



**CENTRE FOR PUBLIC MANAGEMENT INC.**  
**CENTRE DE GESTION PUBLIQUE INC.**

## **GOVERNMENT OF THE NORTHWEST TERRITORIES**

# **SUMMATIVE EVALUATION OF THE NEW DEAL FOR NWT COMMUNITY GOVERNMENTS**



## **FINAL EVALUATION REPORT**

**DATE: MARCH 26, 2009**

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# 1.0 Introduction

## 1.1. The New Deal

Beginning in the 2007-2008 fiscal year, all NWT communities assumed full authority for decisions about community public infrastructure. The Department of Municipal and Community Affairs (MACA) supports these changes by providing community governments with stable, long-term predictable funding for infrastructure development, and by ensuring that community governments have the opportunity to benefit from revenues raised through property taxes.

This new approach represents the biggest shift in policy in the area of community governance since the Government of the Northwest Territories (GNWT) was established in 1967 and set up the first Department of Local Government to establish and support local governing authorities. More importantly, it responds to the desire for more local control that has been expressed at the community level many times over the past decades.

In 2001, MACA introduced a new approach to operations and maintenance (O&M) funding for community governments. Instead of telling communities how to spend their money, MACA now provides communities with formula funding that allows community governments to set budgets based on local priorities. But without the resources and technical planning capacity to estimate capital requirements, community governments were still dependent on the GNWT for determining what infrastructure would be built in their communities – including setting priorities and deciding on the scope of projects.

In 2004, the Department announced its intent to move forward with the New Deal for NWT Community Governments. The first step was to change the legislative framework for community governments to broaden the scope of authority for communities. The new legislation, which came into force in 2004 for cities, towns, villages, hamlets and charter communities and in 2005 for Tlicho community governments, allows most communities to borrow in order to finance infrastructure.

In 2005, the New Deal was advanced through three key decisions by the GNWT:

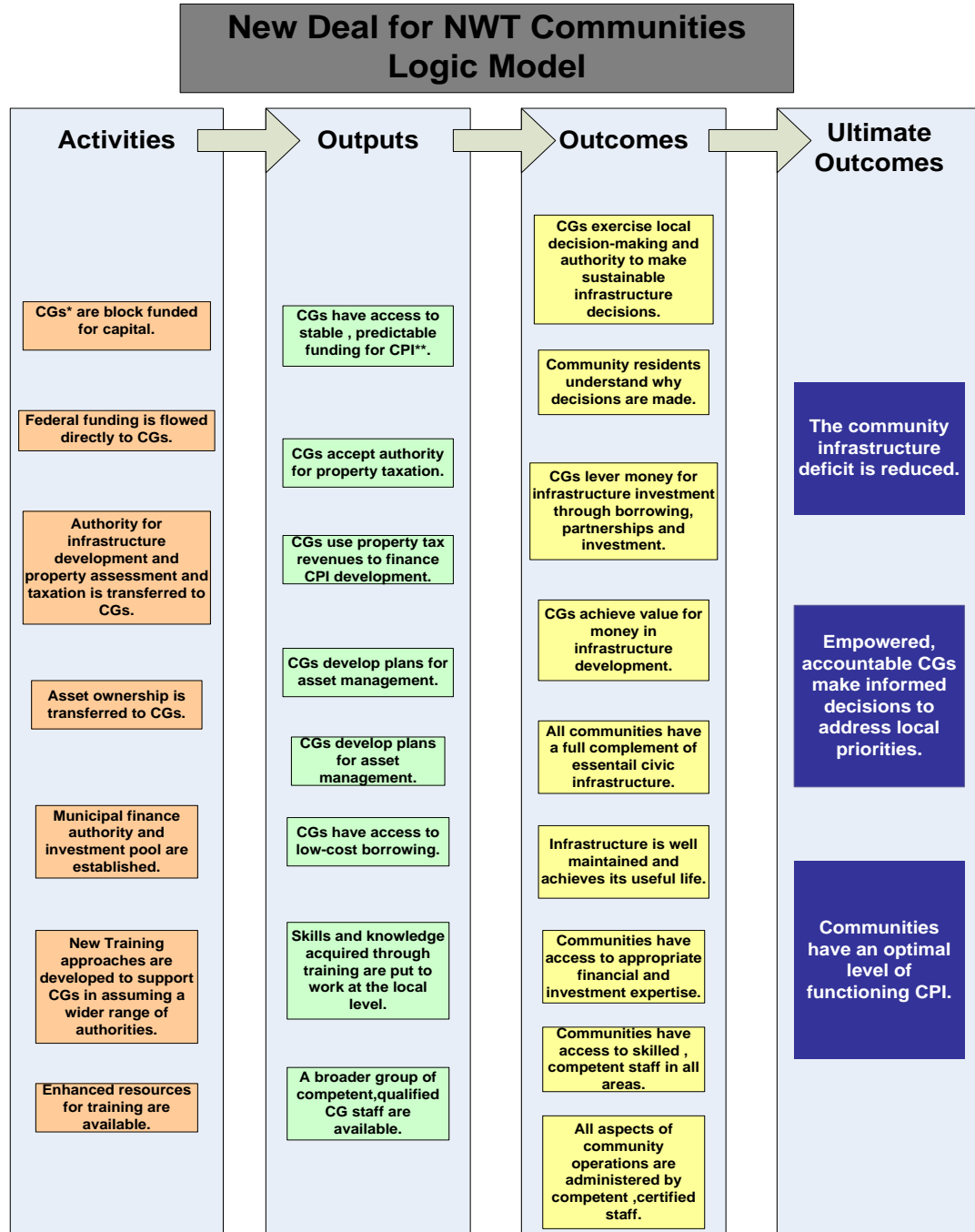
- The Property Taxation Revenue Grant program was set up to give most non-tax-based communities the full amount of property taxes collected within their community boundaries in the previous year. Please note that the initiative to designate most non-tax-based communities as Municipal Taxation Authorities has been deferred and is not reported on as part of this evaluation project;
- The funding for community public infrastructure was removed from the overall GNWT capital planning process and a separate budget was established, dedicated to community infrastructure needs; and
- The community public infrastructure budget was set at a stable level of \$28 million per year, beginning in 2006-2007 – an increase of \$11 million over the historic annual average.

On April 1, 2007, MACA started to provide community governments with capital formula funding for infrastructure development. Under the New Deal, community governments establish capital investment plans, make decisions about priority projects, decide on the



scope and timing of those projects, and determine how to finance them. This is a very significant change from the past arrangements.

The following diagram is the Logic Model of the New Deal program, illustrating the linkage from program activities to outcomes.



\* Community Governments

\*\*Community Public Infrastructure



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## 1.2 Methods Used for this Evaluation

This evaluation is the first of a series of evaluations planned by GNWT (MACA) over the next several years in order to track progress in implementation of the New Deal and to provide an early identification of potential issues that require attention in order to implement the New Deal in an efficient and effective manner. As with any new program, and significant modification from past practice, issues of implementation and communication of changes, building of required capacity and addressing required adjustments are to be expected.

This evaluation used a 'multiple lines of evidence approach' to collect data and assess evaluation issues from a variety of perspectives, including key stakeholder groups such as community governments, the Northwest Territories Association of Communities (NTAC), and the Government of Northwest Territories. Perceptions and data collected include: whether the program is producing the intended outputs and early outcomes that were expected and whether, and to what extent, progress is being made toward final outcomes; whether problems, or potential problems, are hindering the program's abilities to achieve the objectives; and whether alternative means exist, or are developing, that would help the program deliver on the objectives more cost-effectively.

No single evaluation module will address the same issues with the same amount of depth, or breadth. This report summarizes the findings and key messages through the execution of four evaluation methodologies. Additionally, recommendations have been provided that, if implemented would further improve the management and delivery of New Deal. The methodologies that were used for this evaluation are:

1. A review of documentation, files and other literature;
2. A series of interviews with territorial program officials (initial recipients), municipal associations and municipal representatives from a sample of municipalities via telephone or by Internet; (ultimate recipients); and,
3. A set of case studies completed for select projects.

Documentation review permitted information to be collected on a wide range of evaluation issues. Key documentation, files, websites, and literature relevant to the New Deal program were reviewed. Information ascertained through the review of key documents provided some initial findings to be assessed and reviewed in the other evaluation modules.

Interviews were arranged and conducted in clusters. The groups of individuals interviewed were program officials from the GNWT, a representative from the Northwest Territories Association of Communities, and a sample of community representatives from across the Northwest Territories.

There were a total of two interviewees at the GNWT, comprised of the Director and a Financial Policy Analyst from Community Operations of Municipal and Community Affairs. The President of the Northwest Territories Association of Communities was interviewed to provide his thoughts and ideas about New Deal for the Northwest Territories. A random sample of community representatives was selected, and all have been interviewed



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Case studies allow for an in-depth review of some of the key infrastructure priorities that were addressed due to New Deal. These case studies consisted of a thorough review of documents; a number of interviews with proponents, and/or project managers and others closely involved with the projects.

The projects chosen for case studies were strategically selected. The goal was to select a mix of cases with projects from across the Northwest Territories. Flexibility in selecting specific cases was necessary in order to meet the timeframes for this study. A good mix of projects was covered through the case studies process.

## 2.0 Findings

### 2.1 Overall

The New Deal for the Northwest Territories presents an opportunity for self-planning among all participating communities, allowing for the pursuit of important community objectives. The emphasis on responsible community organization has guided development in an appropriate direction. However, this program represents a major policy shift in community governance and as such it has experienced some difficulties during its early stages of implementation. Over time, as the program is better understood and implemented, it will be valuable to continue to track progress carefully and give targeted assistance to communities as they implement these increased responsibilities. Taking into account the magnitude of the expected changes, it could take ten years for this initiative to be fully implemented in all NWT communities.

### 2.2 Design and Implementation

#### **2.2.1 The lack of capacity in communities has slowed progress and initial success of this program**

One of the most common concerns raised through interviews is the lack of the necessary capacity of most communities to meet the demands of this program. The New Deal requires an unprecedented amount of self-planning (identification and ranking of problems, setting priorities, selecting projects, budgeting and planning of projects) on the part of community officials who are often ill-equipped. Capacity to manage and implement projects is a second type of capacity that is lacking in most communities. Limited accounting, reporting and auditing capacity is a third type of capacity that is in short supply in some communities,

Putting an accepted community plan in place is an initial step. Once plans are in place, if there are significant projects to be implemented, there may be a lack of capacity for project design, management and implementation. Work done earlier for the detailed planning, design and management of the projects was provided by MACA or NWT Public Works and Services. Now that the communities are responsible for project design and project management, this creates a need for increased project design and project management capacity in these communities. Some communities may benefit from the availability of design, planning or project management expertise from a company operating near the community; however, many communities may lack the necessary



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design and / or project management expertise to specify the project correctly, in accordance with building codes and other regulations, and as required to meet the unique local conditions of the community, or to complete their projects on time, within budget, and according to the specifications set out in the project plan.

The difficulties typically arise from a lack of education, training, community staff, difficulty in attracting qualified professionals to relatively remote communities across the NWT, or simply time to develop the comprehensive planning and priority-setting required to implement capital plans.

In the event that there is capacity within the community to manage the funds, there have still been difficulties finding contractors, journeymen and / or project managers to perform the work at an acceptable cost. Capacity is an issue that affects all stages of this program, and is attributable to the remoteness of many communities. The amount of capacity required, compared with the number of skilled people available presents a problem that may have been underestimated when planning for the implementation of the New Deal program. Community administrators, Band Chiefs, and other officials welcome the concept of this program (local control is strongly supported) but many are not yet fully prepared to handle the responsibilities for planning, budgeting, estimating and managing projects that are associated with implementation of the New Deal.

In addition, where there is a funding issue, there may be a relatively significant amount of deferred maintenance or infrastructure that is not maintained or serviced at the level required for it to operate effectively over its planned life cycle. Maintaining old infrastructure usually requires more experienced and better-trained maintenance workers. What this means is that existing infrastructure may deteriorate more quickly due to the lack of resources and capacity to maintain it.

### **2.2.2 MACA assistance is appreciated but has not adequately enhanced the capacity issue**

MACA has provided assistance to many communities in preparation for the New Deal, but the mixed feedback indicated questionable effectiveness of the training; or appreciation of the value of the training, but recognition that much more training is required to meet the minimum needs of communities.

Some communities found the MACA training to be very beneficial; however some found it to be poor. There were three key perceptions expressed to the consultants as to why the training may not have been useful:

1. Communities do not have equal access to the training.
2. The quality of training differed in each area.
3. The amount of training offered touched on the importance of professional planning and project management; but made participants realize the extent to which additional capacity and additional training was needed.

Although the statistics are positive, (a total of 32 of the 33 communities have completed the first CIP), some officials remain less than optimistic about the efficacy of the training for long term development. Participants have confirmed the lack of capacity and the need for training. This is a long term need that will take years of hard work to remedy.



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It was suggested that visits by MACA officials to the communities should be increased to at least four times per year. These visits were highly valued by the officials contacted for this study. It was noted in several interviews that even MACA has faced a challenge filling vacancies and providing the assistance required to NWT communities as this very significant change is implemented. In order to carry out its role in assisting communities with planning, implementing projects, and maintaining community infrastructure, MACA would have to significantly increase the number of personnel, and the frequency of training and community visits. MACA officials recognize the inability to provide the maximum amount of assistance to all communities, and cite a lack of funding as a key contributor to this issue.

The desired change reflects a long-standing expressed desire. The magnitude of the change and the very high need for technical expertise, for capacity for planning, for project management, and for project operations and maintenance once the projects are built appear to have been underestimated. The past few years must be seen as the starting point for a multi-year, phased implementation. This is a very significant change and will require much training and capacity-building to be implemented across all communities of NWT over the next decade.

Support from MACA is very well appreciated and has high potential value. The cost of travel to communities across the NWT has been a constraint for MACA. The cost of travel is an essential cost for MACA to provide the necessary support to all 33 communities.

### **2.2.3 The current funding formula has raised equity issues among concerned officials**

There is a difference of perception regarding the funding formula. Some communities are pleased and feel that they are receiving the funding that is needed to plan, build and maintain their community infrastructure. Other communities, especially the larger communities that were interviewed, expressed concerns that they were receiving less funding than needed to plan, build and maintain their community infrastructure.

Many smaller communities have indicated that the funding formula is fair. From their perspective, as long as the funding formula is easy to understand, is consistent and continues to permit the steady, predictable flow of cash, there will not be problems with the amount of funds received.

For the larger communities, based on the interviews we conducted, there is a significant degree of concern regarding the amount of funding flowing to these communities; when assessed on a per capita basis (which is only part of the allocation formula), the amounts flowing to these communities can be seen as less than what is required to plan, implement needed projects and maintain community infrastructure. For some larger communities, the New Deal funding formula has in effect reduced the amount of funding received. For example, the City of Yellowknife which comprises about 44% of the population of NWT is allocated less than 20% of the funding under the New Deal. Prior to the New Deal, Yellowknife may have received up to \$600 000 more funding than in years since the program's inception (\$2.8 million in previous years, compared to \$2.2 million under the New Deal). However, the formula recognizes the idea of economies of scale, the condition of the community infrastructure, and the unfavorable economic conditions in isolated communities. The funding formula purports to rectify this problem by linking current replacement value for the community's infrastructure to the



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community's population, which is why a city such as Yellowknife may not appear to be receiving what it perceives as an adequate level of funding for its population. Another relatively large community has parts of its population living in separate community sites, each so far apart that separate community infrastructure is required for each site. This community is most concerned that the way the funding formula is working, they are disadvantaged since their specific circumstance is not reflected adequately in the funding formula. It is clear that the complexity of the funding formula, the findings of the Burnside Report and the application of those findings, has produced mixed results and concerns from communities depending on their size, state of their infrastructure, and their unique circumstances. This issue requires continued attention and continues to cause frustration among community officials.

The New Deal moves planning, priority setting, control and accountability to the local level. If a community does not have the resources required (or the community capacity) to plan, build and maintain its infrastructure at the level expected by the local community residents, then the issue of inadequate infrastructure has been downloaded to the local leaders who do not perceive that they have the required level of resourcing (or local capacity) to meet the responsibilities they have received under the New Deal. This is a very important issue and perception to address in order that the New Deal be seen as advantageous to all NWT residents.

It is important to note that reference materials reviewed indicate that MACA was clear in its communication and consultation documents with communities in the pre-implementation phase that the GNWT would never be able to fund 100% of a community's "need" and that the capital formula was not designed for this purpose. Rather, capital funding would provide communities with a stable, ongoing source of funding which communities would then use to bank, invest, and/or leverage other funding sources.

#### **2.2.4 Promotion of taxation system has been challenging**

The theory for granting authority to communities to collect their own property tax as a source of revenue is well developed, but progress was limited, therefore the implementation has been postponed until January 1, 2014. The GNWT has provided resources to many communities which facilitate a smooth transition to a tax-based community, including the provision of property assessment services. However, there are several communities which have experienced difficulty collecting taxes from residents. The Government of the Northwest Territories has only limited resources to encourage and promote taxation, and cannot effectively force this system on the residents of communities. Some officials have indicated that this issue is a result of a misunderstanding on the behalf of many residents as to where the money for property tax goes and the reasoning behind it.

### **2.3 Early Success and Impacts**

#### **2.3. The New Deal program provides authority and control to communities**

Unlike previous programs that required specific criteria and qualifications to be met in order to receive funding, the New Deal program grants authority to all cities and



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communities to establish their own priorities and allocate funding accordingly. Those criteria were established by the Territorial and Federal governments, and often prompted questions about the larger governments' ability to recognize the needs of individual communities.

For this reason, many officials are pleased with the aim of this program, and numerous projects have been undertaken which display positive results, such as:

- **Paulatuk**- Purchased a loader to replaced 34 year old machine
- **Deline**- Purchase of a loader, grader, and garbage truck
- **Ft. Liard**- Constructed a fire hall, garage, and community office as part of a successful New Deal pilot project
- **Ft. Liard**- Increased capacity of liquid disposal site
- **Ft. Good Hope**- community complex
- **Dettah**- Constructed a state-of-the-art community complex, which includes a store and museum
- **Ft. Simpson**- Plans for a sewage treatment plant
- **Sachs Harbour**- Constructed an administrative complex
- **Yellowknife**- Roadwork

Additionally the quality of existing infrastructure in the Northwest Territories varies between each area, making demands unique to each specific community. For example, there are aging pipes in Yellowknife which require upgrading; the sewage lagoon in Deline requires expansion and relocation; old buildings in Paulatuk need to be renovated as well as the arena in Tulita. Recognizing the changing demands for each area is a challenging task, and establishing criteria which encompasses these needs is also difficult. Therefore the New Deal presents an opportunity for communities to meet the funding requirements of their individual projects.

### 3.0 Conclusion

The key goal of the program – greater local control and responsibility for infrastructure - has widespread support. This unique program offers an opportunity for authorities from all towns, hamlets, communities, bands, and cities to respond to the pressing needs in their own jurisdiction. The challenge that remains is that from the start, many authorities were not prepared or equipped to handle this level of responsibility. Capacity for effective implementation of the program must be built through constant work over a period of years. The other key issue is that while the funding for many areas has increased, the planning capacity has not and this represents a challenge to the successful implementation of the program. Lack of capacity for project management is an additional significant issue.



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## 4.0 Recommendations

The following recommendations are aimed at improving the management and delivery to NWT communities. These recommendations are a result of the key issues brought to light through this execution of this evaluation.

### 4.1 Make a sustained significant investment in capacity-building

It is the lack of capacity in communities that has slowed progress in implementation of this program. Improvements are necessary in the capacity to plan and set priorities, the capacity to manage and implement projects, and the capacity to report progress and results and audit the expenditures.

An ongoing training program for public servants and for the certified or specialized trades and professions is required over at least a ten-year period, in order to build capacity across NWT. The current training programs are a good start; however, these programs should be maintained and expanded.

The economic cycles within and outside the NWT also play a role in the availability of the required expertise. A roster of firms or individuals in NWT, or from outside NWT who have provided services of good quality to NWT communities could be maintained by MACA (or the NWT Association of Communities could be invited to maintain such a roster) and opportunities could be communicated to these firms to ensure the most transparent marketplace possible, with anticipated needs of NWT communities. NWT communities could then decide on their own as to whether to invite proposals for help from these firms and individuals, but at least there would be in place this first step of identifying past providers of potentially required skills and experience.

### 4.2 Provide the resources required for a higher level of assistance to communities from MACA

The current level of assistance from MACA is most appreciated and has been shown to be very cost-effective. Community visits, meetings and workshops held in each region were widely-noted during our evaluation and were seen as very useful and essential for the implementation of the New Deal. While the quality of what was done was most appreciated, there were many comments received with regard to the quantity of such. There were general concerns about the limited amount of community visits, regional meetings and workshops. Travel costs to visit 33 communities put great pressure on the current MACA budget. MACA sets priorities and uses its budget in the most cost-effective manner. In order for the New Deal to be implemented in a reasonable (10-year) timeframe, MACA must have the necessary resources to increase its level of activity significantly – twice its current level of activity for the next two years would not be unreasonable. Related to the recommendation 4.1, MACA presence at training and workshops is most appreciated and is essential for the successful roll out of the New



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Deal to the 33 communities. This too would have a significant cost; however, this would be expected to be quite valuable for the success of the program.

#### **4.3 NWT should conduct a systematic and rigorous review of the funding formula**

The current funding formula has raised equity issues among concerned officials. Different communities have different perspectives regarding the “fairness” of the funding formula and its various component parts. While funding has increased for every community under the New Deal, there are communities where they feel that aspects of their situation would merit additional consideration. As is the case with all funding formula where there are different components, some communities may feel that they have not been given a chance to make their case regarding aspects of the formula, or may feel that the case they have made has not been heard or understood completely.

Under the current processes, a review is conducted every 2 years for each funding policy. As a result of this evaluation, it is recommended that the next review be conducted as a special review, by an independent and neutral, well-respected individual or individuals. That person or persons should invite all stakeholders to provide information regarding any aspect of their funding allocation. This review could recommend modifications to the current formula or confirm the current formula and its application. The benefit of an open, transparent and neutral process for the next review is that it would ensure that all stakeholders can provide their input in a rigorous and open process.



## Appendix A: Summary of Findings

Summary of Findings: Summative Evaluation of the New Deal for NWT Community Governments			
Finding	Documents Reviewed	Interviews	Case Studies
<b>Design and Implementation</b>			
The lack of capacity in communities has slowed progress and initial success of this program		✓	
MACA assistance is appreciated but has not adequately enhanced the capacity issue		✓	
The current funding formula has raised equity issues among concerned officials	✓		
Promotion of taxation system has been challenging		✓	
<b>Early Success and Impacts</b>			
The New Deal program provides authority and control to communities	✓	✓	✓



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## Appendix B: Documents Reviewed

### Agreements

Canada – Northwest Territories Agreement on the Transfer of Federal Gas Tax Revenues under the New Deal for Cities and Communities (10 November 2005).

Contribution Agreement – Federal Gas Tax Revenue between the Government of the Northwest Territories and the Hamlet of Aklavik (n.d.).

Contribution Agreement for Public Transit between the Government of the Northwest Territories and the Town of Hay River (n.d.).

### Annual Expenditure Reports

Annual Expenditure Report (2007-2008).

Annual Expenditure Report Narrative (2007-2008).

Annual Expenditure Report (2006-2007).

Annual Expenditure Report Narrative (2006-2007).

### Meeting Minutes

Canada – Northwest Territories Gas Tax Funding Agreement: Minutes of Oversight Committee Meeting (24 August 2006).

### Applications for Funding

Application Public Transit Funding – Dettah/Ndilo (22 Feb 2008).

Application Public Transit Funding – Town of Fort Smith (9 May 2007).

Application Public Transit Funding – Yellowknife (n.d.).

### Communications Documents

Community Government Tool Kit: Fort Liard Pilot Project Case Study (March 2007)  
<[http://www.maca.gov.nt.ca/toolkit/project\\_management/The%20Case%20Study%20For%20Ft\\_%20Liard%20\\_04-9-07\\_1.pdf](http://www.maca.gov.nt.ca/toolkit/project_management/The%20Case%20Study%20For%20Ft_%20Liard%20_04-9-07_1.pdf)>.

Community Government Tool Kit: Integrated Community Sustainability Planning (n.d.)  
<[http://www.maca.gov.nt.ca/toolkit/sustainability\\_planning/](http://www.maca.gov.nt.ca/toolkit/sustainability_planning/)>.

Community Government Tool Kit: Integrated Community Sustainability Plans Recap PowerPoint (n.d.).

Community Operations: About the Public Transit Fund (n.d.)  
<<http://www.maca.gov.nt.ca/operations/transit/>>.



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Gas Tax Allocation Table (n.d.)

<<http://www.maca.gov.nt.ca/operations/gastax/AllocationTableGasTax.pdf>>.

Gas Tax Funding for Northwest Territories Communities Through Canada's New Deal for Cities and Communities – Background (n.d.)

<[http://www.maca.gov.nt.ca/operations/gastax/NWTbackgrounder\\_gas%20taxfinal.pdf](http://www.maca.gov.nt.ca/operations/gastax/NWTbackgrounder_gas%20taxfinal.pdf)>.

News Release: Gas Tax Agreement (21 February 2006)

<[http://www.maca.gov.nt.ca/resources/newsroom/minister\\_2006/gastax\\_agreement.html](http://www.maca.gov.nt.ca/resources/newsroom/minister_2006/gastax_agreement.html)>.

News Release: Minister Welcomes Federal Gas Tax Announcement (2 February 2005)

<[http://www.maca.gov.nt.ca/resources/newsroom/news\\_2005/MinisterWelcomesGasTax.html](http://www.maca.gov.nt.ca/resources/newsroom/news_2005/MinisterWelcomesGasTax.html)>.

News Release: Northwest Territories Public Transit Funding Announced (13 April 2007)

<<http://www.maca.gov.nt.ca/resources/newsroom/publictransitfunding.htm>>.

“Northwest Territories communities to benefit from more than \$64 million through Canada's New Deal for Cities and Communities,” Infrastructure Canada, (10 November 2005), <<http://www.infrastructure.gc.ca/media/news-nouvelles/gtf-ftc/2005/20051110yellowknife-eng.html>>.

Northwest Territories Municipal and Community Affairs Newsletter (August 2007)

<[http://www.maca.gov.nt.ca/resources/MACANewsletter\\_07\\_Aug.pdf](http://www.maca.gov.nt.ca/resources/MACANewsletter_07_Aug.pdf)>.

Northwest Territories Municipal and Community Affairs Newsletter (February 2005)

<<http://www.maca.gov.nt.ca/resources/MACA%20matters%20feb%202005.pdf>>.

Questions and Answers: How can my community use our capital funding? (September 2007)

<[http://www.maca.gov.nt.ca/toolkit/infrastructure\\_plan/CPI%20Funding%20Policy%20QAs\\_Final.pdf](http://www.maca.gov.nt.ca/toolkit/infrastructure_plan/CPI%20Funding%20Policy%20QAs_Final.pdf)>.

Statement to the Legislative Assembly: Federal Support for Community Infrastructure (25 February 2005)

<[http://www.maca.gov.nt.ca/resources/newsroom/minister\\_2005/FedSupportforInfrastructure\\_Feb2005.pdf](http://www.maca.gov.nt.ca/resources/newsroom/minister_2005/FedSupportforInfrastructure_Feb2005.pdf)>.

Statement to the Legislative Assembly: New Deal for NWT Community Governments (25 October 2004)

<[http://www.maca.gov.nt.ca/resources/newsroom/minister\\_2005/FedSupportforInfrastructure\\_Feb2005.pdf](http://www.maca.gov.nt.ca/resources/newsroom/minister_2005/FedSupportforInfrastructure_Feb2005.pdf)>.

“The New Deal for Community Governments,” (n.d.).

“What's the Big Deal?” (n.d.).

## **Other**

Differences in Current Community Government Structures, (October 2008).

Evaluation Framework, (n.d.).

Potential Case Studies, (n.d.).



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## Appendix C: List of Interviewees

### Northwest Territories

Ms. Eleanor Young, Director, Community Operations, Municipal and Community Affairs, GNWT

Mr. James Tolley, Financial Policy Analyst, Community Operations, Municipal and Community Affairs, GNWT

### Northwest Territories Association of Communities

Mayor Gordon Van Tighem (Yellowknife), Mayor of Yellowknife and President, Northwest Territories Association of Communities

### Sample of Northwest Territories

Mr. Randy Bergen, SAO, Community Government of Wekweètì

Mr. Carl Bird, Director Corporate Services, Yellowknife

Ms. Sara Brown, SAO, Town of Inuvik

Mr. John Carter, CEO, Yellowknives Dene First Nation (Dettah)

Mr. Scotty Edgerton, SAO, Hamlet of Enterprise

Ms. Christina Gaudet, SAO, Charter Community of Deline

Ms. Debbie Gordon, SAO, Hamlet of Paulutuk

Mr. Troy Jenkins, SAO, Hamlet of Tulita

Chief Leon Lafferty, Chief, Community Government of Behchokö

Ms. Stacey Marcellais, Band Manager, Nahanni Butte

Mr. Tom Matus, SAO, Village of Fort Simpson

Mr. John McKee, SAO, Hamlet of Ft. Liard

Mr. Ray Ruben, SAO, Hamlet of Paulatuk

Mr. Bernie Swanson, A/Band Manager, Nahanni Butte Dene Band – Designated Authority

Mr. Terry Testart, SAO, Community Government of Behchokö

Mr. Craig Yeo, Community Government Spokesman, Community Government of Behchokö



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## Appendix D: Case Studies

### Fort Liard: New Deal Pilot Project

The Hamlet of Fort Liard was chosen in 2006 to take part in a pilot project aimed at determining the feasibility of the New Deal program. The Hamlet of fewer than 600 was in desperate need of several infrastructure improvements related to aging and inadequate buildings. This included a community maintenance garage, community office expansion and a renovation of the fire hall. The Department of Municipal and Community Affairs (MACA) provided the funds while Fort Liard agreed to offer information on the details of the process, including best practices and areas for improvement. The agreement allowed the community to receive the funding required for community development and MACA to receive information that will help the program be applied across the Northwest Territories.

### Hay River: Community Energy Planning Committee

The Town of Hay River has infrastructure priorities similar to many communities in the Northwest Territories; however, it became concerned about wasteful spending on projects that will cause further harm to the environment. On January 19, 2009, the town council voted to form a Community Energy Planning Committee focused on guiding infrastructure development with the idea environmental sustainability. The plan is unique because it is not focused solely on municipal activities, but on all residents and businesses as well. Funding for this committee and associated positions will be directed from money received under the New Deal. Additionally the committee will guide the Town in the development of a Community Energy Plan which is a mandatory component of the Integrated Community Sustainability Plan, soon to be required from all communities.

### Dettah: Administrative Complex

The Yellowknives Dene First Nation has faced many difficulties in receiving funds for infrastructure projects due to restrictions in the Indian Act. The construction of a new administrative and community complex in Dettah is a testament to the strength of the New Deal, and MACA's assistance in flowing funds to First Nations Communities. Dettah is receiving over \$3 million under the New Deal to fund the construction and associated costs of the new complex. The modern facility will reduce the infrastructure deficit by housing more offices for community staff, a craft store, and a cultural museum



## Appendix E: New Deal Evaluation Questions

New Deal Evaluation Questions	
Evaluation Questions With Answers	
Implementation	
1. Have CGs been adequately provided with a stable, predictable funding source for CPI?	The funding resulting from the New Deal is based on a stable and predictable model which most CGs are able to recognize and understand.
2. Have CGs effectively assumed authority for property assessment and taxation?	The full implementation of transferring taxation authority has been deferred.
3. Are CGs using effective planning processes to develop and maintain infrastructure?	The level and amount of planning varies greatly among CGs, but most are conscious of the benefits that effective planning offers.
4. a) Has MACA been successful in establishing a mechanism to provide low cost borrowing to finance CG infrastructure?	The majority of communities interviewed did not attribute successful borrowing to the efforts of MACA. In most cases, Community Governments preferred not to borrow to finance infrastructure.
4. b) Are CGs taking advantage of the opportunity?	It seems that CGs generally prefer not to borrow to finance infrastructure.
5. a) Have new training curricula and/or other methods been developed to all components of the New Deal?	Training courses have been designed around specific components of the New Deal; including planning and taxation, but are not offered consistently throughout the area. There is a high interest in communities to receive additional training.
5. b) Are CG Staff participating in training?	CG staff participate in training courses when made available to them.
5. c) Are CG staff successfully completing training?	CG staff rarely complete all of the training designed by MACA because the courses are not always accessible to staff members from every area.
5. d) Are new skills being put to use in the community?	Responses have shown that the most commonly acquired skill relevant to the New Deal is the ability to produce detailed CIPs and ICSPs, with some positive feedback regarding taxation instructions as well.
Impact	
6. a) Do CGs have Integrated Community Sustainability Plans?	Although nearly all communities have completed the CIPs, none have officially completed an ICSP.
6. b) Can CGs afford operating costs for new infrastructure?	Communities are encouraged to plan for and undertake infrastructure projects that will always be financially sustainable. Given the recent



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	implementation of the New Deal this aspect remains to be fully realized.
6. c) Can CGs afford to replace infrastructure in accordance with plans?	Some communities with CIPs or ICSPs have plans for infrastructure development that is not currently affordable due to other priorities within their community, which is expected in long term planning. Larger communities interviewed expressed concern that the level of funding to their community is lower than expected or required to meet their infrastructure needs.
7. Do residents exhibit confidence in community governments?	Based on the comments by interviewees, while many residents are pleased with the idea of increased community control over spending, some are sceptical about the capacity of small municipal governments to manage this responsibility. In larger communities where there is concern that the amount of funding is not adequate, there is concern that responsibilities have been downloaded without the resources required to fully meet these responsibilities.
8. a) What proportion of CGs borrow to finance infrastructure?	Less than half of the examined CGs borrow to finance infrastructure projects
8. b) What proportion of CGs invest for future infrastructure development?	All communities plan for future development (some more comprehensively than others), but the majority only have the resources to actively engage in projects on a case-by-case basis.
8. c) What proportion of CGs pursue funding partnerships?	Yellowknife and Behchoko are the only communities, over those interviewed, to pursue significant partnerships for infrastructure development.
8. d) What proportion of CGs take advantage of external expertise?	Nearly every community will have to take advantage of external expertise for project design, project management and construction; few CGs have the capacity to do the work without external assistance.
9. a) Do all communities have an adequate range of civic and core infrastructure?	All communities require improvements and/or additions to their infrastructure. Some communities have a more diverse range of civic and core infrastructure and their needs therefore will vary.
9. b) Is infrastructure maintained adequately to achieve its predicted life span?	Some communities are older than others and as such the current state of infrastructure is inconsistent throughout the Northwest Territories. Most communities maintain the basic required level for sustaining existing infrastructure but lack



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	the capacity for any extensive overhauls. In communities where funding is considered to be less than is required, the approach is to fix what breaks, and do the basic maintenance required. This will tend to shorten the expected useful life of some infrastructure assets.
9. c) What proportion of community infrastructure projects are completed on time and within budget?	This is still early in the implementation of the New Deal. The community infrastructure projects undertaken with funds from the New Deal have been completed as planned in general, often with only slight delays and incurred costs. Some projects have been delayed due to a lack of project management capacity.
10. Has the New Deal resulted in a reduction in the amount of the infrastructure deficit over a projected 10-year period?	When fully implemented the New Deal is expected to help the majority of communities reduce their infrastructure deficit. Progress is currently being made to achieve this goal. It is too early to predict the amount of reduction, and the timeframe for it to take place. In communities where there is concern with the amount of funding allocated, there is an expectation that deterioration of infrastructure will take place faster than planned due to deferral of required maintenance because of lack of resources.
11. a) What proportion of CG positions are occupied by certified staff, for those positions where certification is available?	A small proportion of CG positions are filled by certified staff. A common problem is a high turnover rate and the increasing demand for such staff.
11. b) Is the percentage of certified staff increasing over time?	Most communities and MACA are working on this issue and progress is being made slowly. This is seen with new funding for positions such as an Energy Coordinator in various communities. This issue will require attention over an extended period of time to achieve the required improvements.
Client Satisfaction	
12. a) Does the New Deal respond to the expressed needs of stakeholders?	The New Deal was a response to calls from CGs for more control over spending. The program allows CGs to respond to and manage their individual needs.
12. b) Are stakeholders satisfied with implementation?	Most stakeholders are pleased with the efforts made to implement this program but factors such as limited capacity have prevented complete satisfaction



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12. c) Do stakeholders perceive substantive change in their ability to operate effectively as a result of the intervention?

Substantive change is expected in time; progress to this point is proving to be challenging.

