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***Preparing People For Employment In The  
1990's***

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PREPARING

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AN EMPLOYMENT

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# Letter of Introduction




I am pleased to present the N.W.T. *Employment Development Strategy* - Preparing People for Employment in the 1990s. This document reflects a consolidation of many efforts, all geared to making our education and training programs responsive to the needs of *Northerners* in relation to the economy of the N.W.T. Training programs must be judged by their success in ensuring that northerners, particularly native northerners, are those who benefit from economic growth.

This strategy presents not only a blueprint for the future, but consolidates and streamlines initiatives for a government wide co-operative effort. As you read through these pages, you will be struck by the broad scope of participation required, both in the government and the private and non-government sectors, to ensure that northerners get the maximum benefits from economic growth.

I would like to thank the various government departments who participated in the development of this document. Special recognition is given to those who were involved with the SCONE Report and the Economic Development Strategy. They establish the framework for this document along with the Direction For the 1990s document developed by the Executive Council.

In tabling this document, I remind you that to be successful, employment development must continue to be a co-operative process.

  
Stephen Kakfwi  
Minister of Education

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# Foreword

## THE BUILDING BLOCKS OF AN EMPLOYMENT DEVELOPMENT STRATEGY

The publication "*Direction for the 1990s*" prepared by Executive Council in 1988 provided general direction for the Employment Development Strategy. The work of the Special Committee on the Northern Economy (SCONE) in 1989, and the recently prepared Economic Development Strategy, provide a comprehensive overview of the issues that the Government of the Northwest Territories must address to ensure continued economic growth for the benefit of northerners.

The Employment Development Strategy is one of several detailed initiatives developed to ensure Executive Council's priorities for the 1990s are implemented. The following initiatives require an integrated and co-operative approach among all government departments:

### Direction for the 1990s

This document clearly identifies training as a priority activity for the Government of the Northwest Territories. *Direction for the 1990s* identifies the requirement for government initiatives to stimulate economic growth, improve education, shape public government, support aboriginal initiatives and to set realistic expectations so that we can take our place in Canada and the world.

The Employment Development Strategy, describes the job market now and presents what government can do to prepare northerners to take advantage of the existing jobs and the new jobs which will be created.

### Scone Report

The Special Committee on the Northern Economy recommends a comprehensive strategy linking economic, social, cultural, and organizational issues. These include people development, policy and program development and organizational development. The people development recommendations directly relate to education and training issues:

1. Launch a literacy campaign in every community
2. Develop a strategy to help keep young people in school
3. Reduce the pupil-teacher ratio
4. Set up Outward Bound-type programs
5. Reorganize adult education and training programs: improve courses in the areas of management training, board development, trades, and environment.

The Department of Education is responsible for employment development and is responding to these recommendations through the Employment Development Strategy and Arctic College's Strategic Plan.

### Economic Development Strategy

The Economic Development Strategy has a number of components. The first component is *Preparing Our People For The Challenge Of The Future* and identifies six factors that impact on employment development:

1. Growth in the labour force and increasing expectations for wage employment;
2. Significantly lower proportion of native people participating in the labour force;
3. The high dependency on imported skills and the need to use the Northern work force to fill more jobs, including specialized and highly skilled occupations;
4. The need to overcome the barriers to employment represented by a lack of education and training;
5. Increased education levels are essential to the *success* of the Economic Strategy, and for people to reduce their dependence on social assistance; and
6. Labour market planning must match people to available jobs and to plan training opportunities.

#### **The Employment Development Strategy**

As part of the Government's Economic Strategy, the Minister of Education has developed a plan to prepare residents, particularly native northerners, to benefit from existing jobs in communities and to take advantage of the new jobs created by economic development.

The main objective of the Employment Development Strategy is to ensure that an adequately trained labour force is available to take up employment. This is a major challenge.

The single greatest barrier to employment for northerners is a lack of job skills and limited education.

Economic development and the resulting job creation (labour demand) must be complemented by human resource development (labour supply). Without careful planning and training, economic development could result in more in-migration of transient workers and the continuation of high levels of welfare dependency amongst native residents.

The initiatives in the Employment Development Strategy outline what is currently being done, but they also provide a blueprint for the future as additional resources are brought to bear on the problem of unemployment and a lack of participation in the labour force. The Strategy recognizes that not all employment will be full time or wage oriented. Some people will choose to work part time or share jobs and others will make a living through traditional pursuits *on* the land. *In* any event, this Strategy will be used to prepare people for employment in the 1990s and beyond.

#### Coordinating Our Efforts

The Employment Development Strategy has been designed to complement other GNWT initiatives as outlined in the Economic Development Strategy. The Employment Development Strategy has been developed in consultation with other GNWT departments. Native organizations and Industry will be involved in the ongoing program development to design programs that meet community and industry needs. The Employment Development Strategy has also taken into consideration national influences so that maximum cost-sharing is achieved, and high standards are maintained.

Employment development cannot be undertaken in isolation from a variety of other initiatives which stimulate the economy and contribute to the employability of northerners. The Employment Development Strategy will be fully integrated with the following programs and planning initiatives :

#### **Economic Development**

● Support to business and entrepreneurs will be provided through a comprehensive economic development strategy designed to build on existing strengths at the community level and address the employment and income disparities within and between communities.

## Support Initiatives

.Support for hunters and trappers that link them with government investments in renewable resources, particularly in the harvesting of fish and wildlife for domestic and commercial use is currently under review. These initiatives also include expanded opportunities for social assistance clients to achieve self sufficiency and include services ranging from child care assistance to addiction counseling.

### **Employment Support and Labour Market Planning**

.Cohesive labour market planning which results in employment support for northerners will provide a continuum of services ranging from counseling and assessment, referral and support **services, training** and job readiness programs and job referrals.

Funding support for apprenticeship and employment preparation programs will be provided through the Federal Government's Canadian Jobs Strategy.

## Literacy Programs

.Educational programs aimed at providing residents **with** life skills and basic education are required to enter higher education programs or the work force. These practical programs fill the vacuum which currently exists for low level academic upgrading and will ensure that all adults have access to educational services.

### **Arctic** College initiatives

.Adult education services and post-secondary educational programs.

### Schooling

.Initiatives aimed at improving success and retention rates of children in school and providing increased help for parents to enable them to support the education of their children.

## Roles And Responsibilities

### **The Department of Education**

The Advanced Education Branch of the Department of Education has been mandated by Executive Council to co-ordinate GNWT employment development and training initiatives. However, all government departments and agencies have a responsibility to maximize local employment and support northern business.

Lifelong learning must serve as the foundation for employment development. This process starts with the school system and moves through adult education programs to college and university educational systems and thence to the labour market. The Department of Education is responsible for establishing the principles and guidelines of learning for both the School Boards and Arctic College as well as employees who wish to participate in the training process.

The Department of Education along with the Department of Social Services, is a signatory to the Employability Enhancement Agreement [for social assistance clients] with National Health and Welfare and Canada Employment and Immigration.



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# Guiding Principles

The following principles establish the framework for the initiatives outlined in the Employment Development Strategy:

1. Improving the self esteem and the success rates of children in school is the first step towards increasing participation of northerners in the labour force.
2. Employment development should promote self-esteem and lead to increased self reliance.
3. All adults should have access to training opportunities.
4. In addition to meeting the needs of local industry, the standards of training provided should be equivalent to those for similar training programs across Canada.
5. Employment development should prepare northerners for existing economic opportunities as well as new opportunities resulting from on-going development and major projects.
6. Programs and procedures should be interactive and take into account the needs and responsibilities of the family, and learning style of the individual.
7. Initiatives should be designed to benefit from Federal cost sharing and/or the private sector wherever possible.
8. Employment development programs and services must complement other government economic development initiatives.
9. Programs will be simple and flexible.

# An Overview of The Strategy

The major thrusts for employment development in the Northwest territories fall into three categories:

## 1. Labour Market Planning;

**Goal:** Enhanced access to jobs for northerners through effectively planned education and training programs.

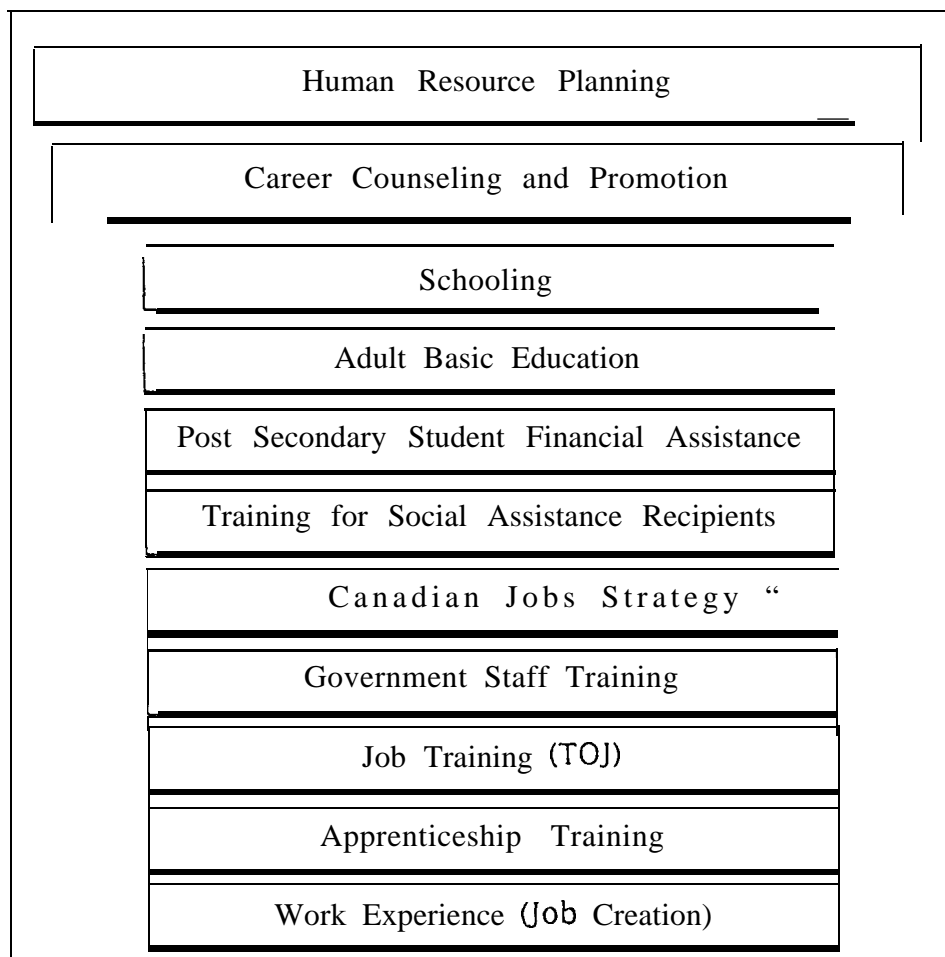
## 2. Employment Support Programs;

**Goal:** An informed population able to make choices to satisfy needs for employment and career growth.

## 3. Employment Preparation Programs;

**Goal:** A stable, skilled workforce capable of taking advantage of existing and proposed employment opportunities.

Figure 1 shows the major elements of the Employment Development Strategy.



# A Look at The Labour Market

The limited population of the N.W.T. is spread out over vast distances within a largely underdeveloped part of Canada. Prior to the 1970s a lot of people in the N.W.T. were not participating in the wage economy, and were involved in traditional activities. In the 1970s and 1980s participation in the wage economy increased among native people, and migration added to the labour force at the same time. The result is that the number in the labour force, both employed and unemployed, increased over the last two decades. (Figure 2). A temporary impediment to growth was experienced in the mid '80s with the closing of the Pine Point and Tungsten mines and the shutdown of the Inuvik Armed Forces Base, but moderate employment growth is expected to continue.

Unemployment in the N. W. T., at 16%, is a serious problem (it is 8% for Canada). These rates are for January and February 1989, respectively. Major factors affecting unemployment are education levels and a lack of economic opportunities in smaller communities. This is compounded by the limited availability of skilled northern

workers and a reluctance to relocate to take advantage of employment opportunities. The results are that those with a Grade 9 education or less, and those living in small and medium sized communities, \* face unemployment rates of over 30%.

The N.W.T. labour market has both demand (jobs) and supply (skilled labour) deficiencies and both sides must be addressed to balance the labour market and reduce unemployment. Demand related problems require more jobs, while supply related problems require education and training.

To meet the needs of the growing labour force, as shown in Figure 2, we need to plan not only for those in the labour market now, but also for those entering the labour market. These new entrants, primarily youth, have different needs than the present labour force.

\* *The large, urban communities are Inuvik, Fort Smith, Yellowknife and Hay River. The others are medium or small sized communities, made up primarily of native people.*

**Labour Force Employment And Unemployment 1971 to 1989**

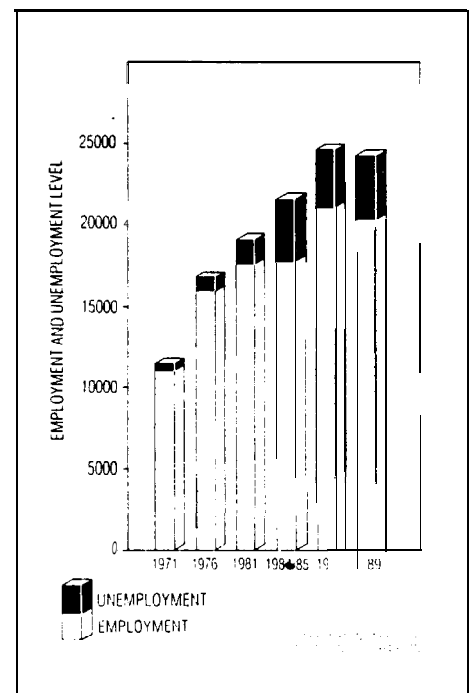


Figure 2

Note: The census employment levels are not strictly comparable to the labour force survey employment levels because the census is taken from March to June when there is higher employment. The labour force survey is performed in January.

## The Labour Force

The N.W.T. Bureau of Statistics conducted its second N.W.T. Labour Force Survey in :

January/February 1989. Figure 3 illustrates the make up of the labour force at that time. There were 34,650 people of working age (15+) in the N.W.T. Approximately 70% are considered to be participating in the labour force because they are either employed in the wage sector or are unemployed and looking for work. The remaining 30% outside the labour force include those who were attending school, and those who do not want work because they are elderly. Most of those involved in traditional pursuits, or caring for family, are also outside of the labour force. Discouraged workers are considered to be outside the labour force because they were not actively seeking work.

### The Unemployed

There were 3922 unemployed people in early 1989 (16% of the labour force). An additional 4884 were

considered out of the labour force because they were not working or actively looking for work, but indicated they wanted a job. There are therefore, over 8700 individuals to whom this Strategy is targeted.

### Demand for Labour

Less is known about the demand for labour than supply. Based on the labour force survey, there are approximately 20,000 filled jobs in the wage sector at the time of year when employment is lowest. Employment varies from season to season, and is 15% higher at the peak in August, than at the minimum in January.

Part of the problem is that job opportunities (wage labour) are concentrated in the large, urban communities, and there are insufficient job opportunities in the small and medium communities. While small and

medium sized communities have 47% of the labour force in the N. W. T., they have only 42% of the employment.

As employment increases in the small and medium sized communities, the supply of labour will increase as well. If, for example, 200 jobs were created because there were 200 unemployed people in a region, there would still be unemployment, because the new jobs would induce others, not currently participating, to enter the labour market and look for work. This interaction between demand and supply would be likely to occur until participation rates are similar to those observed in healthier economies. While it is very high for non-native people at 88%, the rate of native participation is 56%, which is well below the national average of 66% in February of 1989. The participation rate amongst native people is expected to grow in response to an expanding job market.

### Supply of Labour

The most striking features of the N.W.T. labour force are the education levels among the unemployed and the number of migrants from Southern Canada. The skills of available workers do not match the skills required in the available jobs. Low education levels and a lack of training are key factors limiting the unemployed. Low levels of education result in a lower rate of participation in the wage economy, high unemployment rates, and increased dependence on social assistance. (Table 1 and Figure 4).

Categories of the Population 1989 Labour Force Survey  
Total Population 52,700

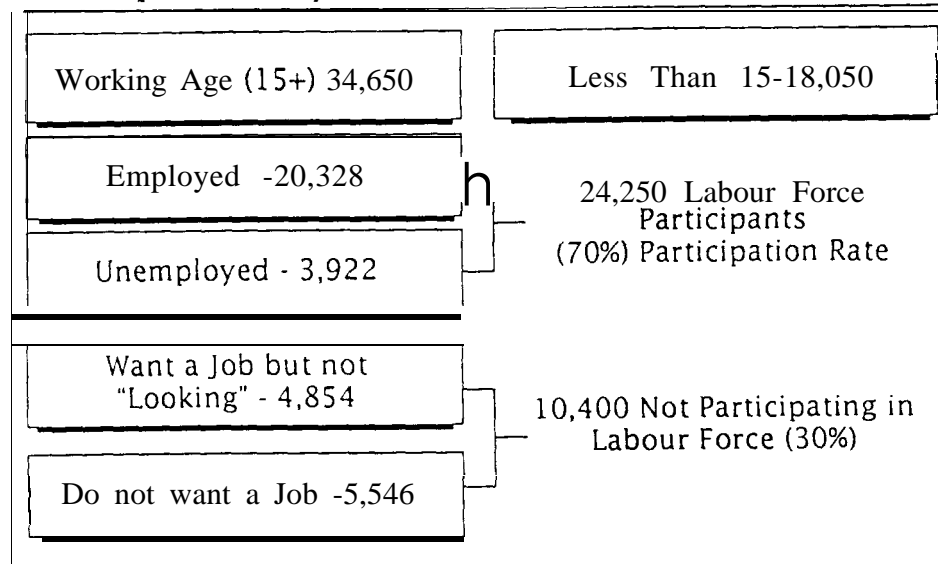


Figure 3  
The Labour Force Survey used methodology consistent with Statistics Canada's Labour Force Survey and the Census. Accordingly, to be considered unemployed and in the labour force, a person must be actively seeking work (or on a lay-off).

TABLE 1

**Unemployment and Participation Rates by Highest Grade Completed**

	Unemployment (%)	*Participation Rate (%)
Less than Gr 4	33.3	32.9
Grades 4 to 6	39.0	50.5
Grades 7 to 9	31.4	60.1
Grade 10 or 11	15.3	77.3
Grade 12 or 13	4.8	89.6

Source: 1989 Labour Force Survey, NWT Bureau of Statistics

\* Participation in the Labour Force means working or unemployed and actively seeking work.

Native people experience unemployment six times the rate of non-natives in the N. W. T., with the unemployment rate at 30% for natives and 5% for non-natives. In all regions of the N. W. T., native unemployment ranges between 27% and 38%, while non-native unemployment ranges between 1% and 5%. The two major factors which differentiate native workers from non-native are education and location.

**Social Assistance Recipients by Education Level 1988/89**

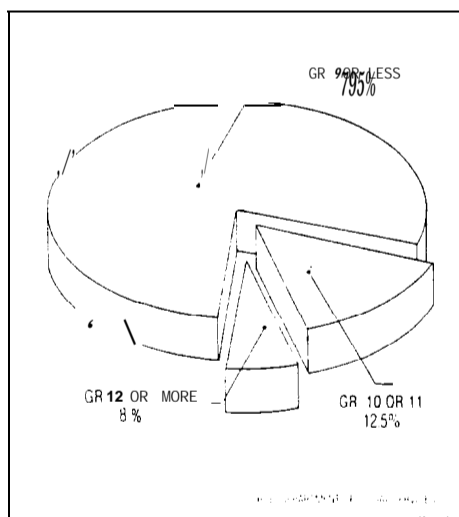


Figure 4

The majority (82%) of working age native people live in small and medium sized communities, while the majority of the non-native working age people (68%) live in the large communities. The lack of jobs in the small and medium sized communities, therefore, has more effect on the native population than the non-native.

An even more important differentiating factor is education. Lack of education limits the residents of small and medium communities from accessing even the existing employment opportunities. The following graph shows the education level of the working age population broken down by native and non-native. (Figure 5)

The percentage of the total working age population with a Grade 9 or less is 45%, (72% for native people and 7% for non-native people) which means that basic literacy, numeracy, and educational preparation for occupational training are lacking. Not all of these people

wish to enter the labour market, but even for the present labour force participants, (employed and unemployed) 32% have a Grade 9 education or less.

**Level of Education - Native and Non-Native Population**

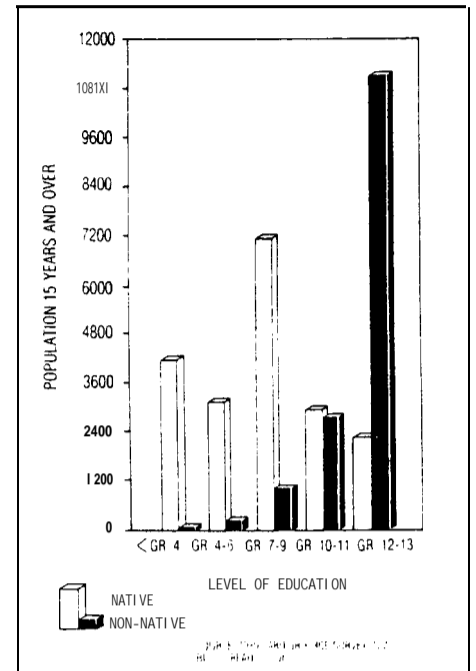


Figure 5

A full 67% of the unemployed persons have a Grade 9 education or less. (Figure 6) The future employment opportunities of this group may be improved by a growing economy, but the fact that unemployment is so much higher for those with little education (Table 1) demonstrates that this group is employment disadvantaged. New opportunities will continue to favour the more educated workers.

## Migration and Southern Workers

The issue of the use of labour from southern Canada in the N.W.T. labour market is inseparable from the issue of education levels among the native population. In the N.W.T. approximately two thirds of the employed were born outside the N. W. T.. This use of labour from the south is more pronounced in the large, urban communities than it is in the small and medium sized communities. In the large urban communities 84% of the employed persons were born outside the N. W. T., while the comparable figure for the small and medium communities is 38%. This indicates that as jobs open in the large, urban communities, they are not usually filled with people who were born in the N.W.T.

## Level of Education of the Unemployed

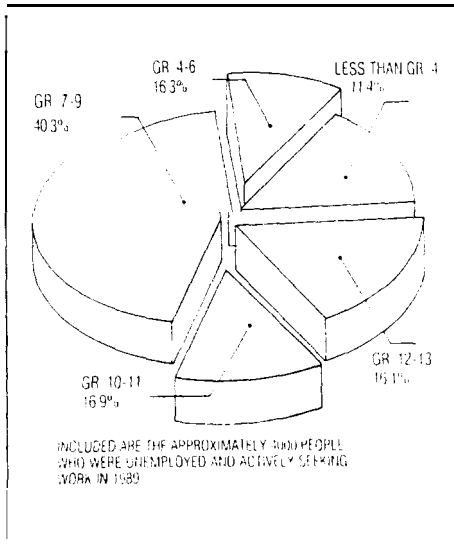


Figure 6

Because such a high percentage of the jobs in the N.W.T. are in the large urban communities, mobility is believed to be a partial answer to the problem of unemployment in the small and medium communities. But there are several problems with proposing mobility as a solution:

- a high percentage of the unemployed people have such low education levels that unemployment would continue to be a problem even where there are plenty of jobs;
- people have demonstrated their desire to stay in their home communities;
- the overall economic strength of the community is weakened when people leave;
- removing skilled people generally reduces the community's ability to resolve community issues.

The fact that employment in the N.W.T. is dominated by people not born here, provides clear direction for the Employment Development Strategy. Reducing the need for southern workers is a result expected from the Employment Development Strategy, to allow for increased access to more employment opportunities by Northerners. To achieve this a more skilled work force is required.

From 1984 to 1989, the N.W.T. experienced net out-migration. That is, more people moved out of the N.W. T. than in

## Native and Non-Native Employment 1984/85 and 1989

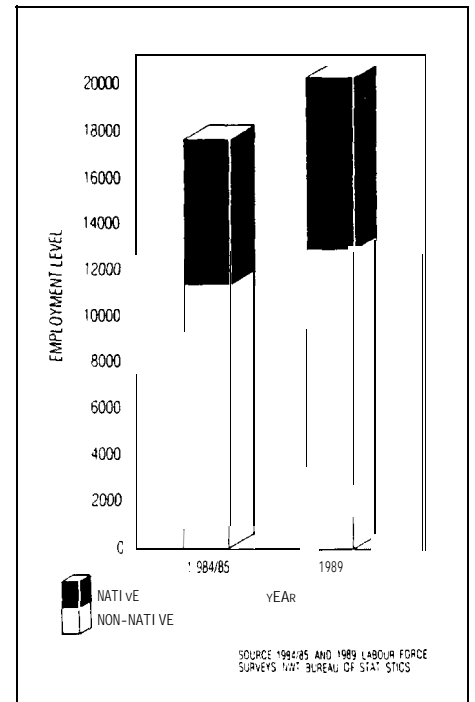


Figure 7

every year, while employment increased over the period by 14%. This migration activity was due to both the improving economic situation in most Canadian provinces, which induced people to move South, and to the increased participation and employment of those born in the N.W.T. The fact that employment grew while there was net out-migration indicates a trend towards less reliance on southern workers to fill jobs. During the period when overall employment growth was 14%, native employment grew at a much faster rate (25%). (Figure 7) Increased access to existing jobs, which can be accomplished through education and training, is one of the most effective ways of reducing unemployment.

## Post Secondary Students Receiving Student Financial Assistance - Native and Non-Native

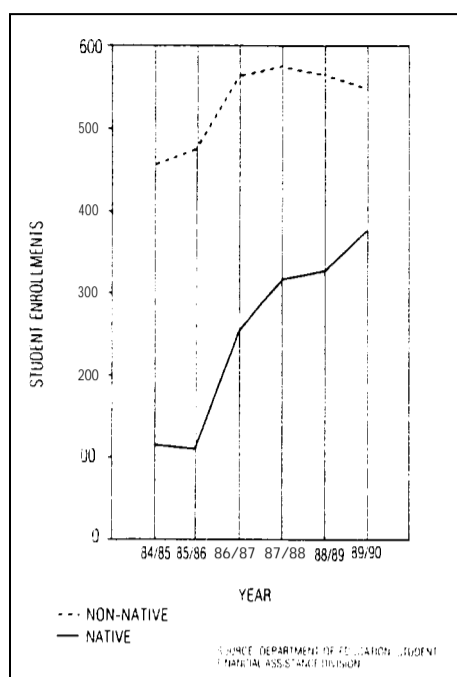


Figure 8

## Emerging Labour Supply

While low levels of education and training have been the major problems facing the development of the native labour force in the N. W. T., there are positive changes taking place with youth and the adult population.

High School enrolment and attendance have been increasing steadily over the decade, and post-secondary enrolment has increased dramatically, among both native and non-native northerners. High school participation is on the increase, with a higher percentage of students attending grades 10-12. Between 1985 and 1989, the percentage of junior high school students who went onto high school increased from 45.1% to 48.9%. During the 1980's, the population of high school age students has been relatively stable, while high school enrolment has increased.

From 1984 to 1989 the number of students receiving student financial assistance for post-secondary education increased by more than 50%. Much of the growth is accounted for by native students, who made up 19% of enrollments in 1984/85 and 37% in 1988/89. (Figure 8) This demonstrates a growing interest in advanced education and training.

Despite these generally positive trends, youth (15-24) still show high unemployment compared to other workers, as they do in all Canadian provinces and territories. In the N.W.T., youth unemployment is 27% and unemployment overall is 16%, (for Canada the comparable statistics are 12% for youth and 8% overall). High dropout rates continue to contribute to this problem and solutions must be identified.

The trends toward more highly educated workers are for the most part positive, but further improvements are necessary. Many of the unemployed lack basic education, and will need both the education and training opportunities identified in the Employment Development Strategy to benefit from future job opportunities.

# The Strategy in Detail

## LABOUR MARKET PLANNING

### Goal

*Enhanced access [o jobs for northerners through effectively planned education and training programs.*

### Strategy

- Sound labour market human resource planning
- A computerized employment data base
- Coordinated services and cooperation among government departments to enhance opportunities for success

### Research and information

More detailed information is required to supplement and complement information available through census reports and the N.W.T. Labour Force Survey, for labour market planning. Improved client information and service through assessment, referral and placement will be a direct result of the implementation of the Department of Education's Northern Training and Employment Register (ENTER).

Labour market planning can proceed using existing sources of information to promote enhanced access for northerners to existing jobs (by attrition) and to new jobs in growth industries. However, to plan for major projects or to prepare workers for opportunities in industry, an inventory of jobs will be necessary. A survey to collect information on all jobs in the N.W.T. would allow employers to identify their existing and future need for workers. The ENTER system will be used with other sources of information to prepare strategies for helping workers obtain the necessary education and skills to access these jobs.

Education's Northern Training and Employment Register (ENTER) is an automated system which contains information on residents who are interested in employment and/or training. The database provides information on education levels, training, work experience, mobility and desires for specific training or employment by community, region or the Territories. This information will support employment programming, identify potential workers for

projects and economic initiatives and assist Arctic College in planning training programs. It will allow for long term tracking of the results of training programs to assist in evaluation.

### Coordination and Cooperation Among Government Departments

ENTER was designed to assist and/or complement other government initiatives while maximizing use of existing GNWT resources. Equal Employment Officers, Government Liaison Officers, and Adult Educators in addition to the staff of Advanced Education have been trained to assist clients in registering for ENTER. A pilot project is underway with Social Services in the Inuvik region to register all social assistance clients.

This coordinated approach will assist in collection of data and in meeting the needs of several departments without duplication of efforts. ENTER can be used to refer clients to Employability Enhancement Accord projects, to GNWT opportunities through Equal



Employment Officers, and to training programs with Arctic College. Agencies such as the N.W.T. Housing Corporation can use ENTER to promote northern workers on tendered projects.

### **On-Going and Major Project Preparedness: Human Resource Planning**

Employment planning for major project development has been limited in the past. Projects such as the North Warning System, the Colomac Project and similar mining projects can all provide increased benefits for northerners if effective planning is done. The Department of Education works closely with the Department of Energy, Mines and Petroleum Resources, the Department of Public Works, and the NWT Housing Corporation in planning the training needs for on-going and major projects.

Experience shows that residents who participate in job training during the start-up phase of projects, are more likely to obtain long term jobs. This is often accomplished through financial contributions from government to industry for on-site training and work experience. Planning for this type of government intervention in major projects requires detailed research and extensive consultation with all GNWT partner departments and industry. Ideally, training can be cost shared amongst both orders of government (GNWT & Canada) and with industry. The following example shows the value of such cooperative efforts:

*Construction of Rankin Inlet Airstrip as part of the North Warning System (Forward Operating Location) resulted in the creation of 24 jobs and \$300,000 of additional income for the Keewatin. The training was cost shared amongst the*

*contractor, Advanced Education, Arctic College, and CEIC. The total value of training was over \$300,000, with the majority of the funds directed to salary subsidies. The effectiveness of the project will be measured by the trainees participation in the next 2 phases of the project slated for 1990 through 1991.*

Ongoing contacts with industry and all orders of government will be essential in preparing residents for work. Longer term institutional training programs will gradually evolve to complement on-site training.

The Department of Education plays a major facilitative role on behalf of or in partnership with most other GNWT Departments. The Department of Education is responsible for ensuring industry and native organizations are appropriately involved.

## Employment Support Programs

### Goal

*An informed population able to make choices to satisfy needs for employment and career growth*

#### Strategy

**.Career awareness initiatives** in consultation with industry and professional groups

- Career resource materials for students and counselors

- Promotion of key professions and careers in both government and the private sector

- Improved support to small businesses in the provision of advice and assistance in planning staff training programs

### Career Promotion and Information

As part of an overall career promotion program, on an annually rotating basis, specific professions (social work, teaching, alcohol and drug workers, adult educators) will be designated for promotion in a Territories-wide career promotion campaign geared to children and young adults. Staffing of these positions by northerners will create solid role models. They will provide enhanced services to individuals and communities through a more stable labour force in touch with cultural realities and local conditions.

Similarly, priority occupations for industry will be selected and promoted in areas of high employment potential such as mining.

Career information will be made available to students, and adults who are seeking a career, and counselors. This will include information on working conditions and wages, courses required for specific occupations, entry levels for training, and the locations where training is offered.

Efforts to promote careers in the supporting/service professions will initially focus on single professions/careers such as teaching and the mining industry and will be expanded over time to provide more comprehensive career information. Increased use of newspapers, radio and television spots, videos, career materials and poster campaigns will result in a better informed population.

### Training Support to Small Business

More and more of the Federal Government's training funds are directed to private sector employers to purchase appropriate training for their employees. Concurrently, the GNWT will make a wider array of training support available to small businesses.

Unfortunately, entrepreneurs often lack the knowledge and expertise to access funds and develop acceptable training proposals. Advanced Education will coordinate or deliver services to assist with proposal writing, training plan development and human resource planning. Details of this initiative will be

coordinated with the Department of Economic Development and Tourism.

### Applied Research and Technology Transfer

Very little applied research is conducted in the N.W.T. on training approaches of specific benefit to the business community. There is a great deal of potential for cost shared training with the private sector and other orders of government to prepare residents for employment that requires "high-tech" training.

These projects can pilot new training approaches of benefit to all northerners. The practical application of innovative training methods and materials could be funded by research granting agencies. This applied research will be supported by curriculum development to ensure that successful approaches can be adopted by business trainers, particularly those which introduce the use of new technology to the workplace.

## Employment Preparation Programs

### Goal

*A stable skilled workforce capable of taking advantage of existing and proposed employment opportunities.*

### Objective

*Improved retention rates for children in school and higher numbers of secondary school graduates.*

### Strategy

- increased local control of education through the establishment of divisional boards.
- establishment of community counselors to keep children in school and improve attendance rates.
- development of parent support groups
- extension of available grades at the community level to increase opportunities.
- establishment of alternative educational programs to provide practical vocational training alternatives for young people
- Literacy/life skills initiatives for adults who were not successful in the school system or did not have the opportunity to go to school
- Adult educational upgrading to prepare residents for jobs or higher education/training

## Schooling

Low academic levels are a major limiting factor to economic growth in the Northwest Territories. A variety of employment preparation programs are outlined in this section for adults who were unsuccessful in the school system. While there will always be a need for such programs, emphasis must be placed on improving the effectiveness of N.W.T. schools. To increase success rates in the N.W.T. school system, a variety of initiatives are underway.

Divisional Boards of Education are being established across the Northwest Territories to place control for Education in the hands of the public. The only remaining regions where Boards are not in place are the Deh Cho and Ft. Smith regions. These Boards are expected to increase the quality of education over time as communities take on this responsibility.

The Department has enacted legislation for compulsory attendance to provide the regulatory power to require parents to send their children to school and keep them there until they are at least 15 years of age. School Community Counselor positions have been established in most communities to provide support to the schools and to help parents deal with the need to motivate their children and convince them of the value of education.

The Department of Education has reorganized at headquarters to establish a Student Support Division to test new initiatives such as supported parenting groups in communities. These groups meet with resource people to develop strategies for supporting successful students in their schooling.

A major contributing factor to the dropout rate has been the lack of high school grades at the community level. To combat this problem and to provide enhanced access, schooling at the community level is being expanded to provide more high school grades. As the number of students increases, programs will be extended to grade 10.

Alternative programs such as the Community Occupational Program will be expanded. These programs are designed for students who do not have the aptitude or interest to go on to high school. They are provided with lifeskills, academic upgrading, English upgrading and work experience both in the school and on job sites to prepare them for the world of work.

## Adult Basic Education, and Lifeskills

Low education levels are the most significant contributing factor to unemployment and high welfare costs. In order to prepare the workforce to contribute to the economy, it is first necessary to raise academic levels in preparation for job readiness training or higher education. The Program has two elements:

•Lifes kills programs provide trainees with the basic ability to function in society and in the labour force. The programs focus on building self esteem while providing basic employment related skills such as getting to work on time, organizing home life to complement a work life, establishing a bank account as part of managing an income, getting and keeping a job and making good use of leisure time.

• Adult Basic Education programs are operated in most communities in the N.W.T. Upgrading is funded by the Employability Enhancement Agreement for Social Assistance Recipients, the Canadian Jobs Strategy, Arctic College base funding, and supplemented by cost-sharing with the Secretary of State. This may be further supplemented in the future by cost sharing initiatives through the Canada Assistance Plan for social assistance recipients. A consistent curriculum has been identified for use across the Territories.

Courses are delivered by the Arctic College and the income support for trainees is provided through the programs identified above. These programs can lead to enrolment in technical schools, job readiness training, apprenticeship, post-secondary education or participation in the labour market.

## Objective

*A pool of professionals and tradespersons to meet the current demand and to prepare for future opportunities.*

### Strategy

.Application of the GNWT affirmative action policy to all Employment Development Programs

. Affirmative action programs to increase the numbers of native teachers

•Apprenticeship subsidies to small employers who could not otherwise afford to hire apprentices

•In-service trades training to prepare apprentices for employment in government

•Special initiatives to encourage the employment of women in trades

•Review of apprenticeship training to identify means for implementing competency based learning as opposed to the current lock step system.

### Affirmative Action in Government

The Government of the N.W.T. has expanded affirmative action initiatives to include long term northerners, women and the disabled in addition to natives. The purpose of these initiatives is to improve the career potential of those in the target groups.

Detailed programs are currently in the planning stages. Terms of reference and resources will be publicized during the 1990/91 fiscal year.

### Affirmative Action for Teachers

The Government will continue to provide affirmative action training opportunities for native people through In-Service Training and Education Leave. However, in recognition of the high priority placed on hiring qualified native teachers and the lack of funding to effectively train teachers, this program will be expanded in 1990 to provide education leave opportunities for teacher trainees at both the diploma and undergraduate levels.

### In-Service Apprenticeship

This is the trades counterpart to the In-Service Training Program. Salaries are provided to government departments to hire apprentices for eventual employment as journeymen in both the public and private sectors.

Some of the funding (\$200,000 to \$500,000) in this \$2.5 million program will be gradually diverted to the private sector through the N.W.T. Apprenticeship Subsidy Program. This reflects existing government direction to privatise services where this is possible. It also reflects the growing interest within the private sector to participate in the development of northerners.

### Apprenticeship Subsidies

The existing program of salary subsidies for small private sector employers who could not normally afford to pay apprentices will be continued in 1990 in recognition of the value of private sector trades training. This will enhance the potential of northern businesses to compete for major construction projects and provide a base of skilled local tradespersons who can contribute to the local economy.

### Competency-Based - The Developing National Trend in Apprenticeship Training

The current system of developing skilled trade spersons requires the apprentice to complete coursework at a technical school in addition to working in the trade under the direction of a supervising journeyman. This "lock-step" system of on-the-job training combined with theory, was established to provide the apprentice with practical working exposure in all aspects of the trade. During the on-the-job training component, the employer is obligated to assist the apprentice to obtain specified skills in each year of the program.

There is some concern nationally that the period of on-the-job training is too long for many trades. In reality, in some trades this consists of repetitive tasks which do not contribute to the knowledge required for program completion. A research project will be carried out in 1990/91 to assess the lock step system in selected trades to determine potential improvements for the on-the-job training segment. Competency based training, as the alternative, may shorten this period, making it possible to train skilled tradespeople far earlier than in previous years. It may also open up more opportunities for potential apprentices who are currently denied employment because of limited opportunities.

## **Women In Trades**

The trades in Canada have traditionally been male dominated. However, there is national recognition that potential employment opportunities for women in the trades could be realized if the barriers to employment were reduced. In the Northwest Territories, for example, there are 400 registered apprentices of which only 21 are female. These women are primarily employed in those trades which are traditionally female such as hairdressing and cooking.

A study is currently underway to analyze the participation of women in trades in the N.W.T. The study will identify the extent to which women have succeeded or failed in the trades. It will identify the barriers to the employment of women in the NWT and make recommendations for initiatives designed to increase their representation in the trades.

## Objective

*A continuum of programs and services that assist individuals in developing employable skills*

### Strategy

- improving financial assistance for post-secondary students
- Training support programs to prepare northern leaders for administering land claims settlements
- Training opportunities for social assistance recipients to reduce dependence on welfare
- Work experience programs to overcome the barrier represented by a lack of work skills
- Short term job training programs designed to provide access to entry level jobs in the labour market
- In-Service training programs designed to prepare residents for employment in the GNWT
- Accessing Canadian Jobs Strategy/Federal Programs

## Post-Secondary Student Assistance

The Government will continue to provide income support to N.W.T. students through the N.W.T. Student Financial Assistance Program. This Program provides loans and/or grants to all students. The Program also provides assistance for transportation, tuition and books.

Increased rates for books and living allowances were implemented for 1990 along with a variety of changes to enhance income security for native people who have no income other than student assistance. Loans for non-native students are forgivable for those who return to the Territories. These combined initiatives should encourage the establishment of a solid skills base for the N.W.T.

Student assistance is available to those who have completed their education through the school system, are graduates of adult education at the community level or graduates of post-secondary programs who wish to upgrade their qualifications.

### Northern Leader's Training Support Program

A total of \$400,000 has been diverted to the Northern Leader's Training Support Program to provide 12 training opportunities for native organizations and community governments in recognition of the need for training as a result of land claims and devolution of responsibility for Territorial Government programs.

## Training for Social Assistance Recipients

Training for social assistance recipients comes from the Employability Enhancement Agreement which utilizes money diverted from welfare payments to provide work experience and educational upgrading for social assistance clients. The funding (\$1.5 million) is subject to renegotiation annually between the Federal and Territorial Governments and provides training to approximately 200 clients each year.

At this time, the Employability Enhancement Agreement is delivered only through CEIC's Canadian Jobs Strategy. The two G. N.W.T. departments (Education and Social Services) involved in the Accord are presently negotiating to utilize a percentage of this fund for G. N.W.T. programs. This will allow the G. N.W.T. greater control over the type of programs delivered and the eligibility criteria for participants.

A second source of funding is being explored. A cost shared arrangement through the Canada Assistance Plan is one objective of the Income Support Review. The Review will look at new ways of providing programs and income support to clients who have developed a long term dependency on social assistance as well as those who are employable, but cannot find on-going employment.

## Work Experience/Job Creation

Work experience is a major component of this Employment Development Strategy. Research is being undertaken to explore the possibility of establishing an N.W.T. Work Experience Program which could subsidize salaries up to the minimum wage for 3 to 6 month assignments.

The Program could provide jobs in the non-profit, native and local government sector and small businesses. Some jobs would provide basic work experience while others, particularly in the small business sector, could provide higher levels of skill training. The program would provide salaries for trainees and administrative support for project sponsors. Projects that have potential for ongoing or seasonal employment would be higher priorities. A work experience program would provide much needed experience on the job, help people to develop lifeskills which support long term employment and develop practical, marketable skills.

The STEP Program of Economic Development and Tourism which currently provides support to government supported economic projects could be part of the Program. The diversion of social assistance funds for welfare recipients could also be a possible funding source for this Program.

## Job Training

This income support program is available to industry, non-government organizations, native organizations and municipal governments to cover the costs of:

- trainee salary subsidies for on-site training with sponsoring employers,

- seat purchases from training institutions for the academic component of training.

This training mechanism has been extremely effective in providing the specific job skills required to obtain lasting employment.

The revamped program will be changed to include the development of management skills in small business. To date, northern businesses have suffered from a lack of management experience and

this has resulted in a high failure rate for new business starts. The current Job Training Program does not provide for the training of existing business managers who may lack the skills for lasting success; it will be modified to provide higher levels of income support for management training and will provide for off-site business training.

## in-Service Training Program: (G. N.W.T. Staff Training)

As the largest affirmative action employer in the N. W. T., the GNWT will continue the In-Service Training Program as a mechanism to recruit designated affirmative action candidates to the Public Service.

The Government of the N.W.T. has had an In-Service-Training Program for entry level training at the officer level for 17 years. The program has had modest success in that there have been 320 graduates over the years and 80% have remained in the employ of the G. N.W.T. There has been a completion rate of 84% and 91% of the graduates have been native people.

The existing program is administered by Education and provides salary funding to all government departments for the employment of trainees for officer level and management positions within the G. N.W.T. The existing \$2.5 million program requires changes to reflect an expanded target group for affirmative action and the need to provide more training opportunities within existing resources.



Eligible sponsoring organizations will be expanded to include community governments and government funded organizations in view of the large numbers of jobs they offer at the community level.

In recognition of the fact that the current program has encountered difficulty in recruiting qualified trainees at the officer level, positions below the officer level may be eligible for training.

There has been limited upward mobility for native people employed in government. The majority of employees have had few opportunities for advancement without further training and development. Increasing career development opportunities for

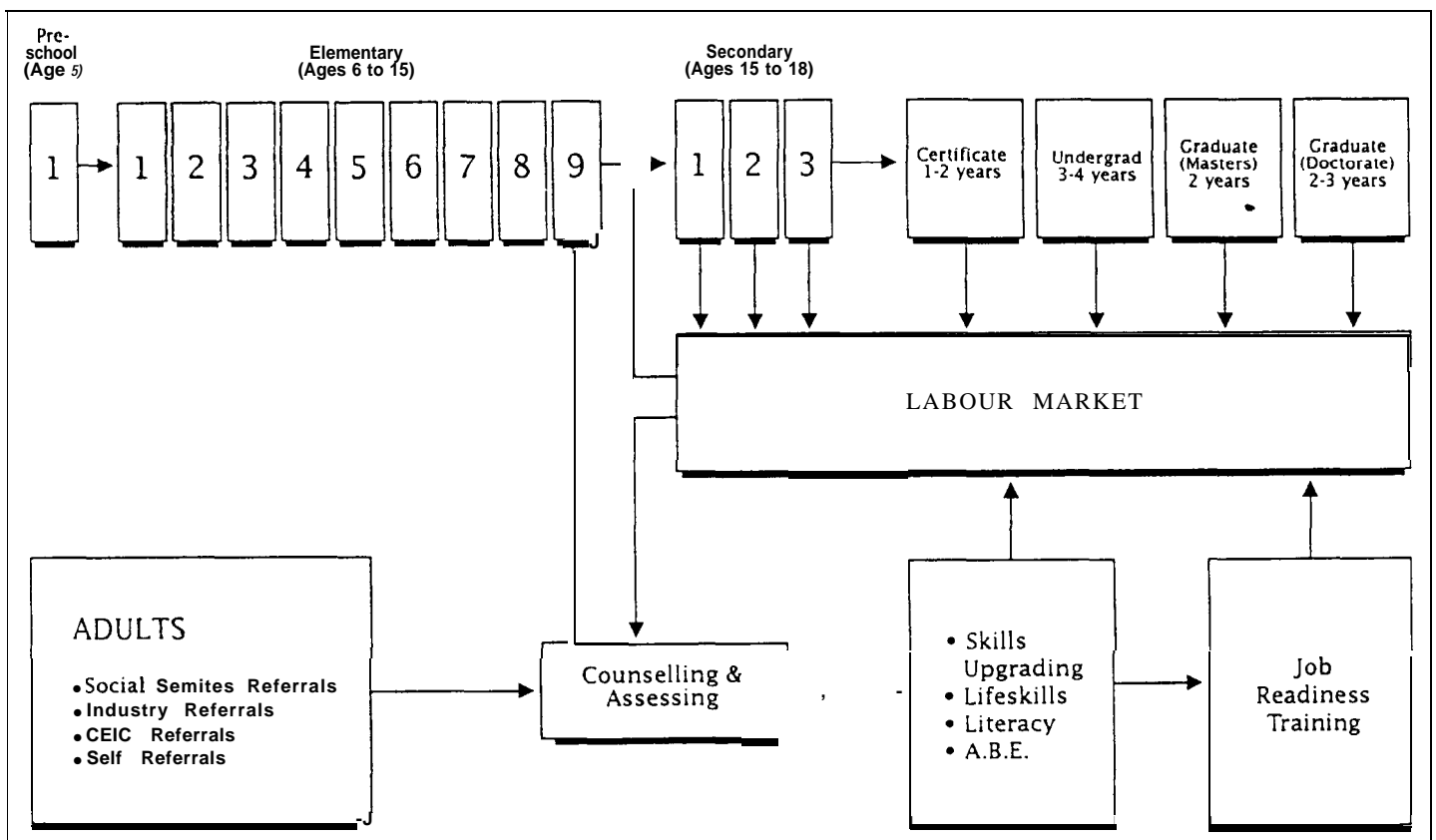
native people in the Public Service will open up a variety of entry level jobs to those who have not so far been successful in obtaining government employment.

To realize the goal of Public Service managers representative of the N.W.T. population, the Department of Education will build on the successful model for management development implemented in the Baffin Region in 1982. This program has taken high potential native employees, assessed their strengths and weaknesses and identified the formal training required to qualify them for management positions. This has been combined with periods of structured on-the-job training under the supervision of a

variety of regional superintendents. At the conclusion of training, the trainees have been appointed to middle management positions in the regional headquarters.

The model will be modified to suit the needs of other regions and implemented in 1990 in both the Ft. Smith and Keewatin Regions. This will open up 10 new management training opportunities in addition to the 5 currently available in the Baffin. Depending upon the success of the venture, the program may be expanded to other regions.

Figure 9 shows the mechanisms available to northerners to obtain access to the labour market and to lasting jobs



## **Canadian Jobs Strategy and other Federal Programs**

The Federal Government is a major contributor to the Employment Development Strategy through the Canadian Jobs Strategy (C.J.S.). The C.J.S. has two major components; direct purchase and indirect purchase. The direct purchase component provides income support and funding for training programs through an institutional training agreement between the Department of Education and CEIC. The Federal Government negotiates annually to purchase seats on a variety of short term (less than 1 year) programs designed to provide the skills required to enter the labour force.

CEIC also provides training money to employers allowing them to determine the training required by their employees. Employers funded in this fashion have the choice of obtaining the training from the College, providing it themselves or contracting with an outside agency for delivery.

A major concern, yet to be resolved, is the CEIC criteria for participation in Canadian Jobs Strategy programs. Long term unemployed who are able to capture seasonal employment such as brush-cutting or fire fighting are disqualified from participation.

The Department of Indian Affairs and Northern - Development provides funding to status Indians and Inuit to provide job training in the Northwest Territories under the Indian and Inuit Community Human Resource Strategy (ICHRS).

The Public Service Commission of Canada provides funding under the Northern Careers Program to provide training to N.W.T. native people for positions in the Federal Public Service. The Federal Government does not provide employment guarantees for successful trainees, but a high proportion of graduates are ultimately employed within the Federal Government.

# Arctic College

## The Key Delivery Agent

Operating under the priorities established by the Minister of Education and the administrative direction of an appointed board of governors, the Arctic College remains the primary delivery system for adult education and training in the N.W.T. Community adult education programs have been transferred to the Arctic College which has the exclusive responsibility for satisfying the adult skill development needs of residents other than those programs delivered by non-profit and native organizations.

As part of the Employment Development Strategy, the College will deliver the majority of Employment Preparation Programs. The Programs are designed to provide income support to students and trainees and also to pay the administrative costs of running the program. This

includes the salaries of instructors and the costs of delivery. The College will be responsive to the needs of employers, clients and social assistance recipients under the auspices of the Employment Development Strategy and will grow through the revenues generated by employment programs.

There is also a need for the College to deliver longer term programs accessible to students supported under the N.W.T. Student Financial Assistance Program. These high quality programs are delivered from campuses specializing in programs of interest to residents across the Territories. Student residences will be required to allow students from all regions to have access to the specialized programs at each campus.

Longer term College programs will be developed and delivered in keeping with the priorities established for the N.W.T. Economic Development Strategy and the Employment Development Strategy. The Labour Market Planning component of the Employment Development Strategy will assist in identifying economic development priorities and this, combined with labour supply information, will allow the Minister to establish program priorities for the Arctic College Board of Governors.

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## Action Plan

The framework and implementation schedule for the N.W.T. Employment Development Strategy has been developed. What remains is to prepare detailed program guidelines in consultation with those groups who will be active partners in the process. A critical area for their input is the structure of the programs and issues such as access and levels of support. The following outlines the tasks to finalize the Strategy prior to implementation:

- Collect the information at the community level to establish the database for the ENTER System [ongoing];

- Implement those elements of the Strategy for which resources are immediately available starting in April 1990:

- Prepare detailed program guidelines in consultation with partner departments, agencies and organizations Dune 1990];

- Continue to research funding sources for those elements of the Strategy that are not currently funded (ongoing).

## Conclusion

The implementation of the Employment Development Strategy will provide residents with access to a continuum of programs and services which will result in more skilled northerners ready to take on new and existing jobs. The combined and coordinated efforts of all government departments should allow northerners to benefit from an improved standard of living and increased personal independence.

The Employment Development Strategy, founded on a base of human resource planning and supported by in-depth career promotion and career counseling, provides a solid array of programs and services which will allow northerners to achieve their full potential. People development is the key to the future economic growth of the north. The Employment Development Strategy will fully support this development.