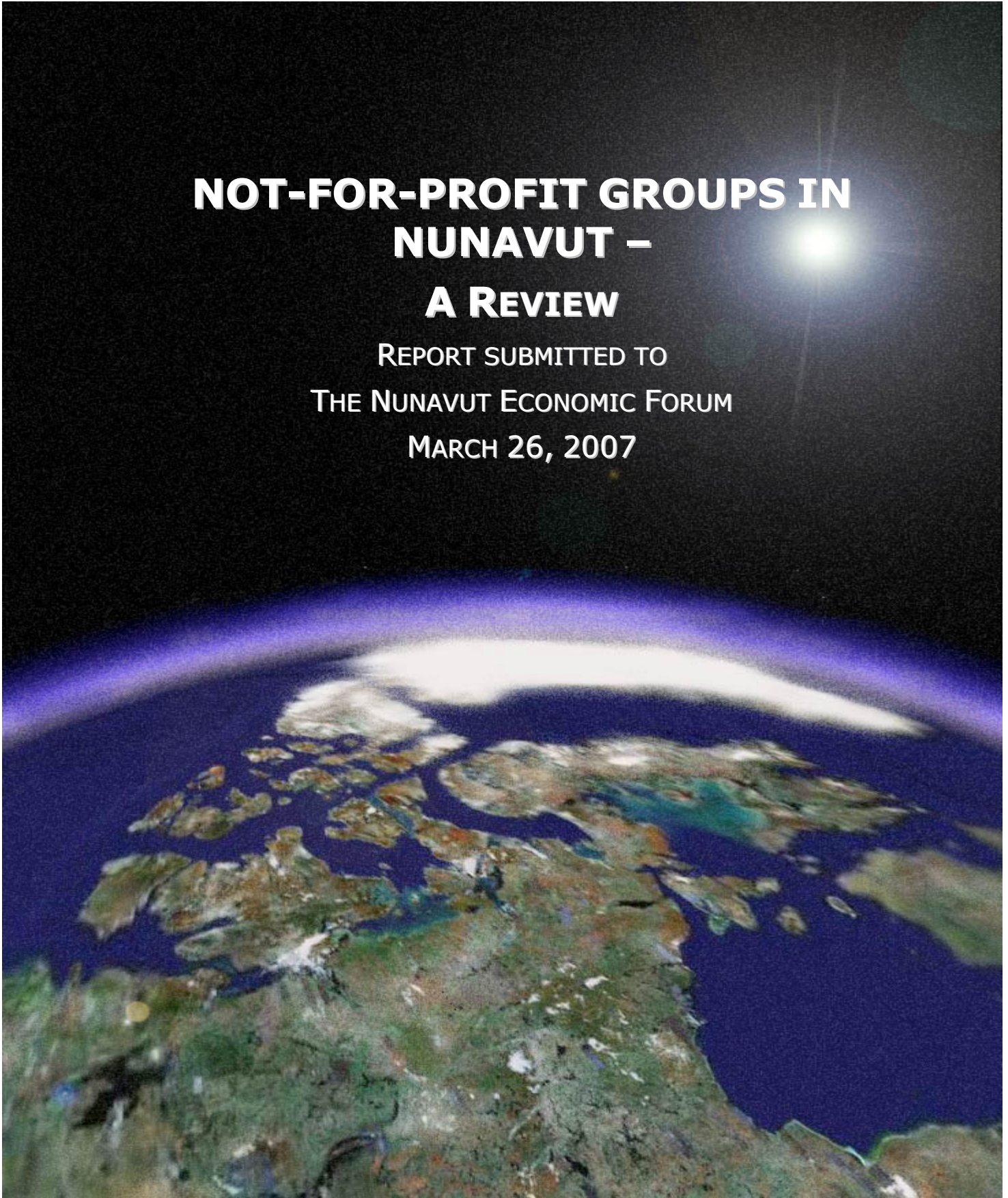


NOT-FOR-PROFIT GROUPS IN NUNAVUT – A REVIEW

REPORT SUBMITTED TO
THE NUNAVUT ECONOMIC FORUM
MARCH 26, 2007



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Finally, the NEF thanks the sponsors who funded this study, including the Government of Nunavut (Department of Economic Development and Transportation) and their Strategic Investments Program, as well as Nunavut Tunngavik Inc., for their support.



This study was made possible
through contributions from the
Government of Nunavut
Department of Economic Development and Transportation
Strategic Investments Program and
Nunavut Tunngavik Incorporated.

LIST OF ACRONYMS

CEDO	Community Economic Development Organization
DIO	Designated Inuit Organization
ED&T	Economic Development and Transportation (GN)
GN	Government of Nunavut
HRSDC	Human Resources and Social Development Canada
INAC	Indian and Northern Affairs Canada
IPG	Institution of Public Government
NEDS	Nunavut Economic Development Strategy
NEF	Nunavut Economic Forum
NFP	Not-for-Profit
NLCA	Nunavut Land Claims Agreement
NPO	Not for Profit Organization
NSNVO	National Survey of Non-profit and Volunteer Organizations
NTI	Nunavut Tunngavik Incorporated
RIA	Regional Inuit Association

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EXECUTIVE SUMMARY

“NPOs play a pivotal role. They’re a great contributor in the development of the Nunavut economy, because they can do things in a much more efficient and effective manner than the government can.”

- Respondent, Government of Nunavut, Economic Development and Transportation.

According to results taken from the National Survey of Non-profit and Volunteer Organizations (NSNVO) completed in 2006 as part of the Federal Government Volunteer Sector Initiative, Canada’s non-profit sector is larger than many major industries in the country. Touching virtually every aspect of Canadian life, it accounts for \$80 billion or 8.6% of the Canadian economy - a figure roughly eleven times greater than automobile manufacturing, four times greater than agriculture, and double the size of the mining, oil and gas extraction industry.

Yet, despite its significant contribution to the Canadian economy and society, the non-profit sector is facing critical challenges that include lack of funding, declining levels of volunteerism, and difficulties in recruiting board members. These and other obstacles reviewed in the NSNVO threaten to seriously limit the capacity of this important sector’s ability to achieve the broad range of social and cultural goals its organizations strive for.

While the conclusions of the NSNVO represent an accurate overview of the issues and challenges facing non-profit and volunteer groups in Canada, there has to date been no comparable review of the sector in Nunavut. Understanding the challenges facing not-for-profit groups in Nunavut is an essential first step in creating strategies and policies to address those challenges, and ensuring that these organizations fully realize their objectives and maximize their contribution to both the Nunavut economy and society.

In order to develop a clearer view of those challenges, the NEF commissioned a Nunavut-wide survey of NPOs, looking closely at both sector specific organizations with a role in the Nunavut Economic Development Strategy, and specific interest advocacy groups. The research relied on four principle data sources: an on-line survey, interviews with selected nonprofits organizations, interviews with selected funding agencies; and a roundtable presentation and discussion. The recommendations and conclusions in this document reflect the data collected and views expressed through that process; the consultants have also provided interpretation and additional reflection on some of the issues raised.

Recommendations

- R1: Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.**
- R2: Mandate an existing organization or new entity to develop an advocacy strategy for achieving sectoral goals related to federal and territorial funding programs.**
- R3: Compile a Resource Centre of available funding programs and sources used by or accessible to northern NPOs.**
- R4: Develop a print, visual and training resource to assist NPOs in understanding and addressing their audit, reporting and taxation needs.**
- R5: Develop an inventory of volunteer opportunities.**
- R6: Develop an inventory of volunteer resources.**
- R7: Proactively promote the general concept and principles of volunteerism.**
- R8: Consolidate and distribute information on salaries and benefits currently being paid within the NPO sector.**
- R9: Develop an inventory of management resources.**
- R10: Proactively promote a “culture of training”.**
- R11: Initiate and support research into management and governance models appropriate for Nunavut.**
- R12: Develop training, planning and management resources to support networking.**
- R13: Identify opportunities for linkage with networks in other jurisdictions, where appropriate.**
- R14: Investigate the advantages and feasibility of sharing facilities.**
- R15: Support organizations seeking to achieve charitable status.**
- R16: Develop management and governance resources to support long term planning.**

SECTION 1: INTRODUCTION

The Not-For-Profit Sector in Nunavut

In 2002, the Government of Canada, through its Voluntary Sector Initiative, worked with a range of not-for-profit organizations to carry out a series of investigations focused on learning more about this important sector of the Canadian economy. The first stage of this initiative was the National Survey of Nonprofits and Voluntary Organizations (NSNVO), which yielded a number of studies and reports, including “Strengthening the Capacity of Nonprofits and Voluntary Organizations to serve Canadians”.

The NSNVO defined “not-for-profit organizations” as organizations that are:

- **Non-governmental** (i.e., are institutionally separate from governments);
- **Non-profit-distributing** (i.e., do not return any profits generated to their owners or directors);
- **Self-governing** (i.e., are independent and able to regulate their own activities);
- **Voluntary** (i.e., benefit to some degree from voluntary contributions of time or money); and,
- **Formally incorporated or registered** under specific legislation with provincial, territorial or federal governments.

The not-for-profit sector in Nunavut is large, diverse, and unique. There are three general categories of organization that make up the not-for-profit and volunteer sector in Nunavut.

1. **Organizations created as a result of the Nunavut Land Claims Agreement (NLCA)**. These include four principal Land Claims Organizations – Nunavut Tunngavik Inc. (NTI) and the three Regional Inuit Associations (RIAs), the Kitikmeot Inuit Association, the Kivalliq Inuit Association and the Qikiqtani Inuit Association, and a series of co-management bodies referred to as Institutions of Public Government (IPGs).
2. Organizations that include as a principle function **third-party delivery of services** normally performed by government departments or agencies, including business support and advisory services, training and development and counselling services) and,
3. Voluntary organizations that perform a wide range of **community services**. Their activities may include advocacy, event organization, research, or delivery of programs and services not offered by government.

More than half (57%) of the organizations who responded to the survey indicated at least some level of third party delivery responsibilities, and almost one-fifth indicated that virtually all of their activity was dedicated to third-party delivery functions.

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Figure 1.1 illustrates the percentage of corporate activity among responding organizations that was committed to third-party delivery.

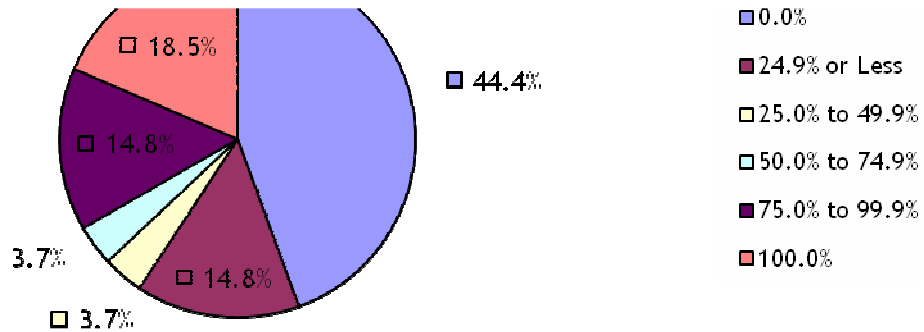


Figure 1.1 Third Party Program Delivery Activities

NPOs in Nunavut address needs across the full spectrum of the territory's population, in all regions, communities and official languages. Figure 1.2 illustrates the percentages of organizations reporting the languages in which they conduct their principal activities.

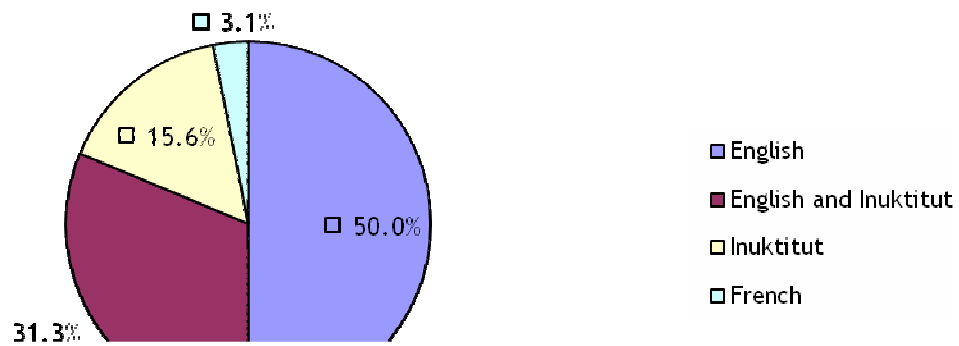


Figure 1.2 Primary Working Language(s)

Purpose and Background of the Study

This study was commissioned by the Nunavut Economic Forum (NEF) in response to two independent initiatives: the publication of the NSNVO (discussed above), and the creation of a territorial strategy to support economic development in Nunavut.

The NEF was incorporated in 2004 with the primary objective of providing a means for its members and other stakeholders in the Nunavut economy to collaborate in the implementation of the Nunavut Economic Development Strategy (NEDS), released by the Government of Nunavut (GN) and NTI in 2003. Members include representative organizations and governments, corporate representatives and non-government organizations from across Nunavut. The latter are, for the most part, formally structured not-for-profit and voluntary groups.

A key goal of the NEF is “to identify and share information to support planning for economic development activity in Nunavut”. The NEF is also expected to undertake or oversee research and data collection that relate to Nunavut’s economy as part of their overall role of monitoring progress in the implementation of the NEDS.

The NEDS identified ways to grow Nunavut’s economic wealth through strengthening the territory’s “capital assets”. These assets are broken out into four categories:

- **“Natural capital”** includes resources such as wildlife and mineral wealth;
- **“Human capital”** refers to people’s abilities and potential;
- **“Organizational capital”** is the capacity of Nunavut’s organizations; and,
- **“Physical capital”** describes the wide range of infrastructure assets such as buildings, airports, satellite dishes, etc.

The activities of not-for-profit organizations across Nunavut contribute in significant ways to the growth of all four capital asset categories, but in particular to the Territory’s human capital and organizational capital. As employers, trainers, and service providers, they play a critical role in the Territory’s economy.

In its 2005 Progress Review of the Nunavut Economic Development Strategy, the NEF stated:

“The Nunavut Economic Development Strategy does not deal specifically with the role of non-government organisations (NGOs) or non-profit organisations, but their responsibilities in its implementation are substantial. These responsibilities are particularly noticeable in the development of communities. This has led the Forum to question whether a disconnect exists between their responsibilities and the support they receive.

The success or failure of organisations such as Nunavut Economic Developers Association, Nunavut Arts and Crafts Association, and the Nunavut Broadband Development Corporation can have a tremendous bearing on community outcomes, and can often contribute to the success or failure of comprehensive programming efforts of the Government of Nunavut, Nunavut Tunngavik Incorporated, of Indian and Northern Affairs Canada.

In southern Canada, it is becoming increasingly common for NGOs to be

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given a role in policy design—a responsibility that traditionally rests with government. In these cases, governments have recognised the level of expertise and the amount of knowledge these organisations possess far exceeds its own. And when given the opportunity, adequate support and specific guidelines in which to operate, NGOs can perform superbly, and more often than not, at a fraction of the cost typically incurred by government.

For any form of integrated community planning described by (Strategy) action item 3.1.4 to be successful, NGOs will have to be included as part of the team, given clear mandates, and supported accordingly. The Nunavut Economic Forum believes that this is something worth considering, and is interested in further discussion in this regard.”

Nunavut organizations face challenges familiar to non-profit organizations across Canada - inadequate or inefficient financial support, poor access to funding programs, insufficient staff, poor facilities and equipment, and a lack of training in essential areas. In Nunavut these problems are compounded by the factors that constrain the Territory's economy generally – lack of infrastructure, high cost of living, and limited access to professional services. All of these impact on organizations' operations, governance, general capacity, and on the effectiveness of their programs or services.

It is clear that not-for-profit organizations play a vital role in the Territorial culture and economy, and in the delivery of programs and services. In order to better understand that role, as well as the current and emerging challenges faced by the sector, the NEF initiated an independent assessment of not-for-profit organizations, with the goal of documenting key issues and opportunities and developing recommendations for improvement.

It is expected that the results from this review will:

- Help not-for-profit organizations in Nunavut to better understand the challenges they face, and determine how best to deliver services and programs in a way that makes effective use of their limited financial and resource capacities;
- Help governments to recognize the important role of not-for-profit organizations operating in Nunavut with a view to finding ways to provide appropriate support;
- Help ensure that other support mechanisms are identified and pursued, and;
- Help identify funding and operational efficiencies.

Methodology

The NEF review focused on organizations and groups active in Nunavut's not-for-profit sector, with an emphasis on:

- Sector specific organizations with a role within the Nunavut Economic Development Strategy, and
- Specific interest advocacy groups.

The methodology for this study was closely based on the NSNVO: it was felt that this would facilitate the integration and comparison of findings from the NEF survey with

national statistics.

The research concentrated on four principle data sources:

- An on-line Survey;
- Interviews with selected nonprofits organizations;
- Interviews with selected funding agencies; and,
- Roundtable presentation.

On-line Information Survey

Baseline organizational and structural information was gathered through an on-line survey addressed to all identified groups and organizations included in the study. The total survey population was 92 not-for-profit organizations. The response rate was 35% (32 respondents), representing a broad cross section of organizations, including Designated Inuit Organizations (DIOs), daycares, territorial and community associations, and others.

Responding organizations were divided into five primary areas of activity, as illustrated below in figure 1.3. These were Social Development and Health & Wellness, Economic Development & Training, Arts & Culture, Business or Professional Association or Union, and Communications.

Figure 1.3 illustrates that over two thirds of the survey respondents came from the areas of Social Development and Health and Wellness or Economic Development and Training.

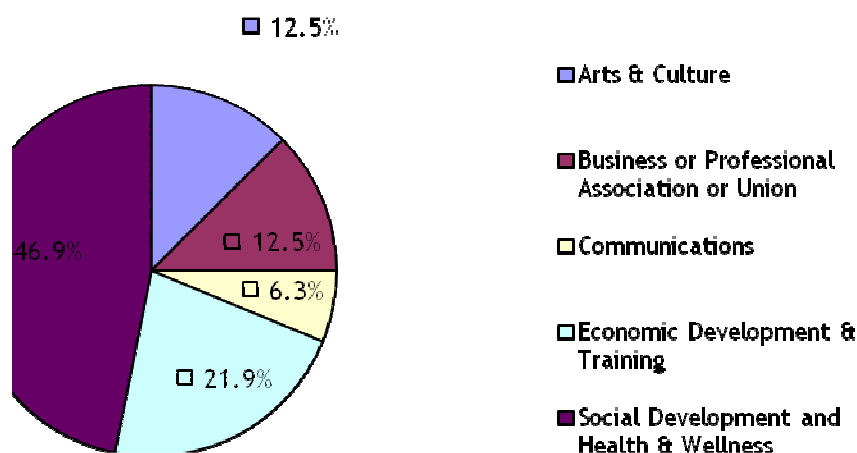


Figure 1.3 Organizations by Primary Area of Activity

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Responding NPOs were further classified in figure 1.4, below by membership. Organizations were classified as being comprised of either:

- Individual members;
- Individual Members & Organizations;
- Specific Communities;
- Specific Regions;
- Nunavut Wide

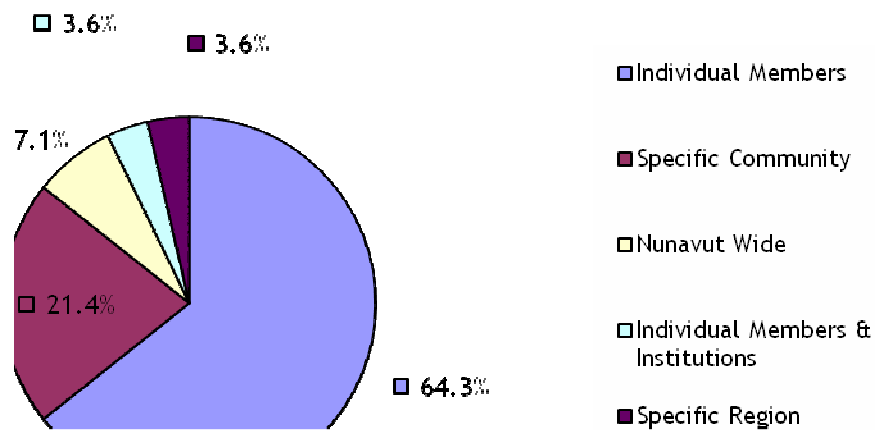


Figure 1.4 Organizations by Membership

84% of the survey respondents were senior paid managers¹.

Unfortunately, many of the major Nunavut NPOs chose not to participate.

The survey instrument included both qualitative and quantitative questions intended to explore the current situation facing Nunavut not-for-profit and volunteer organizations, and to yield key indicators in the following areas:

- Primary area of activity;
- Key goals and objectives;
- Annual budget ranges;
- Sources of core and project funding;
- Use of volunteers;
- Employment for paid staff and Consultants;
- Trends impacting on the organization and sector, and;
- Identification of key challenges and other issues affecting operations.

¹ In some cases this was the only employee of an organization.

The survey instrument is included in this report as Appendix 1.

Key interviews with Selected Nonprofits Organizations

In order to expand on and verify the data gathered through the survey, Aarluk conducted 13 key interviews based on selections made by the NEF.

The interview questionnaire is included in this report as Appendix 2. The list of interviewees is included as Appendix 4.

Key Interviews with Selected Funding Agencies

With the concurrence of the Executive Director of the NEF, Aarluk conducted additional interviews, either in person or by telephone, with other key informants, including representatives of key funding agencies, including NTI, ED&T, Kakivak, INAC and HRSDC, and a private foundation.

Roundtable Presentation

In order to provide NPOs, funding agencies, and NEF members with an opportunity to view the preliminary findings taken from the survey and interviews, NEF held a roundtable presentation in March 2007. The purpose of this presentation was to review the initial findings of the study, and to give stakeholders an opportunity to voice any concerns regarding the preliminary findings and supplement the findings with additional information. This roundtable presentation also provided stakeholders with an opportunity to discuss recommendations to address some of the issues and challenges facing the sector.

SECTION 2: FINANCIAL RESOURCES

Summary of Findings

The following section summarizes responses concerning the financial resources accessed by Nunavut NPO respondents. These were drawn from the on-line survey, interviews, and the roundtable presentation.

The main indicators explored include:

- Reported revenue;
- Annual program and activity expenditures;
- Core and program funding by range and source of funding;
- Anticipated funding capacity and funding cuts;
- Core and project funding expectations by primary activity area;
- Non-financial support.

Organizations were asked to report their annual revenue based on the 2006 fiscal period. Figure 2.1 illustrates the proportion of organizations by revenue level. Nearly half of the respondent organizations were in the lowest funding bracket.

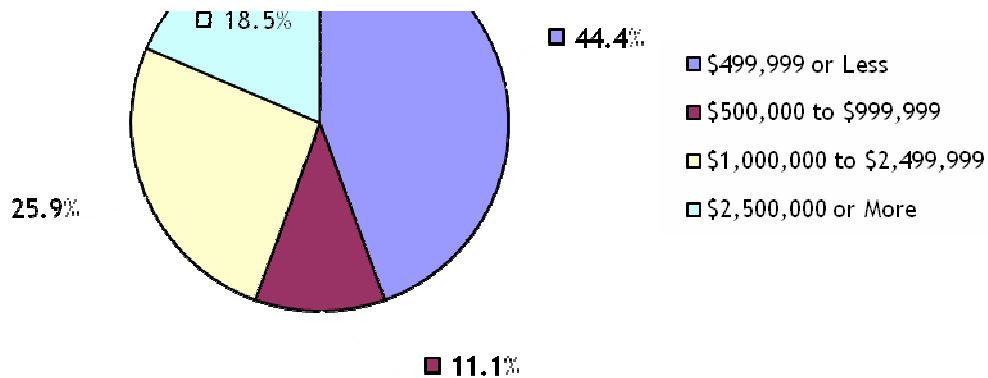


Figure 2.1 Reported Revenue²

² 84.4% of survey respondents are represented in this graph

Organizations were asked to report their annual program and activity expenditures based on the 2005-2006 fiscal period. Figure 2.2 below illustrates the range of program and activity expenditures.

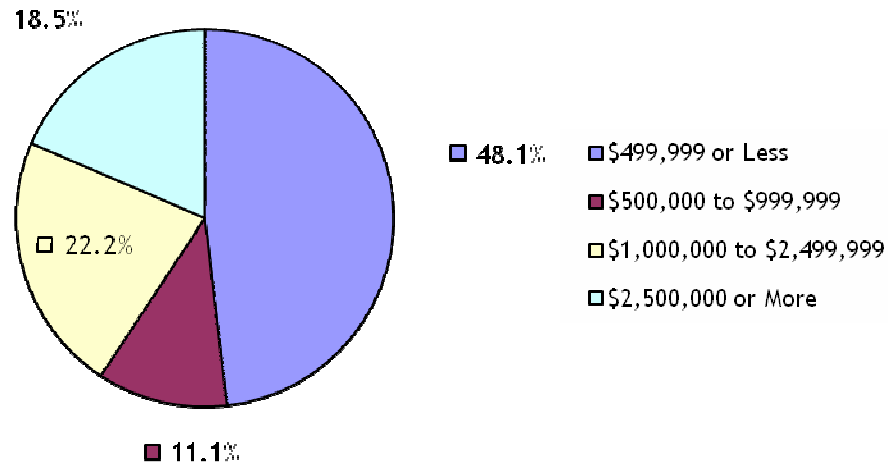


Figure 2.2 Annual Program & Activity Expenditures³

Figures 2.3 – 2.5 illustrate the range and source of core financial support reported by the survey respondents⁴. For the purposes of this study, “core” financial support included all operational administrative funding.

³ 84.4% of survey respondents are represented in this graph

⁴ Approximately 66% of survey respondents are represented in these graphs

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The sources of funding are broken down into the following four categories: federal, territorial, self-generated, and other (which includes municipal, grants, contributions and funding from other NPOs, foundations or trusts, corporate sponsorships, and corporate transfers and disbursements.)

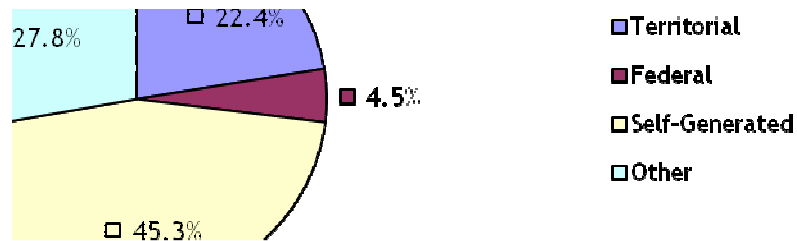


Figure 2.3 Sources of Core Funding, \$49,999 or Less by Source

It can be seen that among the groups with the least amount of core funding, the largest single source is their own revenue generation activity; just over a quarter of core funding is provided by the federal or territorial governments.

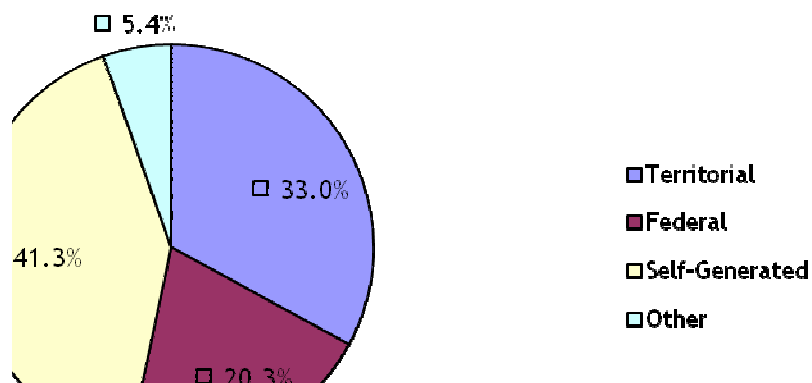


Figure 2.4 Sources of Core Funding \$50,000 to \$99,999

For groups with slightly more core funding, the federal and territorial governments become more significant contributors.

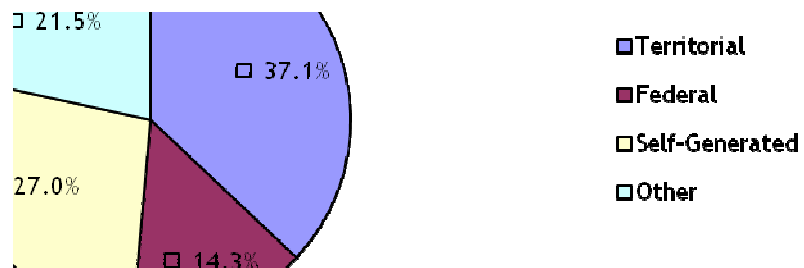


Figure 2.5 Sources of Core Funding \$100,000 or More

Among the groups with the highest levels of core funding, combined government funding represents over 50% of core.

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Figures 2.6 – 2.8 indicate the range and sources of program funding reported by survey respondents⁵.

The sources of funding are broken down into the following four categories: federal, territorial, self-generated, and other (which includes municipal, grants, contributions and funding from other NPOs, foundations or trusts, corporate sponsorships, and corporate transfers and disbursements.)

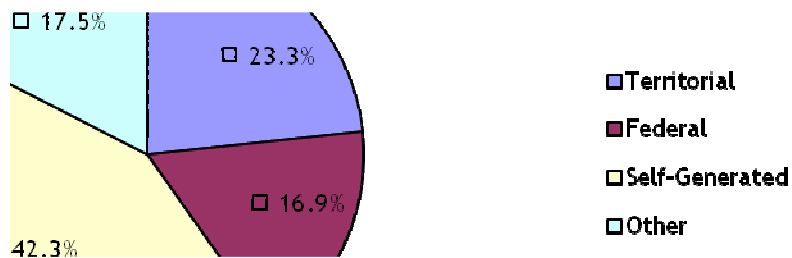


Figure 2.6 Sources of Program Funding \$49,999 or Less

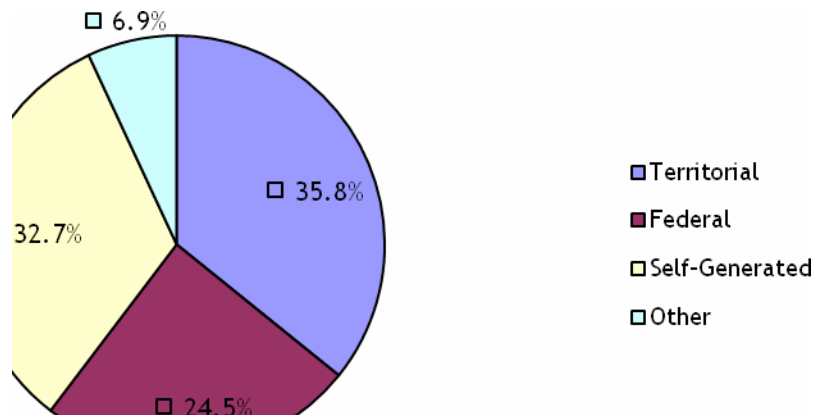


Figure 2.7 Sources of Program Funding \$50,000 to \$99,999

⁵ Approximately 66% of survey respondents are represented in these graphs

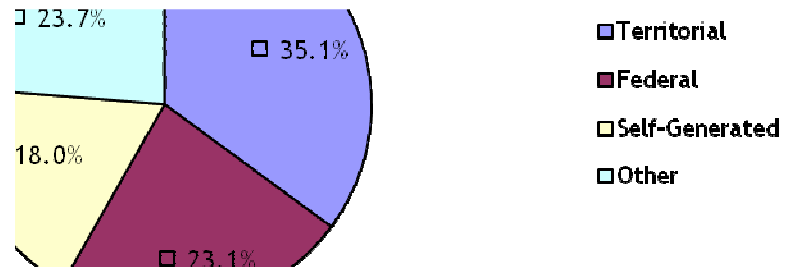


Figure 2.8 Sources of Program Funding \$100,000 or More

In the three preceding charts we see a pattern similar to that occurring in the illustrations of core funding sources; the larger the organization, the greater the likelihood that funding from either the federal or territorial governments will make up a significant portion of the funding spent on programming.

Figures 2.9 - 2.12 indicate the range and sources of core funding reported by the survey respondents⁶.

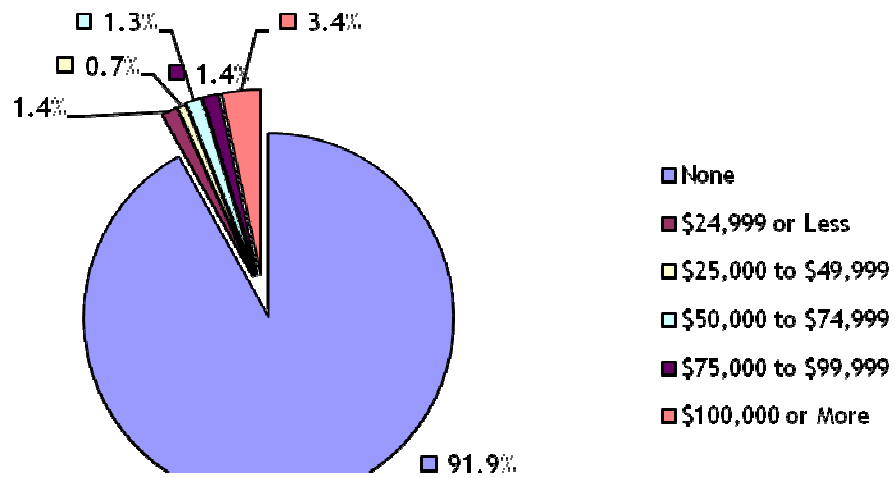


Figure 2.9 Levels of Core Funding from Federal Sources

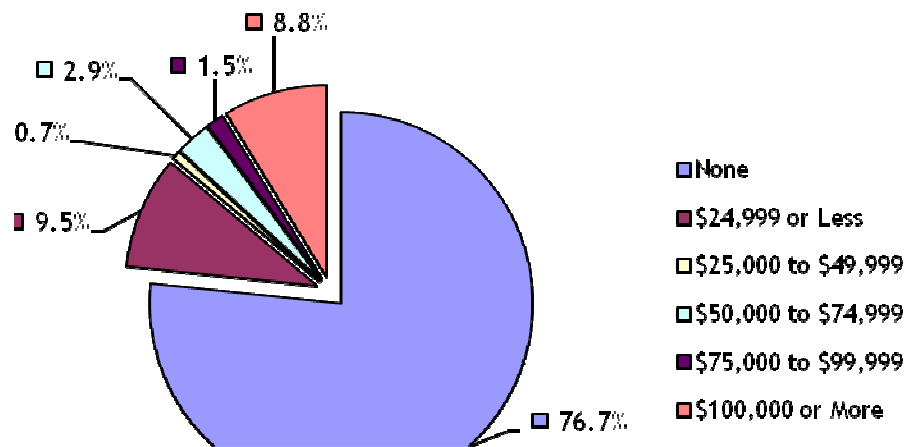


Figure 2.10 Levels of Core Funding from Territorial Sources

⁶ Approximately 66% of survey respondents are represented in these graphs

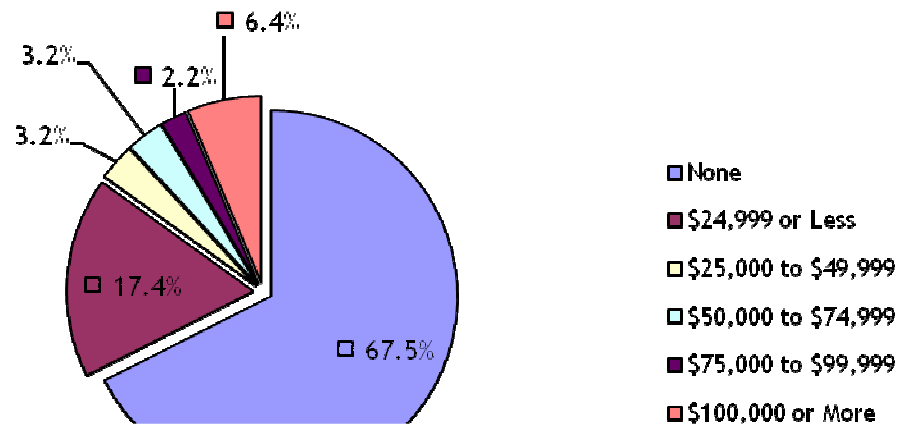


Figure 2.11 Levels of Core Funding from Self-Generated Revenues

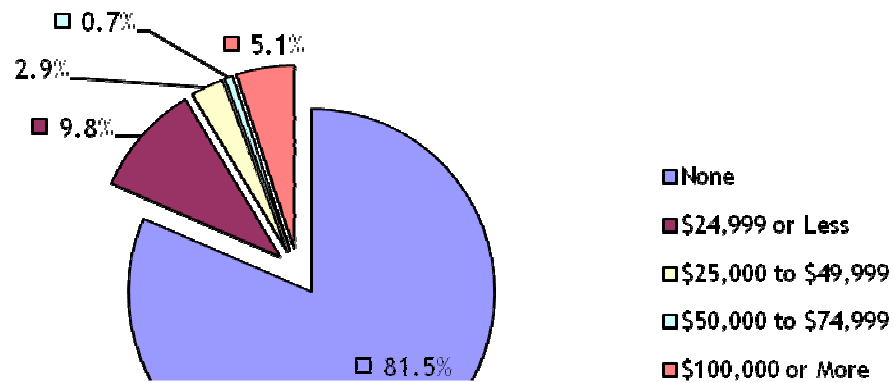


Figure 2.12 Levels of Core Funding from Other Sources

As illustrated by the preceding charts, it is clear that most NPOs operating in Nunavut lack core funding. Larger organizations who can afford to commit staff time and resources to fundraising and proposal development are predictably more successful at securing core funds than their smaller counterparts.

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Figures 2.13 – 2.16 indicate the range and sources of program funding reported by the survey respondents⁷.

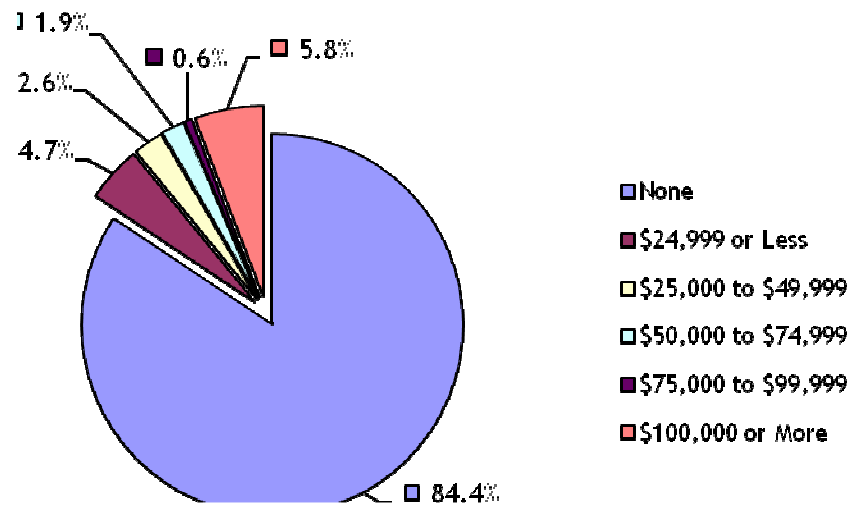


Figure 2.13 Levels of Program Funding from Federal Sources

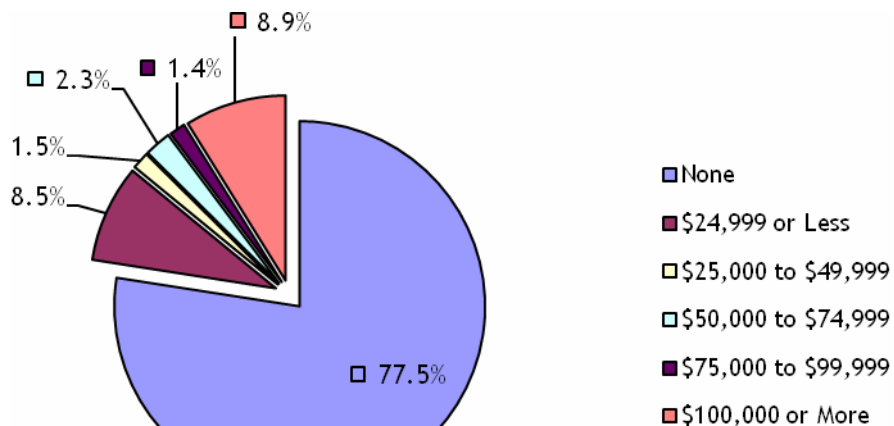


Figure 2.14 Levels of Program Funding From Territorial Sources

⁷ Approximately 66% of survey respondents are represented in these graphs

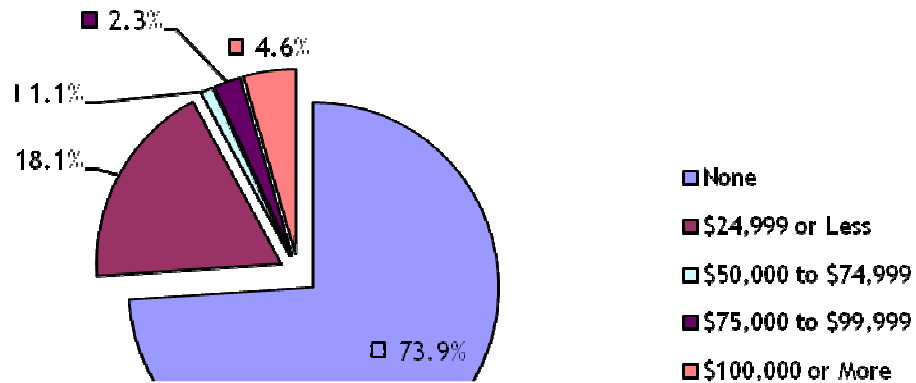


Figure 2.15 Levels of Program Funding From Self-Generated Revenues

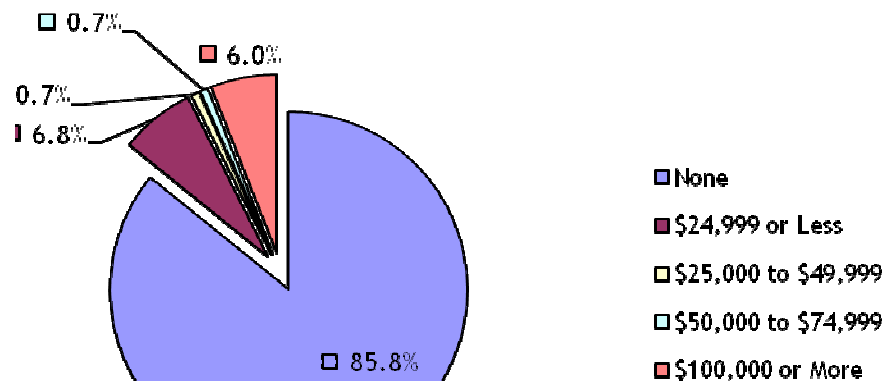


Figure 2.16 Levels of Program Funding From Other Sources

Most organizations who responded receive financial support from neither Federal (84.4%) nor Territorial sources (77.5%). It is more common for organizations to use self-generated revenue to fund their programs than to receive funds from Federal, Territorial or other sources.

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Figure 2.17 illustrates survey respondents' opinions regarding operating and program funding⁸. 65% of the respondents stated that they do not receive sufficient funding. Only 36% of respondents indicated that they had access to sufficient operational funding, while 52% stated that they did not have access to sufficient funding for programs and activities.

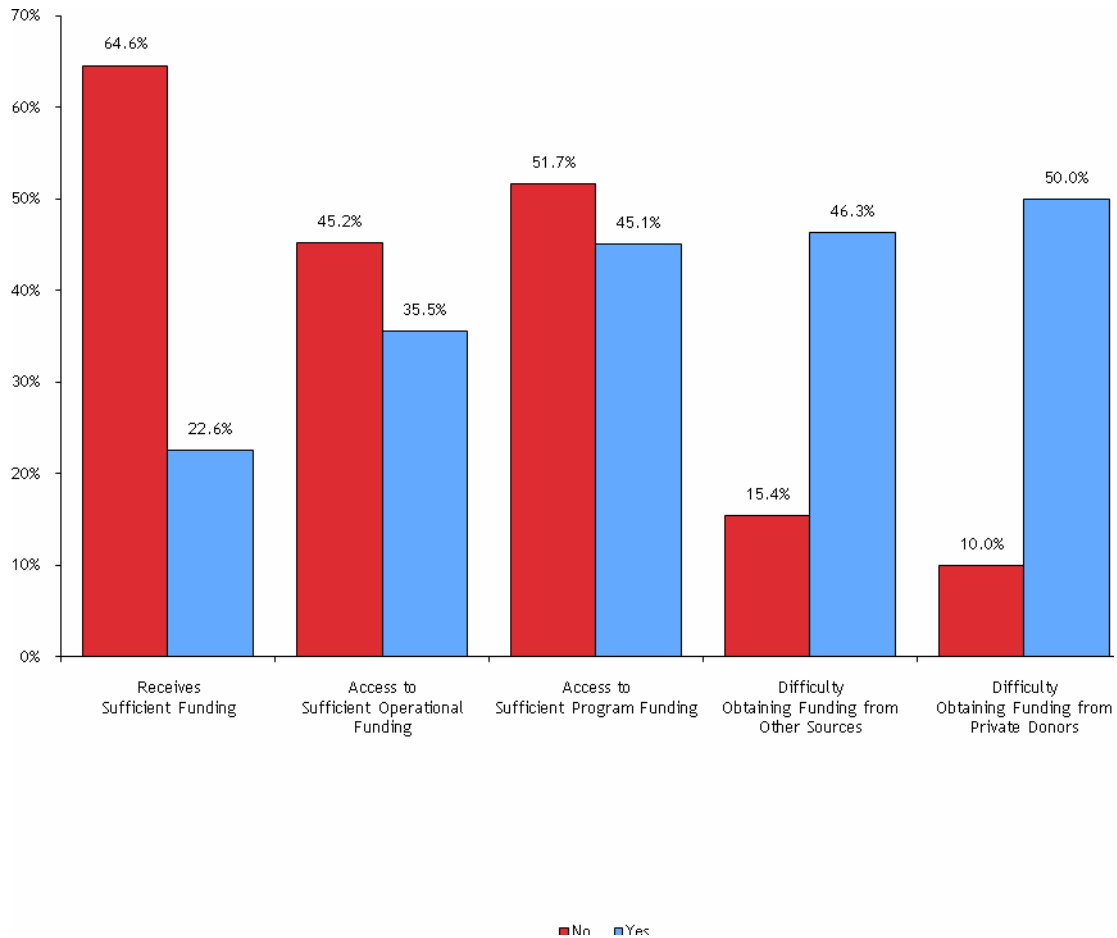


Figure 2.17 Adequacy of Funding

⁸ Approximately 84.4% of survey respondents are represented in this graph. The portion of respondents not represented in the percentages provided were either unsure or did not know the answer

Figure 2.18 illustrates survey respondents' opinions on specific aspects of their funding situation⁹. Less than 25% of respondents reported challenges in dealing with auditing and reporting requirements, or a lack of capacity that led to difficulties in meeting funders' requirements. However, a larger percentage (34%) reported that they had experienced difficulty in meeting funding criteria for various potential funding sources, while nearly a third of respondents indicated they were forced to modify their programs in order to be eligible for funding.

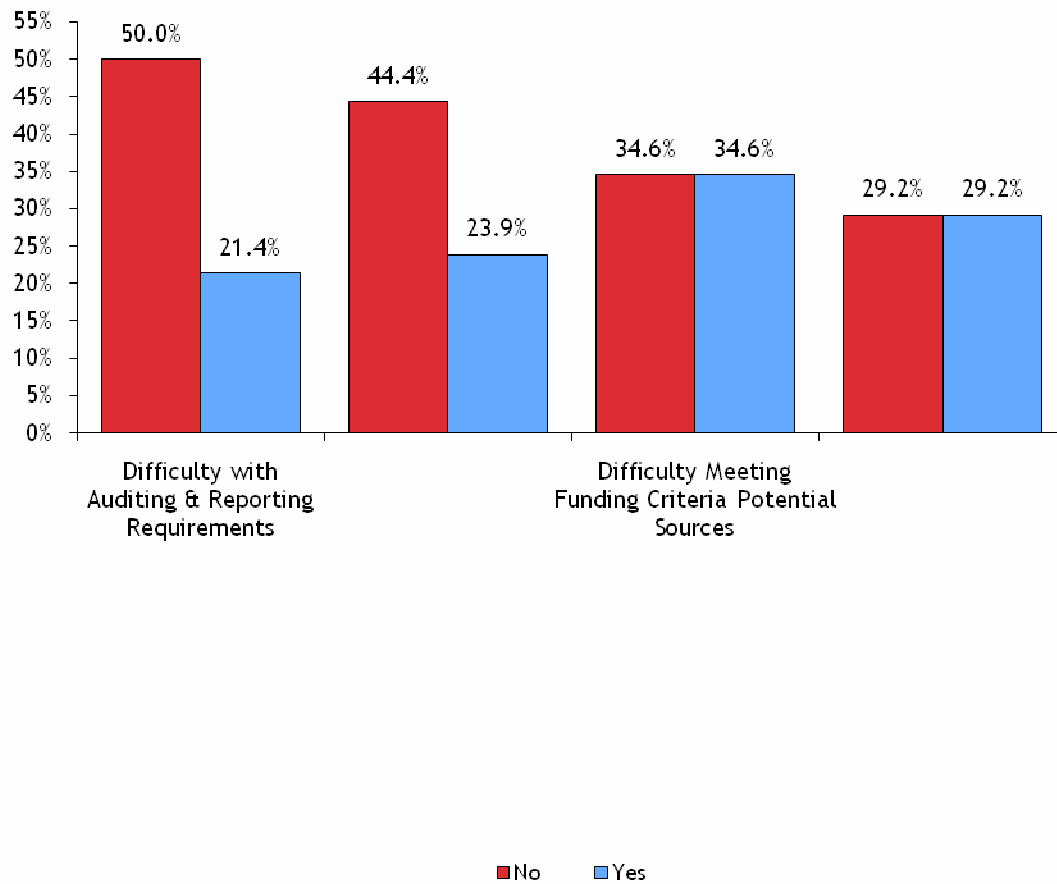


Figure 2.18 Organizations Opinions Regarding Funding

⁹ Ibid.

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Figure 2.19 illustrates survey respondents' opinions concerning delays in receiving funding, as well as potential funding cuts¹⁰.

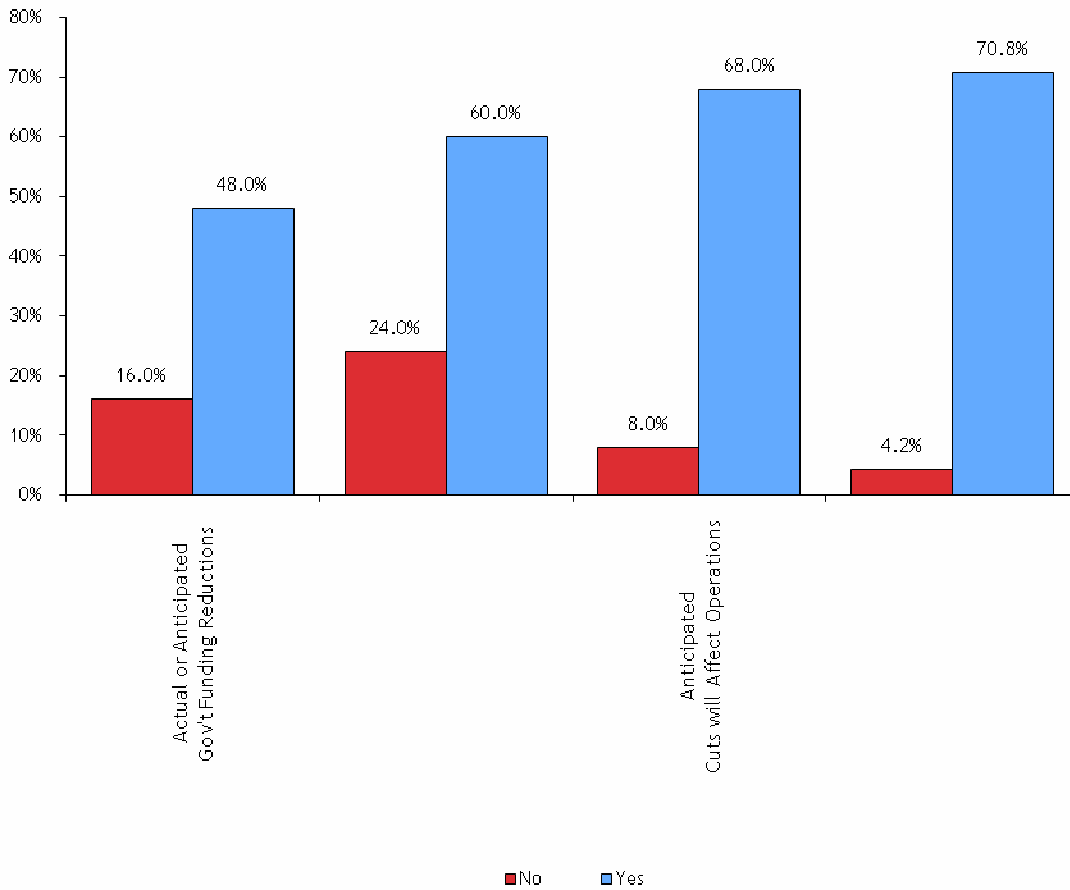


Figure 2.19 Opinions Concerning Funding Cuts

As illustrated, some NPOs reported that they were either facing or anticipating funding cuts or reductions: most have experienced delays in funding that have impacted on their capacity to provide service to clients, and majority expect further cuts and delays.

¹⁰ Ibid.

Figure 2.20 illustrates the range of opinions of respondents concerning whether or not they receive sufficient core funding to operate, based on their organizations' primary area of activity¹¹.

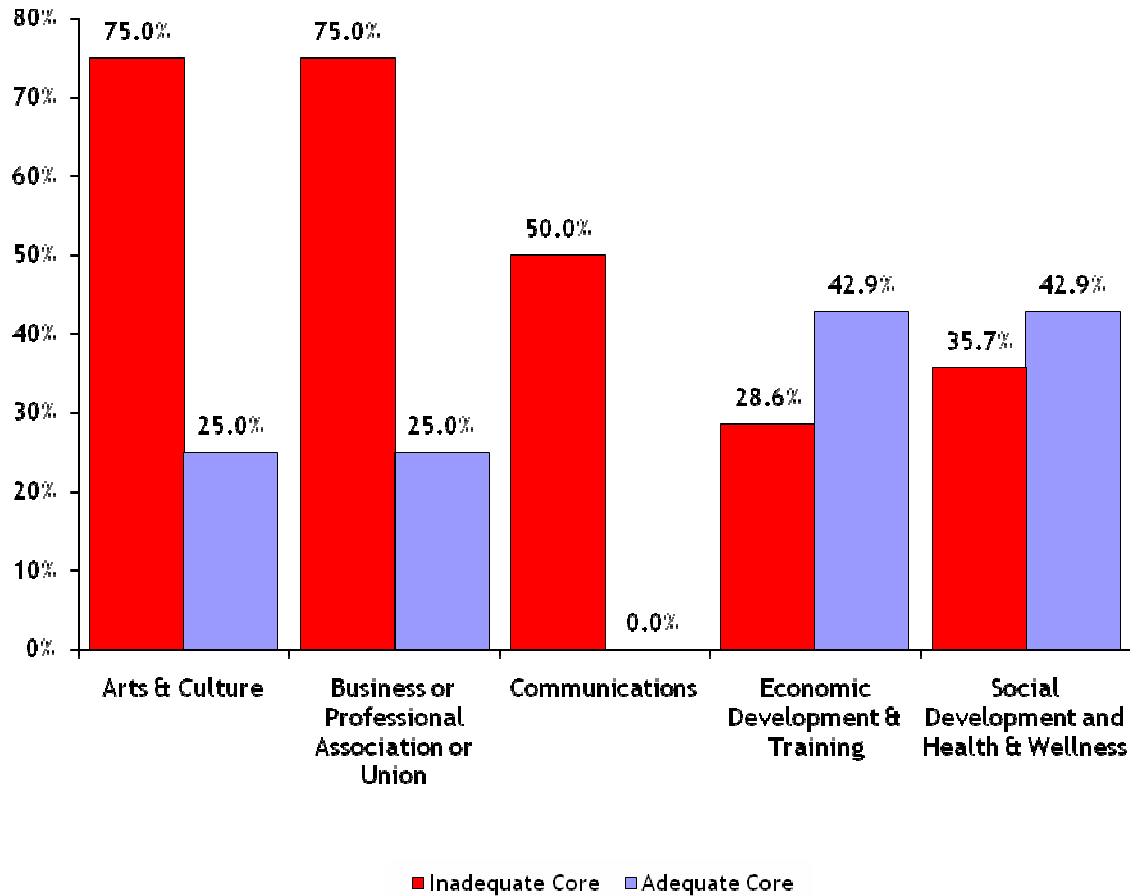


Figure 2.20 Adequacy of Core Funding to Operate by Primary Area of Activity

These findings must be interpreted with some caution, because of the low number of responses under some of the categories. However, it is clear that both Arts and Cultural organizations and business/professional/union organizations consider themselves to be inadequately core funded, while Economic Development, Training, Social Development and Health-focused NPOs fare relatively well.

¹¹ Ibid.

Figure 2.21 illustrates respondents' range of opinions concerning whether or not they feel they receive sufficient funding for programs by their primary area of activity¹².

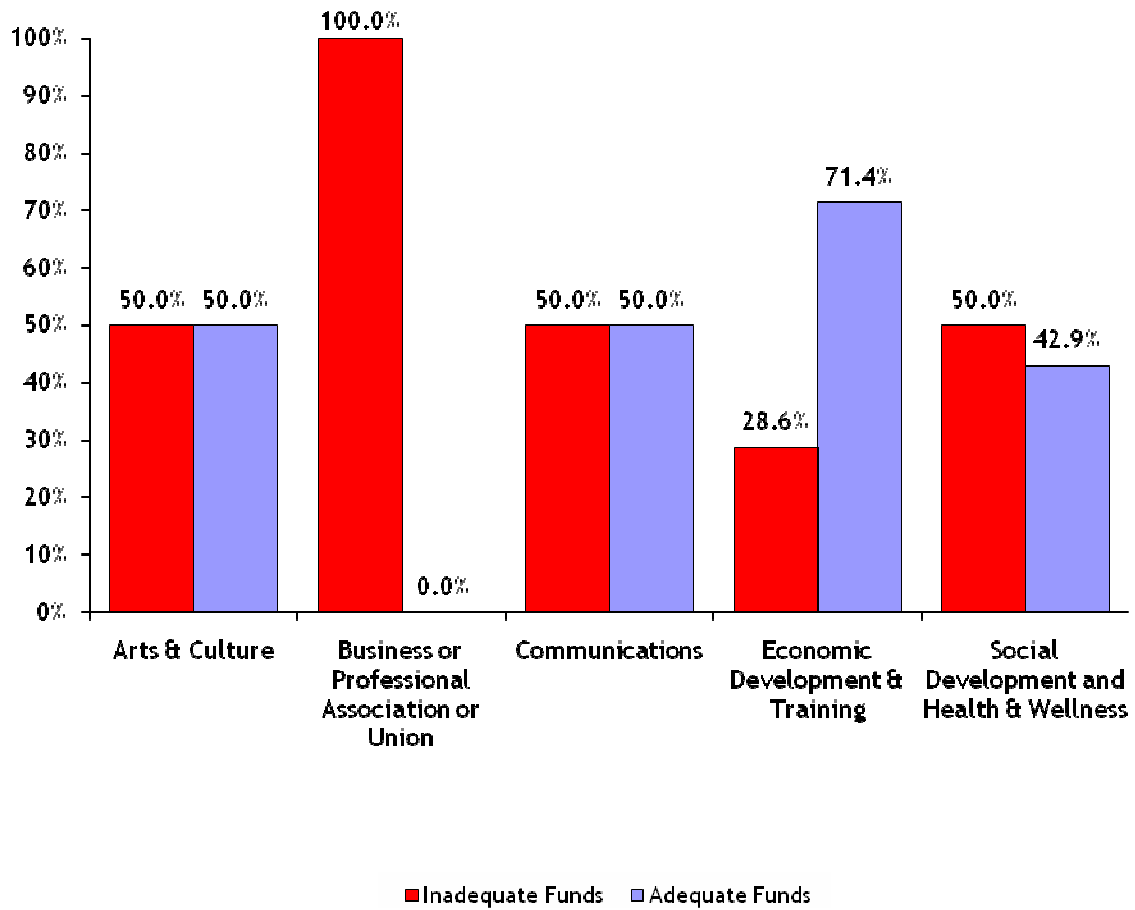


Figure 2.21 Adequacy of Funding for Programs and Services by Primary Area of Activity

¹² Ibid.

Figure 2.22 illustrates the various sources of non-financial support received by the respondents¹³, including office space, advisory services, bookkeeping services, equipment and supplies.

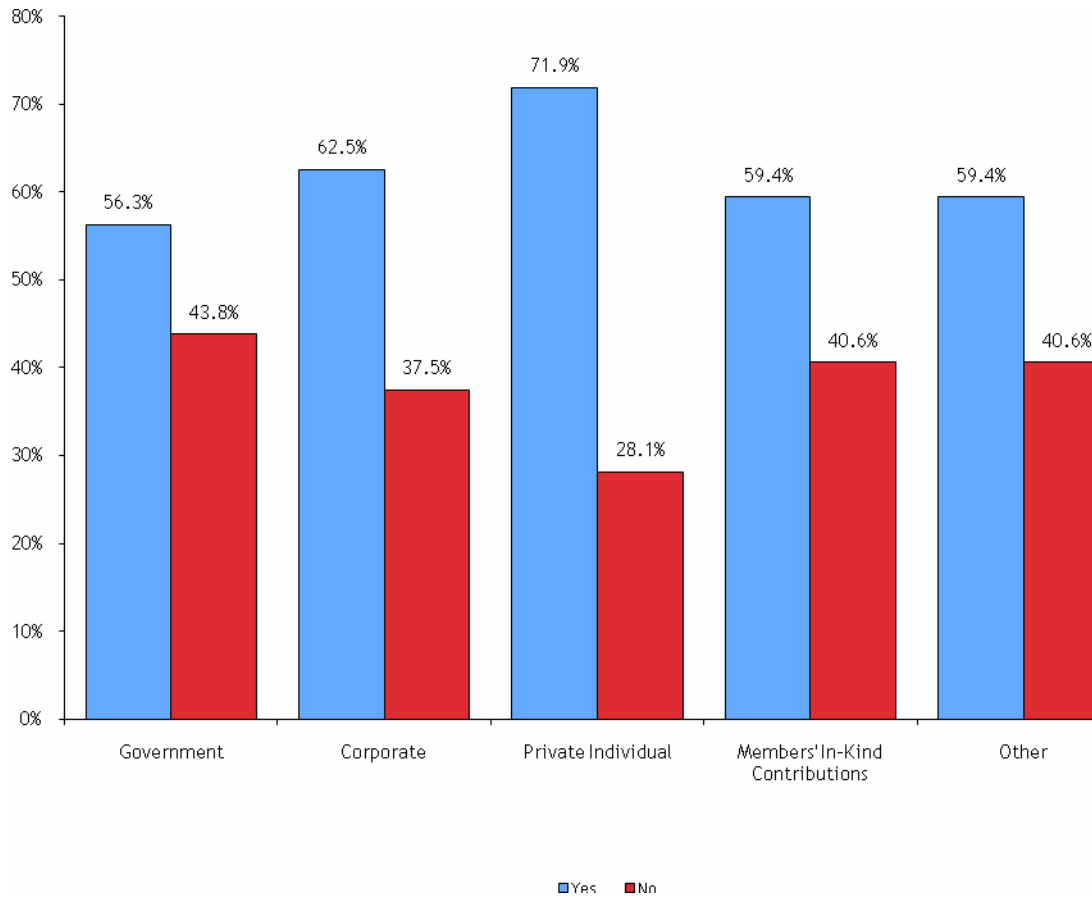


Figure 2.22 Source of Non-Financial Support Received

Clearly, non-financial contributions from various sources are received by a majority of Nunavut NPO's, and represent an important aspect of their capacity.

¹³ Ibid.

Issues & Challenges

The following section examines key issues and challenges concerning funding that were highlighted by Nunavut NPO respondents and funding agencies based on the primary data sources of this review, including the on-line survey, key interviews, key funder interviews and the roundtable presentation.

These issues include:

- Lack of core operational funding;
- Potential funding cuts which threaten the NPOs' ability to meet their objectives;
- Inefficient funding cycle;
- Delays in the initial receipt of funding, which causes cash flow and delays in the start of projects
- Complex application processes;
- Reporting and auditing requirements;
- Challenges generating income;
- Lack of multi-year funding agreements;
- The relationship of corporate goals to available funding¹⁴; and,
- Funding levels for "national" and "Aboriginal" programs that fail to take into account the actual costs of delivery of programs in Nunavut, reflecting higher transportation, interpretation, facilities, personnel and translation costs.

Lack of Core Operational Funding

The NPO Perspective:

The majority of NPOs identified the lack of funding, especially core operational funding, as the most significant challenge their organization faces. In many cases, funding sources will not provide support for core operational administrative costs at all.

NPOs that receive sufficient core funding to support the functions of key staff can concentrate on securing additional resources for the delivery of programs and services. Organizations without this core funding, however, find their ability to deliver programs and services compromised by the amount of time and effort they must commit to finding resources to support their organization.

Many respondents noted that there is a significant need for NPOs capable of delivering third party government programs and services; however, government frequently fails to provide adequate funding for the administrative and operational costs associated with

¹⁴ I.e., the extent to which corporate goals and activities are defined by funder criteria as opposed to organizational priorities.

delivery of those programs.

It was further noted that while significant grant support money is available for projects, organizations frequently lack the administrative resources to pursue such funding. More core funding would permit hiring of more staff, which would in turn increase organizations' ability to access funding to provide more services.

Funder Perspective:

Spokespersons for Human Resources and Social Development Canada (HRSDC) pointed out that broad program guidelines, including the departmental position on core funding, are policy decisions made at the departmental level in Ottawa. HRSDC is currently project-based, and does not fund core operations. However, recommendations have come from a recent independent review - *The Blue Ribbon Panel*¹⁵ - that core operations should be funded, and these will be taken into consideration by HRSDC.

Representatives of Indian and Northern Affairs Canada (INAC) agree that the decision not to provide core funding has been a policy of the central government agencies for some time. The only exceptions appear to be some Aboriginal institutional programming offered by INAC, HRSDC.

Certain programs operate on the basis of *Flexible Funding Agreements* (FFAs) that are intended to provide "one-window" program delivery; these often require less onerous administrative structures for clients.

The private funding agency does not fund core costs except as an add-on of up to 20% on project costs for administration. Most private foundations follow similar guidelines.

Impact of Funding Cuts on Ability to Fulfill Objectives

Some NPOs reported that they were either facing or anticipating funding cuts or reductions, and in some cases outright cancellation of funding for specific programs.

Sixty eight percent of survey respondents stated that anticipated core funding cuts will affect their operation and their ability to meet their objectives, while 71% anticipate program funding reductions which will impact the delivery of their programs and services.

Organizations have traditionally funded core operations through administration fees charged to programs. However, some respondents indicated that Government departments are beginning to deny administration funding. This will seriously impact these organizations, as they do not have funds to replace these revenues.

¹⁵ 'From Red Tape to Clear Results, The Report of the Independent Blue Ribbon Panel on Grants and Contribution Agreements', Treasury Board of Canada, 2006

Funding, Application, Reporting and Auditing Challenges

NPO Perspective:

Many respondents described inadequacies in the current funding cycle. Although the fiscal and program years begin on April 1st, many Nunavut NPOs report late receipt of contributions – in some cases as late as December, which only left 3 months for program delivery. This delivery period coincides with the end of the fiscal year, when organizations are dealing with their heaviest accounting and reporting workload. It is also a peak period for many of the contract service providers who work with NPOs – accountants and bookkeepers, consultants, project managers, and other resource personnel.

Organizations already operating on very narrow margins find themselves borrowing funds from other programs or sources to meet their service or program delivery commitments to clients, further straining their financial and management capacity. In the worst cases, late receipt of contributions has resulted in the cancellation of programs due to the inadequacy of time available to deliver services.

While organizations recognized the need for accountability, many felt that excessive reporting requirements create further delays and take up valuable resources that could otherwise go towards generating additional revenue or providing additional service. It must be noted that organizational and government “Book Keeping” is a relatively new phenomenon for Nunavut. Prior to 1999, virtually all accounting activity tended to be done in organizational and government headquarters in Yellowknife. The supply of trained and experienced bookkeepers in Nunavut simply does not equal the rising demand.

Lack of coordination between funding agencies and excessively complex application processes create unnecessary challenges for organizations seeking to generate revenue and secure funding support. Funders were urged to simplify and streamline application procedures and provide comprehensive, plain language information on funding sources and requirements.

NPOs with a Nunavut-wide mandate pointed out that support tends to be fragmented in different regions of the territory. Holders of Aboriginal Human Resources Development Agreements, for example, deliver the same programs in the three regions of Nunavut; in each region, however, a different application process is used. There is a general lack of coordination or consistency in the delivery of programs: different government departments deliver programs and/or funding to multiple organizations, all of whom are mandated to provide very similar services.

Respondents indicated that the timing of audit requirements impact negatively on organizations’ funding. Contribution agreements are often linked to the submission of a full audit for the preceding year, which delays funding for the upcoming year, disrupts the funding cycle, and diminishes the organizations’ ability to meet its objectives.

Organizations in Nunavut also face unique seasonal conditions that are not reflected in other regions of Canada. Most jurisdictions do not have to time their activities to reflect the annual sealift, summer season hunting and camping, or irregular transport at certain times of year.

Half of the survey respondents reported difficulty accessing funding from private sources. Some attributed this to lack of awareness and understanding about

Nunavut; many potential southern and international corporate and non-government private donors, although national or international in scope, are reluctant to provide grants to regions in which they do little business. Others noted that a growing number of applicants are now seeking funding from the same limited based of funders and donors.

Funders Perspective:

All funders agreed there was a need to examine ways of making the application process as straightforward as possible. This need was flagged by the Blue Ribbon Panel Report, which identified the need for a “Streamlined application process – to improve the system for managers and recipients alike, the Treasury Board of Canada Secretariat should work with departments to simplify the grants and contribution application process and make it more transparent and easily accessible.”

HRSDC acknowledges the challenges related to financial accountability and reporting requirements. The Blue Ribbon Panel recommended: “Accountability...they should be replaced by simplified documents (or a single document) flexible to accommodate program and project differences and focus on realistically measurable objectives. Reporting requirements: monitoring and reporting requirements in the framework for grant and contribution programs should be streamlined and clearly connected to a demonstrable need.”

HRSDC has expanded the timing of the audit requirement to 150 days, to reflect the realities of the north – the scarcity of available auditing firms, reduced availability of board members during the summer months, and so on.

The Department of Economic Development and Transportation, Government of Nunavut (ED&T) is committed to developing a simpler and more streamlined approach. Currently NPOs begin the process by submitting a letter of intent. ED&T will then provide comments on the proposal concept, review funding guidelines, and work with the applicant to further develop their initiative. The NPO will then decide whether to proceed. ED&T noted that agencies such as INAC, the Baffin Business Development Corporation and Kakivak Association provide funds available for NPOs to hire consultants to write business plans; this is a direction that the GN is also considering.

INAC acknowledged that there have been problems coordinating efforts between funding bodies; INAC and ED&T have increasingly been working together to articulate their application processes. The Nunavut Region Program Management Advisory Committee co-chaired by Michael Nadler (INAC Regional Director General), and Paul Kaludjak (Chair of the Nunavut CEDO)¹⁶ meets twice per year and provides a useful forum for resolving program delivery issues.

The private funding agency makes an effort to have prospective applicants contact them by phone or letter first to discuss their project before they take the trouble to prepare a full blown-proposal. This can avoid a lot of wasted time and effort.

It was noted, however, that foundations are independent, accountable to their own

¹⁶ The Advisory Committee is composed of the Nunavut CEDO Chair, the three RIA Presidents and the three CEDO Presidents/Chairs. Efforts are being made to include the DM of ED&T as well as the Department of Education. A Technical Committee has been established and also meets with the Advisory Committee. It includes the CEOs of the three CEDOs as well as Gordon Miles and Monica Ell (representing NTI).

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Boards, and are generally created to address specific social goals according to their own corporate objectives. They are very unlikely to revise their own policies, procedures and criteria to meet the needs of funding recipients, or to form affinity groups with other funders. They cannot share in the application process, except perhaps at the early initial phases.

Lack of multi-year funding agreements

NPO Perspective:

Most Nunavut NPOs operate on the basis of annual contribution agreements, without multi-year funding arrangements. This has a number of significant and negative impacts on their operation.

- The late receipt of payments creates a pressure to spend all funding received before the end of the fiscal year in order to avoid lapsing the unspent portion, a practice not conducive to effective program delivery.
- One-year funding arrangements severely constrain the capacity of an organization to plan, manage or operate strategically. Many of the NPOs in Nunavut are dealing with issues that require sustained, multi-year, strategic advocacy work or program delivery; however, they can only effectively plan for a single year, since that is the extent of their committed funding.
- The annual pursuit of funds, as noted above, is a tremendous drain on corporate time, energy and resources, from the perspectives of both the recipients and the funders.

Funders' Perspective:

Kakivak Association extends the date for the submission of client's audited financial statements, reflecting the HRSDC revision of its audit requirement to 150 days. They also offer advances at the beginning of the fiscal period, as well as multi-year funding arrangements, so that there are rollovers and carry-forward provisions.

It should be noted that federal and territorial funding sources are constrained in their ability to guarantee funds on a multi-year basis: most programs are subject to annual review and rely on parliamentary or Legislative Assembly approval.

Recommendations

The problem of securing adequate, appropriate and secure funding is endemic throughout the NPO sector in Nunavut, across Canada, and internationally. There are no simple solutions. There are, however, a number of strategies that may help to strengthen the sector generally, and provide resources and support to specific organizations.

R1 (a): Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.

Funding-specific elements of the conference could include:

- Training and skill sharing in key areas like proposal writing, basic fundraising, federal programs, foundations, charitable status, and other topics;
- Compilation of an inventory of current funding sources;
- Data collection for a more detailed collection, discussion and analysis of sectoral funding needs;
- Identification of fundraising resources and expertise already available within the organizations or in Nunavut.
- Identify gaps in the available resources and expertise;
- Review CCRA and Nunavut Legal Registry requirements;
- Establishment of a forum for the exchange of information, including policy, management and governance resources;
- Review of opportunities for inter-organizational use of human resources, including accounting and bookkeeping, fundraising and proposal development, etc.
- Review the conclusion of this and other related studies, and seek consensus from the sector on a coordinated, long-term strategy to address funding issues.

R2: An existing organization or new entity should be mandated to develop an advocacy strategy for achieving sectoral goals related to federal and territorial funding programs.

A number of common needs relating to the funding cycle, audit requirements and other program design issues have been identified through this process. Most of these arise from the special needs and circumstances of Nunavut organizations, and the disconnect between that reality and programs designed primarily for delivery in southern Canada. Individual NPOs have very little leverage in dealing with funders: a consolidated, sector-wide and longer-term advocacy effort will be required to effect change.

Areas for potential advocacy activity include:

- Development of standardized reporting requirements by federal and territorial funding programs;

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- Adjustment of funding cycles to reflect the activity cycle of Nunavut organizations (e.g., program delivery beginning in early fall and ending by early or late spring, summer sealift, etc.) in order to maximize time and resources available for project implementation. Appropriate adjustments might include:
 - Extension of period allowed for submission of audited records (as in the case of the 150 day period permitted by HRSDC);
 - Advances available at the beginning of the fiscal year and quarterly payment based on reports, a model similar to that used by HRSDC and its AHRDA holders;
 - Increased flexibility in the carryover of funding from fiscal year to fiscal year, in recognition of Nunavut's unique seasonal patterns of organizational activity;
- Development of administrative measures to allow for multi-year program funding;
- Development of a "one-window" approach by federal and territorial funders;
- Recognition of the need for core funding, either through direct grants/contributions, or through administrative charges to supplement direct project/program delivery costs;
- Recognition of the special costs associated with operation and service delivery in Nunavut on the part of all funders, especially when program funding guidelines and levels are being established on a "national" basis.

A number of organizations might be mandated to play the lead role in the advocacy process. These include:

- The Nunavut Economic Forum
- A coalition of existing sector councils

An alternative or complementary approach would be the creation of a Task Force – perhaps under the aegis of the Nunavut Region Program Management Advisory Committee – to work with NEF representatives to explore possible options for addressing funding challenges. The objective would be to explore workable solutions that could function within existing federal policies, but might involve possible modifications to existing Government of Nunavut policies or the policies of NGOs, including NTI or the Nunavut Trust. Allowance of reasonable levels of administrative support costs and more extensive and creative use of multi-year project funding may provide at least some level of longer term funding security.

R3: Compile a Resource Centre of available funding programs and sources used by or accessible to northern NPOs.

This resource could incorporate information on:

- Levels of available funding
- Overall funds available per year
- Maximum contributions

- Eligibility requirements
- Activities funded or not funded
- Funder program priorities
- Application procedure and guidelines
- Reporting requirements
- Audit requirements
- Proposal evaluation criteria
- Funding history in Nunavut
- Application intake cycle and turnaround time?
- Nature of the contribution (grant? Loan? Contribution agreement? Services in kind?)
- Contact information
- Organizations in Nunavut willing to accept donations and able to offer charitable receipts.

R4: Develop a print, visual and training resource to assist NPOs in understanding and addressing their audit, reporting and taxation needs.

This might be developed in association with and with the assistance of CCRA, NTI, GN and an appropriate foundation.

SECTION 3: HUMAN RESOURCES

Volunteerism

The following section describes findings concerning the extent to which volunteerism plays a role within the Nunavut NPO sector.

Summary of Findings

These findings are drawn from the primary data sources of this review, which includes: the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The main indicators explored relating to volunteer resources are:

- Volunteers by primary activity area;
- Proportion of NPOs with volunteer boards;
- Proportion of organization's volunteers who have received training and the effectiveness of that training;
- Proportion of organization indicating the specific training needed by their volunteers; and,
- Opinions provided by respondents concerning volunteerism in their organizations.

Figure 3.1 below illustrates the distribution of volunteers among the different kinds of Nunavut NPO. For instance, 67% of respondents who indicated that Arts & Culture was their primary area of activity stated that they are without any volunteers, while 33% of the Arts & Culture organizations have between 6 to 10 volunteers. 57% of the organizations indicating that Economic Development & Training was their primary activity area stated that they are without any volunteers, while 14% of the organizations have between 6 to 10 and 29% have 11 or more volunteers.

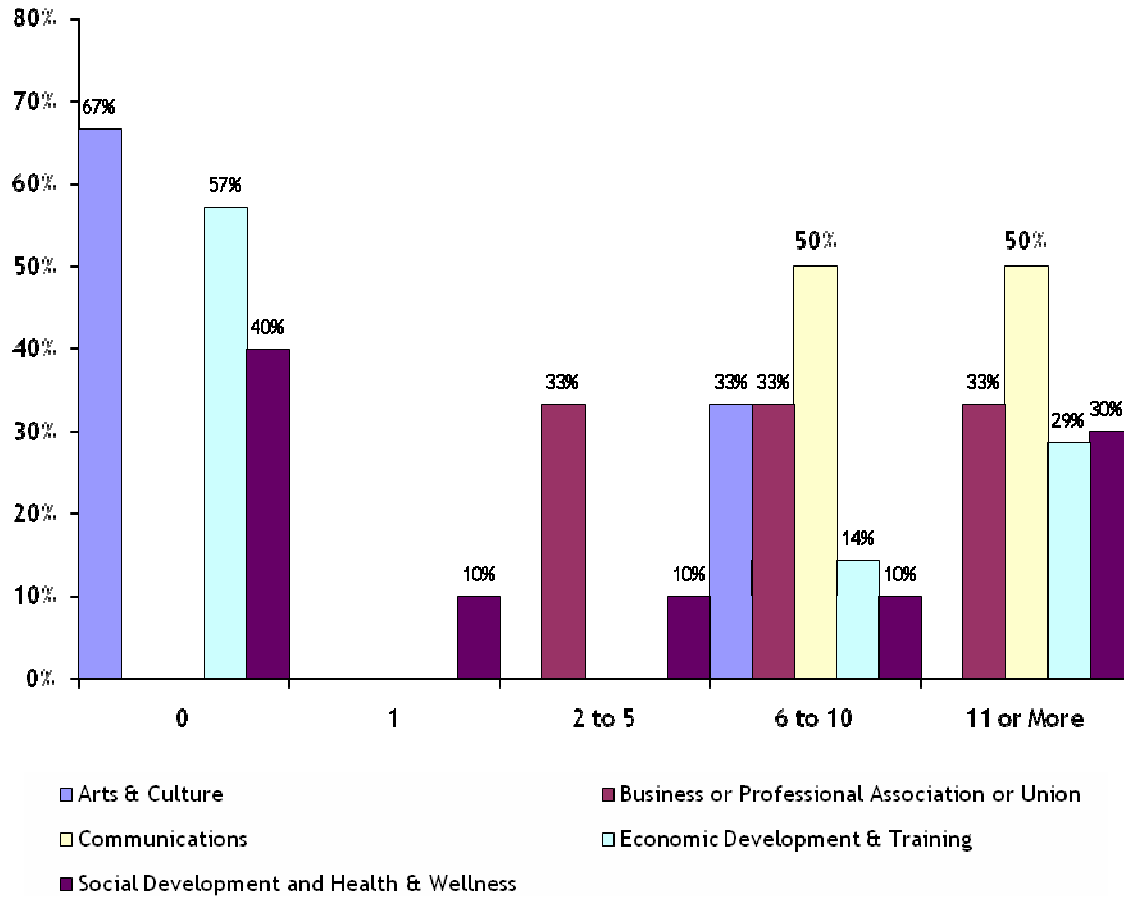


Figure 3.1 Volunteers by Primary Area of Activity

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Figure 3.2 below illustrates the percentage of Nunavut NPO survey respondents whose organizations are governed by volunteer boards. Just over 45% of respondents indicated that board members receive honoraria for the services they contribute to the organization¹⁷.

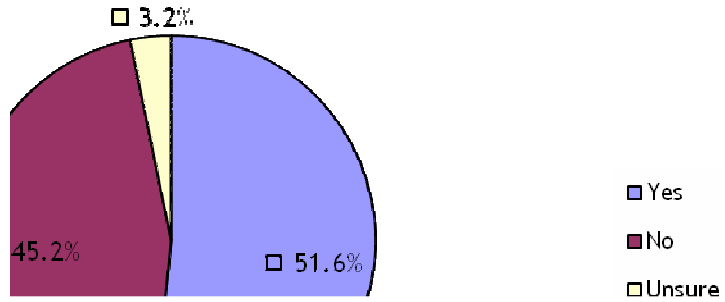


Figure 3.2 Organizations with Volunteer Boards¹⁸

¹⁷ Results may be skewed by the number of larger NLCA-based organizations that did not participate in the study and who provide honoraria or salaries to their Board members.

¹⁸ Results are based on whether or not Board Members receive honoraria for their contribution to the organization

Figure 3.3 below illustrates the percentage of organizations' staff, volunteers or board members that have received training in specific areas, and whether or not it was considered useful. It is noteworthy that almost all areas of training received were perceived by respondents to have been helpful.

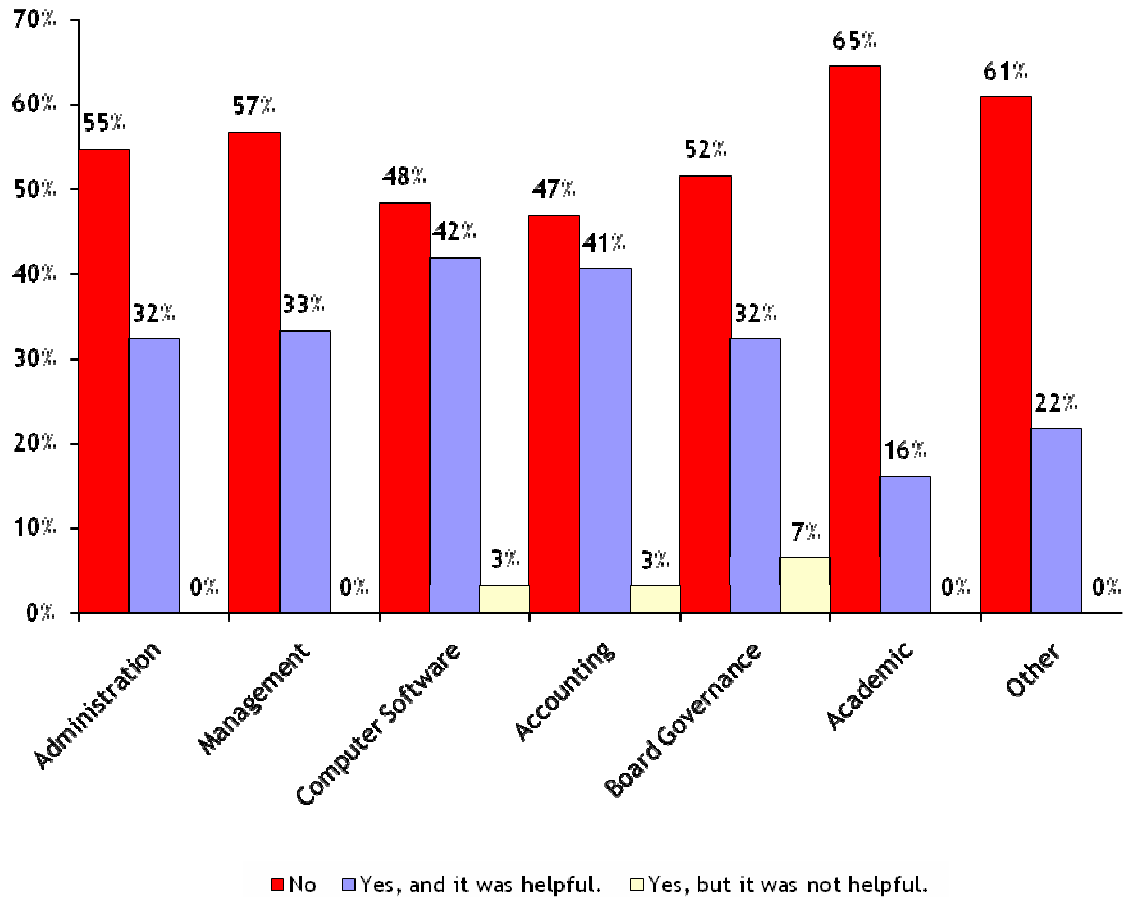


Figure 3.3 Staff, Volunteers or Board Members Received Training

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Figure 3.4 below illustrates which areas of training would be helpful for their volunteers and unpaid board members. In the highest rated category or need, 96% of the respondents indicated board governance training would be useful for their boards.

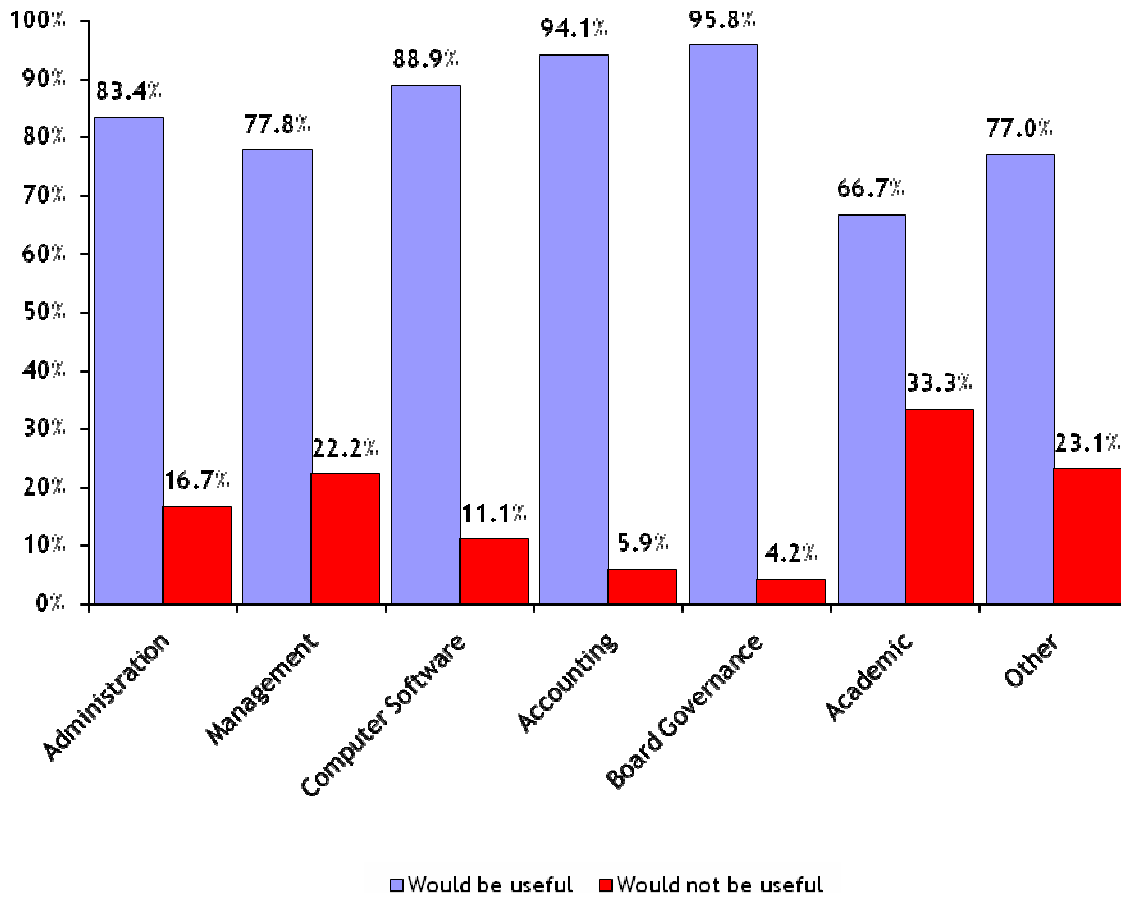


Figure 3.4 Utility of Training for Volunteers and Unpaid Board Members

Figure 3.5 illustrates the proportion of organizations responding to the survey indicating whether or not specific training would be useful for their staff. In all areas of training the vast majority of organizations reported that additional training would be of benefit to the organization.

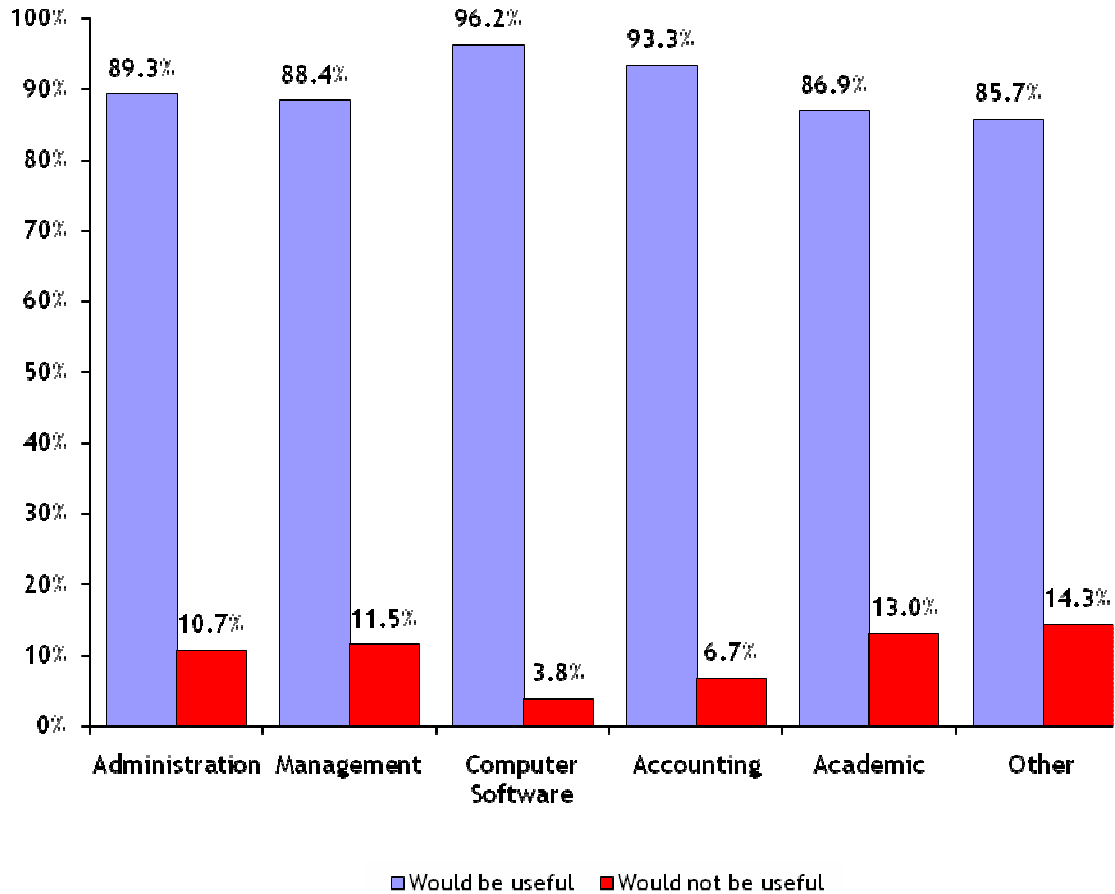


Figure 3.5 Utility of Training for Staff

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Figure 3.6 below illustrates respondents' concerns relating to their organization's human resources needs and capacity. Nearly half of the organizations indicated that they are currently unable to adequately train their volunteers, while more than half indicated they were also unable to adequately train their board members. Over 36% of respondents experienced challenges recruiting volunteers. Almost half of the organizations agreed that they have difficulties obtaining the employees that they require, while 39% indicated that they have difficulties retaining staff. 37% report that they are unable to adequately train their staff.

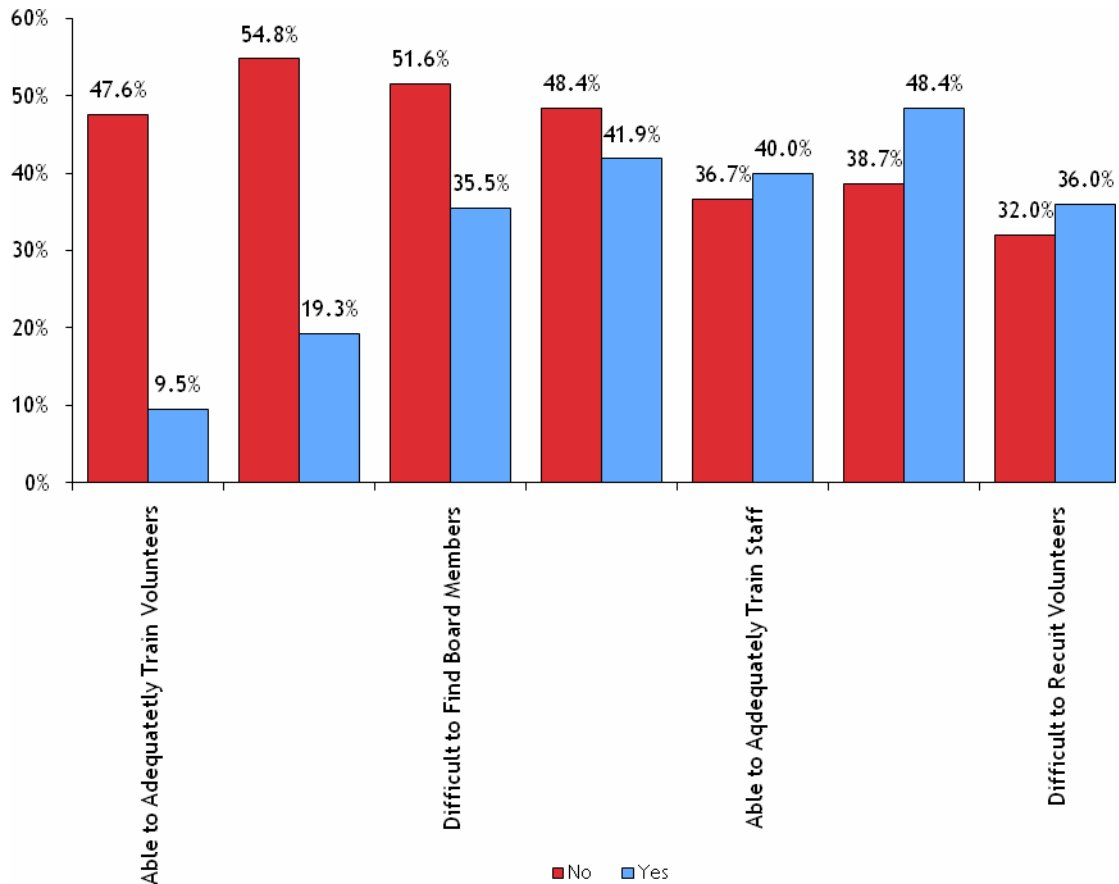


Figure 3.6 Human Resources Issues

Issues & Challenges

This section examines the key issues and challenges concerning volunteerism that were highlighted by Nunavut NPO respondents and funding agencies based on the primary data sources of this review, including: the on-line survey, key interviews, key funder interviews and the roundtable presentation. The issues and challenges that will be highlighted focus specifically around the limited commitment and contribution realized from volunteer base.

Many NPOs utilize volunteers in various capacities – at special events, for various forms of organizational support, and frequently as members of a volunteer Board of Directors. Volunteers can be a valuable complement to the work of an organization; volunteerism is also a good way of upgrading or acquiring transferable skills and gaining valuable work experience.

But volunteers also require organization, orientation, management, motivation, and above all, training and ongoing support. In organizations already operating at the limit of their capacity, the challenge of training and managing volunteers may require more effort than the organization can afford.

Given the importance of volunteers, and particularly in their exercise of key corporate governance functions, it is a matter of concern that 48% of survey respondents reported that they are not able to adequately train volunteers. Some linked their limited use of volunteers directly to the organizations' limited intake and volunteer management capacity, coupled with heavy existing workloads. There is recognition that, given appropriate orientation, training and support, volunteers could help alleviate that workload; ironically, many organizations cannot commit the time that would enable them to bring volunteers up to speed.

Thirty nine percent of survey respondents face challenges recruiting volunteers, in part due to the rising demand for volunteer support. Some NPOs identified volunteer turnover as an issue, citing their own inability to provide adequate training and support as a key cause.

Many organizations report that volunteers tend to be overtaxed; unfortunately, the end result is often burnout.

Boards of directors play a key role within any NPO – they are ultimately legally responsible for the outcomes of the organization, and fulfill a complex and demanding range of planning, policy development and governance responsibilities. Respondents reported, however, that volunteer board members often lack the training or experience to provide adequate leadership. Most organizations surveyed indicated that their boards would benefit from governance training; however, limited resources prevent some organizations from providing this increased capacity. 55% of survey respondents reported that they have difficulties training their Board members.

NPOs in Nunavut face a unique challenge in seeking to maintain effective Boards. In most small southern volunteer organizations, service on a board of directors is strictly voluntary, with no compensation offered other than recognition and some reimbursement for direct costs. The proliferation of NLCA-related boards, panels and commissions in Nunavut, however, has created an expectation that Board members will be paid honoraria for their participation. This is entirely understandable, given the state of the

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Nunavut economy, the importance of securing community input, and the recognition of value in traditional knowledge. It does, however, place an additional burden on already overburdened NPOs.

Recommendations

Volunteerism has long been the mainstay of not-for-profit Canada. Under-funded organizations have relied for decades on volunteers to govern, to manage, to administer, and to provide manpower for both frontline and special event service. NPOs across the country, however, are experiencing the pressure arising from declining levels of funding, rising levels of community need, and increasing demands on the time of a limited pool of volunteers. All these issues apply in Nunavut, and are in many ways exacerbated by the special challenges endemic in the Territory such as competition for experienced volunteers, and a demand for service that exceeds the capacity of communities to meet through their own volunteer resources.

R1 (b): Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.

Volunteerism-specific elements of the conference could include:

- Compilation of resources relating to training and skill sharing in key areas like board governance, volunteer recruitment and management, motivation, and recognition.

R5: Develop an inventory of volunteer opportunities.

It was suggested by some respondents that a data-base/inventory of potential volunteers be compiled. This concept, however, creates a number of challenges, given that:

- Essentially everyone in Nunavut is a potential volunteer; and,
- Most volunteerism opportunities are at the local level, which would necessitate consistent mechanisms for local inputting, review, validation and maintenance of data.

A more manageable option would be the development of an inventory of volunteer opportunities, compiled and maintained by an organization or department with a social mandate, searchable by criteria that would include general level of activity, scope of volunteer opportunity (local/regional/territorial), duration, skill/experience requirements, and other key information. Potential inputs could include the Inventory of Scheduled DIO/IPG appointments maintained by NTI and other existing sources. Similar inventories now exist in several Canadian cities.

This inventory might be of particular value to students throughout Nunavut, who are required to contribute a minimum level of volunteer activity towards their credits.

The inventory might also be useful to parole officers seeking appropriate volunteer opportunities for court-ordered community service.

R6: Develop an inventory of volunteer resources.

Possibly linked to the inventory of funding resources recommended above in R3 and the opportunities inventory recommended in R6, these resources might

include:

- Training materials, policies, procedures and other resources to support board governance, volunteer recruitment and management, motivation, and recognition.
- Information on Nunavut and other educational programs to support volunteerism, including programs offered by Nunavut Arctic College, the United Way of Canada, Imagine Canada, and others.

R7: Proactively promote the general concept and principles of volunteerism.

As noted above, volunteerism is a large and critical element of the NPO landscape in Nunavut. Active programs to support and encourage volunteerism have been established across Canada, promoting the concept at the national level (through organizations like the United Way), the local level (through various Volunteer Bureaus) and on an organization-by-organization basis. The goal of such programs is to ensure that volunteer experience is productive, positive and rewarding for the volunteer, that organizations make the best and most productive use of their volunteers, and that volunteers receive the training and the recognition they deserve.

Proactive measures to promote volunteerism in Nunavut could include:

- Review, adaptation and implementation of various communication programs from promotion of volunteerism, or development of a Nunavut-specific program;
- Establish linkages with volunteer networks in the south;
- Implement volunteer recognition programs territorially and within individual NPOs;
- Review, adapt, and implement training for volunteer management, both generally and in high priority areas (e.g., governance and boardmanship, recruiting and supervising volunteers).

Paid Staff/Consultants

Summary of Findings

The following section outlines findings concerning the extent to which paid staff and consultants play a role for Nunavut NPO respondents. These findings were drawn from the primary data sources of this review, which includes: the on-line survey, key interviews, key funder interviews and the roundtable presentation.

Indicators explored on the issues of paid staff and consultants were:

- Number of organizations with paid staff (full-time, part-time and consultants) by primary activity area;
- Proportion of organization's paid staff who have received training, and the effectiveness of that training

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- Specific training needed by staff and
- Respondents' views on human resources in their organizations.

Figure 3.7 below illustrates levels of full-time staffing, by area of activity. For instance, half of the organizations that specified that Arts & Culture is their primary area of activity indicated that they have between 2 to 5 full-time staff, while 25% of the Arts & Culture NPOs have no full-time staff.

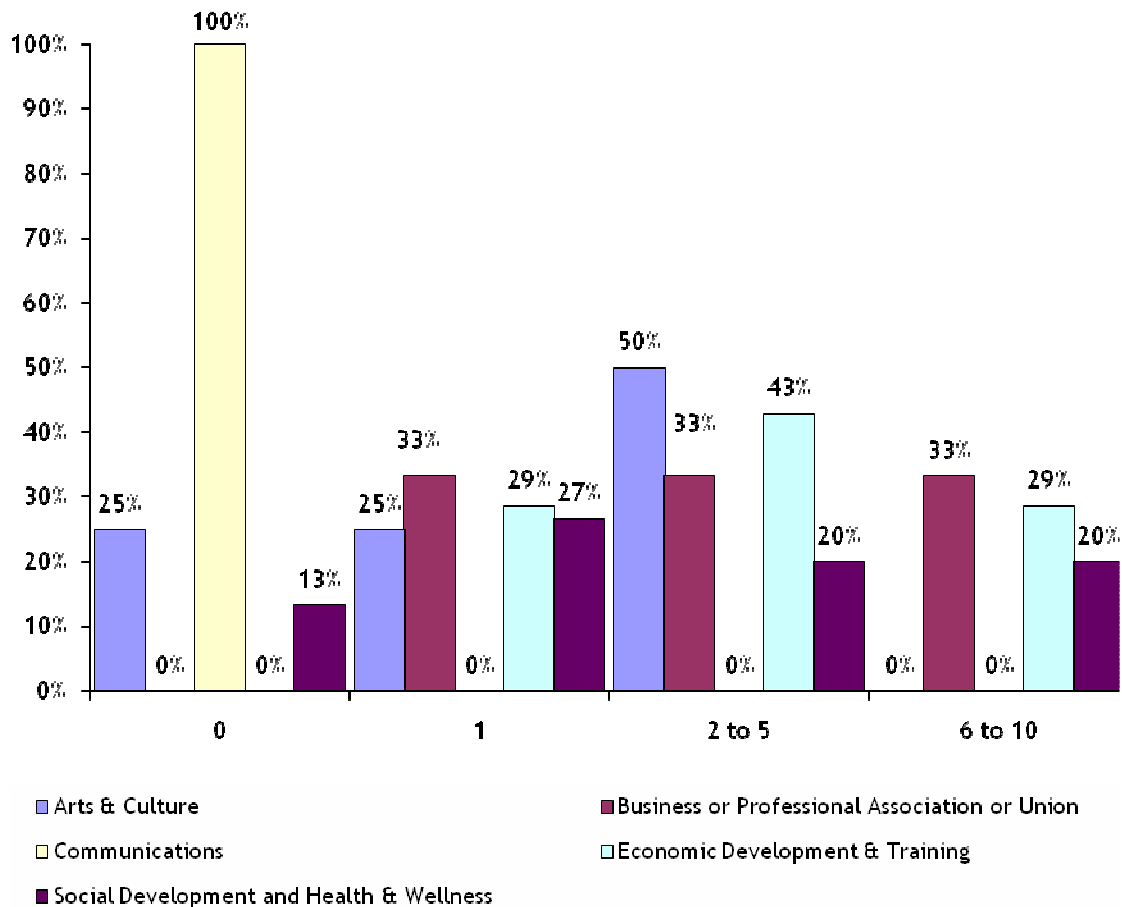


Figure 3.7 Full-Time Paid Staff by Primary Area of Activity

Figure 3.8 below illustrates levels of part-time staffing, by area of activity. For instances, nearly 50% of the organizations who specified that Social Development and Health & Wellness is their primary area of activity have between 2 to 5 part-time staff, while 29% of the Social Development and Health & Wellness NPOs have no part-time staff.

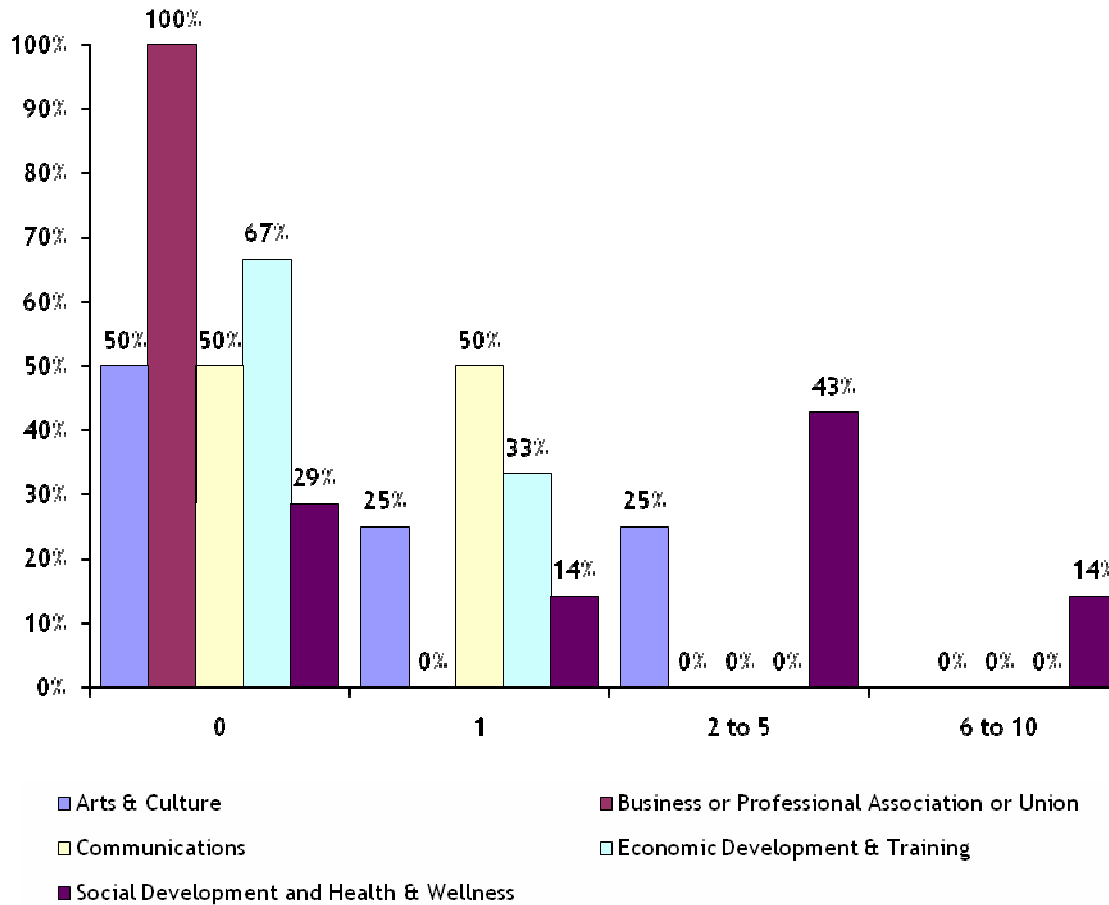


Figure 3.8 Part-Time Paid Staff by Primary Area of Activity

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Figure 3.9 below illustrates utilization of consultants, by area of activity. For instance, half the organizations who specified that their primary area of activity is either a Business or Professional Association or Union indicated that they use between 2 to 5 consultants, while the other half report using 11 or more paid consultants. For the purpose of this study, “consultants” refers to paid external professional resource personnel, including lawyers, accountants, auditors, and others.

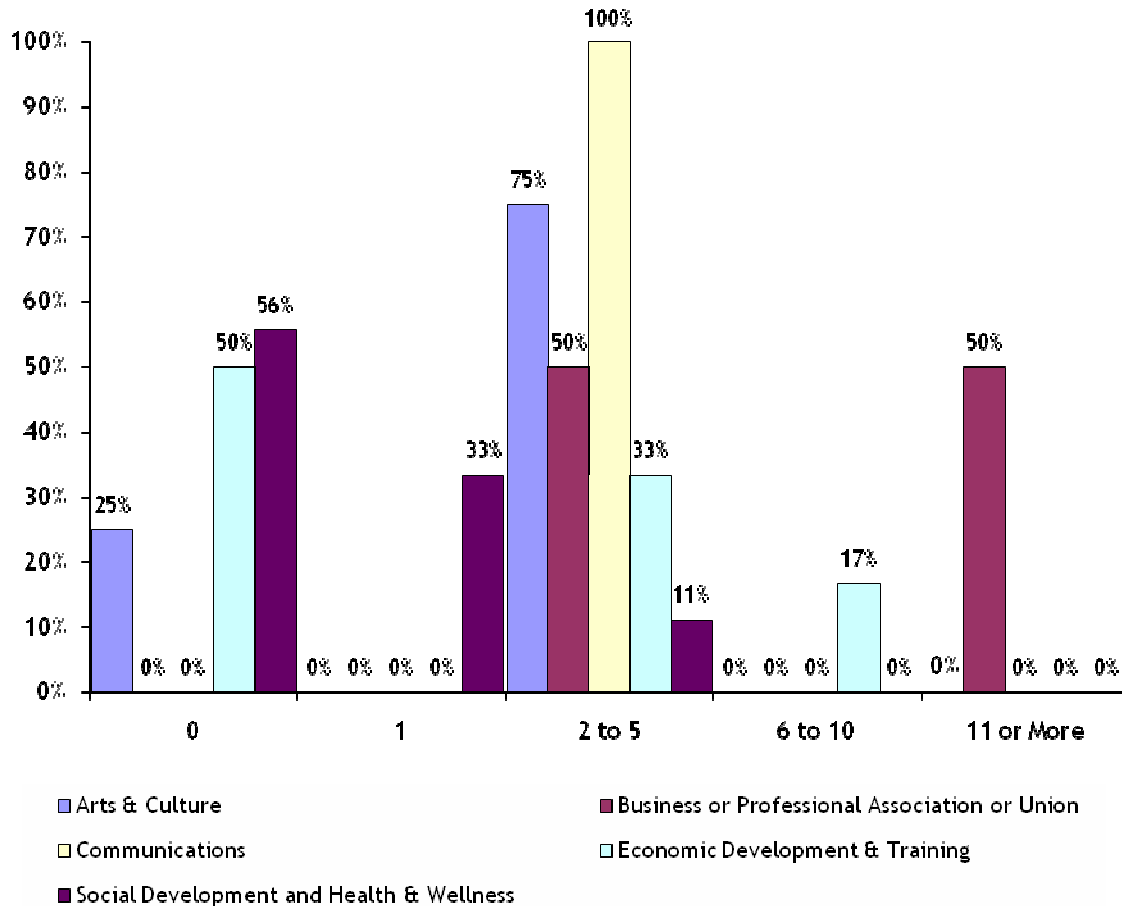


Figure 3.9 Use of Consultants by Primary Area of Activity

Issues & Challenges

The following section examines key issues and challenges concerning paid staff and consultants that were highlighted by Nunavut NPO respondents based on the primary data sources of this review, including: the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The highlighted issues and challenges include:

- Factors affecting maximizing staff output;
- Lack of financial resources to support paid staff; and
- Competition for trained personnel.

Since the creation of Nunavut and the signing of the NLCA, Nunavut has become an extremely competitive market for jobs. Some NPOs are not able to compete with the Government or private sector in salaries and benefits. The most common barrier identified by respondents to attracting productive, qualified staff and maintaining a high level of output is the inability to offer competitive compensation packages, and the impact that has on motivation and performance levels. Most NPOs report an overall lack of financial resources; this affects their ability to recruit and retain qualified staff, as it is difficult to be competitive with government positions. 48% of survey respondents reported difficulties with recruiting staff.

Funding instability and delays have actually resulted in the failure of some NPOs to meet their payroll on time, a factor that further diminishes motivation and staff output.

Some NPOs who were able to recruit the right people for the right positions, and compensate them at a pay scale comparable with the Government of Nunavut reported a loss of project funding due to funders believing that the administration fees are excessively high. These administration fees, of course, are a result of the need to compensate staff at levels competitive with Nunavut Government and NGO standards.

The creation of the Nunavut Government and the implementation of the NLCA have created a huge need for personnel with a wide range of technical, management, policy and other skills. Given the competition among employers for skilled and experienced Nunavummiut, such people are in short supply. Consultants often make up the shortfall. While this solution gets the work done, it is not ideal; the cost of consultants is high, and can actually add up to the cost of an additional employee.

As noted above, most organizations indicated that their access to training is severely limited; organizational and staff capacity is seriously limited by the inability of the NPOs to provide adequate and appropriate training, educational and professional development opportunities and resources to their staff.

Some NPOs have introduced extensive and long-term training programs in association with organizations like the Nunavut Implementation Training committee. Ironically, such training makes employees even more attractive to employers who may be in a position to offer them higher paying jobs with better benefits.

Recommendations, Paid Staff/Consultants

R1 (c): Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.

Personnel-specific elements of the conference could include:

- Identification of a mechanism and opportunities for greater use of shared human resources in key, high demand positions (e.g., financial management, legal support, policy research and development);
- Identification of a mechanism and opportunities for shared training and professional development;
- Discussion of the factors that lead to burnout and high turnover within the sector.

R8. Consolidate and distribute information on salaries and benefits currently being paid within the NPO sector.

Several attempts have been made in the past to establish a range of comparable salaries and benefits within specific sub-sectors of the NPO community, most notable among the DIO/IPG groups. Both NTI and NPC are currently carrying out similar exercises.

While this will not eliminate competition among NPOs for skilled personnel, it may establish shared norms and expectations within the sector.

R9. Develop an inventory of management resources.

Many NPOs in Nunavut face similar management issues and share similar management needs. Several identified specific gaps in their management and administrative systems that the consultants know have been addressed by successful systems in other organizations. However, there is no forum or medium for the compilation and exchange of these valuable corporate resources, many of which are adaptable and applicable to a wide range of organizational needs.

Through the recently enhanced access to broadband services, distribution of these materials to NPOs in isolated communities had finally become a realistic option. A number of models for this kind of support exist, including the Canada Nunavut Business Service Centre.

R10. Proactively promote a “culture of training”.

At a recent DIO/IPG meeting in Winnipeg organized by NITC, participants noted that “everyone talks about training, but almost no-one really does it”. The reason is obvious. Effective training is time-consuming, resource intensive, and long-term. It is also an essential and unavoidable element of building any organization, and especially within the Nunavut context.

A number of measures could help foster a “culture of training” within the Nunavut NPO sector.

- Prepare a strong, documented case for training as a strategic investment to reduce turnover and burnout, emphasizing both the important benefits of

training and the very high cost of NOT training. Such a study could encourage organizations to make training a higher priority, and help them to leverage additional funds for training.

- Develop and maintain an online calendar of training events and programs in Nunavut, or sponsored by Nunavut organizations, in areas of shared need or interest
- Maintain a comprehensive directory of training providers, along with key information (contact information, course information – title, duration, start and finish dates, languages, class sizes, accreditation, objectives, prerequisites, criteria, costs, locations, completion requirements, availability, etc.)
- Include the maximizing of funding for training in the NPO sector as one of the advocacy goals discussed under R2.
- Develop and circulate Nunavut-appropriate standard tools and procedures for a meaningful evaluation of training programs.
- Develop plain-language, Nunavut-specific materials to support effective on-the-job training and mentoring. Valuable resources have already been piloted in this area by the Government of Nunavut and the Nunavut Implementation Training Committee.

R11: Initiate and support research into management and governance models appropriate for Nunavut.

NPOs in Nunavut manage and govern themselves within the context of a cultural and linguistic environment unlike any other in the world. Contemporary management and governance theories developed in the United States or a multinational think tank may offer interesting perspectives, but may be of questionable relevance.

For decades, government and organization have worked to establish organizational structures, management systems and governance models that reflect both contemporary needs and traditional Inuit approaches to planning, decision making, problem solving and organizing. Despite isolated studies and considerable real-world experimentation, there is surprisingly little reliable, accurate and practical information available to help Nunavut NPOs definitively answer some of the most fundamental questions they face: *what kinds of organizations actually work here? How can we most effectively structure, manage, and govern our NPO in a way that achieves its real objectives?*

There is no shortage of case studies to illustrate both management and governance successes and failures. Ongoing research with a practical focus is required to identify the lessons that help ensure that those decades of corporate learning do not go to waste.

SECTION 4: SHARED RESOURCES – NETWORKING

Summary of Findings

The following section outlines findings concerning the extent to which shared resources and networking play a role for Nunavut NPO respondents. These findings were drawn from the primary data sources of this review, which include the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The main indicators explored include the number of organizations that coordinate with other organizations, and the proportion of organizations that network by primary activity area and categorized revenue size.

Figure 4.1 illustrates the proportion of organizations that coordinate with other organizations. The majority of survey respondents coordinate their work to some degree with other organizations and government agencies. Key interviews suggest that the extent to which Nunavut NPOs share information and resources with other not-for-profits and government agencies is limited primarily by the resources that they have available; NPOs indicated that they would network more if they had the financial resources to attend conferences, as well as more human resources to work on coordination with other organizations

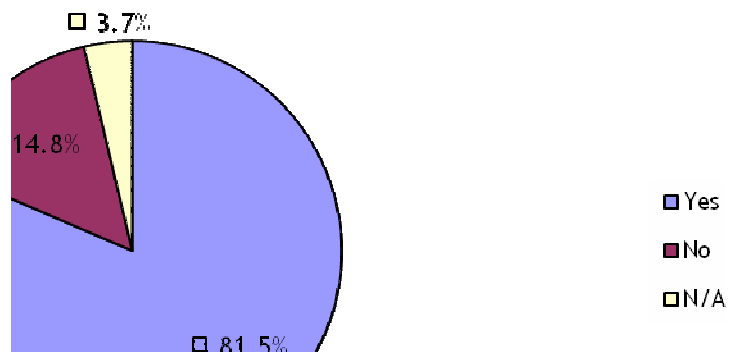


Figure 4.1 Coordination with other Organizations¹⁹

¹⁹ 15.6% of survey respondents are not represented in these results.

Figure 4.2 illustrates the proportion of organizations that network with other organizations by their primary activity area. While somewhat less networking occurs among organizations engaged in Economic Development, Training, Social Development and Health and Wellness, the overall tendency to share information and resources among survey respondents is high.

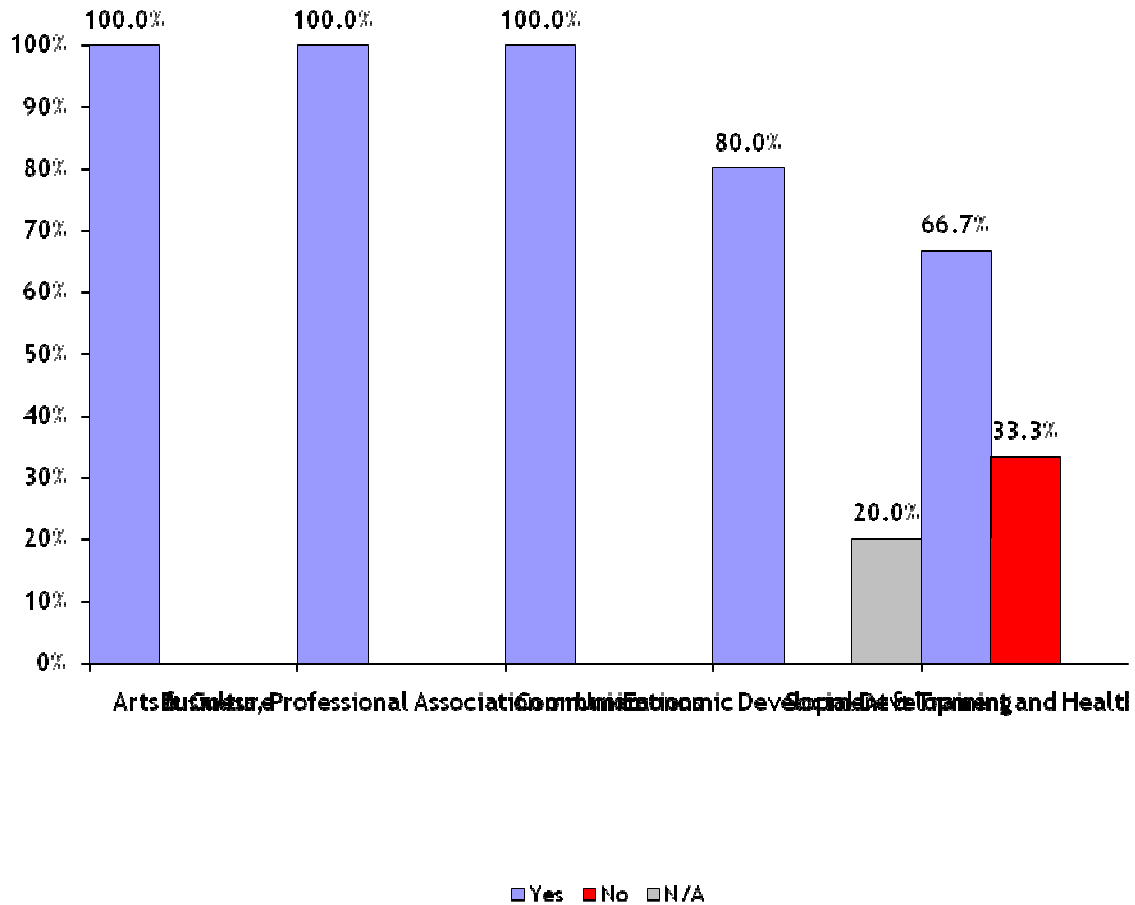


Figure 4.2 Networking by Primary Area of Activity²⁰

²⁰ Ibid.

It is interesting to note that survey respondents with larger revenues indicated that their organizations engaged in coordination only half as much as those with less revenues, as illustrated in Figure 4.3.

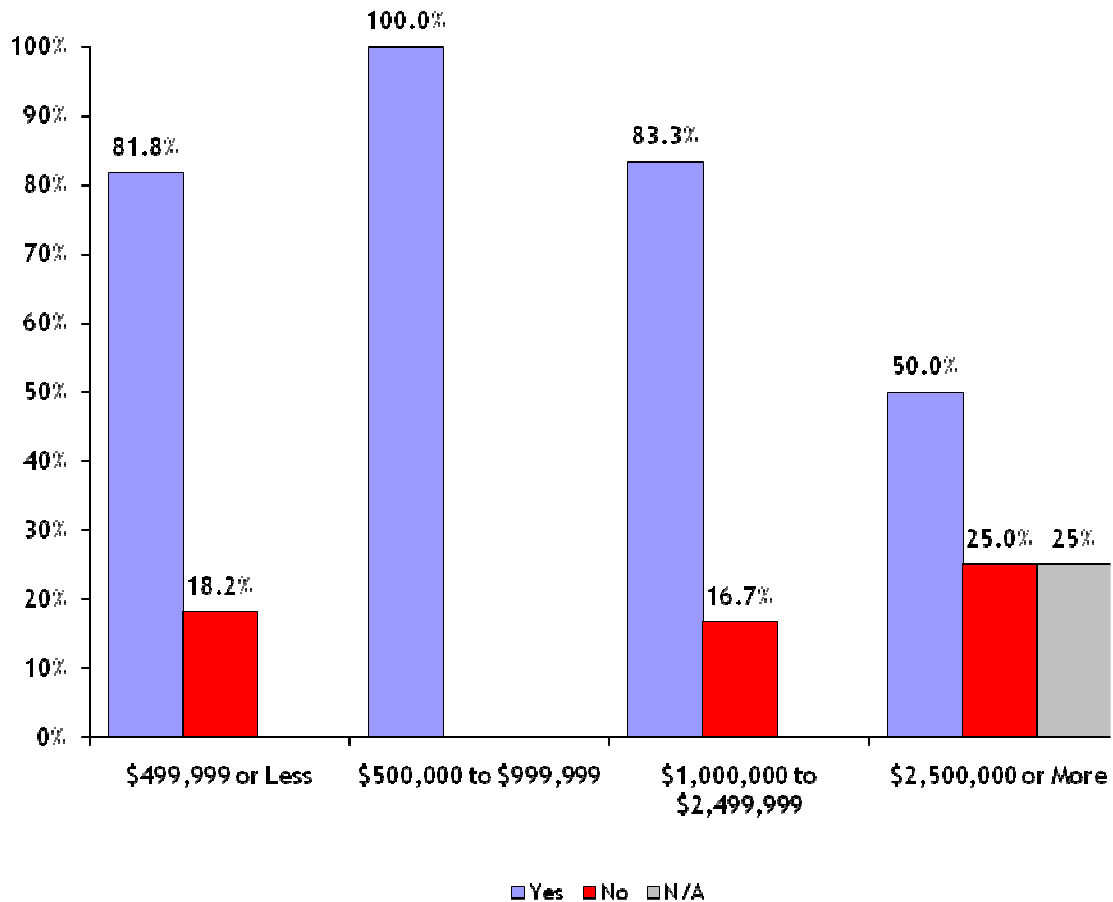


Figure 4.3 Coordination with other Organizations by Revenue²¹

²¹ 25% of survey respondents are not represented in these results.

Issues & Challenges

The following section examines key issues and challenges concerning shared resources highlighted by Nunavut NPO respondents based on the primary data sources of this review, including the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The highlighted issues include challenges limiting networking capacity among organizations, issues preventing strengthening of networking and shared resources, and competing organizational objectives.

There are various levels of collaboration open to NPOs in Nunavut. These run the gamut from informal agreements to work together on a short project or to share information, to actual, formal alignment of corporate objectives, joint planning exercises, and long-term collaboration on projects or policy issues. There are also opportunities to establish linkages with organizations in southern Canada with comparable goals and objectives.

Collaboration and networking are sound strategies for maximizing impact with minimal resources, for expanding the amount of information available to an organization, and for maintaining current knowledge and expertise in a given field. However, establishing and maintaining a relationship with a partner or network requires both initial planning and discussion, and ongoing communication and maintenance. This is time consuming; and some NPOs noted that the general lack of capacity and resources that organizations face is taking its toll on the development of effective networks. When workloads already exceed corporate capacity, strategic measures like networking take a back seat to short-term deadlines.

It is also a reality that partnerships and corporate alliances cannot be created by decree. Organizations will only work with each other on their own terms, if they share similar values, and if there is a clear mutual advantage to the alliance.

In southern Canada, much of the initial networking within a sector occurs through meetings, conferences and professional associations. Respondents noted that that with greater resources NPOs would have the ability to attend conferences, and work toward forging and maintaining coordinated efforts with other organizations. However, lack of funding to attend these conferences makes it difficult to take advantage of these opportunities. Other opportunities for networking exist, but respondents agreed that face-to-face contact, and the establishment of a sense of trust, were essential components of any real relationship, and could not easily be achieved by phone or Internet.

This need for personal contact through meetings is particularly important when dealing with potential southern partners. This can be especially challenging given that in most cases these potential associates have little or no knowledge about or awareness of Nunavut.

Earlier in this report respondents commented on the impact of high turnover in NPOs. Another consequence of this rapid turnover is loss of continuity in corporate relationships. As noted above, effective collaboration requires time and mutual trust; such collaboration becomes even more difficult to maintain when contacts in government and partner organizations are constantly changing, and little corporate memory exists to carry those relationships forward.

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Interview respondents from organizations with fewer resources tend to face greater networking challenges, especially if networking involves incurring additional expenses (e.g., to attend a conference in another community). These organizations, however, tended to actually network more than their larger, better-resourced counterparts, in part because they were forced to collaborate with others to achieve their corporate objectives.

While many Nunavut NPOs recognized the importance of networking as a strategy for sharing information and maximizing the utilization of limited resources, some organizations need to better understand these benefits so that they have a greater willingness to partner. The funding and personnel pressures described in preceding sections have led, in some cases, to a culture of “competition”; some smaller NPOs feel they must compete with similar organizations for ever-diminishing funding and human resources, instead of working together to maximize the benefits and impact of the limited resources that are available. Coupled with the need to preserve corporate autonomy, these pressures can act as a disincentive to effective collaboration and partnering.

It must finally be noted that there is a perception that Nunavut is served by multiple organizations with multiple mandates that overlap one other; to some extent this perception could be corrected by increased networking, and by other measures to increase the level of knowledge and understanding about organizations’ objectives and mandates.

Recommendations

R1 (d): Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.

A number of areas in which networking needs and opportunities could be discussed have been identified in recommendations within the preceding sections, in areas such as training, human resources sharing, use of common management policies and procedures, and so on.

Additional opportunities for enhanced networking within the Territory may be discussed in areas such as:

- Shared facilities, equipment, and office space;
- Joint purchases where bulk acquisition is financially advantageous;
- Joint advocacy and policy development initiatives.

R12. Develop training, planning and management resources to support networking

Reductions in the level of resourcing available to NPOs in the Canada and the United States over the past decade have led to considerable research into the theory and practice of collaboration among volunteer organizations. While much of that experience is not applicable in Nunavut for reasons discussed elsewhere in this document, there is still a significant body of thought and analysis, including a wealth of practical “how-to” material, which could be reviewed for its relevance and adapted for application in Nunavut.

R13: identify opportunities for linkage with networks in other jurisdictions, where

appropriate.

Respondents described various levels of contact with organizations in other communities and regions, and outside Nunavut. These were essentially in two categories:

- Organizations and networks that support the NPO sector generally across Canada, such as the United Way, Imagine Canada, and various southern foundations;
- Organizations and networks linked through specific, shared elements of a corporate mandate, such as environmental organizations, groups promoting early childhood education, sector councils, and others.

Such associations can be advantageous, if developed and structured on the same basis as any other organizational alliance (i.e., on the basis of shared objectives, common corporate values, trust, and the opportunity for mutual, authentic benefit.)

SECTION 5: PHYSICAL INFRASTRUCTURE, GOVERNANCE AND MANAGEMENT

Summary of Findings

The following section outlines findings concerning the physical infrastructure, governance and management of Nunavut NPO respondents. These findings were drawn from the primary data sources of this review, which includes: the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The main issues identified were:

- Organization's charitable status
- Facilities and equipment
- Planning

Figure 5.1 illustrates the proportion of Nunavut NPO respondents whose organizations have received charitable status²². Most are not registered as charities, and therefore not able to issue tax receipts for donations made to the organizations. It is noteworthy that a significant percentage of respondents were uncertain about the status of their charitable registration.

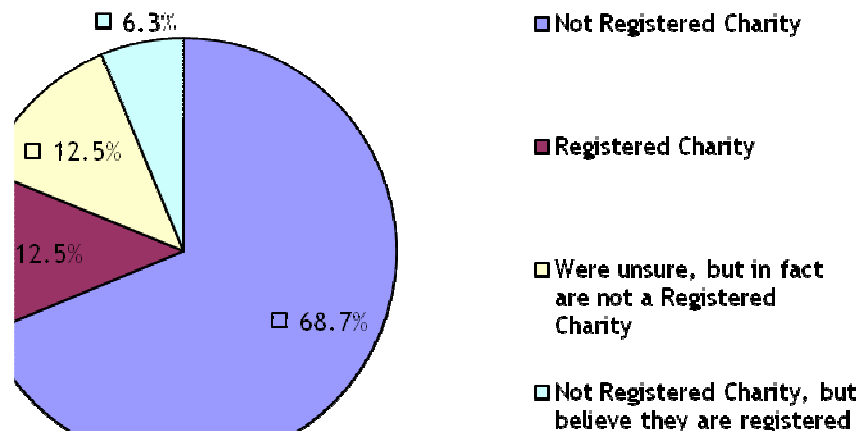


Figure 5.1 Organizations Registered as Charity

²² Based on CCRA Search Engine to determine Registered Charity Status

Figure 5.2 illustrates organizations' assessments of the current state of their office facilities and equipment. In almost every category respondents stated that their facilities and equipment are inadequate. For instance, 74% of organizations indicated that their computer equipment is not up to date.

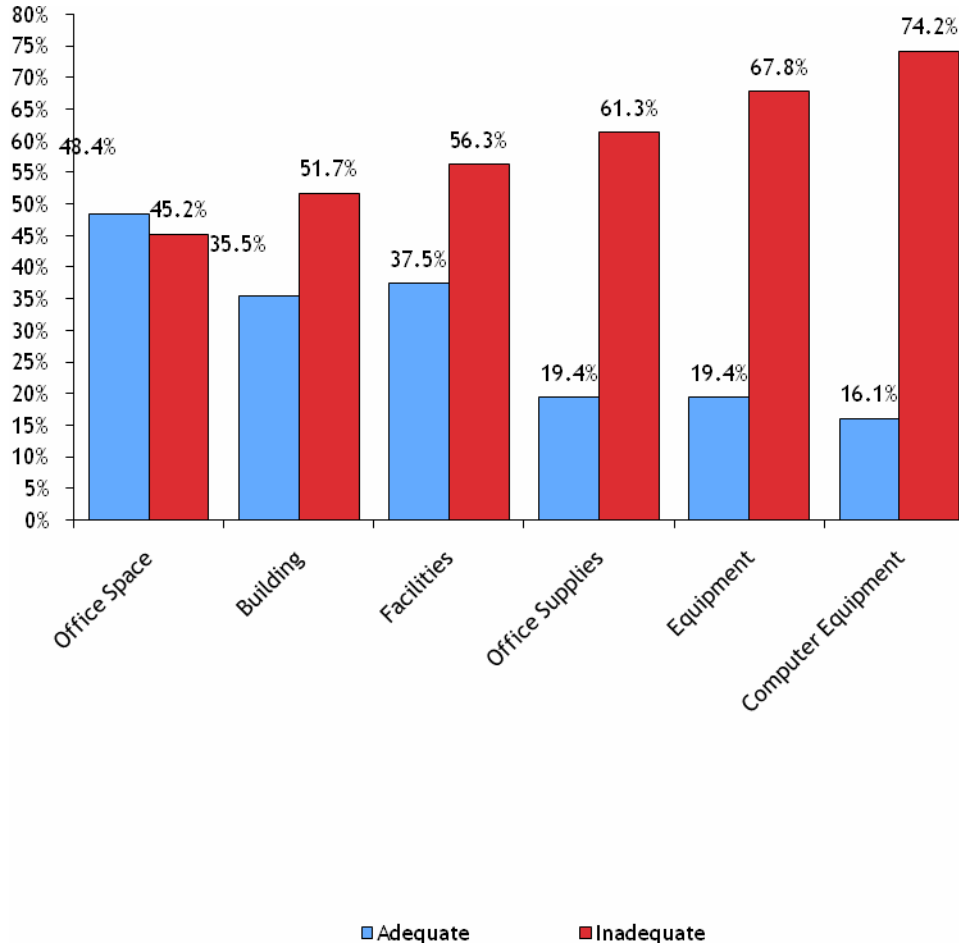


Figure 5.2 Assessment of Facilities and Equipment

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Figure 5.3 illustrates respondents' opinions regarding adequacy of their office space by primary area of activity. For example, 57% of the organizations whose primary area of activity is Social Development and Health & Wellness stated that their office space is inadequate.

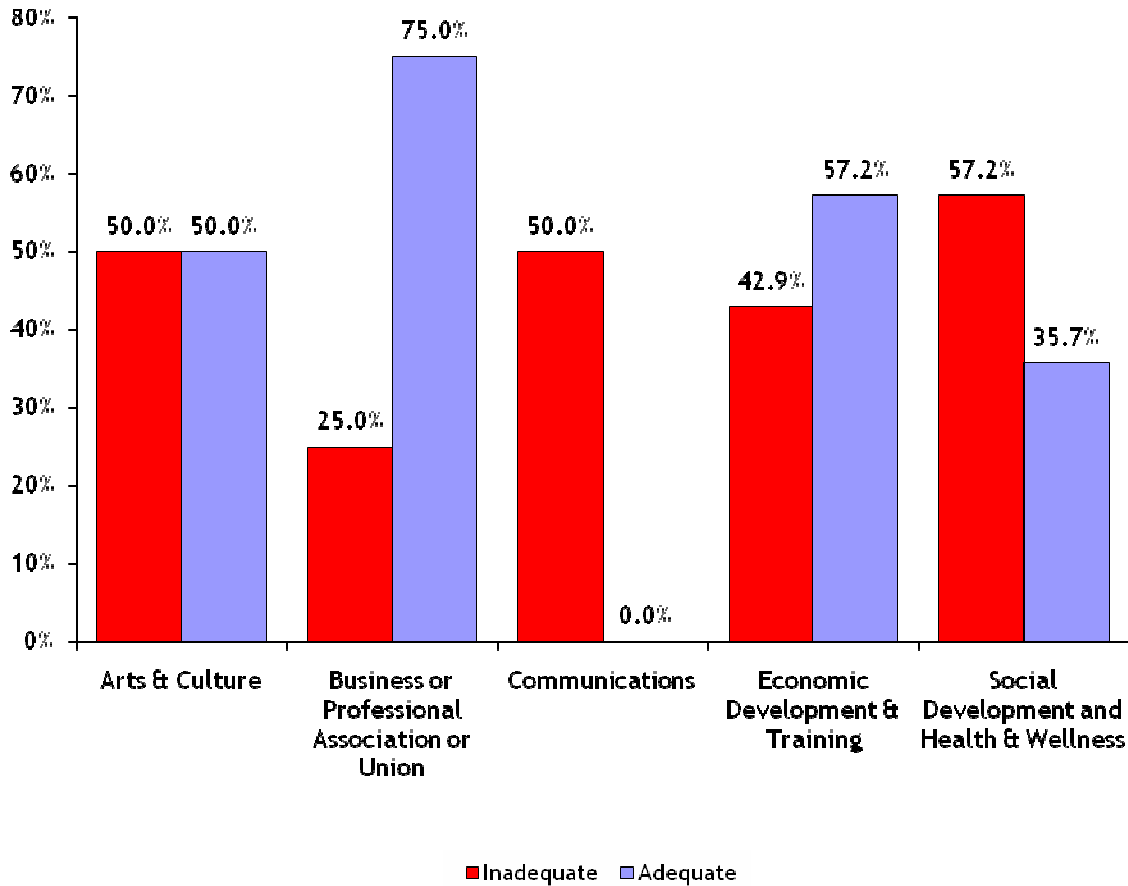


Figure 5.3 Assessment of Office Space by Primary Area of Activity

Figure 5.5 illustrates the proportion of NPO respondents with stated goals and objectives. From these findings it may appear that the majority of respondents have engaged in some form of an organizational planning cycle. However, the other data sources may indicate that certain NPOs are unable to consistently follow these plans from year to year, due in part to the inconsistent nature of the core funding they receive.

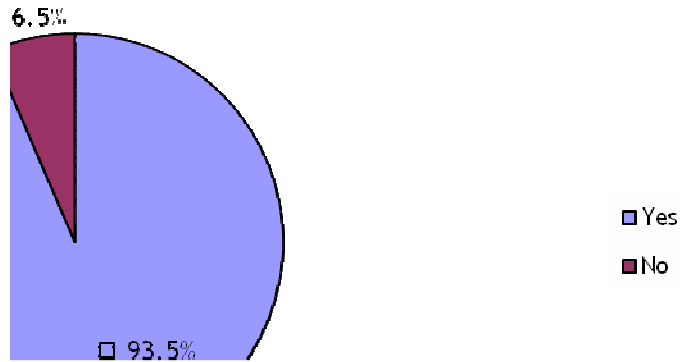


Figure 5.5 Organizations with stated Goals and Objectives²³

²³ 3.1% of Survey respondents are not represented in these results.

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Figure 5.6 demonstrates the proportion of NPO respondents with stated goals and objectives by primary area of activity. These findings suggest that the least amount of planning is being carried out among organizations classified as Business and Professional Associations and Unions.

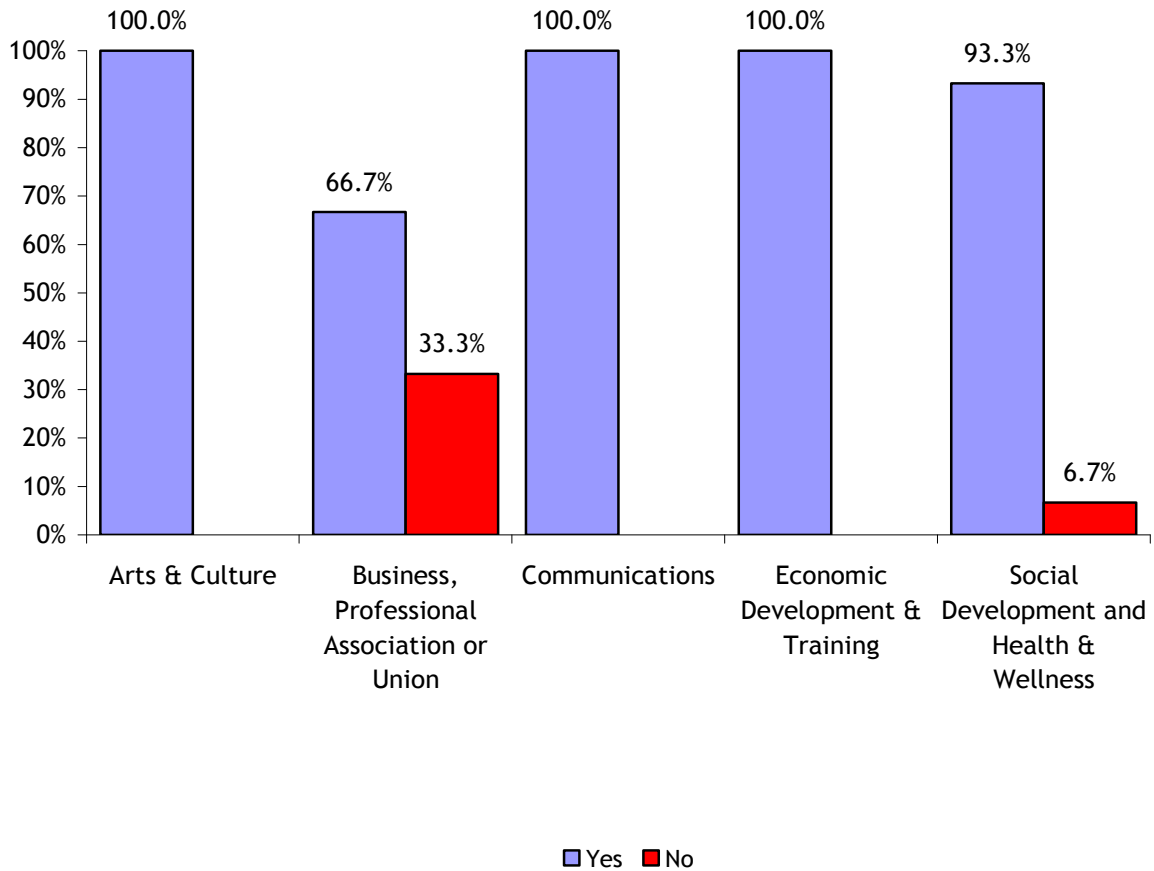


Figure 5.6 Organizations with Goals & Objectives by Primary Activity Area²⁴

²⁴ Ibid.

Figure 5.7 illustrates the proportion of respondents with stated organization goals and objectives by categorized revenue size. Responses suggest that NPOs with small revenue sizes conduct slightly less organizational planning than those organizations with greater resources; however, almost all of the respondents in all categorized revenue sizes indicated that there is at least some planning activity ongoing within their organization.

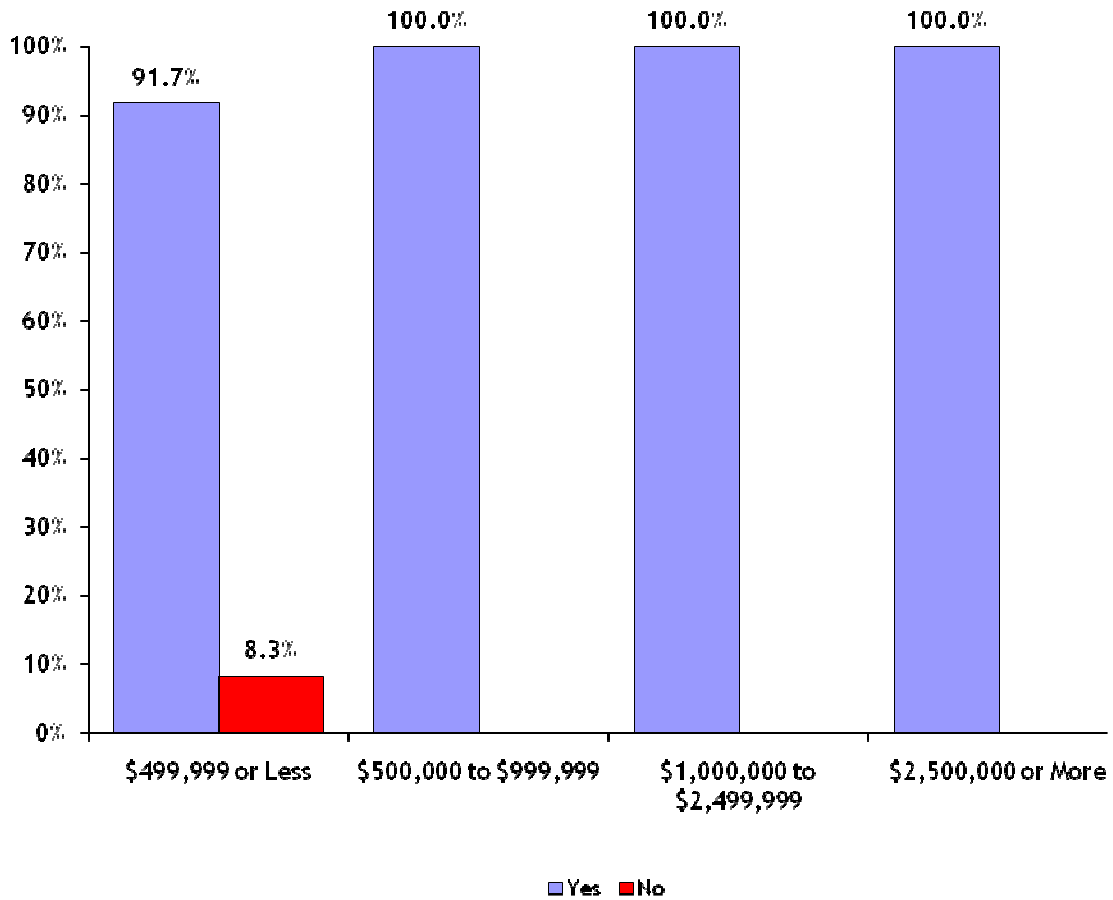


Figure 5.7 Organizations with Goals & Objectives by Revenue Size

Issues & Challenges

The following section examines key issues and challenges related to physical infrastructure, planning and management of Nunavut NPO respondents based on the primary data sources of this review, including the on-line survey, key interviews, key funder interviews and the roundtable presentation.

The issues and challenges highlighted are:

- Issues related to office facilities and equipment;
- Limited planning cycle and short and long-term strategic planning;
- Lack of financial management and control; and
- Issues preventing improved organizational management systems.

Office Facilities and Equipment

The majority of respondents indicated that their office facilities and equipment are inadequate and not up to date.

Limited planning cycle and short and long-term strategic planning

Many of the NPOs that participated in this review appear to operate within a relatively short planning window. This is attributable to a number of causes:

- Lack of funding, which precludes planning of longer term projects and initiatives;
- Funding cycles which preclude firm commitment to projects that run longer than a single fiscal year;
- Lack of time and resources within an organization for full scale, long term strategic planning;
- Absence of board support for a strategic planning process;
- Staff and Board turnover, resulting in shifts in corporate direction;
- Changes in government and funder priorities, resulting in shifts in availability of funding.

Lack of management, financial and governance control

Operational and management challenges in many organizations are linked closely to HR issues like finding and retaining staff and volunteers and/or Board members, as well as the organizations' capacity to provide adequate training, professional development, and policy support to their personnel.

Associated with this is the problem of organizational turnover. Most organizations have policies, plans and procedures of some sort in place, at varying levels of formality; but often these systems are not fully integrated into the organization's operations, and remain dependent on the person who developed them. When that individual moves on, the knowledge is lost.

Many NPOs have experienced rapid growth or transformation following the creation of Nunavut. In some cases, existing policy and procedural systems have not kept pace with the organizations' evolution, and staff find themselves managing on the basis of obsolete, inefficient or inadequate systems. The challenge of restructuring these systems represents one more time and resource-consuming process that drain resources from an NPO's service delivery, and for which there is no external funding support.

Not surprisingly, the larger and better-resourced NPOs tended to express greater satisfaction with the state of their management systems, while smaller NPOs tend to lack basic policies and procedures, or to have systems in place that require upgrading. These smaller NPOs lack the core funding and internal capacity to develop and maintain the necessary systems in sustained way.

Recommendations

R1 (e): Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.

A number of areas in which management, planning and infrastructure needs and opportunities could be discussed have been identified in recommendations within the preceding sections, in areas such as facilities sharing, training, joint purchases, human resources sharing, use of common management policies and procedures, and so on.

R14. Investigate the advantages and feasibility of sharing facilities.

The previous section of this report listed some of the advantages associated with networking. A simple and obvious step would be the renting or acquisition of facilities by compatible NPOs, sharing space, an administrative core of resource personnel, and technical/IT infrastructure. In some cases, this might require that organizations design and a move into new space; or it may simply mean integration of existing facilities and networks. In either case, efficiencies may be realized in areas like human resources, computer equipment, and facilities rental and maintenance.

It will also be necessary, however, for all potential partners to carefully consider the implications of any such initiative on a case-by-case basis to assess compatibility, alignment of corporate mandates, objectives and cultures, actual benefits accruing to all parties, and the potential negative implications (including job losses).

R15. Support organizations seeking to achieve charitable status

Charitable status is in most cases a prerequisite for effective fundraising. For many foundations, it is an eligibility criterion; and many large or private donors will only contribute to an organization that can issue a tax-deductible receipt.

Recognition of charitable status, however, has serious implications for all aspects of an organization, including its mandate, mission, strategic plans, governance structure, and taxation.

It is clear from responses to the survey that many Nunavut NPOs are unclear about the requirements associated with charitable status, and indeed about their own corporate

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standing. Anecdotally, most Nunavut organizations that attained CCRA Charitable Status report that it was a long and difficult process.

In association with the GN's Department of Justice, which maintains the Nunavut Legal Registry, a mandated organization should provide support to assist organizations in determining their eligibility for, applying for, and operating under charitable status.

R16. Develop management and governance resources to support long term planning.

Long term or strategic planning is difficult for any organization at the best of times. In Nunavut the challenges are exacerbated by many of the factors described throughout this document, but principally by the heavy reliance on government funding sources. Levels of support are thus subject to political pressures and priorities, often at a national level far removed from the Territory; and while all funders recommend (and in some cases demand) long term plans, the window of effective planning is, realistically, limited to the single year for which confirmed funding is available.

Given those constraints, taking measures to enhance the capacity of NPOs to plan effectively should be considered a high priority.

Such measures might include:

- The development of simple, practical, effective and appropriate planning models for NPOs based on actual case studies and Nunavut experience;
- The design and delivery of training to NPOs aimed specifically at developing their planning capacity through;
- The provision of planning resources and support by a mandated organization.

SECTION 6: CONCLUSIONS

The NPO sector in Nunavut is large, diverse, and important sector of Nunavut society, and a key contributor to the Territory's economy. These organizations play a vital role in the delivery of programs and services to Nunavummiut (both as part of their own mandates, and as third party delivery agents for government); and as advocates for the many groups in Nunavut with special needs, interests or goals, they provide an essential input to the policy making process in the territory, with significant impact on such areas as language, culture, and general social and economic development.

NPOs in Nunavut face many of the same challenges that their southern counterparts are dealing with, as reported in the NSNVO. Those include:

- Increasing difficulty in securing adequate funding due to government program reductions and increasing competition for the same funds;
- Rising expectations and demands on the same limited pool of volunteers;
- Internal capacity challenges.

Some of these universal challenges are exacerbated in Nunavut by environmental considerations that include:

- Relatively low population and density
- Degree of decentralization
- Absence of infrastructure
- Cost of living
- Cultural and linguistic diversity
- Levels of literacy and education

There are also aspects of the NPO sector that are unique to Nunavut. The most significant of these are:

- The creation of a large NPO sub-sector to implement various provisions of the NLCA and support the delivery of federal and territorial programs;
- Reliance on funding from sources who program levels are frequently based on southern costing assumptions, OR on guidelines relevant to First Nations.

The survey and subsequent interviews and discussions with representatives of the sector have identified a number of these issues. It is clear that much more work remains to be done to determine more precisely the scope and scale of the NPO sector in Nunavut, to clarify the sector's immediate and longer term needs and priorities, and to establish a forum and process for achieving consensus on the path forward. It is especially important that a higher level of engagement be sought from the NLCA implementation sector, which represents an important percentage of the jobs in Nunavut.

The following recommendations, drawn from the analysis of survey, interview and

discussion group results, set out measures to address some of the issues raised in this consultation process.

Consolidation of Recommendations

- R1: Hold a Nunavut-wide conference for NPOs, with a special focus on funding and human resources issues.**
- R2: Mandate an existing organization or new entity to develop an advocacy strategy for achieving sectoral goals related to federal and territorial funding programs.**
- R3: Compile a Resource Centre of available funding programs and sources used by or accessible to northern NPOs.**
- R4: Develop a print, visual and training resource to assist NPOs in understanding and addressing their audit, reporting and taxation needs.**
- R5: Develop an inventory of volunteer opportunities.**
- R6: Develop an inventory of volunteer resources.**
- R7: Proactively promote the general concept and principles of volunteerism.**
- R8: Consolidate and distribute information on salaries and benefits currently being paid within the NPO sector.**
- R9: Develop an inventory of management resources.**
- R10: Proactively promote a “culture of training”.**
- R11: Initiate and support research into management and governance models appropriate for Nunavut.**
- R12: Develop training, planning and management resources to support networking.**
- R13: Identify opportunities for linkage with networks in other jurisdictions, where appropriate.**
- R14: Investigate the advantages and feasibility of sharing facilities.**
- R15: Support organizations seeking to achieve charitable status.**
- R16: Develop management and governance resources to support long term planning.**

APPENDICES

- 1. Survey Instrument**
- 2. Questionnaires**
- 3. Bibliography and references**
- 4. Respondents**

Survey Instrument (Attached)

Interview Questionnaires

Funding, Revenue & Financial Management Questions

1. What is your organization's greatest challenge with respect to its ability to fund its core operations?
2. Based on when your organization receives its funding is there sufficient time to adequately deliver your programs and realize your objectives? If not, please explain further.
3. What would you describe as your organizations greatest challenge with respect to funding programs?
4. Are there any concerns within your organization that could be addressed in an effort to improve its ability to generate revenue?
5. What would be the one factor outside your organization that you would like to see changed to help improve your ability to generate revenue?
6. Have any recent or anticipate cuts in funding impacted your organizations capacity to achieve its objectives?
7. Do you feel that your organization is able to effectively manage its budget and control expenditures?
8. What external and/or internal factors currently prevent your organization from achieving greater control over its financial management?

Human Resources Questions

1. What do you see as the greatest challenge concerning human resources in your organization?
2. Does your organization employ any full or part-time staff? (If not, go the Q.11) If yes, what type of challenges do you face in realizing the effort you would like from your paid staff?
3. Are there any factors that are either within or outside of the organization that could be addressed to help strengthen the contributions made by your paid staff?
4. Does your organization have volunteers? (If not, go to Q. 13 If yes, is there anything that could be done to better utilize your volunteer base?
5. Can you describe the greatest threat either inside or outside of the organization that could be addressed to help improve the volunteer function in the organization?
6. Does your organization have a Board of Directors? (If not, go to Q.15 - next section) If yes, can you describe your Board's greatest strength as well as its greatest weakness?
7. Can you describe any threats either inside or outside of your organization that could be addressed to help strengthen the use of your Board?

Organizational Structural Capacity Questions

1. Does your organization have a vision for the future, i.e. an idea of where it wants to be or what it wants to accomplish in the next 3-5 years?
2. Does your organization have a strategic plan? If yes, how satisfied are you that it is working effectively towards achieving the goals, objectives and mission as identified in the plan?
3. What would you describe as the greatest challenge your organization faces in moving forward with its strategic plan?
4. What do feel your organization's greatest strength is with respect to realizing its goals and objectives?
5. Can you identify any threats either inside or outside of the organization that could be addressed in order to help strengthen its future development?
6. Can you briefly outline the different types of organizations that you coordinate or work with on a regular basis and how are those relationships important to your organization?
7. What would you describe as the greatest challenge when it comes to coordinating or working with other organizations?
8. Do you find it difficult for your organization to build and to maintain networking relationships with other organizations? If yes, why?
9. What would help your organization build better relationships with other organizations and benefit more from those relationships?
10. Are there currently any factors either inside or outside of your organization that prevents you from further strengthening your ability to coordinate with other organizations?
11. What is your organization's greatest challenge with respect to the organizational operation and management (*probe for responses that relate to: human resource management, board governance, accounting skills, process and systems development and maintenance, external relationship building and other similar functions necessary to run an effective organization*)?
12. How effective do you feel your current organizational processes and systems are, and what could be done to improve those functions?
13. Is there another Not-For-Profit organization in Nunavut that you really admire for the way it seems to successfully operate? If yes, which one and why?

Funder Interview Questions

Funding Related Questions

- 1.1 Please describe what type of internal challenges (*name of organization*) face that determine at what time of year contributions can be made to NPOs?
- 1.2 What can be done to address these challenges?
- 1.3 Are there any external factors that also contribute towards further delays in the funding cycle, and if so, can you please describe these factors and possible ways they may be addressed?
- 1.4 In certain instances, funding agencies have opted toward longer-term (multi-year) funding agreements that may allow NPOs greater flexibility in delivery of their programs. In your view, have these types of longer-term agreements proven to be successful, and if so, what challenges prevent them from being used to a greater extent?
- 1.5 In (*name of organization*) are flexible or longer-term agreements less onerous to administer than short term funding programs? Please explain how?
- 1.6 Is there a trend towards shorter term funding programs? If so, why?
- 1.7 What challenges prevent (*name of organization*) from supporting the core costs that NPOs incur that are necessary in the delivery of their programs?
- 1.8 Recognizing that NPOs play a significant role in Nunavut (perhaps on a per capita basis more than any other jurisdiction in Canada), what measures might help to further assist NPOs in meeting their necessary operating costs so that they can continue to deliver programs?
- 1.9 Does your agency make any distinctions between funding applications or proposals submitted by not-for-profit versus for-profit organizations? Please describe?
- 1.10 Many NPOs have recognized tremendous challenges with the large amounts of resources required to apply for funding. Is (*name of organization*) addressing this issue and how? What factors prevent the application process from being further streamlined?
- 1.11 NPOs also identify challenges related to financial accountability and reporting requirements of funding agencies. Are there possible solutions that may help to address these concerns?

Capacity Building Questions

- 2.1 As a funding agency how much emphasis does (*name of organization*) place on supporting projects that lead to the long-term sustainability of the NPOs delivering the projects?
- 2.2 What strategies or support systems financial or otherwise could be introduced to further assist NPOs in building greater organizational capacity, thus optimizing their ability to deliver their programs?

Policy Related Questions

- 3.1 To what degree does the administration of *(name of organization)* inform or influence policy?
- 3.2 To what degree is there flexibility from within *(name of organization)* to influence policy or is this all determined at a higher level?
- 3.3 To what extent are the NPOs you help fund able to inform or influence your funding policies? Based on the criteria used to assess the effectiveness of the NPOs you support, do the evaluation mechanisms currently in place help impact policy or planning?
- 3.4 Do you have any further comments to make with regard to NPOs in Nunavut?

Bibliography & References

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- 'From Red Tape to Clear Results, The Report of the Independent Blue Ribbon Panel on Grants and Contribution Agreements', Treasury Board of Canada, 2006
- Government of Nunavut, Legal Registries (List of active Nunavut NPOs)
- CCRA (List of registered charities)

List of Organizations and Respondents

Nunavut Economic Forum	Glenn Cousins
Nunavut Economic Developers Association	Jennifer Patey
Kivalliq Partners in Development	Ron Dewar
Nunavut Arts and Crafts Association	Beth Beattie
Nunavut Municipal Training Organization	Chuck Gilhuly
Qaujisaqtiit Society	Udloriak Hanson
Akubliriit Arts Society	Tania Marsh
Nunavut Literacy Council	Kim Crockatt
Uqqurmiut Inuit Artists Association	Peter Wilson
Joamie Afterschool Program	Sonja LeBlanc
Chesterfield Inlet Housing Association	Paul Sammurtok
Kugluktuk Angoniatit Association	Peter Taptuna
Nunavut Employees Union	Doug Workman
Skills Canada Nunavut	Michelle Jacquard
Nunavut Fisheries Training Consortium	Jennifer Caseley
Taloyoak Hunter & Trappers Organization	Simon Qingnaqtuq
Najuqsivik	John Jamieson
Embrace Life Council	Lori Idlout
Nunavut Teachers' Association	Emile Hatch
Nunavut Association of Municipalities	Lynda Gunn
Hunter's and Trapper's Org.	n/a

Pond Inlet Housing Association	Joshua Arreak
Nunavut Broadband Development Corporation	Lorraine Thomas
Qikiqtaaluk Wildlife Board	Jason Mikki
Clyde River Housing Association	Louis M. Primeau
Niqinik Nuatsivik Nunavut Food Bank	Ken Spencer
Association des francophones du Nunavut	Daniel Cuerrier
Ajajaa Pairivik Society	Barbara Legacy-Porter
Ajjiit, Nunavut Media Assoc.	Charlotte Dewolff
Nunavut Association of Landscape Architects	John Laird
Pulaarvik Kablu Friendship Centre	George Dunkerley
Cambridge Bay Housing Association	Vicki Aitaok
Department of Economic Development & Transportation	Alex Campbell Ed McKenna
Kakivak Association	Gordon Miles
Service Canada	Mary Jane Adamson