council member responsible for Arctic College, the Minister of Education, directed that a feasibility study be undertaken by the Department of Education.

### RECOMMENDATIONS

Arctic College is the organization which has the principal responsibility for delivery of adult education and training programs in the Northwest Territories, and it will play an important part in an overall territorial economic development strategy. If Arctic College is to continue to operate as effectively as possible, College Headquarters should remain in Yellowknife. The potential loss of adult education and training opportunities across the territories outweigh the economic benefits the relocation would bring to any one community.

- The main College clients, the Canada Employment and Immigration Commission and GNWT departments, are located in Yellowknife, and the College needs to be in the same location to respond quickly to training opportunities and to be available for program development.
- The College needs to maintain a territorial perspective and to be located in the most central location to provide direction and services to all campuses.
- The College needs to maintain close communications with the Minister of Education and the Department of Education.
- Although any community with a College campus, such as Fort Smith, would realize economic benefits if College Headquarters were relocated out of the capital city, the effectiveness of the College organization would be reduced in any regional campus location.
- Focusing on Fort Smith, with the recent decision to add an institution-based program located in Thebacha to the field-based Western Arctic Teacher Education Program, program instructors, and students, for their on-campus instruction, will be moving to Fort Smith. This move will benefit Fort Smith economically relatively as much as relocating College Headquarters to that community.

## ASSUMPTIONS

The assumptions guiding the conduct and focus of this study are:

1. The study should focus on the role and functions of College Headquarters, and primarily should identify what impact relocation of the Headquarters would have on College effectiveness.

As the principal agency providing adult education and training opportunities the ability of the College to operate as effectively as possible should be the prime consideration in determining the location of College Headquarters.

2. Efficiency, and the impact on the costs of College headquarters and the College system as a whole, should be treated as a secondary consideration, as the GNWT may be willing to absorb higher operational costs in the interest of dispersing economic benefits to a community outside of Yellowknife.
3. As the College Headquarters is a small integrated organization, if it is to be relocated, all its functions should be relocated as they are presently organized. To separate any positions from the remaining Headquarter functions and locate them at a different campus site would be operationally unreasonable.

The GNWT policy on government organization, and the government's commitment to decentralization also guided this study.

The Government of the Northwest Territories has demonstrated its support for the equitable distribution of social, economic and employment benefits of government activity and expenditure throughout the N.W.T. Further, it supports the provision of government programs and services as close as practical to the people being served. When arranging the structure of government organization to deliver programs and services in a decentralized manner, the following issues must be addressed:

- Maintenance of program standards and levels of service;
- Potential for increases in program and service costs;
- The ability of communities to absorb the effects of decentralization;
- The desire and willingness of communities and regions to accommodate decentralization;
- The location of program, service, and client groups;
- Other initiatives affecting the shape of public government in the N.W.T.;
- The overall economic strategies and priorities of government; and,
- The treatment of Government of Northwest Territories' employees affected by decentralization.

In conducting this review, these issues have been taken into consideration and the basic principles of organization design as defined in the G.N.W.T. Government Organization Policy (11.12) have provided a framework for the investigation.

The principles of organization are designed to ensure:

- a) Pooling of specialized support and administrative services at the location closest to where programs are delivered and where they will be fully utilized;
- b) Flexibility to accommodate program growth and ability to adjust to anticipated changes in policies or program jurisdiction that might affect the organization; and,
- c) Best use of existing and any planned increases in personnel and physical infrastructure to balance efficiency with diversifying benefits to communities.

### STUDY OBJECTIVES

The study investigated the operations of College Headquarters, and, through a variety of approaches, attempted to determine what impact relocation would have first on overall College effectiveness and second on College efficiency. The potential benefits to the College, if Headquarters were located at another campus site, and to the community being considered for relocation, were also identified.

The objectives of the study can be broadly grouped into the following four categories.

#### Operations

1. To describe the current operation and functions of the Arctic College Headquarters, with a focus on:
  - a) The current Arctic College Headquarters establishment (staffing, physical resources, etc.);
  - b) The role and relationship of Headquarters staff to the Board of Governors (policy, planning, etc.);
  - c) The role and relationship of Headquarters to the Minister of Education, and senior Department of Education managers;
  - d) The role and relationship of Headquarters to the Regional Campus operations (financial, program planning, etc.);
  - e) The role and relationship of Headquarters to College client organizations (i.e. C.E.I.C., G.N.W.T. departments); and
  - f) The role and relationship of Headquarters to central agencies of the G.N.W.T. providing support services (e.g. G.N.W.T. Departments of Personnel, Finance, Public Works, Government Services, Justice, and Culture and Communications).

### Effectiveness

2. To determine possible outcomes of decentralization on Arctic College Headquarters effectiveness, with specific focus on the roles and relationships described in 1 b) - f).
3. Headquarters effectiveness will also be addressed to determine:
  - a) Potential for disruptions if any, to Headquarters functions;
  - b) Impact on college program development and delivery;
  - c) Impact on student access to college programs and services; and,
  - d) Requirements if any, for new operational procedures and systems resulting from increased separation of Headquarters.

### Efficiency

4. To determine the impact of decentralization on Arctic College Headquarters efficiency with specific focus on:
  - a) Potential for increased or decreased operations and maintenance costs (staff, travel, office);
  - b) Impact, if any, on capital plans; and,
  - c) Impact on current staff, and potential requirements for new or additional staff as a result of decentralization.

### Benefits to the Community and the College

5.
  - a) To determine the potential social, economic and employment benefits accruing to the receptor community from the decentralization of Arctic College Headquarters.
  - b) To determine the benefits to the Arctic College of decentralizing the Headquarters.

## CONCLUSIONS

The following conclusions have been drawn from the findings of this study regarding the feasibility of relocating Arctic College Headquarters.

### Effectiveness

Decentralization of the Arctic College Headquarters would reduce the general effectiveness of Arctic College and future program development would be more difficult.

1. The locations of program (regional campuses), service (G.N.W.T. department head offices) and client groups (C.E.I.C. and G.N.W.T. Departments) dictate that to maximize Headquarters effectiveness it should continue to be located in Yellowknife.
2. In order for the Arctic College to make most effective use of specialized support and administrative services the Headquarters should be located close to Department head offices, in Yellowknife.
3. The autonomy of the Board of Governors would be reduced, not enhanced, by the relocation of the Arctic College Headquarters, and physically distancing the it from the Government of the Northwest Territories.
4. The availability of employment training opportunities for citizens of the N.W.T. would be reduced by relocating the Headquarters of Arctic College out of Yellowknife. Future program development and delivery opportunities would be lost by reduced access to potential business and government client organizations in Yellowknife.
5. Flexibility to accommodate program growth and ability to adjust to changes in government policies that may affect the organization are best ensured by locating College Headquarters in the same community as the Minister of Education and other decision-makers.

### Efficiency

The best use of existing College Headquarters personnel and physical infrastructure can be made in Yellowknife.

1. Decentralization of the Arctic College would result in increased operations and maintenance costs to the Government of the Northwest Territories, although as individuals, employees would likely enjoy a lower cost of living.
2. It would not be possible for Arctic College Headquarters to maintain current program standards and levels of service to the Board of Governors, regional campuses, client organizations, and Minister of Education, with current staff levels, if the Headquarters were removed from Yellowknife.
3. Telephone and facsimile communications can enhance communication over distance, however they cannot replace in-person meetings, when the subject of the communication or interaction is for planning, negotiating, consulting or strategizing.



### Benefits to the Community

The relocation of Arctic College Headquarters would bring economic benefits to any community. The Town of Fort Smith would like to see the Headquarters of Arctic College move back to Fort Smith.

1. Six of the Headquarters positions are senior professional staff who would bring skills and resources to any community. If staff chose not to relocate, the potential for local hire, however, may be limited.
2. The community would enjoy some spin-off benefits as the location of the Headquarters (meetings, office supports, and visitor accommodations). The community's profile as a territorial centre for higher education would be enhanced.

It should be noted that continued development of Arctic College programs and service through the present multi-campus system will benefit all communities, and particularly major campuses such as Fort Smith. Also providing economic benefits to one community should be considered primarily in light of the potential impact on overall College effectiveness.

### Benefits to the College

The Town of Fort Smith, supported by the Town of Hay River, suggested the following benefits to the College of relocating College Headquarters to Fort Smith.

1. The main reason for moving the College Headquarters to Yellowknife was to facilitate the development of new campuses, and Fort Smith states that mandate has now been fulfilled;
2. The academic environment of the College should be insulated from the highly charged political atmosphere of the capital city;
3. The entire College system would benefit if Headquarters were located closer to students and were more a part of College life;
4. Headquarters staff would have less difficulty empathizing with the needs of those who live outside the capital.

The study findings did not support these benefits. The location of Headquarters in Yellowknife was still identified as important and no evidence of political interference as a result of being located in the capital was noted. The Board of Governors and College staff stated that senior College Headquarter staff frequently travel to all campus locations and have to maintain a territorial perspective. College staff did not believe that they were too distanced from student life, or that they would might lose sight of the needs of residents living outside Yellowknife. The first principle identified in the Arctic College Development Plan is that Arctic College will be responsive to community needs.

**PART II: DETAILED REPORT**

## PART II: DETAILED REPORT

### HISTORY OF ARCTIC COLLEGE

The Adult Vocational and Training Centre established in Fort Smith in the late 1960's has grown into a community college system which over the last five years has developed a campus in each of the administrative regions of the Northwest Territories. In 1989, Arctic College provides educational programs encompassing academic preparation, trades and technology courses, and post-secondary diploma programs. The Arctic College system in its present form evolved out of the recommendations of the Special Committee on Education (1982). The recommendations regarding educational programs for adults in the Northwest Territories focused on the need to make adult education and training opportunities available to citizens as close to their home community as possible. A new delivery model was needed. Rather than bringing the people to the College, the College would be brought as close as possible to the people.

It was recommended that "an independent Board of Governors shall be responsible for post-school programs collectively called the Arctic College". In September, 1983 the Government of the Northwest Territories adopted the College Board of Governors Policy (71.01). This policy and directive defined the responsibilities of a College Board of Governors which would be appointed by Executive Council. Provision was also made for a College Director whose role as the Chief Executive Officer for the Board of Governors was described.

In November, 1984, The Thebacha College Strategic Plan, based on the Special Committee on Education report, was prepared and approved by the Government of the Northwest Territories. The Plan called for the development of legislation to establish the Arctic College under corporate board governance. It also called for the establishment of the College on a par with similar organizations across the country, to establish its viability and administrative autonomy, and to allow it to make use of funding from non-government sources.

The Plan also called for the expansion of college services to the Eastern Arctic to provide Inuit with adult educational opportunities in their own region. The immediate result was establishment of the Iqaluit Campus. As a result of the planned expansion to a multi-campus college system, the Board of Governors of Arctic College, and the Minister of Education reached a decision to transfer the Arctic College Headquarters functions from Thebacha Campus to Yellowknife (Hansard, October 17, 1985).

The decision to move the President to Yellowknife was based on the growing need to have close contact between the Department of Education and the President of Arctic College on financial, policy and planning matters. As a result of the college systems' broadening territorial-wide focus, it was decided that it would be desirable and appropriate for the President to be divorced from the day-to-day operations of a single regional campus location. The task of administering each regional campus would be delegated to a Vice-President of the Arctic College.

In October 1986, the Legislative Assembly of the Northwest Territories approved the Arctic College Act. Arctic College became a corporate entity through the enactment of this legislation in April, 1987. The Arctic College Act defines the authority and responsibilities of the Minister of Education with respect to the direction of Arctic

College. The Act establishes a Board of Governors and sets forth the legal authority and responsibilities of the Board. The Members of the Board of Governors are appointed by the Executive Council, and balanced regional representation on the Board is ensured through the appointment of two members from each region. Through the delegation of some of the Minister of Education's authority to the Board of Governors the College operates "at-arms-length" from the Government of the Northwest Territories.

The passage of legislation under which the Arctic College would operate as a corporation, and the creation of additional regional campuses (Aurora at Inuvik in 1987) increased the administrative responsibilities of the Arctic College Headquarters. Prior to the preparation of this legislation, the consequences for the College Headquarters functions had not been so clearly defined. Additional Headquarters staff were required to enable the College Headquarters to perform necessary administrative, corporate financial, public affairs and policy development activities, on behalf of the Board of Governors.

The original decision to move Headquarters to Yellowknife involved the President and the President Secretary. Since then the Public Affairs Officer was moved from Thebacha to Headquarters, 8 new positions were established in 1987-88 (the Vice President of Finance position, the two senior financial positions, the three financial clerk positions, and the financial secretary position), and in 1988-89 one policy advisor position was also added.

The following table identifies the number of College staff positions by region and campus, and the following notes describe the reasons for the decline in positions located at Fort Smith.

ARCTIC COLLEGE STAFF POSITIONS BY REGION/CAMPUS  
1986/87 TO 1989/90

REGION/CAMPUS	1986/87	1987/88	1988/89	1989/90 Proposed
FORT SMITH	108.0	97.2	80.7	85.7
BAFFIN	23.5	35.0	47.5	52.5
INUVIK	-	16.0	18.0	19.0
YELLOWKNIFE	9.0	17.5	20.0	21.5
KEEWATIN	-	-	9.8	9.8
KITIKMEOT	-	-	7.5	7.5
TOTAL	140.5	165.7	183.5	196.0

NOTES:

1. Staffing changes occurring at the Fort Smith (Thebacha) campus were as follows:

From 1986/87 to 1987/88 11 positions were deleted --

- Deleted Positions: 14.5 positions were deleted. (C.E.I.C. reductions 3.0, transfers to Inuvik 3.5, 1.0 Public Affairs position to Yellowknife, 5.0 C.N.A. and Extension positions located on paper in Fort Smith were transferred to Yellowknife budget, and 2.0 other administration positions were deleted.)
- Added Positions: 3.5 positions were added (Teacher Education 2.0, and Child-Care 1.5.)

From 1987/88 to 1988/89 16.5 positions were deleted --

- Deleted Positions: 17.5 positions were deleted. (C.E.I.C. H.E.O. and Welding reductions 7.0 positions, Teacher Education transfers to Inuvik 3.0, Arctic Airports positions funded under contract 2.0, Child-Care program not viable 1.5 positions, administrative reductions 2.0 positions, Trades Instructor 1.0 and Recreation Officer on leave 1.0)
- Added Positions: 1.0 Program Development position was added.

From 1988/89 to 1989/90 a net gain of 5.0 positions will occur as a result of new funding for H.E.O., Interpreter/Translator, and addition of a Tourism Coordinator. In addition establishment of the campus based Teacher Education stream at Fort Smith will result in the addition of a further 5.0 positions.

2. Yellowknife includes 9.5 positions related to Yellowknife campus, 11.0 Headquarters positions, and a position for the Teacher Education Director.

In March 1987, the Arctic College Development Plan was approved by the Executive Council, and was tabled in the Legislative Assembly (41-87(1)). The Plan includes eight principles which guide the philosophy for providing post-school education opportunities for adults in the N.W.T.

Arctic College will be responsive to community needs. Close communication links will be established with Education Authorities at all levels.

College programs will be designed for maximum student accessibility, but at a level which will be equivalent in standards to similar programs delivered across Canada.

Programs will be regularly reviewed and monitored for effectiveness and continued relevance in the Northwest Territories.

Programs will be delivered at the community level wherever possible. Distance education is a college priority.

Programs will be developed to enable easy transfer of resources from one location to another.

The Arctic College system will be developed to include regional campuses and program centres.

A broad range of core programs will be delivered at each campus, and unique program offerings will be developed for specific campus locations.

Arctic College will maintain close communication links with all organizations providing training in the N.W.T. to promote high standards of programs.

In 1988 regional campus Vice-Presidencies were established at Rankin Inlet and Cambridge Bay, and Yellowknife was also declared a campus.

The creation of the Arctic College corporation ushered in a new era in the delivery of employment training programs in the Northwest Territories. For the first time a major organization existed which could respond directly to the labour market demands for education and training programs. As a corporate entity the Arctic College could receive funds directly from the private sector to deliver training programs to address the needs of business in the Northwest Territories. As a business Arctic College, could and would have to market itself and compete with southern colleges and training institutes to provide programs to meet the needs of the Northwest Territories labour market.

These new private sources of funds are now available to the Arctic College system. As the Arctic College corporation grows and develops it is expected that non-government sponsored programs will represent an increasing proportion of the Arctic College activity. However, given the nature of the Northwest Territories economy it is probable that education and training programs paid for by government, both territorial and federal, will continue to represent the largest share of the Arctic College revenue and expenditures.

## DESCRIPTION OF HEADQUARTERS STAFF FUNCTIONS

The Arctic College Headquarters staff consists of 11 positions: the President; the President's Executive Secretary; Senior Policy Advisor; Public Affairs Officer; Vice-President, Finance; Finance Division Secretary; Senior Financial Advisor; Manager, Finance and Administration; and, three financial data processing clerks (see the following organization chart). The following section provides a brief description of the duties performed by each of the Headquarters senior staff, as listed in the job descriptions.

### 1. THE PRESIDENT

The President is the Chief Executive Officer for the Board of Governors of Arctic College. The Presidents' responsibilities are listed in some detail in the Arctic College Act. Reporting directly to the Board of Governors, the President receives directions related to governmental policies which impact on the Arctic College from the Minister of Education. The President is accountable through the Board of Governors, to the Minister of Education for the overall management and administration of the Arctic College corporation.

The President is charged with responsibility to plan, develop, implement and evaluate College programs and services. To carry out these tasks the President plays the lead role in designing the corporate structure, strategic planning, resource allocation and the monitoring and evaluation of college program and service effectiveness. A staff of eleven report directly to the President (6 Campus Vice-Presidents, Vice-President Finance and Administration, Senior Policy Advisor, Public Affairs Officer, Director Teacher Education and an Executive Secretary)

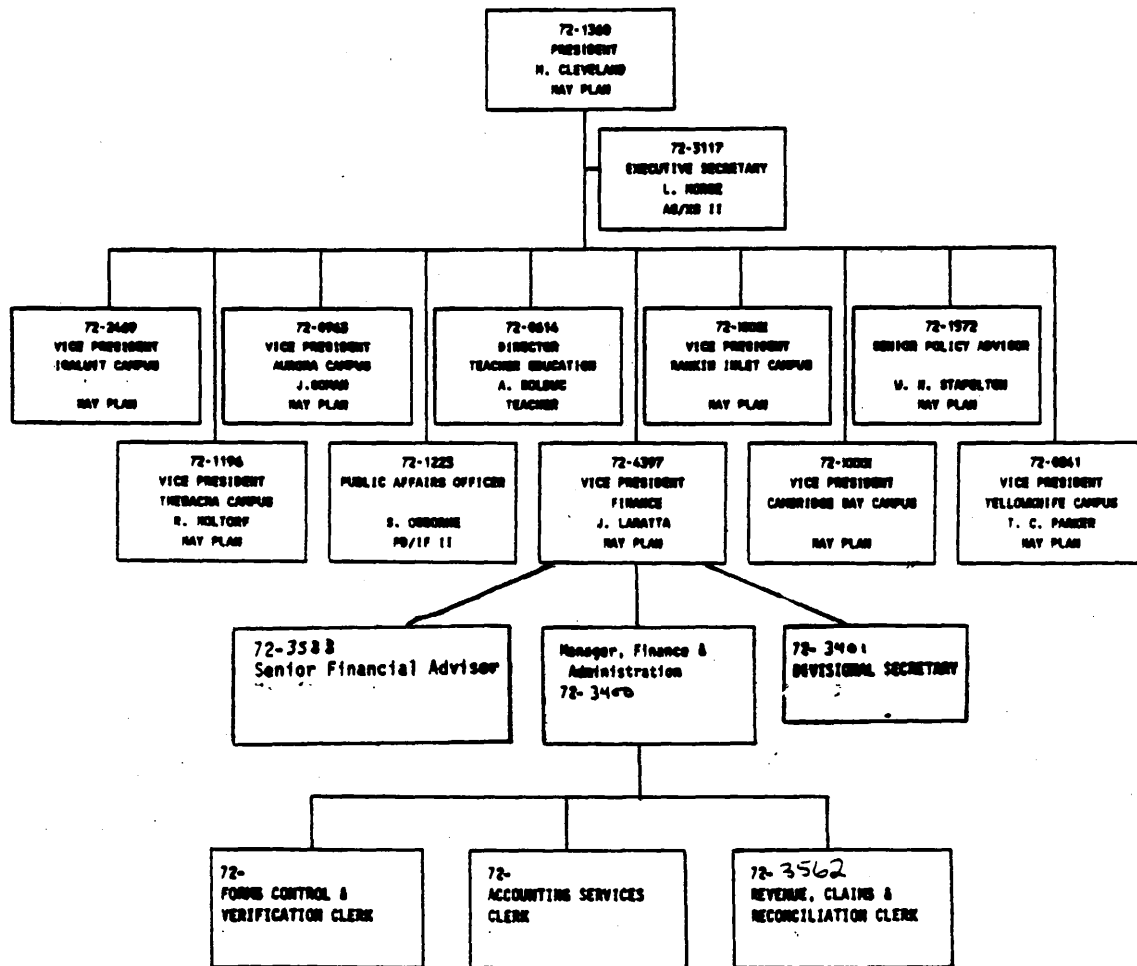
The President works directly with the Board of Governors as an ex-officio member of the Board. The President supports Board activity through preparation of decision papers, options papers, and the presentation of financial and other analysis undertaken by College staff. In addition the President is required to represent the Board in discussions and negotiations with Department of Education officials and the Minister of Education.

### 2. VICE-PRESIDENT, FINANCE AND ADMINISTRATION

The Vice-President, Finance and Administration reports to the President of Arctic College. The Vice-President is accountable for the provision of all financial and administrative services to the College. This includes the provision of payment service, the procurement of goods and services, and the provision of personnel services. The incumbent takes a lead role in managing the planning cycle of the College. This includes strategic planning, operational planning and the preparation of main estimates. The incumbent is a member of the Senior Management Committee where strategic decisions are made regarding new programs, evaluation standards for programs, elimination of programs and the priority of new initiatives.

The Vice-President advises the Board of Governors, and Executive Committee on whether financial and administrative matters such as proposed actions comply with the Arctic College Act, Financial Administration Act, Financial Policies and good business practices. The Vice-President acts as a resource person and special advisor to the

**ARCTIC COLLEGE ADMINISTRATION  
ORGANIZATION CHART**





Finance Committee of the Board of Governors on decisions made by the Finance Committee in areas such as budgets, rate structures, program review, and financial analysis. The Vice-President develops and maintains the standards and frameworks for systems required to ensure the accurate and timely processing of the financial activities of the College with regard to economy, efficiency, effectiveness and compliance with statutory requirements and policies of Government as they apply to public agencies and the policies of the College.

The Vice-President provides a key role in supplying the College President and Board of Governors with information regarding the financial resources available to the Arctic College. Within Headquarters, three staff members report directly to the Vice-President, Finance and Administration (Senior Financial Advisor, Manager, Finance and Administration, and Division Secretary).

### 3. SENIOR POLICY ADVISOR

Reporting to the President, the Senior Policy Advisor is responsible for the development and evaluation of College policies and priorities as expressed in legislation, regulations, and Board of Governors decisions. The incumbent is charged with undertaking special projects to assess the effectiveness of College operations. The Senior Policy Advisor recommends to the President: policies for consideration by the Board of Governors; program and service alterations based on reviews and assessments; College strategies for relations with the Department of Education; and mechanisms for strengthening Board Committee operations. The Senior Policy Advisor is a member of the College's Senior Management Team.

### 4. SENIOR FINANCIAL ADVISOR

The Senior Financial Advisor is accountable to the Vice-President, Finance for the design, development and maintenance of information processing systems. This position is responsible for the preparation of annual financial statements that are reflected in the Territorial Accounts, and monthly financial and management reports that are required by the Board of Governors and the Minister of Education. The incumbent is also the analyst and coordinator of budgets and plans and is responsible for cash management functions.

The Senior Financial Advisor manages the cash investment and banking relations on behalf of the College by: analyzing the cash requirements of the Corporation; determining the most appropriate investment vehicles based on cash flows projections and yield structure of investment vehicles; and, determining the most effective method of organizing the Arctic College bank arrangements. These activities require the Senior Financial Advisor to have daily contact with banking officials, to secure commercial banking services and advice. The Senior Financial Advisor provides expert advice to the Vice-President and College senior management to ensure effective corporate financial management.

## 5. MANAGER, FINANCE AND ADMINISTRATION

Under the direction of the Vice-President Finance, the Manager of Finance and Administration is responsible for the daily operation of the College Accounting System at all campus locations. The Manager is accountable for developing and maintaining a program to coordinate the College's financial transactions, as well as the control of the College revenue process. The Manager supervises the work of three clerks whose duties involve the processing of financial and accounting information.

## 6. PUBLIC AFFAIRS OFFICER

The Public Affairs Officer, reports directly to the President, and is responsible for the implementation of programs designed to inform the general public, educators, college staff, and media of college programs and activities and is charged with the initiation, preparation and delivery of these programs. The incumbent provides a complete public affairs service to the College. Through consultation and liaison with staff, proposals and alternatives for informing the public and media of College services and programs, are developed. The Public Affairs Officer is responsible for the preparation of the College Calendar, the Annual Report, and College Newsletter. The incumbent provides advice and assistance to the regional campuses on public information activities.

The Public Affairs Officer plays a key role preparing information which is provided by the College to the Minister of Education. This information is used in Ministerial statements, briefing notes and public addresses.

INTERVIEW SUMMARIES --

HEADQUARTER OPERATIONS, AND RELATIONSHIPS OF HEADQUARTERS TO GOVERNMENT DEPARTMENTS AND OTHER ORGANIZATIONS

1. BOARD OF GOVERNORS AND HEADQUARTERS STAFF

Information in this section is derived from interviews conducted with Arctic College Headquarters staff and members of the Board of Governors.

The Board of Governors delegates responsibilities to four subcommittees, the Executive, Finance, Policy and Planning, and Fundraising Committees. The Board of Governors as a whole meet formally three times annually. The location of Board of Governors meetings may vary among the regional centres. Subcommittee meetings coincide with general Board meetings and in the case of the Finance Committee may occur an additional three to four times annually. Subcommittee meetings are held at Headquarters in order to maximize the availability of information and access to other organizations, and in particular the Department of Education.

Members noted that the Board of Governors are typically very active people and frequently travel through Yellowknife on business unrelated to the College. When in Yellowknife for other purposes, Board members are frequently able to visit the Headquarters to meet with staff. Board members noted this as one way in which they were able to maximize their participation and involvement in the administration of the Arctic College. These contacts were described by Board members as contributing to effective and efficient Board involvement in College affairs. Increased Board travel requirements were also seen as affecting the governments' ability to attract qualified candidates for the Board.

Members of the Board of Governors stated that they believe the Arctic College is at a stage in its development, as a new corporation, during which access to the Territorial Government, and in particular the Department of Education is still vital. The Board members stated they interpret an "arms length relationship" in relation to their activities as a corporation but that they required close communication between themselves, the Headquarters staff, the Minister of Education and his Department.

Close proximity to the Minister and Department of Education, as well as other government departments is regarded as essential by the Board of Governors in order for the College to respond quickly and immediately to opportunities, inquiries, problems, and directions from the Minister of Education. Board members stated that flexibility in responding to the Minister of Education would be lost through distancing the Headquarters from the capital.

Members of the Board of Governors were asked what impact relocation of the Headquarters from Yellowknife would have on their relationship with the Headquarters. They stated that if the Headquarters were located anywhere other than in the City of Yellowknife, the Board members' personal access to the Headquarters staff would be reduced and limited to occasions of formal meetings. As a consequence of reduced access Board members stated they felt their involvement in the administration of College affairs would be reduced.

Board members expressed concern that the autonomy of the Board of Governors would be reduced, not increased, by removing the Headquarters from the territorial capital. They noted that the location of the Headquarters was formally considered by the Board on two previous occasions and that members of the Board were unanimous in their support of the Headquarters being located in Yellowknife. Board members expressed concern that if their decision on this matter were not supported by the Executive Council, their ability to make future decisions and recommendations to the Executive Council would be impaired. An erosion of Board authority would reduce the Board of Governors' sense of ownership and responsibility for the Arctic College.

Board members also stated that through close and frequent personal contact between the Board of Governors, Headquarters staff, and the Minister of Education, greater autonomy for the Board was likely to be fostered. Maximizing the formal and informal dialogue between the Arctic College and Department of Education was described as contributing to mutual understanding, awareness and trust. When issues regarding the Arctic College arise which require the Minister of Education's attention it is possible to address and resolve them more quickly and conveniently through personal contact. The Board of Governors fear that if the College Headquarters and staff were not easily accessible on a face-to-face basis, to the Minister of Education and department officials, communication would be more difficult, and as a result more stringent controls might be exercised by the government, with a consequent loss of autonomy for the Arctic College.

Access by territorial organizations, associations, and individuals to the Board of Governors, through the Headquarters would be reduced. Instead of direct contact with the Arctic College, organizations and individuals in the capital will turn increasingly to contact with the Minister and Department of Education on college program matters. The Board of Governors stated that Department of Education officials in Yellowknife would be increasingly called upon to speak and act for the Arctic College if the Headquarters were decentralized.

Members of the Board of Governors stated that they regard the capital city as the only feasible location for Arctic College Headquarters. The Board members noted that Yellowknife is perceived as being "regionally neutral". Although not geographically central, Yellowknife is regarded as the communication, and air transportation hub. Board members reported that future college program growth and increased financial self-sufficiency will be dependent upon contact with organizations located in Yellowknife (i.e. C.E.I.C., G.N.W.T). In addition to the Department of Education, members of the Board noted that the headquarters of other Territorial Government departments which are both clients and service providers to the Arctic College, are also located in the capital city.

The members stated further that the role of the Headquarters is to administer the Arctic College system from a territorial-wide perspective. This perspective requires the Headquarters to be in close touch with the Legislative Assembly, and the Headquarters of Territorial and Federal Government departments and agencies, as well as other corporate head offices. The Board stated that it is important for the College Headquarters to be able to influence and respond to territorial-wide issues originating in the capital, and that the Headquarters ability to maintain a global territories-wide perspective would be impaired if the Headquarters were located in any community other than Yellowknife.

Board members expressed concern that if the Headquarters were located in a regional community, the local pressures and needs of that community would supplant the broader territorial focus of the Headquarters operations. The Board members reported that the

Headquarters staff should not be directly subjected to community level pressures. They stated that it is the responsibility of regional representatives on the Board, and the campus Vice-Presidents to be in touch with local pressures and needs, and to provide direction to that particular campus.

The Board of Governors concluded that regardless of where the Arctic College Headquarters is located it will be necessary for the President to spend about 60% percent of his time in Yellowknife in order to carry out his responsibilities (negotiations, planning etc.) which require in person contact with the Minister and Department of Education, other G.N.W.T. Departments providing services to the Arctic College, C.E.I.C., and other client organizations which have their headquarters in Yellowknife.

If the President were required to be distant from his office for a majority of the time, the Board of Governors expressed concern that it would reduce the administrative effectiveness of the Arctic College system. Board members stated they believe all aspects of Headquarters operations would experience delays and inconvenience as a result of decentralization to any regional campus location.

The Arctic College Headquarters staff are chiefly involved in the administration, management and development of the Arctic College system on behalf of the Board of Governors. In addition to the day-to-day central administration and management of the Arctic College system, the key function of the Headquarters staff is to provide services, support and assistance to the Board of Governors in the form of program planning and evaluation, policy development, government relations, public affairs, and financial analysis, financial control and data processing activities. Contacts between members of the Board of Governors and the Headquarters staff, principally the President and Vice-President, Finance occur on a weekly, and sometimes daily basis, either by telephone, or through in-person visits to Headquarters.

## 2. REGIONAL CAMPUSES

Information in this section is derived from interviews with the Campus Vice-Presidents and Headquarters staff.

Each regional campus of the Arctic College is administered by a Vice-President who reports to the President of Arctic College. The Vice-Presidents exercise considerable autonomy in the day-to-day operations of their campuses. However, the campuses depend on Headquarters for a variety of operational supports, as well as system-wide leadership and direction. These services and supports include assistance with: Personnel (recruitment, classification and staff relations) Finance (payment services, and accounting systems); Procurement of goods and services; Public Affairs; and Program Development and Evaluation.

The largest campuses at Fort Smith (Thebacha), Iqaluit (Nunatta) and Inuvik (Aurora) have different levels of support staff which perform some financial and administrative functions. Due to their newness college campuses in Rankin Inlet and Cambridge Bay currently receive proportionately higher levels of direct administrative and financial systems assistance from Headquarters.

Table 1 presents an overview of actual expenditures for 1987/88, on each regional campus as well as the number of programs and students enrolled at each.

TABLE 1

ARCTIC COLLEGE EXPENDITURES 1987/88  
BY CAMPUS (\$'000's)

EXPENDITURE TYPE	THEBACHA FORT SMITH	NUNATTA IQALUIT	AURORA INUVIK	RANKIN INLET	YELLOW- KNIFE	HEAD- QUARTERS	ARCTIC COLLEGE TOTAL
DIRECT INSTRUCTION	2,830	2,241	1,026		326		6,423
INDIRECT INSTRUCTION	1,024	960	78		104		2,166
EDUCATION MANAGEMENT	206	250	146	110	208		920
CONTINUING EDUCATION	843	406	112		153		1,514
PHYSICAL PLANT	1,695	430	112		153		2,390
STUDENT SERVICES	1,375	567	357		165		2,464
FINANCE & ADMIN.	1,145	602	299	9			2,055
BOARD & PRESIDENT	0	0	0	0	0	653	653
TOTAL (\$ '000)	9,118	5,456	2,130	119	1,109	653	18,585
(% OF TOTAL)	49.1	29.4	11.5	0.6	6.0	3.5	100.0
TOTAL PROGRAMS							
ON CAMPUS	37	12	8	-	6		63
COMMUNITY	27	94	-	-	47		168
FULL-TIME ENROLMENT							
ON CAMPUS	460	206	123	-	88		877
COMMUNITY	162	192	-	-			354
PART-TIME ENROLMENT							
ON CAMPUS	8	33	-	-	-		41
COMMUNITY		800	-	-	691		1,491

The Vice-Presidents are responsible for identifying local adult education and employment training needs within the communities of their region. Program development to meet local needs is largely the responsibility of the Campus Vice-President. As a member of the College Senior Management Committee each Vice-President has a responsibility to represent the needs and interests of his campus region within the context of the Arctic College system as a whole, during policy, program development and strategic planning. Meetings occur between the Vice-Presidents and senior Headquarters staff approximately monthly. Campus Vice-Presidents travel to Yellowknife for Senior Management Committee meetings, while Headquarters staff travel to regional centres on a regular basis.

The Vice-Presidents stated that in the Arctic College, multi-campus, decentralized delivery system the Headquarters must be in a position to support and assist in the development of the campus operations. When asked what effect relocation of Headquarters from Yellowknife would have on services and functions provided by Headquarters to the regional campuses, the Vice-President's most often expressed concerns regarding Arctic College system-wide leadership and direction, and opportunities for program development.

Vice-Presidents stated the College system as a whole would not be well served by the Headquarters staff becoming closely involved in the activities of a single campus location. They stated that if this occurred other campuses would be disadvantaged by reduced levels of service and support from Headquarters staff.

Program development and delivery was identified by the Vice-Presidents as the key area of future concentration for the Arctic College. Vice-Presidents cited their need for increased contact with Headquarters for program development activities. They stated access to additional staff resources for program development both at Headquarters and on regional campuses is needed. Headquarters plays the major role in monitoring programs and ensuring, programs are articulated to the same standard across the system. This function was seen as being impaired by the increased isolation of Headquarters from regional campuses, which would occur if the Headquarters were to be moved from Yellowknife.

Vice-Presidents stated that they feel it is important to ensure that a territorial perspective is maintained by Headquarters and that each regional campus is treated fairly within the Arctic College system. Vice-Presidents stated they feel that relocating the Headquarters out of Yellowknife would reduce the level of system-wide leadership and direction and would cause the eventual disintegration of the system into separate regional entities.

The Vice-Presidents stated that the Arctic College must continue to aggressively market its programs and services. Campuses are being encouraged to be entrepreneurial on a regional basis. At the territorial level the Headquarters' access to major client organizations of the Arctic College system was raised as an important issue by Vice-Presidents. They stated that most government and business decision-makers are located in Yellowknife, and that by relocating the Headquarters staff, the opportunities for effective contact with current and future clients would be reduced. They felt this would decrease opportunities available for initiating and developing new programs to meet the needs of the citizens of the Northwest Territories. Future College program development and growth was described as being hindered by any Headquarters relocation.

Vice-Presidents expressed concerns regarding additional lost time and reduced efficiency as a result of the increased travel time which would result both for Headquarters staff, and for themselves if the Headquarters were relocated from Yellowknife. Vice-Presidents noted that Headquarters staff currently travel frequently and that they must divide their attention among six campus locations. Vice-Presidents stated that their personal contact with Headquarters staff would be reduced and that telephone contact could not be substituted for personal contact without a loss of effectiveness.

Vice-Presidents stated that their ability to access the President would be reduced if he is required to be away from Headquarters much of the time doing business in Yellowknife. Vice-Presidents stated they often require telephone contact with the President on virtually a daily basis. They concluded that the frequency and effectiveness of contact between the campus Vice-Presidents and the President of Arctic College would be reduced if the President's office were moved from Yellowknife. Reduced contact between the President and Vice-Presidents was they concluded would reduce the efficiency and effectiveness of the administration of the College system as a whole. On the other hand Vice-Presidents stated that they believed that there would be no significant benefits for the Arctic College system if the Headquarters was relocated to a larger campus site.

### 3. MINISTER AND DEPARTMENT OF EDUCATION

Information in this section is derived from interviews with Department of Education staff, and Arctic College Headquarters Staff. Additional information detailing the statutory basis of the relationship between the Minister of Education and the Arctic College is derived from the Arctic College Act.

#### a) The Minister of Education

The Minister of Education provides directions to the Arctic College on government policy and priorities and is ultimately accountable to the people of the Northwest Territories for the operation of the College.

The President of Arctic College is called upon to participate in policy and program discussions with the Minister of Education. The President provides the Minister of Education with information regarding the programs and activities of the Arctic College. Information provided to the Minister of Education by the President of Arctic College is frequently required in response to formal inquiries by members of the Legislative Assembly and Legislative Committees (e.g. Standing Committee on Finance).

The significant level of Ministerial support provided by Headquarters staff would be reduced if the College Headquarters were physically distant from the Minister and his officials.

#### b) Advanced Education

A very close relationship exists between Arctic College Headquarters staff and the Advanced Education Branch of the Department of Education. The relationship between Arctic College and Advanced Education is mutually dependent. Under law these organizations share a responsibility for the development, implementation and evaluation of adult education and training programs.



Program planning activities take up a large proportion of the College Headquarters and Advanced Education staff time. Department of Education and College staff stated these activities can not be accomplished in isolation. Program planning activities require the President and the Headquarters staff to be in frequent and close contact with the Assistant Deputy-Minister for Advanced Education, and his staff (Program Development, and Employment and Apprenticeship Programs).

Arctic College Headquarters staff must be involved in the planning of training programs the College will deliver. Frequent consultations occur between Advanced Education, other government department headquarters staff, and the Arctic College Headquarters staff.

c) Directorate, Department of Education

The Department of Education Directorate, Financial and Management Services Division, provides advice and assistance to the Arctic College Headquarters staff which is facilitated by the close proximity of the two organizations. In order to resolve difficulties and communicate effectively it is sometimes necessary for Headquarters staff to meet face to face with Department of Education finance staff to review financial information.

In order that Arctic College financial information can be reflected in the Territorial Accounts, by the Department of Education, it is necessary that Finance from the Arctic College and Department of Education be in close communication.

The Policy and Evaluation Division of the Directorate has regular contact with the Arctic College Headquarters staff. Both organizations have a responsibility for the development of policies regarding post-secondary, adult education and employment training programs. Meetings are required for the development of agreements, although much of the business can be accomplished through the telephone and communications systems, such as Facsimile.

The Department of Education Directorate, Media and Information Services Division, works with the Arctic College Headquarters staff in connection with public information activities. Much of the work can be accomplished by telephone and Facsimile.

#### 4. CANADA EMPLOYMENT AND IMMIGRATION COMMISSION (C.E.I.C.)

Information in this section is derived from interviews with the Director and staff of the Canada Employment and Immigration Commission, Northwest Territories Directorate and Arctic College Headquarters staff.

The Federal Government, through the Canada Employment and Immigration Commission (C.E.I.C.) provides funding for employment training programs to Arctic College in two ways: directly through the Territorial Training Plan and indirectly through the Canadian Jobs Strategy (C.J.S.). In 1989/90, C.E.I.C. source funding will be approximately 3.5 million dollars for direct course purchases through the Training Plan. Approximately 1.4 million was provided in 1988/89 in the form of indirect funding through the Canadian Jobs Strategy, and third party organizations. Funding provided by C.E.I.C. is only secondary in importance to Arctic College, to that provided by the Department of Education through the Main Estimates (\$19,877,000 in 1988/89). In 1988/89 it provided approximately one-third of the program funding.

The Headquarters of C.E.I.C. is presently located in the same building as the Arctic College Headquarters. C.E.I.C. staff stated they have developed a good working relationship with the College Headquarters staff. According to C.E.I.C. staff, this relationship has been facilitated through almost daily in-person formal and informal contacts between C.E.I.C. and the College Headquarters staff.

A close working relationship between C.E.I.C., the Headquarters of Arctic College and the Advanced Education Branch of the Department of Education, is required for the purpose of planning training programs, negotiating funding levels, as well as monitoring and evaluating programs which are purchased directly by C.E.I.C. from Arctic College.

The N.W.T. Director of C.E.I.C. stated that all major decisions regarding programs and funding are made through their central Headquarters in Yellowknife. He stated the Federal Government does not intend to decentralize the decision-making function of C.E.I.C. in the Northwest Territories. Given the nature of the client-service provider relationship between C.E.I.C. and the Arctic College, he stated that in order to access C.E.I.C. funding the Arctic College Headquarters staff would be required to spend a proportion of their time in Yellowknife.

Through the Canadian Jobs Strategy, C.E.I.C. provides funds to business and non-government organizations which have identified employment training needs. These third party organizations use the funds provided by C.E.I.C. to purchase training programs from institutions such as Arctic College. Representatives of C.E.I.C. stated that their policy is currently to give the Arctic College "first right of refusal" on the provision of training programs funded under C.J.S. in the Northwest Territories.

In order to plan and negotiate the development of training programs through C.J.S., representatives of C.E.I.C., the Arctic College, and third party organizations must meet. Staff of C.E.I.C. stated that required meetings between themselves, Arctic College Headquarters, and private sector organizations (e.g. Esso, Chevron, Neptune Resources) have been conveniently arranged on short notice, as a result of the close proximity between C.E.I.C. and Arctic College Headquarters. Staff of C.E.I.C. stated that if the Headquarters were not located in Yellowknife, opportunities would be lost for the Arctic College to access third party clients and in particular those potential major southern corporate clients "passing through" Yellowknife on short notice.

C.E.I.C. staff stated they believe that indirect funding for training programs provided through the C.J.S. will represent an increasingly large proportion of C.E.I.C. activity in the Northwest Territories. The policy of the Federal Government will require that increasingly future spending on employment training programs be in direct response to clearly identified labour market needs. In order to access these funds, they stated their will be a growing need on the part of Arctic College Headquarters to adopt a stronger marketing approach to selling the College's services to non-government clients.

They stated the Arctic College's ability to market its services would be reduced if the Headquarters were located out of the mainstream and physically distant from the business and government centres in Yellowknife.

C.E.I.C. staff expressed concern that the ability of the two organizations to solve problems quickly and effectively through close informal, as well as formal contacts would be reduced if the location of College Headquarters was decentralized and potentially

fewer people would have access to employment/training opportunities in the Northwest Territories.

#### 5. OTHER COLLEGE CLIENTS: G.N.W.T. DEPARTMENTS

The information summarized in this section is derived from interviews with representatives of G.N.W.T. Departments for which the Arctic College provides training programs. Interviews were conducted with staff from the Departments of: Public Works and Highways, Health, Social Services, Municipal and Community Affairs, and Personnel.

Several departments of the Government of the Northwest Territories have provided funding to the Arctic College for the provision of training programs, both individually and on an inter-departmental basis. A few examples of these programs include: Fourth Class Power Engineer (D.P.W); the Community Health Representative Program (Health, Education); Early Childhood Education and Child Care Training (Social Services); Enforcement (Renewable Resources, D.P.W.); Human Resource Planners (all Depts.); Observer/Communicator Program (M.A.C.A.); and, Supervisory and Management Training (all Depts.).

If current trends in employment training programs continue in the future, it will be necessary to pool government efforts and resources for training. At present a number of programs are developed on an inter-departmental basis, which require that several parties be brought together in order to enable planning to occur. Planning sessions frequently involve many participants. Representatives of G.N.W.T. Departments, which are clients of the Arctic College, stated they have had frequent contact with the Arctic College Headquarters staff, and if the Arctic College system is to serve as the delivery vehicle for training programs sponsored by government departments, Headquarters staff from the College must be accessible on an in-person basis to decision-makers within government departments. During stages of program development and planning, clients stated they required almost daily in-person or telephone contact with the Arctic College Headquarters staff. However, during program delivery the need for contact with the Headquarters staff is reduced.

Respondents expressed concerns that their contact with the Arctic College Headquarters staff would be reduced if the Headquarters were not located in Yellowknife. G.N.W.T. clients stated they preferred to use the Arctic College system as the delivery vehicle for staff development and employment training programs, however if access to the Headquarters staff were more difficult, they might have to consider other training delivery vehicles. Many clients stated that government departments should be using Arctic College exclusively, for the development and delivery of sponsored training programs.

All of the respondents stated they had plans for future training program development utilizing Arctic College. They noted that at present their departments and Arctic College were "merely scratching the surface" of the need for employment training programs in the N.W.T. and that there was a need for greater program development capability.

## 6. G.N.W.T. SUPPORT SERVICES

The information summarized in this section is derived from interviews with G.N.W.T. department staff who provide services to the Arctic College.

Generally, services are provided to the Arctic College by G.N.W.T. in the same or similar fashion as they are the Department of Education. However, as an "outside" agency, the Arctic College is required to enter into service contracts with G.N.W.T. departments.

### a) Personnel

The Department of Personnel provides support to the Arctic College through recruitment, classification, employee benefits, employee relations, and human resource planning services coordinated and directed through College Headquarters.

It was noted that employee relations, and human resource planning services are only available through Department of Personnel staff located in the Department of Personnel headquarters in Yellowknife. Employee relations matters frequently involve sensitive and confidential issues which are not appropriately discussed over the telephone or in writing, and frequently require immediate attention. As a result, College Headquarters staff are required to meet in-person with Personnel staff in order to resolve employee relations matters. The College Headquarters ability to respond to employee relations matters would be somewhat hindered by being physically removed from the Department of Personnel, Employee Relations staff.

Human resource planning services for Arctic College are coordinated by the Headquarters staff. These activities require groups of staff from the College and Department of Personnel to meet together. Arctic College staff and or Human Resource Planning staff would be required to travel for a working meeting.

### b) Justice

The Department of Justice provides legal counsel and advice to the Arctic College. Routine matters such as the review of contracts and offering of legal opinions are initiated by mail and telephone communication. Follow-up is often through in-person meetings.

The legal services utilized by the Arctic College are frequently preventative in nature. If the Headquarters were relocated, reduced contact between Arctic College Headquarters staff and legal counsel in Yellowknife, would reduce the level of legal services available to Arctic College.

At the present time G.N.W.T. legal services are only available through the Justice Department in Yellowknife and Iqaluit.

### c) Government Services

The Department of Government Services provides purchasing of goods and services, mail services, and computer communication and data services. A representative of the Department of Government Services stated that there would be little or no effect on the supports provided by his department. Consultation between Arctic College and Government Services could occur by telephone in most cases.

d) Public Works and Highways

The Department of Public Works and Highways provides office accommodation and housing.

At the present time the Arctic College Headquarters occupies approximately 3,300 square feet of leased office space in the Scotia Centre Building, in downtown Yellowknife. This space is divided into staff offices, secretarial and clerical work areas, conference room and computer systems area. Computer hardware used in financial and accounting systems are housed in the Headquarters.

A representative of the Department of Public Works noted that suitable, equivalent office space is not immediately available in Fort Smith. Capital tenant improvements would be required to bring existing space to required standards.

e) Finance

The Department of Finance provides payroll, and financial reporting and accounting advice and assistance.

The services provided to the Arctic College, by the Department of Finance are not likely to be affected if the Headquarters were to be decentralized. Payroll and reporting functions would continue unaffected. However, the Headquarters staff access to in-person advice and assistance from Department of Finance staff would be reduced.

f) Culture and Communications

The Arctic College Headquarters staff also utilize the services of the G.N.W.T. Department of Culture and Communications.

As the Headquarters staff becomes more involved in the promotion and marketing of college programs and services access to such services will become increasingly important.

7. CANADIAN IMPERIAL BANK OF COMMERCE (C.I.B.C.)

The Arctic College bank accounts are held by the Canadian Imperial Bank of Commerce, in Yellowknife. Interviews were conducted with the Manager and Assistant Manager of the C.I.B.C. branch in Yellowknife.

The Headquarters staff have daily telecommunication and in-person contact with the bank. Bank staff provide investment and cash flow information. Regardless of the Headquarters location, the Arctic College could maintain its accounts with the C.I.B.C. branch in Yellowknife.

(Commercial banking services are also available from C.I.B.C. in Fort Smith. Bank representatives stated that they could make any accommodations the Arctic College Headquarters requires, in order to maintain the current level and standard of banking services, either in Yellowknife or Fort Smith.)

## POTENTIAL IMPACT OF DECENTRALIZATION ON EFFICIENCY OF COLLEGE OPERATIONS

### 1. COSTS

It is difficult to determine the extent of the impact on costs resulting from the relocation of the Arctic College Headquarters.

A decision to relocate the Headquarters would result in a number of directly related costs.

It is clear, also that several factors would combine to increase ongoing operations and maintenance costs of the Arctic College Headquarters.

Table 2, which follows, presents an overview of these costs.

#### One-Time G.N.W.T. Costs

One-time costs for current staff removal, office relocation and new staff recruitment and relocation are estimated to be approximately \$180,000.

#### Ongoing Operations and Maintenance

Ongoing Arctic College Headquarters Operations and Maintenance costs are estimated to increase by approximately \$150,000 (travel and communication) if the Headquarters were located in Fort Smith.

#### Capital Costs

Capital costs required for tenant improvements to existing office space in Fort Smith would be approximately \$115,000 (\$35 x 3300 sq ft.).

#### Other G.N.W.T. Department Costs

Some increases in the costs incurred by other departments doing business with Arctic College, and in particular the Department of Education, should be anticipated.

TABLE 2

SUMMARY OF ESTIMATED COSTS ASSOCIATED WITH ARCTIC COLLEGE  
HEADQUARTERS TRANSFER TO FORT SMITH

	1989-90 BUDGETED	ESTIMATED EXPENDITURES	VARIANCE
1. ONE-TIME G.N.W.T. COSTS			
NEW STAFF COMPETITIONS 9 X \$7,500 (AVG. COMPETITION)	-	\$67,500	\$67,500
CURRENT STAFF REMOVALS 2 X \$7500 (AVG. REMOVAL)	-	\$15,000	\$15,000
SEVERANCE (YRS. X SALARY/WEEK) 52 X \$800 (AVG. SALARY/WEEK)		\$41,600	\$41,600
NEW STAFF REMOVALS 4 X \$10000 (AVG. REMOVAL)	-	\$40,000	\$40,000
OFFICE RELOCATION AND ASSOC. COSTS	-	\$20,000	\$20,000
TOTAL ONE-TIME COSTS			\$184,100
2. ONGOING OPERATIONS & MAINTENANCE			
TRAVEL AND TRANSPORTATION			
PRESIDENT	\$42,000	\$73,500	\$31,500
FINANCE STAFF	\$30,000	\$52,500	\$22,500
BOARD OF GOVERNORS	\$131,000	\$150,000	\$19,000
OTHER COLLEGE STAFF	\$48,000	\$84,000	\$36,000
OPERATIONAL COSTS			
TELEPHONE AND FACSIMILE	\$32,000	\$68,000	\$36,000
COMPUTER SYSTEM MAINTENANCE	\$12,000	\$24,000	\$12,000
BUILDING/OFFICE LEASE	\$90,000	\$82,500	(\$7,500)
TOTAL ONGOING O & M			\$149,500
3. CAPITAL COSTS			
TENANT IMPROVEMENTS TO OFFICE SPACE FORT SMITH (\$35 X 3,300 SQ. FEET)	-	\$115,500	\$115,500
4. OTHER G.N.W.T. DEPARTMENT COSTS		?	?

## DECENTRALIZATION -- SUMMARY OF BENEFITS TO THE COMMUNITY

Arctic College Headquarters represents an economic benefit to the community in which it is located. Total salaries are approximately \$600,000 (1988/89). This amount would represent approximately two percent of the total income reported to Revenue Canada in 1986, by residents of the Town of Fort Smith.

A majority of the staff positions (6) are senior professionals. They would bring skills and resources to any community. However, if the incumbents chose not to relocate, local new employment potential may be limited.

The leased office accommodation requirements represent a benefit of approximately \$100,000 annually.

The cost of living experienced by individuals living in Fort Smith is lower than Yellowknife.

## DECENTRALIZATION -- SUMMARY OF BENEFITS TO THE COLLEGE

The Town of Fort Smith submitted a document entitled "Arctic College: Changing to Serve the North." This paper, which was supported by Hay River, advocated the relocation of the College Headquarters to Fort Smith, and identified a number of reasons for moving the "Arctic College Administration."

A rationale for moving the Headquarters back to Fort Smith was described as: "the reasons for moving the college headquarters to Yellowknife (to facilitate the development of new campuses) are fulfilled; the academic environment of the college should be insulated from the highly charged political atmosphere of the capital city; the administration must be a part of college life; and, future headquarters staff will have difficulty empathizing with the needs of those who live outside the capital."

(Other organizations which made submissions regarding the location of the Arctic College Headquarters expressed support for the Headquarters remaining in the capital city. The reasons given in these submissions for retaining the Headquarters in Yellowknife were: accessibility of Headquarters to all campuses and regions of the N.W.T.; easy access by Headquarters to the Minister of Education and other government offices; preserving the territorial-wide image and focus of the Arctic College; maintaining the autonomy of the Board of Governors by not overturning their decision on the matter of the Headquarters location; and, general concerns regarding reducing the effectiveness and efficiency of the College Headquarters by requiring increased travel and lost staff time.)



APPENDIX A:

LEGISLATIVE ASSEMBLY OF THE NORTHWEST TERRITORIES  
MOTION 31-88(2)  
MOVE OF ARCTIC COLLEGE HEADQUARTERS TO FORT SMITH

## Motion

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### MOVE OF ARCTIC COLLEGE HEADQUARTERS TO FORT SMITH

WHEREAS, the Special Committee on the Northern Economy heard, at first hand, of the economic downturn of the Town of Fort Smith at the public hearing held in that community;

AND WHEREAS, the headquarters of Arctic College has been established in Yellowknife;

AND WHEREAS, the original intent was to have only the President and Secretary at headquarters;

AND WHEREAS, the headquarters establishment of Arctic College now has in excess of ten positions;

AND WHEREAS, economic benefits could be accrued to the Town of Fort Smith and to the Government of the N.W.T. upon the transfer of Arctic College headquarters to the Town of Fort Smith;

NOW THEREFORE, I move, seconded by the Honourable Member for Nahendeh, that this Legislative Assembly requests the Executive Council to investigate the feasibility of moving the headquarters of Arctic College back to Fort Smith;

AND FURTHER, that the Executive Council consider tabling the results of the feasibility study at the next Session of the Legislative Assembly.

Date of Notice / ᐃᓂᓂᓐ ᐃᓂᓂᓐ ᐃᓂᓂᓐ: NOV. 3/88  
Date of Introduction / ᐃᓂᓂᓐ ᐃᓂᓂᓐ ᐃᓂᓂᓐ: NOV. 7/88  
Disposition / ᐃᓂᓂᓐ ᐃᓂᓂᓐ:  
Carried / ᐃᓂᓂᓐ ᐃᓂᓂᓐ:

Moved by / ᐱᓕᓂᓐ ᐱᓕᓂᓐ: Mr. Morin  
Seconded by / ᐃᓂᓂᓐ ᐃᓂᓂᓐ: Mr. Sibbeston

Ruled out of Order / ᐃᓂᓂᓐ ᐃᓂᓂᓐ:

**APPENDIX B:**  
**RESEARCH METHODS**

## RESEARCH METHODS

### 1. STUDY DESIGN

The design and conduct of this study was under the overall direction of the Deputy Minister of Education, Government of the Northwest Territories. The study plan, instrument design (semi-structured interviews and self-administered questionnaire), data collection, information analysis and report was prepared and completed by the Policy and Evaluation Division of the Department of Education.

### 2. DATA COLLECTION

Information relevant to the study objectives was obtained from many sources. A varied approach to data collection has ensured that a broad base of information and knowledge, gained from many sources, is now available for drawing conclusions.

#### a) Existing Information

Existing documentary and background information describing the legal, organizational, financial, and personnel issues raised by the objectives of the study served as a starting point for information gathering.

These information sources were:

- > Arctic College Headquarters Job Descriptions
- > G.N.W.T. Policies: College Board of Governors (71.01)  
Government Organization (11.12)
- > Hansard of the Legislative Assembly of the N.W.T.  
(October 17, 1985, February 24, 1987, November 7, 1988)
- > The Arctic College Act (1987)
- > The Arctic College Development Plan (1987)
- > The G.N.W.T. Main Estimates, 1984/85 - 1988/89
- > Arctic College Financial Statements (1987/88)

Information regarding the potential economic and employment benefits accruing to a receptor community was obtained from sources of existing data including the Arctic College Financial Statements.

#### b) Submissions By Organizations and Individuals

Several organizations made submissions to the Minister of Education regarding the location of the Arctic College Headquarters. The submissions from the following organizations were considered during the planning and conduct of the study: Town of Fort Smith; Town of Hay River; Kitikmeot Regional Council; Keewatin Divisional Board

of Education; Inuvik Chamber of Commerce; Inuvik Town Council; Iqaluit Chamber of Commerce; Baffin Regional Council; Baffin Divisional Board of Education; Sahtu (Interim) Divisional Board of Education; Science Institute of the N.W.T; and Shihta Regional Council.

c) Survey Research

In order to obtain qualitative, as well as quantitative information relevant to the study it was necessary to contact and request assistance from a wide range of information sources.

These information sources were:

- > The Board of Governors, Arctic College  
Chairperson and Finance Committee (5)\*
- > Headquarters Staff, Arctic College (7)
- > Vice-Presidents of Campuses, Arctic College (6)
- > Canada Employment and Immigration Commission (C.E.I.C.),  
N.W.T. Directorate (3)
- > G.N.W.T. Department of Education (2)
- > G.N.W.T. Departments providing services to the Arctic College;  
Finance (2), Personnel (3), Government Services (1),  
Public Works and Highways (1), Justice (1)
- > G.N.W.T. Departments providing funds to Arctic College  
for the development and delivery of adult education and training  
programs; Public Works and Highways (3), Health (1), Social Services (1), Municipal  
and Community Affairs, Arctic Airports (2), Personnel (1)
- > Canadian Imperial Bank of Commerce (C.I.B.C.), Yellowknife (2)

In-person interviews were conducted with staff and representatives of the above organizations. Telephone interviews were conducted with each of the Vice-Presidents of Arctic College in; Iqaluit, Inuvik, Fort Smith, Cambridge Bay and Rankin Inlet.

A semi-structured group interview was conducted with members of the Arctic College Board of Governors, Finance Committee. The Chairperson of the Board of Governors was interviewed by telephone.

A total of 41 individuals were interviewed during the course of the study. (\* NOTE: The number in brackets is the number of individuals interviewed.

**APPENDIX C:**

**SUBMISSIONS RECEIVED**

**on the**

**LOCATION OF ARCTIC COLLEGE HEADQUARTERS**

List of Submissions

1. Town of Fort Smith
2. Kitikmeot Regional Council
3. Keewatin Divisional Board of Education
4. Inuvik Chamber of Commerce
5. Inuvik Town Council
6. Inuvik Native Band Council
7. E. Gour - Inuvik
8. Iqaluit Chamber of Commerce
9. Baffin Regional Council
10. Baffin Divisional Board of Education
11. (Interim) Sahtu Divisional Board of Education
12. NWT Science Institute
13. Town of Hay River
14. Shihta Regional Council


ARCTIC COLLEGE: CHANGING TO SERVE THE NORTH  
A Report Submitted by the Town of Fort Smith





# Arctic College

*Changing to  
serve the North*



# **THE ARCTIC COLLEGE SYSTEM - GROWING RAPIDLY TO MEET THE NEEDS OF THE NORTH**

It was only four years ago that the Arctic College headquarters moved from Fort Smith to Yellowknife. The college was facing rapid expansion, growing in new directions to serve the needs of the North. The government executive, particularly then Minister of Education Dennis Patterson, wanted the headquarters close at hand in Yellowknife during this period of growth. This proximity was necessary for the government to provide the proper guidance. At the time the college was basically a division of the Department of Education, and the college administration worked within the framework of the department.

In addition, for the expansion to be successful, it was felt necessary to distance the college administration from Thebacha Campus. Unfettered by the day to day concerns of running the main campus, the college administrators could concentrate on the difficult task of creating new ones.

That period of rapid growth is largely over, and five new campuses attest to the success of the ambitious undertaking. Arctic College, with its network of community campuses, now offers programs in all the regions of the N.W.T. It has entered a phase of consolidation, and the new focus is the delivery of quality programs at the campus centers.

## **RATIONALE FOR RELOCATION OUT OF YELLOWKNIFE**

### **I. ACADEMIA AND POLITICS DON'T MIX**

During its recent period of rapid growth, the college system benefited from its proximity to the seat of government. Now, however, it is desirable for the college administration to be insulated from that influence. That need has been recognized by the government. Recent legislation, entitled the Arctic College Act, details an arms length relationship between the government and the college administration. The political reality, however, is that the college administration exists within the government community in Yellowknife and is subject to the pressures that abound there. Ambitious lobbyists, zealous bureaucrats and determined politicians that are a normal part of life in the capital city will try to influence the college administration, furthering their own self interests. A healthy academic climate unencumbered by political pressures and the influence of government bureaucracy can only be achieved by moving the college administration away from the seat of government.

### **II. THE ADMINISTRATION MUST BE A PART OF COLLEGE LIFE**

When the expansion phase got underway, the Arctic College administrators were removed from the Fort Smith campus so they could concentrate on the mammoth undertaking of creating and organizing new campus facilities, and hiring the staff to run them. Much of that task is complete. The focus has shifted to the delivery of courses and producing graduates.

It is now vital for the administrators to be in touch with the student population and the instructional staff. The administrators must know the needs and wants of these two groups. This is not to suggest that staff and students need to be catered to. Rather that an academic institution is innovative - constantly changing and growing.

The administration must be a part of this dynamic setting. The instructors and staff in the different campuses have a common bond and associate freely back and forth. For example, last year students from Iqaluit and Inuvik worked with Fort Smith students to put out the annual college yearbook and it was a great success.

The administration has no common ground with the campuses, however. For them to be in Yellowknife, isolated from the campus activities, invites the eventual development of a perception that the administration is a distant, unfeeling bureaucracy. Staff and students will come to feel alienated from them.

The current situation can work no more than Ottawa can administrate the N.W.T. from afar. The college decision makers must be physically involved in the day to day operations of their academic institution in order to relate to it and administrate it wisely.

The administration, the student body and the academic staff are the three essential elements that make up the college, and they should be together.

### III. DECENTRALIZATION

The GNWT has a stated policy of decentralizing government out of Yellowknife. The cost of doing business, the cost of living and housing there are all just too expensive. More important is the determination that the N.W.T. will not evolve toward a situation where a large urban center commands the people and the resources of the North and the small communities are left to stagnate. Some communities in the N.W.T. today have unemployment rates as high as 85 per cent. Turning that around, and maintaining the vitality of the small communities that make up the fabric of the N.W.T. is in the best interests of everyone, including Yellowknife. As the communities grow and prosper, so does the capital city.

Arctic College has a vital role to play in decentralization, and in sustaining the strengths of the smaller communities. The problems of illiteracy and the desperate need for new skills is what will eventually chase people to the urban center, looking for opportunities, jobs or perhaps seeking new meaning for their lives. It is a phenomenon that is causing social problems the world over, and the North is ripe for it. The administration of the college must be sensitive to these long term needs of our society and strive to offer solutions through education and training. Similarly they must be in tune with the cultural needs of native northerners. Is that possible in the capital city?

Can the college administration work in the urban environment of Yellowknife and relate to the needs of the people in the small communities? Likely not. Yellowknife is inward looking, serving its own rapidly growing interests. The administrators should live and work in one of the many small communities in the North rather than the urban center, and be a part of the environment they have to serve. Only then will they understand it. Twenty five per cent of the people in the N.W.T. live in Yellowknife, and the needs and wants of most of those people are much different from those of the rest of the N.W.T.

Imagine a future college president who is hired from the south to head the Arctic College system. Will that person be able to operate in Yellowknife and relate to the Rankin Inlet Campus or the Thebacha Campus? What about being sensitive to the needs of the people of Fort Good Hope or Gjoa Haven or any other community where there is no college presence? Will there be an understanding of the needs of those people?

Now imagine that same college president moving from the south to the headquarters office at Thebacha Campus. This scenario is obviously not perfect either because of the vastness of the area the college system serves. But Fort Smith is more similar to Gjoa Haven than Yellowknife is. As a small community with a majority native population, it is much closer in terms of social, economic and educational needs than the capital city. A president located at Thebacha Campus will relate better to the people in the communities than one would from a lofty urban setting in Yellowknife.

Decentralization means much more than moving government offices out of the burgeoning capital city. It is a commitment to wisely guide the North as it grows and develops, avoiding the attendant problems found in every society that undergoes a migration of its people toward an urban center. Proper placement of the college administration so that it understands the needs of the small communities is an important aspect in what must be a long term perspective of the development of the N.W.T.

## SUMMARY

Reasons for moving the Arctic College Administration out of Yellowknife:

- I. The reasons for moving the college headquarters to Yellowknife (to facilitate the development of new campuses) are fulfilled.
- II. The academic environment of the college should be insulated from the highly charged political atmosphere of the capital city.
- III. The administration must be a part of college life. Together with the instructional staff and students, they make up the essence of the college identity.
- IV. Yellowknife is a rapidly growing city having little in common with the small communities of the N.W.T. Future headquarters staff will have difficulty empathizing with the needs of those (the majority of the N.W.T. population) who live outside the capital.
- V. The commitment of the N.W.T. Government to decentralize some of its offices out of Yellowknife represents a considered intention to shape the N.W.T.. The challenge is to strengthen the communities to avoid the migration of people to the economic center.

# WHY FORT SMITH?

## ECONOMIC BENEFITS FOR ARCTIC COLLEGE

Aside from the need to move the college headquarters staff away from Yellowknife - and potential government interference - and involving them in the dynamics of a campus, how could it be beneficial to move the offices back to Fort Smith? After all, Yellowknife is more central and convenient.

Not true. For any travel that may be required by an administrator to other communities, Fort Smith has same day plane connections to Inuvik and Iqaluit. The extra distance and air time is not enough to be significant. Additional costs of flying slightly farther would be offset by the travel presently required from Yellowknife to Thebacha Campus. Add that to the much lower cost of operating in Fort Smith and the economic reasons in favor of Fort Smith are very attractive.

The need for the college administration to be close to government offices is hardly a consideration. Their energies should be directed to the campuses, and information exchange with Yellowknife government offices can easily be facilitated with fax, telephone and computer communication.

In the task of administrating campuses across the North, the case that Yellowknife is more central and convenient has little merit. The reasons in favor of Fort Smith are many.

The cost of living is much lower in Smith, and the many available homes are much less expensive. Operational costs are lower, as are construction costs. In fact, Fort Smith is known to be one of the most economic N.W.T. communities in which to live. In Yellowknife the cost of living and operating continues to skyrocket out of sight. For both benefits to staff and the cost of doing business, Fort Smith is the superior alternative.

## A TRADITION IN HIGHER EDUCATION

Fort Smith has long prided itself in being the education center of the N.W.T. Grandin College was actively training future northern leaders in Fort Smith three decades ago. The college system we know today was born and developed in Fort Smith. At first it was the Adult Vocational Training Center or AVTC and eventually Thebacha College.

It is no accident the N.W.T.'s main educational institution took shape in Fort Smith. Along with the framework provided by the government there was a community spirit that nurtured it and sustained it, helping it grow and mature.

"It was here in the town of Fort Smith that the Adult Vocational Training Center was established in 1969, eighteen years ago. There was a need for trades and training in the Western Arctic and this community responded with enthusiasm and creativity. As Mr. [Ron] Holtorf can tell you, in its early years, AVTC was also almost a clandestine operation. It grew by begging, borrowing and I will not say stealing, in leaps and bounds, under the noses of a stunned bureaucracy." (From a speech by Education Minister Dennis Patterson, March 3, 1987 at the opening of the Trades Annex Thebacha Campus.)

That spirit continues today. The Yukon/N.W.T. Elderhostel program originated in Fort Smith three years ago, thanks in part to the hard work of local volunteers. This program has now spread to other northern communities. As a result, many northerners have a chance to teach southern visitors the wonders of our land - and make money doing it.

This year, a new initiative is underway to establish a summer school of northern culture at Thebacha Campus. It aspires to be as successful as the renowned Banff School of Fine Arts, and will offer unique programs about our land and culture to southerners and northerners alike.

It is in this stimulating educational environment that the new directions of the Arctic College system should be allowed to unfold. In Yellowknife the headquarters staff are a small fish in a large bureaucratic pond. In Fort Smith it is proven that the college administration would be in the forefront of the town's affairs, supported and enhanced by the pride and spirit of the citizens.

## **RECOGNIZING POLITICAL REALITIES**

There is yet another good reason for the locating of Arctic College administration in Fort Smith: to recognize the eventual division of the N.W.T. into eastern and western territories.

Thebacha Campus is already a center for distance education. Programs are delivered out of the main campus to other communities, providing community level involvement of the Arctic College system. Iqaluit Campus will assume an ever-increasing role delivering similar programs in the Eastern Arctic. This is an essential development.

The Eastern Arctic has its own cultural, geographical and economic needs that should not be served from the west. As the N.W.T. grows toward division, the Iqaluit campus will evolve as the main campus for the Eastern Arctic. The Arctic College system will become a dual entity with main campuses in the east and the west. The evolution of a main campus in the Eastern Arctic will be better served if the Arctic College administration recognizes that reality and begins to grow in that direction. Division is a fact of life that may not be all that far away.

It makes sense to evolve administrative autonomy for the Arctic College system in the Eastern Arctic, and that becomes more achievable with the relocation of the college administration out of Yellowknife. The move of the Arctic College headquarters to Fort Smith, and the gradual development of an autonomous administration in Iqaluit, acknowledges the future reality of the social and political development of the N.W.T.

**COST OF LIVING COMPARISON**

(Figure 1)

Assumes a family of four, living in a 1200 square foot bungalow which is clean of mortgage, yearly figures.

	<b>Fort Smith</b>	<b>Yellowknife</b>
Food	6,537.96	7,264.92
Heating Costs (Oil)	1,527.40	1,827.42
Electricity	675.00	680.99
Water (4,000 gal/month)	360.00	427.20
Garbage and sewage	—	—
<b>Subtotal</b>	<b>9,100.36</b>	<b>10,200.53</b>
<hr/>		
Municipal Taxes	1,146.00	1,524.00
<b>TOTAL</b>	<b>10,246.36</b>	<b>11,724.00</b>

Same assumptions as above, but with mortgage on home calculated at 75% of purchase price, amortized over 25 years at 11.50%.

Purchase price of home	69,000.00	150,000.00
Balance of Mortgage	51,750.00	112,500.00
Monthly payment (P.I.)	516.00	1,121.71
Yearly mortgage payments	6,192.00	13,460.52
Living costs as per above	10,246.36	11,724.53
<b>TOTAL COSTS</b>	<b>16,438.36</b>	<b>25,185.05</b>

## FOOD COSTS

(Figure 2)

Weekly food cost for individuals (statistics quarterly GNWT Bureau of Statistics).

Yellowknife			Fort Smith (at 90% difference)	
Age	Male	Female	Male	Female
16-18	\$36.23	\$28.78	\$32.60	\$25.90
19-24	\$34.27	\$27.07	\$30.84	\$24.36
25-49	\$30.82	\$26.44	\$27.73	\$23.79

Difference Per Week			Difference Per Year	
Age	Male	Female	Male	Female
12-18	\$3.63	\$2.88	\$188.76	\$149.76
19-24	\$3.43	\$2.71	\$178.3	\$140.92
25-49	\$3.09	\$2.65	\$160.68	\$137.80

(Figure 3)

Family of 4 weekly food costs. (Statistics quarterly GNWT Bureau of Statistics.)

Year	Edmonton	Yellowknife	Fort Smith
1980	\$69.94	\$89.28	\$80.35
1981	\$80.94	\$105.05	\$94.54
1982	\$87.24	\$117.93	\$106.13
1983	\$87.10	\$124.14	\$111.73
1984	\$92.71	\$130.66	\$117.59
1985	\$98.18	\$132.45	\$119.20
1986	\$103.84	\$137.92	\$124.12
1987	\$108.28	\$139.71	\$125.73

Fort Smith \$13.98 a week lower than Yellowknife or \$726.96 less per year.

(Figure 4)

As a percentage of Yellowknife's Food costs (YK - 100%) Fort Smith 90% down from 97% in 1985 and 96% in 1982. (Food Survey NWT 1987 Bureau of Statistic GNWT, June 1988).

Categories	Percentage
Meat	83%
Dairy & Eggs	97%
Cereal & Bakery	96%
Fruit	85%
Vegetables	87%
Other Food Items	94%

Hay River is 89% and Fort Providence 97%. Fort Smith is second lowest in the N.W.T.



## HOUSING

(Figure 5)

Detail	Fort Smith	Yellowknife
1100 sq. ft. bungalow downtown-poor shape	\$69,000	\$155,000

## LEASE COSTS COMMERCIAL SPACE & HOUSING (CMHC June 1988)

College Headquarters, Yellowknife, Space Occupied: Scotia Centre (4th floor) 173.8 sq. m.

Lease Costs	Fort Smith	Yellowknife
Commercial Office price price per sq. ft./annum	\$17 - \$20 o & m included	\$20 - \$34 new WCB Bldg. \$33 Scotia Centre \$31.50 o & m included

## RESIDENTIAL

	Fort Smith	Yellowknife
House	\$650 - \$675/month	\$818/month average
Trailer	\$450 - 550/month	units up to \$2100/month
Apartment	\$650/month	

(Figure 6) Information from Bill Grey-CMHC, Ferguson Agencies.

Description	Fort Smith	Yellowknife
1100 sq. ft bung.-downtown-poor shape	\$69,000	\$155,000
Newer bungalow	\$79,000	\$165-170,000
Houses start at	\$45,000	\$150,000
New 2000 sq. ft. house	\$100,000	\$200,000
New 2,000 sq. ft. house near water		275,000
Used single wide mobile home	\$10-25,000	\$115,000

## HEATING COSTS

(Figure 7) Information from Leon Peterson, Imperial Oil Bulk Agent, EDT.

	Fort Smith	Yellowknife
Heating Oil	\$.28 a litre	\$.335 a litre
Average used per year	5455 litres	5455 litres
Average cost per year	\$1527.40	\$1,827.42
Fuel Wood	\$60-\$65/cord	\$150-\$180/cord

This shows a difference of \$300.02 per year for heating oil.

## TAXES AND HOUSING COST AND AVAILABILITY

(Figure 8) Information obtained from Yellowknife and Fort Smith Council minutes, June 21, 27 and July 4, 1988.

<b>1988 Mill Rates</b>	<b>Yellowknife</b>	<b>Fort Smith</b>
Residential	16.95 mills	24.53 mills
Multi-family	20.82 mills	24.53 mills
Commercial	25.55 mills	27.25 mills
<b>School Rates</b>		
Residential	9.44 mills	4.86 mills
Residential 2	11.47 mills	4.84 mills
Non-Residential	13.93 mills	4.86 mills
<b>Undeveloped Land</b>		
Residential	18.88 mills	4.86 mills
Non-Residential	27.86 mills	4.86 mills
<b>Tax on average 1200 sq. ft bungalow</b>	<b>\$1.146</b>	<b>\$1.524</b>
(Assessment valuation year)	1985	1982
*Yellowknife revision date 1989 for 1990 tax year.		
<b>Assessment Value</b>		
Land	\$28,000	7,200
Building	\$34,300	\$34,300
Average Lot size	9,000 sq ft	6,000 sq ft.

**GNWT Housing Available** 19 vacant housing units available  
 7-3 bedroom detached units  
 1-2 bedroom detached units  
 3-4 bedroom detached units  
 3-3 bedroom detached duplexes  
 5-3 bedroom trailer

In addition to present housing availability 11 more houses are in process of being transferred.

# AIR FLIGHTS

(CAI — Canadian Airlines International) (NWAL — Northwestern Air Lease)

## INUVIK - FORT SMITH

Sunday	INV	YK	1455	1702
Monday	YK	FT SMITH	1220	1340

### Monday - Friday

INV	0630
YK	0830-1220
FT SMITH	1990

### Monday-Wednesday-Friday

#### CAI/NWAL

INV	1455
YK	1720 - 1800
FT SMITH	1900

#### Fort Smith - Inuvik

##### Monday - Friday

FT SMITH	YK	1010	1135
YK	INV	1940	2155

### Monday - Wednesday

#### NWAL - 2 FLT CAI

FT SMITH	YK	0800	0900
YK	INV	1105	1350
		1940	2155

#### FRO - FT SMITH

##### Overnight Sunday - Monday

Sunday	FB	YZF	0900	1645
Monday	YK	FT SMITH	1200	1340

#### FT SMITH - FB

##### Monday NWAL 2

FT SMITH	YK	0800	0900
YK	FB	0930	1520
		1030	2200

### Tuesday

FT SMITH	YK	1010	1135
YK	FB	1030	2200

### Wednesday NWAL

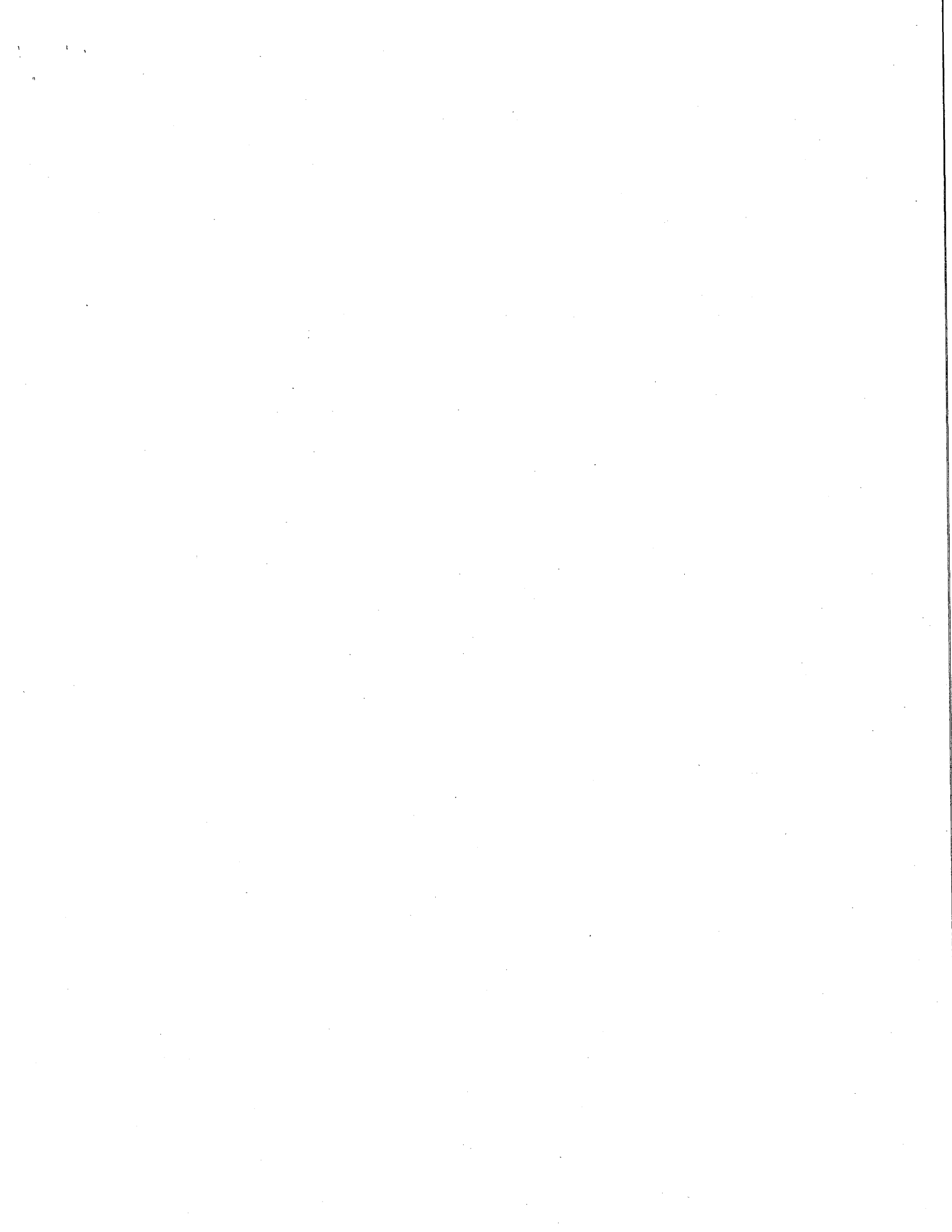
FT SMITH	YK	0800	0900
YK	FB	1350	1930

### Friday

FT SMITH	YK	1010	1135
YK	FB	1350	1930

INV  
FT  
YK  
FB

INUVIK  
FORT SMITH  
YELLOWKNIFE  
IQALUIT





KITIKMEOT REGIONAL COUNCIL  
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KITIKMEOT KATIMAYIT

February 06, 1989

Honorable Stephen Kakwi  
Minister of Education  
Yellowknife, N.W.T.

RELOCATION OF ARCTIC COLLEGE


The Executive Committee of the Kitikmeot Regional Council passed a resolution opposing the relocation of the Administration Office of Arctic College from Yellowknife to Fort Smith at a Special meeting held on January 26, 1989 in Cambridge Bay. The members of KRC feel that Arctic College administrators having access to the various offices of the Federal and Territorial governments within walking distance allows for the ability for input into programs affecting all campuses and for facilitating necessary amendments or alterations to programs already in place. This accessibility is also cost effective in that it doesn't involve duty travel costs.

Another factor in desiring to retain the present location is its easy access for different levels of government ( local, regional, and territorial) employees as one of the offices they cover when in Yellowknife on duty travel.

A general sentiment felt by members of the Executive Committee of KRC about when Arctic College was located in Fort Smith was that it was the administration office for Thebacha Campus and that the campuses in the regions were satellite campuses for Thebacha. With Arctic College situated in Yellowknife there is a sense of it being a Territorial college. 1989

Hoping this idea will be given favourable thought,

Regards,

*for*   
Frank Ipakohak  
Speaker

cc: MLA Kitikmeot East  
MLA Kitikmeot West  
MLA Holman (Nunakput)  
President, Arctic College

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002

# KEEWATIN

**DIVISIONAL BOARD OF EDUCATION**

**RECEIVED**  
**Arctic College**  
**10/28/88**

November 16, 1988

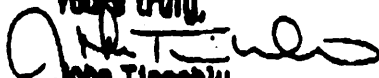
Deputy Minister  
Education

RE: Proposed study and/or possible move of Arctic College Headquarters  
from Yellowknife to Fort Smith

The Keewatin Divisional Board of Education has heard of the recent discussion about relocating the Arctic College Headquarters.

The Keewatin Divisional Board of Education wishes to go on record as opposing any changes and further wishes to express that by remaining in Yellowknife, Arctic College Headquarters will remain accessible to Eastern Arctic Campuses, Divisional Board and members of the public.

Yours truly,



John Tineshiu,  
Chairperson

c.c. Keewatin, MLA's  
Mark Cleveland, Arctic College  
Nancy Lindell, (member) Board of Governors

*Nov. 13, 1988.  
send copy to  
Exec. Comm. Board  
of Governors  
Thanks  
M. Cleveland*

# INUVIK CHAMBER OF COMMERCE

P.O. Box 1978, Inuvik, NWT X0E 0T0 403-979-

40 FAX 403-979-4429

## 1988 Officers

She Coates, Past President  
Doug Billingsley, President  
Ellen Gour, Vice President

Stefanur Auljarnson, Vice President  
Jacques Beaulieu, Secretary-Treas.  
Dick Hill, Executive Director

## Directors

Rash Gagan  
Bill Farmer  
John Kamarand  
Randy Landaux  
Al Phin  
Valter Schrivvler  
Peter Trumbly

16 December 1988

Mark Cleveland  
President  
Arctic College  
Box 1769  
Yellowknife, NWT  
X1A 2P3

Dear Mr. Cleveland:

At a regular meeting of the Inuvik Chamber of Commerce on December 15 a motion was carried in support of the Arctic College headquarters remaining where it is to effectively serve all the Northwest Territories communities.

Please contact us if you require additional information.

Sincerely,



Dick Hill  
Executive Director

cc: Larry Gordon  
Hon Tom Butters, MLA  
Chamber Directors



Noted copy to  
- Minister of Education  
- Chair, Board of Governors  
Thank you  
M. Cleveland





# INUVIK

TOWN OF INUVIK, 2 FIRTH STREET, BOX 1180, INUVIK, N.W.T., CANADA X0

December 22, 1988

Honourable S. Kakfwi  
Minister of Education  
Government of the Northwest Territories  
Yellowknife, N.W.T.  
X1A 2L9

GOV'T OF THE N.W.T.  
DEPUTY MINISTER  
DEPT. OF EDUCATION  
JAN 11 1989  
REF TO: \_\_\_\_\_

Dear Mr Kakfwi:

Re: Arctic College Head Quarters Location  
.....

At the Regular Meeting of Inuvik Town Council held on December 14, 1988 the following motion was passed:

MOTION 88-8516    **WHEREAS** it is important that the headquarters of the Arctic College is easily accessible from all communities in the N.W.T., and;  
**WHEREAS** it is essential that the headquarters of the Arctic College has direct access to the G.N.W.T. Minister of Education, the Government Leader and other Government of the N.W.T. Officials and Departments which is best achieved by having the headquarters of the Arctic College in Yellowknife, N.W.T.  
**BE IT RESOLVED** that the Inuvik Town Council recommends that the headquarters of the Arctic College remain in Yellowknife, N.W.T. Carried.

RECEIVED  
JAN 17 1989

Sincerely,

Diane Cheyney  
Town Manager

cc: Bob Hansen, Chairperson, Arctic College Board of Governors



Indian and Northern  
Affairs Canada

Affaires indiennes  
et du Nord Canada

Indian and Inuit Affairs

Affaires indiennes et  
inuit

# FAX

*Bob Henric*

Chronological No. - Numéro chronologique

93 - 1988/89

File Reference - N° de réf. du dossier

## BAND COUNCIL RESOLUTION RÉSOLUTION DE CONSEIL DE BANDE

NOTE: The words "From our Band Funds" "Capital" or "Revenue", which ever is the case, must appear in all resolutions requesting expenditures from Band Funds

NOTA: Les mots "des fonds de notre bande" "Capital" ou "revenu" selon le cas doivent paraître dans toutes les résolutions portant sur des dépenses à même les fonds des bandes

THE COUNCIL OF THE LE CONSEIL DE LA BANDE INDIENNE	Inuvik Native Band	Current Capital Balance Solde de capital	\$ _____
AGENCY DISTRICT	Inuvik, N.W.T.	Committed - Engagé	\$ _____
PROVINCE	Northwest Territories	Current Revenue balance Solde de revenu	\$ _____
PLACE NOM DE L'ENDROIT	Inuvik N.W.T.	Committed - Engagé	\$ _____
DATE	06 December AD 19 88		
	DAY - JOUR MONTH - MOIS YEAR - ANNÉE		

DO HEREBY RESOLVE;  
DECIDE, PAR LES PRESENTES:

That the Inuvik Native Band Council support the concept of retaining the head offices of Arctic College in Yellowknife, N.W.T. and discourage the pending relocation of these offices to Fort Smith, N.W.T.

Moved: Elizabeth Crawford  
2nd: Robert Villeneuve  
Motion: Carried



*Jan 3, 1989*  
*Notice file*  
*W. C. C.*

A quorum for this Bande  
Pour cette bande le quorum est  
consists of  
fixé à  
Council Members  
Membres du Conseil

*Jimmy English*  
(Councillor - conseiller)  
(Councillor - conseiller)

*C. MacCaulley*  
(Chief - Chef)  
*E. Crawford*  
(Councillor - conseiller)  
(Councillor - conseiller)

*James Davidson*  
(Councillor - conseiller)  
*Robert Hill*  
(Councillor - conseiller)

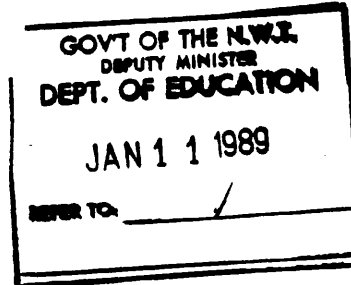
(Councillor - conseiller)

(Councillor - conseiller)

(Councillor - conseiller)

P.O. Box 1484  
Inuvik, N.W.T.  
XOE OTO

28 December 1988



The Hon. Stephen Kakfwi  
Minister of Education  
Government of the N.W.T.  
YELLOWKNIFE, N.W.T.  
X1A 2L9

Dear Mr. Kakfwi:

I am writing with regard to the recent discussions in the Legislative Assembly surrounding the decision of whether or not to relocate the headquarters of Arctic College to Fort Smith.

As a past member of the Arctic College Board of Governors, I feel I must write to you to express my disappointment that this move is being considered. The Arctic College system of campuses serves the whole of the N.W.T., and like it or not, Yellowknife is the only centre which is accessible to all communities for communication and transportation - not to mention that it IS where all the decisions are made by your government. The College's Strategic Plan included headquarters being in Yellowknife, and this was acceptable to everyone at that time. The decision was based on the best economic strategy, as well as the ability for the College to best achieve and manage its mandate - to deliver the highest level of education possible to the most people.

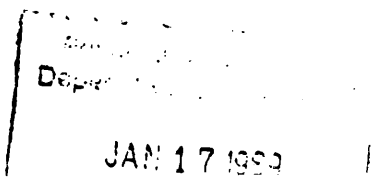
At a time when the College is steadily increasing its ability to deliver much-needed programs to fill our growing economy's needs and thereby creating much needed employment and skilled employees in the workplace, why are we wasting time, money and energy to redistribute a few jobs? Does no one in your office remember AVTC, and its frustrations? Does anyone remember the cost in airfare and time spent by Fort Smith personnel who had to travel to and from Yellowknife just to attend meetings, etc. in order to keep the College wheels turning?

The education of the north's people continues to be our biggest challenge and should be a number one priority - let's get on with delivering it to the best of our ability. How about discussing the quality of education, and keep on moving forward with that.

Yours truly,

Eileen Gour

cc: B. Hanson, Board of Governors





MARK

BF: Jan 20

FOR YOUR INFO  
Bob

December 19, 1988

Mr. Bob Hansen  
Baffin Member  
Arctic College Board of Directors  
Iqaluit, NWT  
XOA OHO


Dear Bob

We have discussed the recent announcement that the Assembly has passed a motion to move the Head Offices of Arctic College back to Fort Smith.

The issue is of concern to us not in the fact that we prefer one location over the other as that has little effect on the Iqaluit Chamber as such. There are certain advantages to having the Head Office in Yellowknife, one to be sure, is the proximity to the government offices and decision makers.

The other point that concerned us is where might it be suggested the Offices be moved to next. Moving one and all offices, equipment, etc. is a major undertaking and has just been completed in setting-up the Yellowknife office and getting the appropriate staff in place and functioning. The priority of the College should now be the implementation of courses and training programs.

Yours truly

  
Cheryl Kinnear  
President





YUKON-WHITE RIVER REGIONAL COUNCIL  
Eastern Regional Council

ARCTIC COLLEGE  
Motion Paper

ARCTIC COLLEGE  
Motion #: 23/30

DATE:  
Date: Dec. 8/88

Whereas, the Legislative Assembly is considering moving the Arctic College headquarters from Yellowknife to Fort Smith, and;

Whereas, the Arctic College Board of Governors has unanimously agreed that the Headquarters remain in Yellowknife, and;

Whereas, the Chairperson of the Arctic College Board of Governors has requested BRC support;

Therefore I move that BRC fully support Arctic College on this issue and inform the Minister of Education of their concerns about this possible move to Fort Smith.

ΔΙΔΛΕ, ΔΕΛΝΙΥ ΛΕΤΗΚΕΛΛΕ ΒΙΛΑΥΚ Ι.ΚΕΛΚ ΔΝΙΥΔΕΛΛΟ ΔΠΔΚΟΥΓ  
Ι.ΔΙΝΙΟΥΤΟ ΔΔΕΛΛΕ ΔΦΕ ΑΥΕΝ ΔΕΔ

ΔΙΔΛΕ, ΔΠΔΚΟΥΓ ΑΔΙΝΙΟΥ ΒΙΛΑΥΚ ΟΥΝΟΥΥΛΥΚ ΔΠΔΚΟΥΓ  
ΑΔΙΝΙΟΥ ΔΕΛΛΟ ΔΝΙΥΔΕΛΛΟ, ΔΔΕΛΛΕ, ΔΕΔ

ΔΙΔΛΕ ΔΠΔΚΟΥΓ ΑΔΙΝΙΟΥ ΒΙΛΑΥΚ ΔΥΚΕΚΟ ΒΑΥΔΕ ΔΚΗΔΕΥΕ  
ΔΒΥΚΕΔΕΛΛΕ:

ΚΑΛΗ ΑΡΧΗΝΟΥ. ΑΦΕ ΔΒΥΚΕΔΕ ΔΠΔΚΟΥΓ ΑΔΙΝΙΟΥ ΔΕΔ  
ΚΙ.ΔΙ Δ ΒΥΚΕΔΕΥΕ ΔΔΕΔΥΔ ΔΕΥΕΚΕΛΛΕ ΓΟΥΚΕΤΟ  
ΑΔΙΝΙΟΥ ΔΦΕ ΑΥΕΝ ΔΝΙΥΔΕΛΛΕ.

ARCTIC COLLEGE:  
Moved by: Pudloo Mingeriak  
SECONDED:  
Seconded by: Johnny Mike

ALWAYS  
In Favor  
ALWAYS  
Opposed:



Baffin Divisional Board of Education

DEPT. OF EDUCATION

FEB 17 1989

REFER TO:

February 16, 1989

Steve Kakfvi  
 Minister of Education  
 Dept. of Education  
 Yellowknife, N.W.T.  
 X1A 2L9

Dear Sir,

At our last General Session (Jan. 29-31, 1989) our Board discussed the possibility of the Arctic College Administration moving from Yellowknife to Fort Smith. As chairman of the Board I have had occasion to discuss issues with Mr. Mark Cleveland that involve our relationship between Education Councils and the Arctic College. I value the opportunity to discuss problems face to face with the President of the College. Our Director also makes a point of seeing the College Administration when visiting Yellowknife. To move their offices to Fort Smith will essentially destroy our ability to meet the College senior administration.

Our Board shared this view and as a result passed unanimously a motion to keep the College administrative offices in Yellowknife.

Sincerely,

*J. Eneek*  
 Joe Eneek  
 Chairman  
 B.D.B.E.



Northwest Territories Inuvik Region JAN 30 1989

Sahtu (Interim) Divisional Board of Education  
c/o Bag Service #1  
Inuvik NWT XOE OTO  
January 23, 1989

GOVT OF THE N.W.T.  
DEPT. MINISTER  
DEPT. OF EDUCATION  
REF TO: ✓

Regional Evaluation  
Department of Education  
JAN 31 1989  
REF TO: \_\_\_\_\_

Hon. S. Kakfwi  
Minister of Education  
Yellowknife NWT  
XIA 2L9

The Chairperson, Lucy Jackson, and members of the Interim Board have asked that I advise you of the following motion passed unanimously during our January 20th meeting in Fort Franklin:

"Whereas we believe that convenient accessibility to all areas of the NWT is desirable to Arctic College operations,

be it resolved that the Interim Sahtu Divisional Board of Education supports the Arctic College Board of Governors' 1985 decision to locate Arctic College headquarters in Yellowknife, and will support the Yellowknife location in the future."

The members also expressed their appreciation for the regional representation of George Cleary and Arlene Hansen on the Board, and hope to continue the good relationship that IREC enjoyed with the Board.

Sincerely,

Jan Christensen  
Divisional Board Consultant

cc: LEADO  
Chairperson  
President, Arctic College  
A. Hansen, Inuvik

# SCIENCE INSTITUTE OF THE NORTHWEST TERRITORIES

GOVT OF THE N.W.T.  
DEPT. OF EDUCATION  
DEPUTY MINISTER  
JAN 11 1989  
REFER TO: \_\_\_\_\_ ✓  
December 16, 1988

140-2-4

The Honourable Stephen Kakfwi  
Minister of Education  
6th Floor, Laing Building  
Yellowknife, NWT  
X1A 2L9

*Handwritten:* 11/1/88

Dear Minister:

Reports indicate that there has been a request in the legislature to transfer the headquarters of Arctic College from Yellowknife to Fort Smith. Such a transfer would seriously impair the work of the Science Institute and would work against the joint development of science programs in the Arctic College. If science and engineering are to be in the best interest of the people of the Northwest Territories, the closest collaboration is needed between the two institutions. A good start is being made, in large part because the headquarters of both are in the same building.

The Board of the Science Institute of the NWT would look with dismay at a transfer of the Arctic College from Yellowknife, particularly now when joint projects are being conceived, planned and developed.

Yours sincerely,

*Handwritten signature of J. M. Harrison*

J. M. Harrison  
Chairman

Planning and Evaluation  
Department of Education  
JAN 17 1989  
REFER TO: \_\_\_\_\_



Tel: (403) 874-6522  
Telex: 034-4394  
FAX: (403) 874-3237  
BAG 5000, HAY RIVER  
NORTHWEST TERRITORIES,  
X0E 0R0

Our file: GOVT OF THE N.W.T.  
DEPUTY MINISTER  
Our file: DEPT. OF EDUCATION



February 15, 1989

Mr. Mark Cleveland  
President  
Arctic College  
P.O. Box 1769  
Yellowknife, N.W.T  
X1A 2P3

Dear Sir:

The Council of the Town of Hay River supports the Council of the Town of Fort Smith and its residents in their attempts to repatriate the headquarters of Arctic College.

We are keenly aware of the negative impact Fort Smith experienced when various programs and functions of Arctic College were transferred to other locations, and when the Government of the Northwest Territories transferred many positions to other communities in the Fort Smith Region. While the latter can be justified in bringing decision-making closer to the people it serves, the transfer of the Arctic College headquarters to Yellowknife was on a less-sound basis, in our opinion.

In Alberta, for example, there are universities and colleges far removed from Edmonton which are doing well. In fact, academics prefer to be away from centres of political power. Moving the headquarters of Arctic College back to Fort Smith would relieve staff of considerable expense, give back to that community some needed jobs and reduce the cost of living for many people.

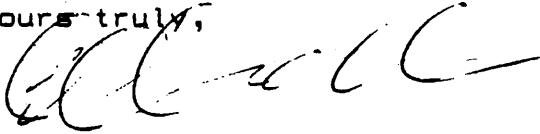
Mr. Mark Cleveland

- page 2 -

February 15, 1989

We encourage the Board of Directors of Arctic College to seriously consider this matter.

Yours truly,



Walter B. Kudelik  
Mayor

WBK:jmc

cc Hon. D. Patterson  
Hon. S. Kakfwiz  
Hon. J. Marie-Jewell  
J.D. Pollard, M.L.A.  
Town of Fort Smith

000  
015

# SHIHTA REGIONAL COUNCIL

P.O. BOX 297 · NORMAN WELLS, N.W.T. XOE 0V0 - (403) 887-2654

February 6, 1989

Stephen Kakfwl  
Minister of Education  
Government of the Legislative Assembly  
P.O. Box 1320  
Yellowknife, N.W.T.  
X1A 2L9

Dear Minister Kakfwl:

Please be advised that discussion on the possibility of relocating the headquarters of Arctic College from Yellowknife to Fort Smith took place at the Shihta Regional Council meeting held in Fort Franklin during the week of December 5-9th, 1988, and the following motion was passed unanimously.

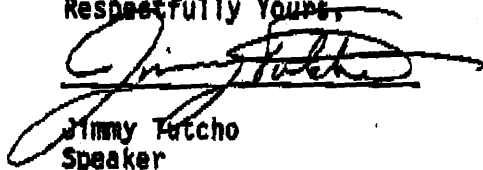
88-12-29

Whereas the headquarters of Arctic College in Yellowknife is central to service all campus's and links Arctic College to the Department of Education; therefore be it resolved that the Minister of Education be informed of the Shihta Regional Council's desire to leave the Arctic College headquarters in Yellowknife.

Mr. George Cleary, who is a member of Council and took part in the discussion and sits as the Sahtu representative on the Board of Governors for Arctic College, will forward this motion to the Board on our behalf. The Council would appreciate hearing the decision of this matter at your earliest convenience.

I remain,

Respectfully Yours,



Jimmy Tatcho  
Speaker  
Shihta Regional Council

cc: George Cleary, Board of Governors, Arctic College  
S.R.C. Membership  
D.L. Norris, Regional Director, Inuvik Region

Date Rec'd.	<u>Feb 21</u>
Ack.	<u>Feb 22</u>
XC to JHMC	<u>Feb 24</u>
Briefing Req'd.	_____
Resp. Req'd.	_____
Other	_____
Info Item	_____
BF	_____
File	_____
LYNDA SORENSEN	

*noted copy to Board members & Mr. Cleary*