

An Evaluation of the Operating Costs and Responsibilities of Nunavut District Education Authorities

Discussion Document

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Prepared by Aarluk Consulting Inc. on behalf of the Coalition of Nunavut District Education Authorities

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Executive Summary

District Education Authorities (DEAs) in Nunavut play an essential role in supporting the education system in communities. DEAs provide an important voice in the education system in the territory by representing parents enabling them to add their voices to those of the Department of Education and school officials. Aarluk Consulting Inc. was retained by the Coalition of Nunavut District Education Authorities (CNDEA) to examine the operational costs of three Nunavut District Education Authorities (DEAs) and to examine the change in CNDEA’s responsibilities under the Nunavut Education Act.

The methodology for the project included:

- 1) A review of documents provided by the CNDEA, the Department of Education (DoE) and various DEAs.
- 2) An analysis by Aarluk of old and new responsibilities of DEAs under the Nunavut Education Act.
- 3) Interviews with a number of key informants from the CNDEA, Department of Education (DoE) and three pre-selected DEAs.
- 4) A review of financial information on DEAs.
- 5) An analysis of the Department of Education’s Funding Formula for DEAs.

Highlights of Key Findings

The report summarizes the findings of research, which has been completed to date. It is broken down into three parts: a summary of DEA responsibilities as described in the Nunavut Education Act’s reference guide, a summary of findings from interviews conducted with DEA members, and a summary of findings from interviews conducted with members of the Government of Nunavut’s Department of Education.

Key findings include:

- Since 2008 there has been a 43% increase in DEA responsibilities under the new Act. The chart below shows the percentage of increase under each area of duties.

School program	6.2%
Language of institution	6.2%
Registration and attendance	4.1%
Inclusive education	4.1%
Student participation	4.1%
School calendar	2.0%
School staff	10.1%
Responsibilities for funds	6.2%
General duties	0.0%
Total	43.0%

- DEA operating budgets have not kept pace with expanding responsibilities

- The scope and complexity of DEAs responsibilities has increased without sufficient levels of training and development
- The increase in administrative reporting has come at the expense of DEAs being proactive in their communities
- Existing DEA staffing levels are insufficient for delivering new DEAs responsibilities
- Existing GN funding formula for DEAs needs to more adequately reflect the increase in DEA responsibilities

Lesson Learned:

The difficulty in obtaining financial information from DEAs and scheduling interviews with DEA staff for this project, suggests that DEAs have a poor understanding of the role that advocacy and research plays in supporting their role. It also reflects the fact that the DEAs seem to be overwhelmed with their attempts to fulfil their current responsibilities and thus feel additionally overwhelmed and unable to respond quickly or effectively to additional requests for modest levels of assistance on research projects.

Highlights of Our Findings

Nunavut's District Education Authorities (DEAs) have their role and authority identified in the Education Act. In 2008, a new Act was passed that in effect increased the role and responsibilities of the DEAs.

As DEAs took on their new responsibilities under the Education Act, DEAs increasingly reported an inability to meet their expanded responsibilities. DEAs were concerned that resources, both financial and human were being taxed to the limit. In response to these concerns, the Coalition of Nunavut DEAs undertook to examine the experiences of DEAs in detail to determine if an analysis of DEA financial performance, along with interviews with DEA representatives, would provide a greater understanding of the pressures within the DEA operational budget. This examination produced the following findings:

- Since 2008 there has been a **Significant Increase in Responsibilities**: Based on an analysis of tasks before and after the introduction of the 2008 Nunavut Education Act there has been a 43% increase in DEA responsibilities.
- **DEA Operating Budgets have not Kept Pace with Expanding Responsibilities**: While responsibilities have increased by 43%, budgets have not increased accordingly. There has been a marked Increase in demand for participation in regulatory reviews, policy development and program delivery without a corresponding increase in administrative budget to meet these new responsibilities.
- **The Scope and Complexity of DEAs Responsibilities has Increased Without Sufficient Levels of Training and Development**: DEAs report that there has been a marked increase in demand for participation in regulatory reviews, policy development and program delivery without corresponding training and development to support the introduction of these new responsibilities.
- **The Increase in Administrative Reporting has Come at the Expense of DEAs Being Proactive in Their Communities**: DEAs report that the increase in administrative reporting since 2008 has occupied them so much they were unable to perform other key tasks.
- **Existing DEA Staffing Levels Not Sufficient to Deliver new DEAs Responsibilities**. Recent budget increases have been directed at program delivery and not to help with the administrative burden of added responsibilities.

Existing GN Funding Formula for DEAs Needs to More Adequately Reflect the Increase in DEA Responsibilities. The DoE funding formula for DEAs is largely based on enrolment, and although some adjustments were made in 2008, they have not adequately addressed the burden of the increased scope and complexity of DEA duties. *Currently the funding formula is one of the primary pressures facing the DEA*

Background

District Education Authorities (DEAs) in Nunavut play an essential role in supporting the education system in communities. DEAs provide an important voice in the education system in the territory by representing parents enabling them to add their voices to those of the Department of Education and school officials. Aarluk Consulting Inc. was retained by the Coalition of Nunavut District Education Authorities (CNDEA) to examine the operational costs of three Nunavut District Education Authorities (DEAs) and to examine the change in CNDEA's responsibilities under the Nunavut Education Act. The project work was conducted under the direction of a Project Advisory Group identified by the CNDEA. The work to be completed included listing the both new and existing responsibilities of DEAs under the Act and reviewing and assessing a number of DEA budgets, cost projections, funding formulas, and financial pressures that are facing the DEAs.

Methodology and Project Update

The methodology for the project included:

- 1) A review of documents provided by the CNDEA, the Department of Education (DoE) and various DEAs.
- 2) An analysis by Aarluk of old and new responsibilities of DEAs under the Nunavut Education Act.
- 3) Interviews with a number of key informants from the CNDEA, Department of Education (DoE) and three pre-selected DEAs. In all, twenty key informants were contacted and interviewed successfully.
- 4) A review of financial information on DEAs.
- 5) An analysis of the Department of Education's Funding Formula for DEAs.

The intent at the beginning of the project was to conduct interviews in the three different sized DEA communities¹ (Communities 1, 2 and 3²) and Iqaluit (DoE). Despite the best efforts by the project team and the CNDEA, it was exceedingly difficult to gain information from most of the DEAs involved. Documents were either simply not provided or those that were provided were incomplete. Multiple efforts as setting up interviews with DEAs were frustrated. Currently interviews have been conducted with DEAs in Communities 1 and 3. Difficulties related to the interviewing of the DEA Office Manager in Community 1 resulted in a substitution of the DEA Office Manager in Community 4, which was successfully completed. Efforts to complete interviews in Community 2 have ceased and an interviewer had been confirmed to conduct interviews and gather budgets from the DEA in Community 5. However, this interview was

¹ Community names have been omitted at the request of the CNDEA.

cancelled by the community member and efforts to re-establish another time and date have been frustrated over the summer. A back-up plan was put in place to gain further information from the Community 5 DEA however even these extended efforts were frustrated.

Financial reports from the DEAs have also been elusive due to some confusion on the part of DEAs and the agencies responsible for reviewing and auditing their financial statements. To date, financial results and budgets have been received from Community 1, are in the process of being forwarded from Community 3 (greatly delayed). Community 5 provided trial balances sheets without providing any financial statements on how revenues and expenditures had been allocated. A great deal of effort was spent trying to get copies of financial statements from the Auditors and the Government of Nunavut but without avail. The DoE provided copies of contribution agreements for all the DOEs of interest along with Main Estimates and pertinent information from these have been placed in charts within this document.

Lesson Learned: The difficulty in obtaining financial information from DEAs and scheduling interviews with DEA staff for this project, suggests that DEAs have a poor understanding of the role that advocacy and research plays in supporting their role. It also reflects the fact that the DEAs seem to be overwhelmed with their attempts to fulfil their current responsibilities and thus feel additionally overwhelmed and unable to respond quickly or effectively to additional requests for modest levels of assistance on research projects.

Summary of Findings

The following section of the report summarizes the findings of research which has been completed to date. It is broken down into three parts: a summary of DEA responsibilities as described in the Nunavut Education Act's reference guide, a summary of findings from interviews conducted with DEA members, and a summary of findings from interviews conducted with members of the Government of Nunavut's Department of Education.

DEA Responsibilities as Described in the Nunavut Education Act

The following responsibilities are broken down in the table below, according to the headings found in the Nunavut Education Act. This will help provide context for the following sections of the report, where DEA members and Department of Education staff discuss the issues related to the new responsibilities. Each responsibility is categorized as being new, old, and/or shared. It is important to note that DEA's are still responsible for completing old responsibilities, which are coupled with the new responsibilities identified in the Nunavut Education Act. In rows that have more than one "X", these indicate both kinds of responsibilities are in place.

Responsibility	New	Old	Shared
<i>School Program</i>			
The DEA, working with the principal, monitors, evaluates and directs the delivery of the school program. The DEA is to ensure that the school program, including any local program, is based on Inuit societal values and the principles and concepts of Inuit Qaujimagatuqangit.	X		X
The DEA is responsible for providing students with textbooks and other learning materials to support the school program. It is also responsible for library, audiovisual and other resource materials required.		X	X
The DEA may establish local programs for the use of one or more schools. The DEA provides direction, as necessary, to the principal regarding other activities, programs and services necessary to support students.		X	X
The DEA supports the principal to develop ways to involve parents and promote community involvement in the school program.	X		X
The DEA may provide early childhood education programs to promote Inuit language fluency and adult education programs to meet local needs.	X		X
The DEA evaluates, supervises and provides support for children being home schooled.		X	X
<i>Language of Instruction</i>			
The DEA decides whether English or French will be used along with the Inuit language in its schools. The DEA also decides on the model or models of bilingual education to be used. This will determine things such as what is taught in each language and how much instructional time will be devoted to each language.	X		X
The models and options for bilingual education are set out in the regulations. They also set out the requirements to consult their community	X		X

Responsibility	New	Old	Shared
before the DEA decides on the model of bilingual education to be used.			
The DEA is required to review the decisions it makes on bilingual education every five years. Based on the review, changes can be made to the bilingual program. A proposal to change requires further community consultation.	X		X
Registration and Attendance			
The DEA is required to develop a registration and attendance policy for its schools based on the Act and regulations. The policy should reflect the advice of parents, students, school staff, Elders and community members.		X	X
The DEA will consult with adult educators when considering registration of students aged 21 or older.	X		X
As soon as it is adopted, the policy is to be sent to the Minister. The Minister may require amendments in order to ensure it is consistent with the Act and regulations.		X	
The DEA regularly reports to the community on attendance in its schools.	X		X
Inclusive Education			
Inclusive education is important to meeting the needs of all students. The DEA should work with its principals to get a full understanding of how inclusive education works and what the current issues are in its schools.		X	X
The DEA has the responsibility for supporting, providing learning materials and funding inclusive education in its schools. Specialized staff and capital equipment needs are acquired through special funding requests to the Department.		X	X
The DEA is to ensure that an assessment is carried out each school year on each student who is on an individual student support plan. This is to measure progress and make recommendation on any adjustments required to the plan.	X		
The DEA is responsible for mediating disputes between parents and the school team on inclusive education issues. If the mediation is not successful and a proper request for further review is received, the DEA is to establish as special review board.	X		X
The DEA and all others involved are to base their inclusive education decisions on Inuit societal values and the principles and concepts of Inuit Qaujimagatqangit.		X	X
Student Participation			
The DEA develops and adopts the Inuuqatigiitsiarniq policy for its schools consistent with the regulations. The policy is to ensure a positive, safe and supporting school environment. The DEA also develops programs to support the policy.	X		
The Policy and supporting programs are developed using Inuit Qaujimagatqangit, particularly the principles of Inuuqatigiitsiarniq and Piliriqatigiinniq. They are submitted to the Minister who may request amendments to ensure the policy is consistent with the Act and regulations.		X	X
As outlined in sections 63 and 65, the DEA may suspend or expel a student.		X	
Suspension can be for up to 20 school days. The DEA carries out this responsibility consistent with Inuit Qaujimagatqangit, particularly the principles of Inuuqatigiitsiarniq, Tunnganarniq and Piliriqatigiinniq.	X		

Responsibility	New	Old	Shared
<i>School Calendar</i>			
Before the beginning of the school year the DEA establishes the calendar for each school in its district. In preparing the calendar, it consults with the principal, school staff and the community and considers local cultural practices and the regulations. The DEA is guided by the principles of Inuit Qaujimajatuqangit, particularly Pijitsirniq and Aajiiqatigiinni, in this work.		X	X
Unplanned school closing due to weather or for other reasons may result in lost instructional hours. If the DEA determines that too many hours have been lost they consult with the Minister and the community regarding options for making up lost instructional time.	X		X
A copy of each school's calendar is provided to the Minister. The Minister may require changes to be consistent with the Act and regulations.		X	X
<i>School Staff</i>			
Teachers: The DEA has the right to appoint at least one member to participate on each teacher hiring panel established for a school under its jurisdiction.		X	X
Innait Inuksiutilirijiit: The DEA is responsible to identify individuals with the skills, knowledge and abilities for these positions in their schools. They recommend these persons to the Minister to receive a certificate of their expertise.	X		
Principals: The DEA establishes a panel to recommend a principal for a school. The panel consists of one or more members appointed by the DEA, plus an employee of the Department appointed by the Minister. The persons appointed by the DEA may be members of the DEA. The panel makes its recommendation to the Minister, who makes the appointment of the principal. Re-appointment of a principal follows the same process.	X		X
The DEA provides direction to the principal. Direction should be written and from the DEA, not individual members. They should not conflict with the Act, regulations or directions from the Minister authorized by the Act. For instance, the Minister can give directions related to teaching standards, the delivery of the education program, the promotion of students and teacher professional development. The DEA has the primary authority to give directions to principals on all other topics, unless its direction conflicts with the Act or regulations.	X		X
The DEA and an employee of the Department assess the performance of each principal and vice-principal. That is done in every year during the initial appointment and in the final year of each re-appointment period.		X	X
The DEA may recommend to the Minister that a principal be disciplined. The Minister decides if action is required and informs the DEA of how the matter was dealt with.	X		
The DEA may, as outlined in section 108 if the Act, recommend to the Minister that a principal be dismissed. This is only during the initial period of employment. That recommendation must be made at least 90 days before the last day the principal is to work in the school year.	X		
<i>Responsibilities for Funds</i>			
The funds provided to the DEA are used to carry out its responsibilities	X		

Responsibility	New	Old	Shared
under the Act and regulations. Funds provided without a specific designation or purpose can be allocated or re-allocated by the DEA in the manner it decides is appropriate. Funds provided by government for a specific purpose must be used for that purpose.			
The DEA holds its funds in a bank and uses them in accordance with the regulations. The Minister may give the DEA direction regarding financial management.	X		
The accounts of the DEA are audited every year. In addition, the Minister may require the auditor to do additional examinations or reports related to financial or other matters.	X		
General Duties of the DEA			
The DEA is responsible for providing public education in its district. As described in sections 137-148 of the Act, that involves a number of specific responsibilities including the following:		X	
<ul style="list-style-type: none"> • Working with all those interested in the education system to achieve excellence and quality in education, support students and contribute to life-long learning 		X	X
<ul style="list-style-type: none"> • Carrying out its Inuit Qaujimagatuqangit duties under the Act including supporting the use of Inuit Qaujimagatuqangit in its school 		X	X
<ul style="list-style-type: none"> • Conducting its business and administering its schools using good management principles including: <ul style="list-style-type: none"> ○ Keeping full and accurate records, 		X	
<ul style="list-style-type: none"> ○ Considering comments and recommendations provided by students, student representatives, parents and school staff, 		X	X
<ul style="list-style-type: none"> ○ Establishing committees for Inuuqatigiitsiarniq, attendance, finance and human resources, 		X	X
<ul style="list-style-type: none"> • Providing direction to the principal to ensure school facilities are properly maintained, in good condition and accessible for use including: <ul style="list-style-type: none"> ○ Making the schools available for use by community organizations and for community events when they are not needed for school purposes, 		X	X
<ul style="list-style-type: none"> ○ Ensuring the appropriate people and organizations in the community know how to access and use school facilities, 		X	X
<ul style="list-style-type: none"> ○ Ensuring property is well maintained and, if owned by the DEA, is insured to the reasonable extent; 		X	X
<ul style="list-style-type: none"> • Inform the public in its district about public education and provide the Minister with reports and the information the Minister requires; 		X	X
<ul style="list-style-type: none"> • Provide an annual report, as required under section 96 of the Financial Administration Act including information on the administration and operation of the DEA and its schools and the carrying out of IQ duties. The annual report shall be made public. 		X	
DEA members need to be familiar with the staff and operation of schools. The DEA need to develop a school visitation plan so that members can visit schools from time to time to observe. DEA members who need to be present during the school day without a school staff member must have had		X	X

Responsibility	New	Old	Shared
a criminal reference check done and filed with the Minister. When children are present it is best for DEA members to be accompanied by a school staff member.			

The responsibilities identified in the following table are the “new” responsibilities that were identified in the previous table or new, old and shared responsibilities. The table below identifies whether these “new” responsibilities are policy responsibilities, program responsibilities or administrative responsibilities.

Summary of Responsibility	Policy	Program	Admin
School Program			
The DEA, working with the principal, monitors, evaluates and directs the delivery of the school program. The DEA is to ensure that the school program, including any local program, is based on Inuit societal values and the principles and concepts of Inuit Qaujimajatuqangit.		X	
The DEA supports the principal to develop ways to involve parents and promote community involvement in the school program.		X	
The DEA may provide early childhood education programs to promote Inuit language fluency and adult education programs to meet local needs.		X	
Language of Instruction			
The DEA decides whether English or French will be used along with the Inuit language in its schools. The DEA also decides on the model or models of bilingual education to be used. This will determine things such as what is taught in each language and how much instructional time will be devoted to each language.	X		
The models and options for bilingual education are set out in the regulations. They also set out the requirements to consult their community before the DEA decides on the model of bilingual education to be used.	X		
The DEA is required to review the decisions it makes on bilingual education every five years. Based on the review, changes can be made to the bilingual program. A proposal to change requires further community consultation.	X		
Registration and Attendance			
The DEA will consult with adult educators when considering registration of students aged 21 or older.	X		
The DEA regularly reports to the community on attendance in its schools.	X		
Inclusive Education			

Summary of Responsibility	Policy	Program	Admin
The DEA is to ensure that an assessment is carried out each school year on each student who is on an individual student support plan. This is to measure progress and make recommendation on any adjustments required to the plan.		X	
The DEA is responsible for mediating disputes between parents and the school team on inclusive education issues. If the mediation is not successful and a proper request for further review is received, the DEA is to establish as special review board.			X
Student Participation			
The DEA develops and adopts the Inuuqatigiitsiarniq policy for its schools consistent with the regulations. The policy is to ensure a positive, safe and supporting school environment. The DEA also develops programs to support the policy.	X		
Suspension can be for up to 20 school days. The DEA carries out this responsibility consistent with Inuit Qaujimajatuqangit, particularly the principles of Inuuqatigiitsiarniq, Tunnganarniq and Piliriqatigiinniq.	X		
School Calendar			
Unplanned school closing due to weather or for other reasons may result in lost instructional hours. If the DEA determines that too many hours have been lost they consult with the Minister and the community regarding options for making up lost instructional time.	X		
School Staff			
Innait Inuksiutilirijiit: The DEA is responsible to identify individuals with the skills, knowledge and abilities for these positions in their schools. They recommend these persons to the Minister to receive a certificate of their expertise.			X
Principals: The DEA establishes a panel to recommend a principal for a school. The panel consists of one or more members appointed by the DEA, plus an employee of the Department appointed by the Minister. The persons appointed by the DEA may be members of the DEA. The panel makes its recommendation to the Minister, who makes the appointment of the principal. Re-appointment of a principal follows the same process.			X
The DEA provides direction to the principal. Direction should be written and from the DEA, not individual members. They should not conflict with the Act, regulations or directions from the Minister authorized by the Act.			X

<i>Summary of Responsibility</i>	Policy	Program	Admin
For instance, the Minister can give directions related to teaching standards, the delivery of the education program, the promotion of students and teacher professional development. The DEA has the primary authority to give directions to principals on all other topics, unless its direction conflicts with the Act or regulations.			
The DEA may recommend to the Minister that a principal be disciplined. The Minister decides if action is required and informs the DEA of how the matter was dealt with.			X
The DEA may, as outlined in section 108 of the Act, recommend to the Minister that a principal be dismissed. This is only during the initial period of employment. That recommendation must be made at least 90 days before the last day the principal is to work in the school year.			X
<i>Responsibilities for Funds</i>			
The funds provided to the DEA are used to carry out its responsibilities under the Act and regulations. Funds provided without a specific designation or purpose can be allocated or re-allocated by the DEA in the manner it decides is appropriate. Funds provided by government for a specific purpose must be used for that purpose.			X
The DEA holds its funds in a bank and uses them in accordance with the regulations. The Minister may give the DEA direction regarding financial management.			X
The accounts of the DEA are audited every year. In addition, the Minister may require the auditor to do additional examinations or reports related to financial or other matters.			X

These charts show the areas of responsibility for the DEAs under the former and new Education Act. As can be noted, there has been a **significant increase** in **the number of responsibilities** the DEAs have under the new Act. **As will be noted later in this report, these responsibilities** have increased 43% since the enactment of the new Act.

Summary of Findings: Interviews with District Education Authorities

This section summarizes the findings from interviews completed thus far including interviews with the DEAs in Community 1, Community 3 and additional interviews with the DEA in Community 4³.

Challenges

DEAs have varying degrees of difficulties and challenges meeting the new responsibilities being placed on them by the new Act. Most of these challenges place a number of pressures on the DEAs including budgetary pressures as the DEAs don't have sufficient financial support to extend the hours worked by DEA administrators and support staff. As a result, both staff and DEA members have to put in more hours to meet the new requirements than was initially anticipated under the old Act. For the majority of DEAs contacted, there was a feeling that they were at, or exceeding, the maximum amount of effort they could expend. In particular:

1. Regulatory reviews have strained DEA capacity: Explanation & implications.

- There are increasing demands on DEAs for responses and input into a number of policies etc. by the GN DOE⁴. One DEA noted that it was asked to create new policies for the community but they found that this took a lot of time and sometimes required specialized knowledge and research straining the resources available to the DEA.
- With each new program delivered by DEAs there is a corresponding requirement for funding reviews, approvals, and meeting the terms of contribution agreements etc.. This includes some of *Ilisaqsivik's* programs, as they oversee early childhood/daycare programs.
- The requirement for new regulations under the Education Act has placed a great degree of strain on DEAs to participate in the development and review of these regulations.

³ A total of 20 people were interviewed or consulted as members of a DEA.

⁴ The DEA noted that it had been responsible for dealing with and creating new regulations since the new Act came into place. At first, there was a new regulation introduced every six weeks, but the frequency increased to the point where they were becoming overwhelmed with the workload. The DoE has put this process on hold until they see that the DEAs are able to handle the increase in their responsibilities.

- DEAs reported that they have to hold more meetings to get all their work done. This has increased sharply under the new DEA.
- One DEA reported that they used to have informal approvals of their decisions under the old Act. Under the new Act, they require formal motions and approvals or it is not recognized by the DOE. This has increased the administrative burden and requires quorum to make decisions which can be difficult to achieve as member are busy.
- Under the Bilingual Education Policy, a DEA is responsible for the inclusion of Inuinnaqtun into the daily learning of students who are expected to be fluent by 2020. This is unrealistic since the DEA is only starting to implement the Act and it has been four years since it was passed.
- The DEA is dealing with language barriers between the school and the parents. The students will not achieve fluency if the parents are not using Inuinnaqtun at home. The government needs to expand the implementation of the Language Act to the community, including Inuit Qaujimagayatuqangit, and Inuit Societal Values.

2. Increased administrative requirements of DoE have strained DEAs' ability to be proactive - Explanation and implications.

- All DEAs reported issues relating to the fact that the office administrators were overworked and that there was an overreliance on these key people. Several sources noted that the DEA would be in a dire situation if these people left as they had such extensive knowledge and experience and there would be great difficulty in finding someone to replace them. New responsibilities have only exacerbated this situation which appears dire in some DEAs.
- The office administrator's time was almost completely taken up by dealing with paperwork and documentation. It was noted that this wasn't the case under the old Act and the level of paperwork has been increasing every year.
- DEAs recommended that the office administration/manager position be full-time and be seasonally supported by an administrative support person/receptionist. In DEAs where there are full-time administrators, it may be necessary to have full-time support staff available.

- Administering the ECE program has somewhat hindered the administrative process, since the DEA has to rely on other agencies to provide DEA with their financials before they can submit theirs.
- Due to limited resources, the “DEA chair is spending so much time on administration that she is not spending time on planning for the future”.
- In one community, the Aboriginal Head Start (AHS) Program currently has no functioning Parent Advisory Committee (PAC), so the DEA is delivering the program, and providing administrative services.
- One DEA commented that the DEA should be promoting education and lobbying for better education but instead they have become administrators due to lack of support from the KSO and GN expectations from DEA's in regards to the implementation of the IQ and Inuit Societal Values.
- One DEA noted that the DEA needed to do more promotional campaigning, and forming partnerships with other agencies, however they don't have the resources to do this.
- Reporting requirements have increased. For example, one DEA reported that they had to submit a preliminary report to the Department of Education on the school's progress towards its goals in November and final report including financials in June.

3. Increased Program Delivery Requirements Have Strained DEA Administrative Capacity

- The DEA administers the Day Care Services outside of their current responsibilities, including the “Nearest and Dearest” project. These take up administrative time in addition to the regular programs.
- The DEA also provides programs such as the Aboriginal HeadStart program. Although it is a three-year contract, the DEA is responsible for quarterly reports.
- The *Innait Inuksiutilirijiit* program and its implementation is a new responsibility for the DEAs. This represents a considerable addition to the already busy DEAs including community consultations, program development, hiring and certification of elders etc.

4. Lack of Sustained Administrative Support to DEAs has Limited Their Effectiveness: Explanation and Implications

A number of suggestions were made as to how the CNDEA could become more effective and help address some of the issues DEAs are facing in regards to their increased responsibilities under the Act and the subsequent shortfall in meeting training needs. In particular, the CNDEA could play an important role in supporting the DEAs in the area of training. All informants indicated that training and increased access to information was a priority need and one that the CNDEA could be well placed to fulfill. Specific areas of training identified included:

- Supporting the DEA Secretaries or Office Managers in their positions. The people in these positions were often overworked and paid only for part-time positions despite the fact that many worked full-time hours. Training would help support these key positions and enable them to do their jobs more efficiently and productively.
- Ensuring capacity is developed at the DEA level. The CNDEA could assume the responsibility of training people to support the DEA Office Managers to ensure there is a replacement to the main position if that person leaves the position either permanently or temporarily.
- The DEA members identified a long list of training needs including administration, budgeting, financial statements, governance, program planning, Inuit Qaujimagatutqangit and Inuit Societal Values, certification of Elders etc. Currently funding is simply added on to DEA budgets without attention being paid to training support and capacity development.
- The CNDEA could also play a leading role in supporting DEAs in regards to strategic planning etc.

Impact

- The lack of support in the areas of training and information sharing has limited the effectiveness of some DEAs and has caused some frustration as they struggle to fulfill increased responsibilities with insufficient guidance, training and support.
- One DEA noted that they needed to develop and monitor the quality of education instead of “worrying if the meeting minutes will get typed up, or if the bookkeeping is being kept up, or if the reports are being done by the other programs”.

The DEAs interviewed thus far have indicated differing perspectives on their responsibilities under the new Education Act. However, a number of common conclusions can be suggested at this point in the research.

1. All DEAs reported challenges in terms of attempting to meet their new responsibilities under the Act.
2. All office administrators interviewed are overwhelmed by their workloads under the new Act and are forced to focus on paperwork rather than fulfill other aspects of their responsibilities to the detriment of the overall performance of the DEAs.
3. All DEAs have identified a need for significant increases in training and support particularly in the areas of governance, financial reporting, program planning, interpreting the Act, their responsibilities and a host of details regarding how they must fulfill the specifics of their responsibilities.
4. The stress levels reported by DEAs will make it increasingly difficult to recruit new members from the relatively small number of interested and eligible volunteers in their communities.

Summary of Interviews: Department of Education

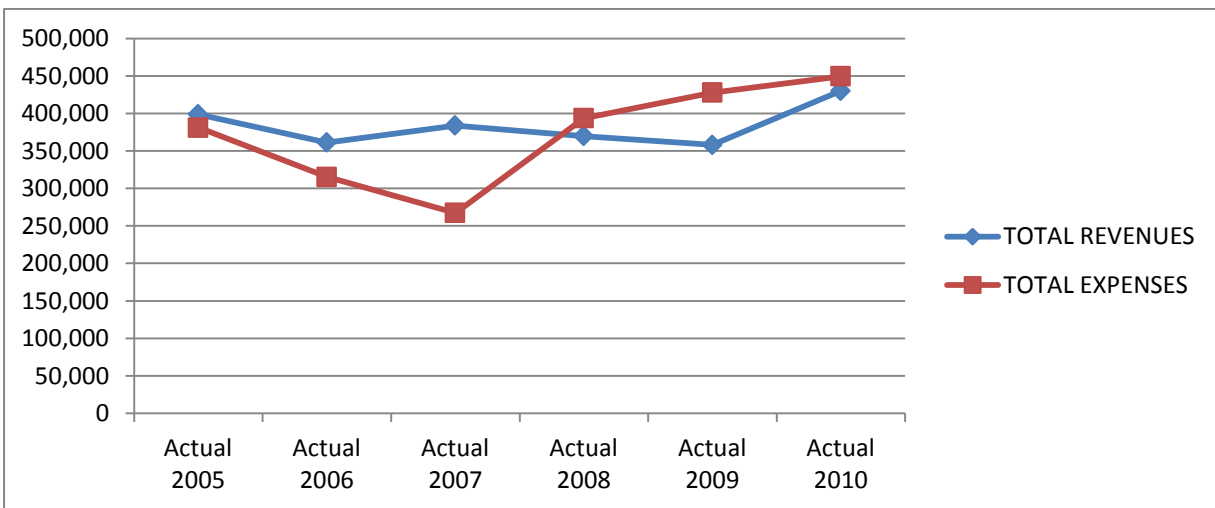
Several staff from the DoE were interviewed as part of the research methodology for the project. The staff were aware of the increase in responsibilities of the DEAs and felt that they have been quite responsive to supporting the DEAs in this area. The staff also noted that new funding under the Act provided new programs to be established including elders and ECE programs which have proven to be very popular in the communities. In regards to the issue of training and support, DoE staff outlined the supports that DoE does provide to the DEAs to enable them to fulfil their responsibilities including DoE Supervisors visiting to communities for consultation and training purposes, development of support materials such as guidelines, manuals, reporting templates etc. Staff noted that some training/information sharing events organized for the DEAs were under-subscribed and they were aware that capacity issues were a priority concern of the DEAs.

In terms of the possibility of DoE increasing funding to the DEAs in the future, staff indicated that funding levels had already been increased in 2011-2012 budget. In regards to areas of potential cost reduction, DOE felt that administrative costs were an area where DEAs had more discretion and could reallocate funds. However, informants were unsure if DEAs were able to reduce administrative costs. In regards to how funding shortfalls related to the increased DEA responsibilities, one respondent stated that DoE would provide more training, support, and advice to each DEA.

Summary of Findings on DEA Financial Data

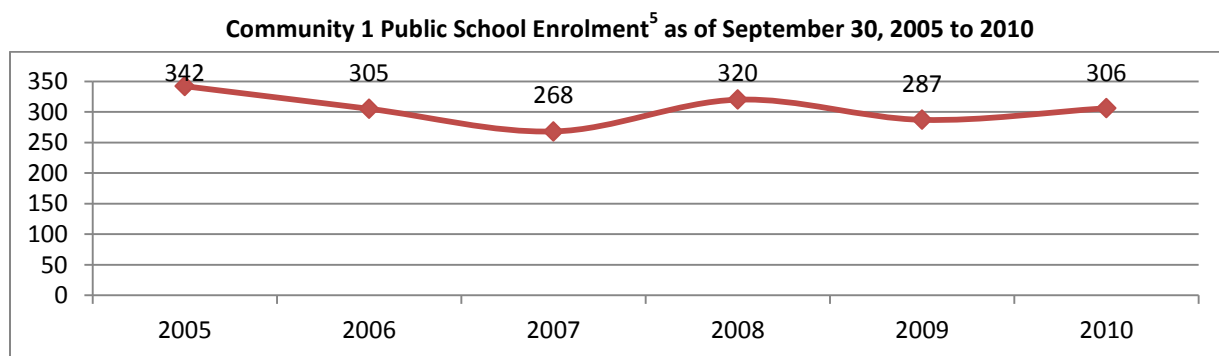
Examination of Pressures within One DEA

The following chart is comparison of annual revenues versus expenses in the financial statements of the Community 1 DEA over a five year period (2005-10). Looking at the chart, it appears that the DEA was reducing expenses on an annual basis initially, and then expenses have increased annually starting in 2008. However, these increases in spending have exceeded the revenue brought in by the DEA during the same period.



Community 1 DEA Financial Trends 2005-2010

For the most part, the enrolment and total expenses trends have been similar, but the enrolment and total revenues trends have not.



Source: Department of Education, Government of Nunavut⁶

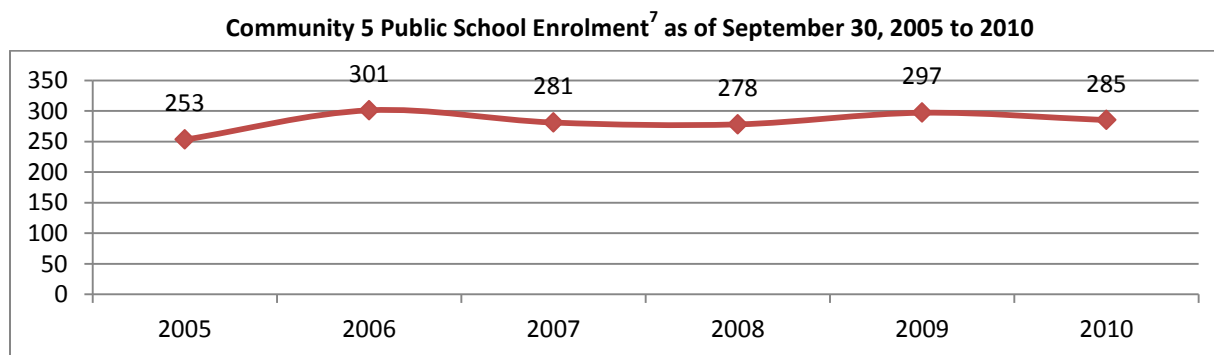
⁵ Enrolment is the number of full-time and part-time students from Kindergarten through Grade 12 registered as of September 30th of the school year in all elementary and secondary schools in Community 1.

⁶ Nunavut Bureau of Statistics. 2011. *Nunavut Public School Enrolment as of September 30, 2003 to 2010*. Released September 20, 2011.

From 2005 to 2007, the total revenue per enrolment was, on average, \$212.34 higher than the total expenses per enrolment. However, from 2008 to 2010 the total revenue per enrolment has been \$127.05 lower on average than the total expenses per enrolment.

Year	Enrolment	Total Revenues / Enrolment	Total Expenses / Enrolment	Difference between Total Revenues / Enrolment and Total Expenses / Enrolment
2005	342	\$1,165.70	\$1,114.05	\$51.65
2006	305	\$1,184.15	\$1,033.98	\$150.17
2007	268	\$1,432.41	\$997.20	\$435.21
2008	320	\$1,155.29	\$1,229.96	-\$74.66
2009	287	\$1,247.74	\$1,490.26	-\$242.53
2010	306	\$1,405.50	\$1,469.44	-\$63.95
Average	305	\$1,265.13	\$1,222.48	\$42.65

As it is shown in the table, total revenues per student enrolled exceeded total expenses per student enrolled in 2005 through to 2007. As the years progressed, the total revenues per student enrolled began to increase and create beneficial cost savings on a per student basis. However, since the inception of the 2008 Nunavut Education Act, total revenues per student enrolled rose steadily but total expenses per student enrolled have increased by a much larger ratio. Essentially, since 2008, the amount allocated on a per student basis through the funding formula is not enough to cover the additional responsibilities identified in the Nunavut Education Act.



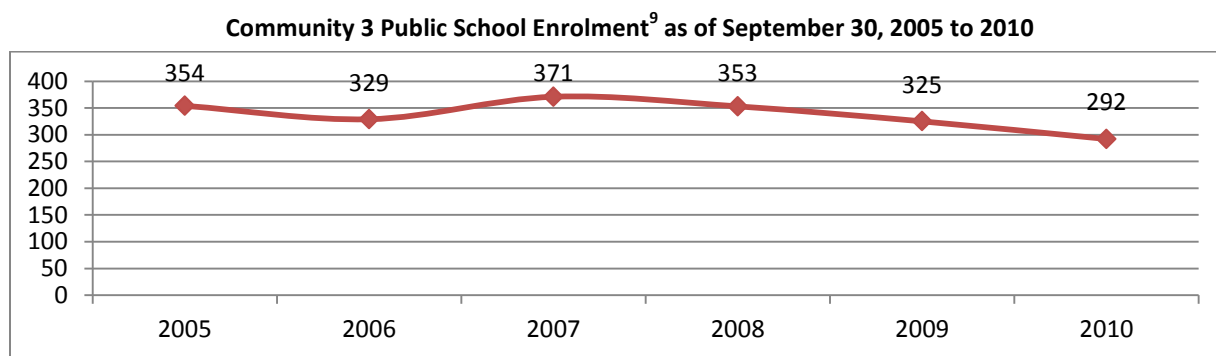
Source: Department of Education, Government of Nunavut⁸

[http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20\(4%20tables\).xls](http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20(4%20tables).xls) (accessed April 10, 2012).

⁷ Enrolment is the number of full-time and part-time students from Kindergarten through Grade 12 registered as of September 30th of the school year in all elementary and secondary schools in Community 5.

⁸ Nunavut Bureau of Statistics. 2011. *Nunavut Public School Enrolment as of September 30, 2003 to 2010*. Released September 20, 2011.

[http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20\(4%20tables\).xls](http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20(4%20tables).xls) (accessed April 10, 2012).



Source: Department of Education, Government of Nunavut¹⁰

DEA Main and Actual Budget Estimates¹¹

Budget figures (referred to as “Main Estimates”) for DEAs were provided for 2006/2007 to 2008/2009, which is a total of three years. Data was gathered and grouped based on the region (Qikiqtaaluk, Kivalliq, and Kitikmeot). Located inside each ‘main estimate’ document was data that outlined the DEA budgets for the year and Actual results for the previous year. Data was then analyzed accordingly. Tables for main estimates can be found in the appendix at the end of the report.

In the Qikiqtaaluk region (14 DEAs), main estimates were provided for five years and compared against actual budgets of each DEA for 2006/2007, 2007/2008 and 2008/2009. As you can see, actual budgets tended to be higher each year in each respective hamlet/municipality. In total, over the three year period of analysis, a total of \$999,000 was overspent on the budget. Looking at the data, information shows that main estimates in the Qikiqtaaluk region are increasing yearly except for the sharp decrease in 2008/2009. Over the five years of estimates obtained, total estimates have increased by \$1,600,000 during that span.

The main estimates table, located in the appendices shows that in each year (2006/2007, 2007/2008, and 2008/2009) a deficit is shown for the majority of DEAs at year end. The Kitikmeot region, however, did not have a deficit at year-end in 2006/2007. . In 2007/2008, the deficit decreases in each region except the Kitikmeot, which shows a deficit for the first time. In the third year, 2008/2009 and the first year of the new NEA, each of the three regions shows its largest deficit yet – despite an increase in funding each year in each region. There is no concrete explanation for this phenomenon, but it is hypothesized that it is due to the lack of administrative resources for additional personnel, increased responsibility for staff, and program implementation.

⁹ Enrolment is the number of full-time and part-time students from Kindergarten through Grade 12 registered as of September 30th of the school year in all elementary and secondary schools in Community 3.

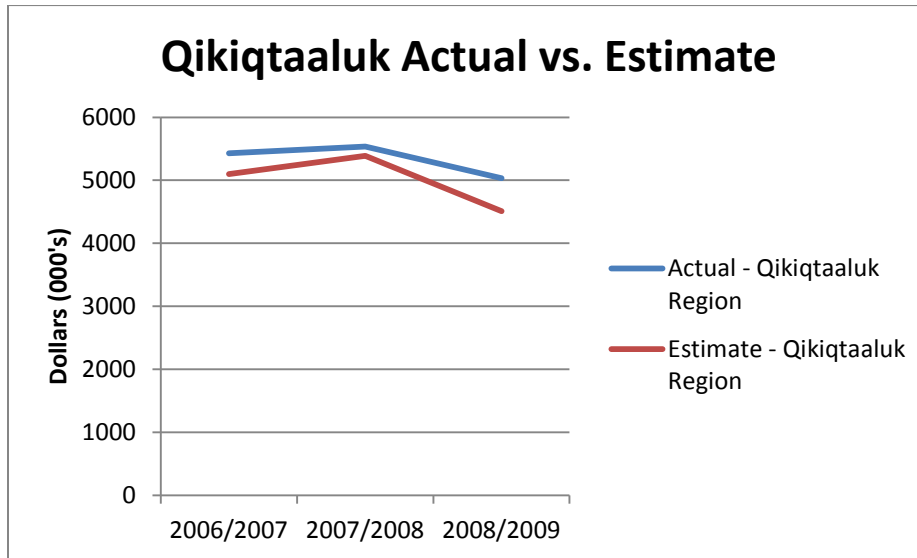
¹⁰ Nunavut Bureau of Statistics. 2011. *Nunavut Public School Enrolment as of September 30, 2003 to 2010*. Released September 20, 2011.

[http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20\(4%20tables\).xls](http://www.eia.gov.nu.ca/stats/Historical/Education/Nunavut%20Public%20School%20Enrolment%20by%20Community,%20Region%20and%20Territory,%202003%20to%202010%20(4%20tables).xls) (accessed April 10, 2012).

¹¹ Limited information was obtained for analysis of main estimates. Main estimates for 2006 – 2011 were received. Negative numbers in the charts indicate that overspending has occurred because estimated costs were lower than the actual costs.

Qikiqtaaluk Budget comparison¹²

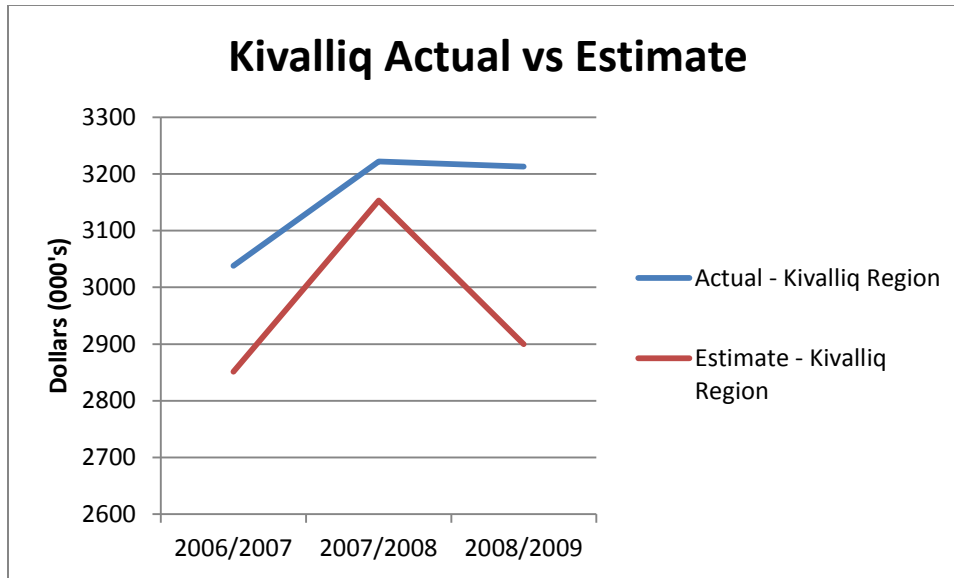
As is apparent from the chart below, the Qikiqtaaluk region has overspent on their budgets in most hamlets over the three year period of comparison. The red line shows what was estimated to be spent in the Qikitaaluk region between 06/07, 07/08, and 08/09. The blue line shows what was actually spent in each DEA over that same period. In each of the three years, the region as a whole overspent in each year. The largest overspending of budgets came in 2008/2008, the year of the new Nunavut Education Act.



Kivalliq Budget Comparison

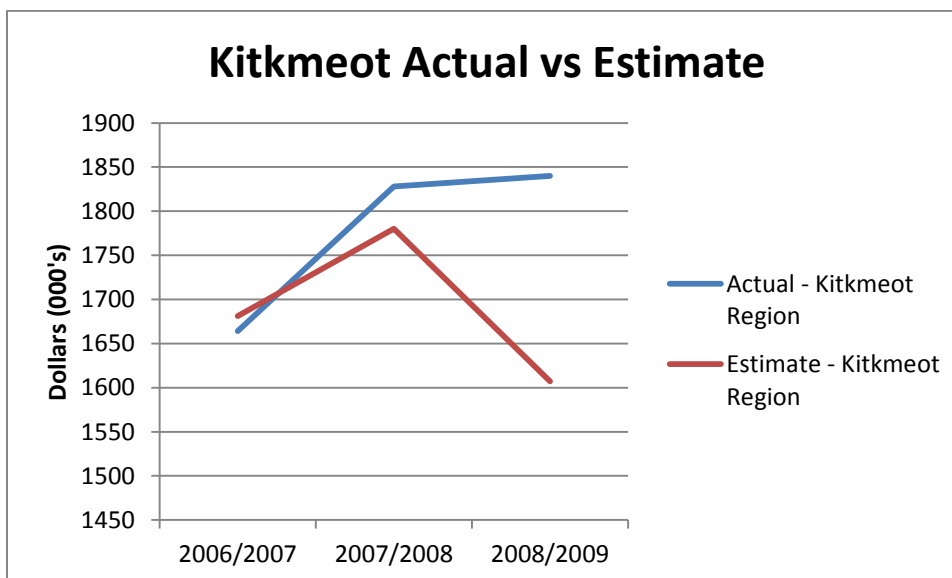
Similar to the Qikiqtaaluk region, the Kivalliq region has overspent in comparison to their main estimates over the period 2006 – 2009. The Kivalliq region has much fewer DEAs (7) in their region, yet they have still overspent in the majority of regions each year. Over the three years of comparison, a total of \$569,000 has been overspent in the region. Most notably, in Community 5 where a total of \$171,000 has been overspend during the three year period from 2006 – 2009. The regional total main estimate budget has increased by \$1,398,000 over the past five years. The graph below shows the total spending for the Kivalliq region of Nunavut. The red line represents total estimated spending for Kivalliq DEAs and the blue shows actual spending. Again, a large overspending occurred in this region.

¹² The chart depicted above does not have “actual values for 2009/2010 or 2010/2011 and show a decrease to zero.



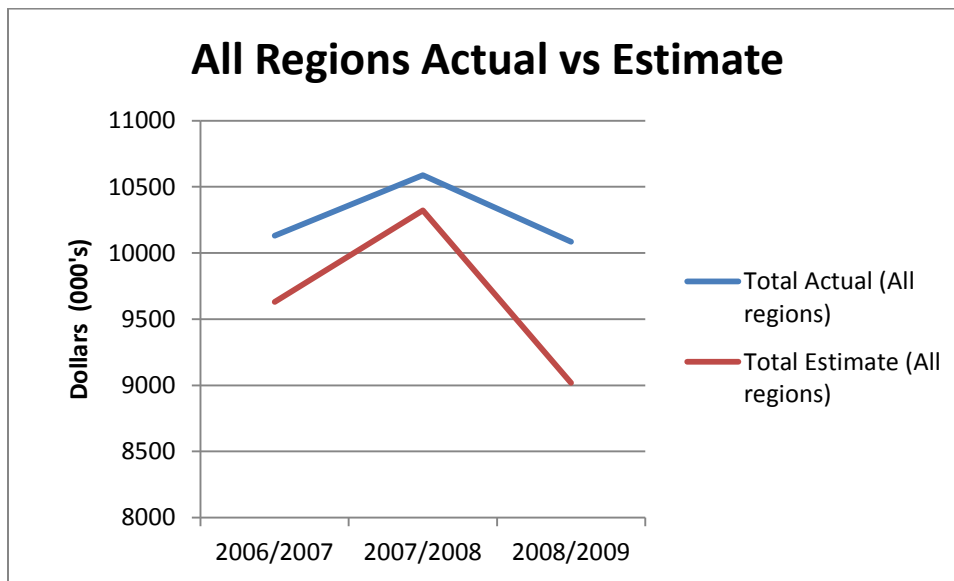
Kitikmeot Budget Comparison

As is apparent from the graph below, Kitikmeot did have a surplus in 2006/2007 and then proceeded to have consecutive years where overspending occurred. Kitikmeot is the smallest of the three regions in Nunavut and has a total of five DEAs. IN 2006/2007 the region as a whole had a surplus of \$17,000 when taking all five DEAs into consideration. However, in the subsequent two years a deficit occurred. Over the three year comparison, a total of \$264,000 was overspent. The budget increased by a total of \$709,000 during the five year main estimate period. The graph below shows a comparison of actual vs. estimate budgeting between the DEAs in this region. The red line shows the estimate and blue line shows the actual. In 2006/2007 the region did not overspend and then began to progressively underestimate the funds needed for the DEA.



Total Budget Comparison

In total, when combining all regions, it is apparent that the actual budget exceeded the estimate budget in each of the three years being compared.



DEA Funding under the GN Funding Formula

The DEA funding formula describes the money allocated to DEAs in each of the regions within Nunavut. Funding to DEAs is determined based on set criteria outlined by the Government of Nunavut. These items are given base amounts of funding (includes zero as a base amount) and a multiplication factor for the number of enrolled students to determine the money allocated to each DEA.

This formula outlines items such as materials and supplies for schools, cultural funding, DEA administration funding, casual/substitute wages, elders in schools, bussing, and additional roles placed on DEAs. It also incorporates a freight cost for those items that must be shipped to the various regions. A copy of the funding formula can be found in Appendix C.

Based on our interviews with DEA members, CNDEA staff, GN staff and an analysis of available financial information, we can conclude that the continuation of the existing funding formula risks undermining the ability of DEAs to achieve their objectives and thus threatens to undermine their role in supporting education in Nunavut. There are 3 main concerns regarding the existing DEA funding formula:

1. Given that the DEA financial statements evidence deficits beginning in 2008, it would appear that the funding model was not adequately adjusted to address the new DEA responsibilities received in 2008.

2. Most of the core operating budget allocated to DEAs are for fixed core costs leaving little room for re-allocations, and,
3. Most of the new money received by DEAs since 2008 has been for program delivery with only a small amount for directed to administrative costs.

Analysis of Increased DEA Responsibilities under the Existing DEA Funding Formula

The tables below were derived from the table of responsibilities created and shown previously in this document. The table outlines both “old” and “new” responsibilities that currently exist in the Nunavut Education Act (NEA).

Currently, DEA’s across Nunavut are responsible for 49 different tasks that are identified in the NEA. Based on the comparison of the old document to the new document, a total of 28 responsibilities existed in the old Act (and still exist today) and 21 were added in the new Act. Under the DoE, money is allocated to wages based on the total funding received on a per student basis. Given that a small “administration” budget is available, the number of responsibilities tasked to DEAs by the DOE through the NEA means that re-allocation of administration funds is nearly impossible. The administration budget is being used to try and keep up with administrative and reporting responsibilities that did not exist prior to the 2008 Nunavut Education Act. **As a result, the existing DoE funding formula represents one of the primary sources of pressures facing the DEAs.**

The chart below was created by using a base assumption of valuing each task equally. It outlines the “old” responsibilities and the number of “new” ones. If all tasks are assumed to be equal then the DEAs now have a 43% increase in their responsibilities. However, under the funding formula, DEAs receive monies based on the number of students who are in school (K – 12). The increased responsibilities are not being recognized in the current funding formulas. If a DEA has a decreased enrollment, they will receive less money to run their programs, which means the same responsibility for staff despite a lower funding level.

	Responsibilities	Percentage
Old	28	57%
New	21	43%
Total	49	100%

Staff wages and benefits that are allocated could be topped up by the 43% increase in responsibility assumed by the DEAs under the Nunavut Education Act.

The chart below depicts the increase that would occur in Community 1. In 2010, Community 1 allocated wages and benefits of \$18,396 for Administration, \$96,067 for Casual, \$29,412 for programming and \$77,515 for other programming for a total of \$221,390.

Based on the model, **the money allocated would be topped up by 43%**. This means that Administration would move from \$18,396 to \$26,289 and so on. The total would move from

\$221,390 that was allocated from their budget to \$316,271 that is assumed to be needed based on the changes and increased responsibility under the new Act. The formula calculation is shown below.

$$(\$221,390 \times 0.43) \times 100 = \$316,271$$

	Admin	Casual¹³	Program	Other	Total wages
Wages based on "old" responsibility (57%)	\$18,396	\$96,067	\$29,412	\$77,515	\$221,390
Wages based on added responsibility (43%)	\$26,280	\$137,239	\$42,017	\$110,736	\$316,271
***Increasing wages in all areas will allow for a significant and much needed increase in wages paid to the DEA, which will allow them to hire people to assist, or move key people to full time positions.					

This method would be used for all DEA communities to update the salaries and benefits line to cover the increased responsibility that exists in DEA offices. Thus decreasing stress caused by the added responsibility, increasing retention of employees for the DEA, and added capacity within the office and community.

In order to account for the additional responsibilities indicated in the NEA, an increase in salary is warranted for each DEA. The increase, based on information displayed above, would suggest that increasing salaries and benefits for the DEA by 43% would be sufficient for completion of the added responsibilities in the new Education Act.

Furthermore, that increase should be worked into the funding formula to ensure that DEAs are not under-budgeted for salaries. Essentially, using the total enrollment to determine DEAs budgets is affecting them dramatically. This is the case because, regardless of student enrollment, responsibilities for DEAs remain the same. For example a school with 20 students would have the same responsibility as a school with 200. However the budget for the school with less students would not be as high, cost for employing certain positions will remain the same.

¹³ Note: 'Casual' wages make up approximately 1/3 of the DEA budget for Community 1. These funds are not discretionary to the DEA. They are used specifically for substitute teachers or for support staff that are required in school.

Conclusions

It is clear that the creation of the new Education Act in 2008 had a large impact on the DEAs across Nunavut. In particular, a number of new responsibilities were created that increased DEA responsibilities by 43%. While the research and analysis on which this report is based focused upon information provided by only four DEAs of various sizes and from all three regions, the information reviewed for this report strongly supports the conclusion that the DEAs are having trouble meeting their increased responsibilities under the Act. Stress points common to all the consulted DEAs focus on the limited amount of resources available to hire sufficient staff to conduct the many policy, administrative and program responsibilities they have. This has resulted in high stress levels among DEA administrators/managers and has often forced them to spend additional amounts of their own time without compensation.

- Since 2008 there has been a significant increase in responsibilities: Based on an analysis of tasks before and after the introduction of the 2008 Nunavut Education Act, there has been a 43% increase in DEA responsibilities.

While responsibilities have increased by 43%, DEA budgets have not increased accordingly. There has been a marked increase in demand for participation in regulatory reviews, policy development and program delivery without a corresponding increase in administrative budget to meet these new responsibilities. In addition, while DEAs face a marked increase in their responsibilities, the corresponding training and development required to support the introduction of these new responsibilities has not been forthcoming. In short, the DEAs are struggling and need help in order to fulfill their responsibilities.

- DEA operating budgets have not kept pace with expanding responsibilities: While responsibilities have increased by 43%, budgets have not increased accordingly. There has been a marked increase in demand for participation in regulatory reviews, policy development and program delivery without a corresponding increase in administrative budget to meet these new responsibilities.
- The scope and complexity of DEAs responsibilities has increased without sufficient training and development support: DEAs report that there has been a marked increase in demand for participation in regulatory reviews, policy development and program delivery without corresponding training and development to support the introduction of these new responsibilities.

The main estimates tables showed considerable insight into issues with both the new NEA responsibilities as well as the funding formula established by the GN. The funding formula for DEAs is largely based on enrolment, and although some adjustments were made in 2008, they have not adequately addressed the burden of the increased scope and complexity of DEA duties. A review of available information indicates that although deficits did occur in 2006/2007 and 2007/2008, deficits from those years do not add up to the total deficit in their respective region. However, very large budget

increases occurred in each community. Despite these large increases, actual data from Community 1 financial statements show that the increase in funding did not lead to a surplus or a break even scenario. The increased budget led to a steadily increasing deficit which was approximately 23,000 in 2008 and 69,000 in 2009. Budget increases have been directed at program delivery and not to help with the administrative burden of added responsibilities. Therefore, DEAs require more funds to continually operate everything mandated under the NEA.

- The increase in administrative reporting has come at the expense of DEAs being proactive in their communities: DEAs report that the increase in administrative reporting since 2008 has occupied them so much they were unable to perform other key tasks.
- Existing DEA staffing levels are insufficient to deliver new DEAs responsibilities. Recent budget increases have been directed at program delivery and not to help with the administrative burden of added responsibilities.

It is reasonable to conclude that the increased budgets have not been sufficient to deal with added responsibilities being placed on the DEAs. Judging by the three community cases, enrollment seems to be steady in the three communities, yet they all have deficits in 2008 when the NEA was introduced. The funding formula is partially to blame for this phenomenon. The funding formula takes into account base funding, the number of students attending school in a particular region, the number of schools in the region, casual wages for each PY, elders in the school and additional roles placed on the DEA. The issue with the formula appears to be wages and \$112.50 per student. As an example, DEAs receive an additional \$38,750 for 300 students and a base of \$5000. That employs a half time person to deal with the numerous responsibilities that are included in the New Education Act.

- The Existing GN funding formula for DEAs needs to more adequately reflect the Increase in DEA responsibilities. The DoE funding formula for DEAs is largely based on enrolment, and although some adjustments were made in 2008, they have not adequately addressed the burden of the increased scope and complexity of DEA duties. Currently the funding formula is one of the primary pressures facing the DEAs.

In general, the DoE is aware of the pressures facing the DEAs and have indicated that the department has responded to their needs. Staff indicated that there were a number of resources available to support the DEAs and that funding had increased to help offset the costs of the new responsibilities under the Act. In recognition of the ongoing needs of the DEAs to be able to fully address their new responsibilities, DoE staff offered the ongoing support of the department through training support and advice to each DEA.

There is also a need highlighted by the difficulties experienced during the writing of this report, for additional research and tracking of budget information to increase understanding of the DEAs, the roles and challenges they play, and to support further lobbying and advocacy purposes.

In conclusion, the continuation of the current situation seems to be untenable and the DEAs need additional resources in order to fulfill their responsibilities. The existing GN funding formula represents one of the primary sources of pressure facing the DEAs. The research conducted for this study has determined that **an increase of approximately \$80 – \$100,000 per DEA would be sufficient to enable the DEAs to increase their capacity** to continue to meet their responsibilities and to make a substantial contribution to the development and delivery of education in Nunavut.

Currently, DEA’s across Nunavut are responsible for 49 different tasks that are identified in the Nunavut Education Act. Based on the comparison of the old document to the new document, a total of 28 responsibilities existed in the old Act (and still exist today) and 21 were added in the new Act.

By using a base assumption of valuing each task equally, the chart below was created. It outlines the “old” responsibilities and the number of “new” ones. If all tasks are assumed to be equal then the DEAs now have a 43% increase in their responsibilities. However, under the funding formula, DEAs receive monies based on the number of students who are in school (K – 12). The increased responsibilities are not being recognized in the current funding formulas. If a DEA has a decreased enrollment, they will receive less money to run their programs, which means the same responsibility for staff despite a lower funding level.

	Responsibilities	Percentage
Old	28	57%
New	21	43%
Total	49	100%

The recommendation to solve this would be to increase funding levels of wages and benefits allocated to top up part-time employees to full time or possibly hire an assistant for those regions where there is a full time staff. Staff wages and benefits that are allocated could be topped up by the 43% increase in responsibility assumed by the DEAs under the Nunavut Education Act.

The chart below depicts the increase that would occur in Clyde River. In 2010, Clyde River allocated wages and benefits of \$18,396 for Administration, \$96,067 for Casual, \$29,412 for programming and \$77,515 for other programming for a total of \$221,390.

Based on the model, the money allocated would be topped up by 43%. This means that Administration would move from \$18,396 to \$26,289 and so on. The total would move from \$221,390 that was allocated from their budget to \$316,271 that is assumed to be needed based on the changes and increased responsibility under the new Act. The formula calculation is shown below.

$$(\$221,390 \times 0.43) \times 100 = \$316,271$$

	Admin	Casual	Program	Other	Total wages
Wages based on "old" responsibility (57%)	\$18,396	\$96,067	\$29,412	\$77,515	\$221,390
Wages based on added responsibility (43%)	\$26,280	\$137,239	\$42,017	\$110,736	\$316,271
***Increasing wages in all areas will allow for a significant and much needed increase in wages paid to the DEA, which will allow them to hire people to assist, or move key people to full time positions.					

This method would be used for all DEA communities to update the salaries and benefits line to cover the increased responsibility that exists in DEA offices. Thus decreasing stress caused by the added responsibility, increasing retention of employees for the DEA, and added capacity within the office and community.

Appendix A – Main Estimates

Qikiqtaaluk Budget comparison¹⁴

Qikiqtaaluk	Actual 06-07 (\$000)	Estimate 06-07 (\$000)	Difference (\$000)	Actual 07-08 (\$000)	Estimate 07-08 (\$000)	Difference (\$000)	Actual 08-09 (\$000)	Estimate 08-09 (\$000)	Difference (\$000)	Estimate 09-10 (\$000)	Estimate 10-11 (\$000)
Apex	71	61	-10	68	59	-9	58	52	-6	66	73
Arctic Bay	317	303	-14	335	325	-10	331	299	-32	371	414
Cape Dorset	406	336	-70	399	389	-10	394	348	-46	449	549
Clyde River	359	349	-10	348	338	-10	349	301	-48	385	446
Grise Fiord	149	139	-10	145	135	-10	138	127	-11	146	158
Hall Beach	268	258	-10	260	250	-10	254	226	-28	291	331
Igloolik	552	526	-26	556	546	-10	550	492	-58	633	738
Iqaluit	1324	1314	-10	1465	1517	52	1066	930	-136	1192	1414
Kimmirut	215	188	-27	231	221	-10	179	207	28	215	298
Pangnirtung	517	402	-115	458	401	-57	463	405	-58	539	623
Pond Inlet	557	547	-10	578	568	-10	575	520	-55	681	761
Qikiqtarjuaq	215	205	-10	207	197	-10	200	176	-24	221	247
Resolute Bay	150	140	-10	147	137	-10	139	126	-13	172	193
Sanikiluaq	329	331	2	341	307	-34	336	302	-34	389	454
TOTALS	5429	5099	-330	5538	5390	-148	5032	4511	-521	5750	6699

The DEA main estimate information above shows the actual vs. the estimated costs for three years (06/07, 07/08 and 08/09). These three years allow us to show, in each region, how much money was allocated and how much each DEA spent. For example, in Iqaluit, a total of \$1,314,000 was allocated the community in 2006/2007. In that same year, the Iqaluit DEA spent \$1,324,000 which is \$10,000 more than they were allocated. In the chart, this is represented by each of the red columns. Negative values show that a community overspent and had a deficit. As it can be seen for the three years where comparisons were able to be made, there was a deficit in most communities. There are two estimate

¹⁴ The chart depicted above does not have actual values for 2009/2010 or 2010/2011 and show a decrease to zero.

values (09/10 and 10/11) that do not have actual values to compare too, but are shown to show that estimates are being increased in almost every region to match the need for increased funds.

Qikiqtaaluk Region	Estimate 06-07 (\$000)	Estimate 07-08 (\$000)	Difference (\$000's)	Estimate 08-09 (\$000)	Difference (\$000's)	Estimate 09-10 (\$000)	Difference (\$000's)	Estimate 10-11 (\$000)	Difference (\$000's)
Apex	61	59	-2	52	-7	66	14	73	7
Arctic Bay	303	325	22	299	-26	371	72	414	43
Cape Dorset	336	389	53	348	-41	449	101	549	100
Clyde River	349	338	-11	301	-37	385	84	446	61
Grise Fiord	139	135	-4	127	-8	146	19	158	12
Hall Beach	258	250	-8	226	-24	291	65	331	40
Igloodik	526	546	20	492	-54	633	141	738	105
Iqaluit	1314	1517	203	930	-587	1192	262	1414	222
Kimmirut	188	221	33	207	-14	215	8	298	83
Pangnirtung	402	401	-1	405	4	539	134	623	84
Pond Inlet	547	568	21	520	-48	681	161	761	80
Qikiqtarjuaq	205	197	-8	176	-21	221	45	247	26
Resolute Bay	140	137	-3	126	-11	172	46	193	21
Sanikiluaq	331	307	-24	302	-5	389	87	454	65
TOTALS	5099	5390	291	4511	-879	5750	1239	6699	949

The chart above shows the difference in estimates from year to year. Using the Iqaluit example again, we can see that Iqaluit received an increase of \$203,000 between 2006/2007 and 2007/2008. That was followed by a very large decrease of almost \$600,000 (\$587,000) between 2007/2008. In the two years following it increased by \$262,000 and \$222,000 respectively (\$484,000 total). As was the case for the majority of DEA's an increase or slight decrease occurred between 2006/2007 and 2007/2008 and then a significant decrease occurred in most communities between 2007/2008 and 2008/2009, followed by consecutive increases in the next two estimates.

Kivalliq Budget Comparison¹⁵

Kivalliq Region	Actual 06-07 (\$000)	Estimate 06-07 (\$000)	Difference 06-07 (\$000)	Actual 07-08 (\$000)	Estimate 07-08 (\$000)	Difference 07-08 (\$000)	Actual 08-09 (\$000)	Estimate 08-09 (\$000)	Difference 08-09 (\$000)	Estimate 09-10 (\$000)	Estimate 10-11 (\$000)
Arviat	709	699	-10	786	776	-10	805	721	-84	917	1045
Baker Lake	601	601	0	649	639	-10	647	582	-65	738	854
Chesterfield Inlet	179	169	-10	197	187	-10	189	173	-16	210	235
Coral Harbour	453	326	-127	369	359	-10	364	330	-34	402	461
Rankin Inlet	604	594	-10	691	682	-9	707	627	-80	833	991
Repulse Bay	330	310	-20	362	352	-10	310	328	18	402	470
Whale Cove	162	152	-10	168	158	-10	191	139	-52	173	193
TOTALS	3038	2851	-187	3222	3153	-69	3213	2900	-313	3675	4249

Similar to the Qikiqtaaluk region above, the Kivalliq region suffered a similar fate with the majority of their DEAs. As it can be seen, a deficit is shown in almost every region for each of the three years that were available for comparison. The areas highlighted in red show the surplus or deficit that each community DEA had in years that are compared.

Kivalliq Region	Estimate 06-07 (\$000)	Estimate 07-08 (\$000)	Difference (\$000's)	Estimate 08-09 (\$000)	Difference (\$000's)	Estimate 09-10 (\$000)	Difference (\$000's)	Estimate 10-11 (\$000)	Difference (\$000's)
Arviat	699	776	77	721	-55	917	196	1045	128
Baker Lake	601	639	38	582	-57	738	156	854	116
Chesterfield Inlet	169	187	18	173	-14	210	37	235	25
Coral Harbour	326	359	33	330	-29	402	72	461	59
Rankin Inlet	594	682	88	627	-55	833	206	991	158
Repulse Bay	310	352	42	328	-24	402	74	470	68
Whale Cove	152	158	6	139	-19	173	34	193	20
TOTALS	2851	3153	302	2900	-253	3675	775	4249	574

¹⁵ The chart depicted above does not have actual values for 2009/2010 or 2010/2011 and show a decrease to zero.

The Kivalliq Region shows a very similar pattern to the way DEA estimates were increased and decreased. A significant decrease in all regions of the Kivalliq can be seen in 2008/2009 and then a very significant increase over the next two years occurs.

Kitikmeot Budget Comparison

Kitikmeot Region	Actual 06-07 (\$000)	Estimate 06-07 (\$000)	Difference 06-07 (\$000)	Actual 07-08 (\$000)	Estimate 07-08 (\$000)	Difference 07-08 (\$000)	Actual 08-09 (\$000)	Estimate 08-09 (\$000)	Difference 08-09 (\$000)	Estimate 09-10 (\$000)	Estimate 10-11 (\$000)
Cambridge Bay	349	362	13	381	371	-10	380	328	-52	492	581
Gjoa Haven	410	408	-2	441	431	-10	438	391	-47	463	536
Kugaaruk	289	288	-1	317	307	-10	315	280	-35	327	380
Kugluktuk	318	332	14	351	343	-8	365	308	-57	424	482
Taloyoak	298	291	-7	338	328	-10	342	300	-42	356	411
TOTALS	1664	1681	17	1828	1780	-48	1840	1607	-233	2062	2390

In the comparison between actual and estimated budgets, this region can clearly be seen as the region that fluctuated the least. In 2006/2007, regions either had a very small deficit or a reasonable surplus. In 2007/2008 all communities had a small deficit and in 2008/2009 that deficit increased dramatically.

Kitikmeot Region	Estimate 06-07 (\$000)	Estimate 07-08 (\$000)	Difference (\$000's)	Estimate 08-09 (\$000)	Difference (\$000's)	Estimate 09-10 (\$000)	Difference (\$000's)	Estimate 10-11 (\$000)	Difference (\$000's)
Cambridge Bay	362	371	9	328	-43	492	164	581	89
Gjoa Haven	408	431	23	391	-40	463	72	536	73
Kugaaruk	288	307	19	280	-27	327	47	380	53
Kugluktuk	332	343	11	308	-35	424	116	482	58
Taloyoak	291	328	37	300	-28	356	56	411	55
TOTALS	1681	1780	99	1607	-173	2062	455	2390	328

In the same fashion as the two previous, the regions have a large decrease in estimated budget in 2008/2009 and each year after that the budget begins to increase steadily.

Appendix B – Community 1 Budgets

Community 1 BUDGET STATEMENTS (Actual)

Revenues	2005	2006	2007	2008	2009
Government of Nunavut					
Regular Contribution	\$224,422	\$329,814	\$337,502	\$337,502	\$337,501
Other Contribution	\$154,227	\$0	\$24,223	\$6,263	\$10,200
Total Government of Nunavut	\$378,649	\$329,814	\$361,725	\$343,765	\$347,701
Other Contributions	\$9,739	\$0	\$0	\$0	\$0
DEA generated funds					
Investment income	\$163	\$956	\$4,152	\$5,750	\$940
Other	\$3,000	\$26,423	\$18,008	\$20,179	\$9,459
Total DEA generated funds	\$3,163	\$27,379	\$22,160	\$25,929	\$10,399
Locally raised funds	\$7,117	\$3,973	\$0	\$0	\$0
TOTAL	\$398,668	\$361,166	\$383,885	\$369,694	\$358,100
Expenses					
School administration	\$48,436	\$51,543	\$54,852	\$55,477	\$43,573
School programs	\$55,728	\$84,448	\$71,953	\$116,058	\$119,070
Casual Wages	\$54,744	\$50,518	\$60,678	\$57,980	\$114,297
Local programs	\$22,695	\$72,573	\$40,364	\$106,536	\$75,186
DEA administration	\$30,278	\$27,499	\$25,007	\$32,593	\$54,244
Furniture and equipment	\$76,566	\$0	\$0	\$0	\$0
Student support program	\$70,176	\$3,154	\$223	\$0	\$0
Locally raised fund expenditures	\$5,157	\$0	\$0	\$0	\$0
Secretary salary program	\$7,485	\$0	\$0	\$0	\$0
CAP sites project	\$9,739	\$25,630	\$14,172	\$18,679	\$9,459
Language strategy project	\$0	\$0	\$0	\$6,263	\$100
Nunavut Day	\$0	\$0	\$0	\$0	\$2,500
Life skills	\$0	\$0	\$0	\$0	\$1,677
Bussing agreement	\$0	\$0	\$0	\$0	\$7,600
TOTAL	\$381,004	\$315,365	\$267,249	\$393,586	\$427,706
Excess Revenues	\$17,664	\$45,801	\$116,636	-\$23,892	-\$69,606

Appendix C – DEA Funding Formula

Formula Funding Mode - 2012/2013

District Education Authorities are funded based on the student enrollment as of September 30th of the previous year for the following areas:

- **Materials and supplies for K to 12,**
 - Funding is given at a rate of \$298 per student x a freight factor
 - For Senior Grades 10 – 12 and additional \$20 00 base funding that supports grade 10 – 12 programming along with \$52 per student x the freight fact.
- **Cultural funding**
 - \$120 per student is given
- **District Education Authority Administration funding**
 - \$30 000 base funding per District Education Authority and an additional \$86 per student.
 - If the District Education Authority is responsible for more than two schools they receive another \$10 000 per school above the two.
- **Casual/Substitute Wages**
 - Ten days of casual funding for each approved PY at a rate of \$225/day is given to each District Education Authority
- **Elders in Schools,**
 - \$179.50 per student
- **Bussing**
 - District Education Authorities are also provided funding to cover the cost of bussing in their communities. The amounts vary depending on the contract cost.
- **The additional roles and responsibilities placed on District Education Authorities under Nunavut’s Education Act (policy development) and Early Childhood Programs for Language and Culture.**
 - \$112.50 per student plus as base amount of \$50,000 per District Education Authority

- Early Childhood Education for Language and Culture – Max \$40 000 – project based by application. There are a few communities that can exceed the \$40 000 based on the number of Early Childhood Education Programs the community is offering.

* Freight Factor: the amount is based on the September 30, 2010 Nunavut Employees Union Collective Agreement Northern Allowance. Below is the rate factor for each community.

COMMUNITY NAME	NORTHERN ALLOWANCE	FREIGHT FACTOR
BASE	12,109	1.00
Arctic Bay	25,453	2.10
Broughton Island	22,638	1.87
Cape Dorset	20,980	1.73
Clyde River	22,978	1.90
Grise Fiord	34,455	2.85
Hall Beach	23,561	1.95
Igloolik	22,579	1.86
Iqaluit	15,016	1.24
Kimmirut	19,122	1.58
Pangnirtung	19,077	1.58
Pond Inlet	24,214	2.00
Resolute Bay	28,477	2.35
Sanikiluaq	20,293	1.68

COMMUNITY NAME	NORTHERN ALLOWANCE	FREIGHT FACTOR
BASE	12,109	1.00
Arviat	21,113	1.74
Baker Lake	24,381	2.01
Chesterfield Inlet	23,147	1.91
Coral Harbour	23,292	1.92
Rankin Inlet	18,517	1.53
Repulse bay	21,894	1.81
Whale Cove	21,564	1.78

Cambridge Bay	19716	1.63
Gjoa Haven	26345	2.18
Kugluktuk	22042	1.82
Kugaaruk	26639	2.20
Taloyoak	30424	2.51