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***Keewatin Human Resource Development
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KEEWATIN HUMAN RESOURCE
DEVELOPMENT STRATEGY

EXECUTIVE SUMMARY

Prepared for:

THE KEEWATIN REGIONAL TRAINING ADVISORY COMMITTEE
Rankin Inlet, N.W.T.

- | | |
|--------------------------------|---|
| * Keewatin Chamber of Commerce | * Canada Employment and Immigration |
| * Keewatin Divisional Board | * GNWT Department of Advanced Education |
| * Keewatin Inuit Association | * GNWT Department of Economic Development and Tourism |
| * Keewatin Regional Council | * GNWT Department of Public Works |
| * Travel Keewatin | * GNWT Housing Corporation |

by

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1.0 Introduction

The Keewatin Region of the Northwest Territories is currently facing a human resource crisis of severe proportions. Keewatin communities manifest high unemployment rates, high rates of illiteracy,^{low} educational attainment levels, low rates of labour force participation, low income levels and heavy dependence upon social assistance. These manifestations are characteristic of regions throughout the world where, as has occurred in the Keewatin, a traditional hunting and gathering society -- in this case an Inuit Society -- has undergone a period of rapid social and economic change and is attempting to reconcile its traditions and culture with the startling momentum of modern Western society.

The Inuit of the Keewatin desire both economic security and the maintenance of their social and cultural way of life. There is, however, a disturbing trend that shows growing numbers of adult Inuit unable to make a sufficient or satisfactory living through traditional or wage-based means. This relates directly to the fact that Inuit youth are dropping out of school at an alarming rate. Of 147 Inuit in grade 6 in 1983/84, nearly half had dropped out by the time they would have reached grade 8. Of those who remained, less than half -- 39 students -- were enrolled two years later (1987/88) in grade 10. In 1987/88 only 12 students were enrolled in grade 12 in the Keewatin.

Conventionally, Euro-Canadian society begins preparing its young for making a living through education to a minimum grade 11 or grade 12, and a majority of Canadians have attained this level of formal education. By comparison, 1984 data show nearly 80 percent of the Keewatin Inuit population between 15 and 64 years having no educational diploma of any kind, 4 percent with high school diplomas, 3 percent with trade diplomas, 16 percent with some other kind of diploma and .2 percent with university education. Throughout Canada, a direct relationship can be seen between labour force participation and educational levels. The correlation between educational attainment and employment has not gone unnoticed by Keewatin Inuit who doubled their enrollment in community adult education programs* between 1984 and 1986.

Economic and employment opportunities exist in the Keewatin. There is a continuous demand for skilled workers in construction trades (a \$10 million to \$15 million a year industry in the Keewatin), for administrative and clerical workers in the public and private sector, for executive managers, educators, social workers, interpreters, medical and paramedical workers and technicians.

* This does not include students enrolled in Arctic College extension or institutional programs.

The shortage of suitably skilled **Keewatin** residents results in a steady stream of transient personnel from outside **the** region who come for periods ranging from several weeks to several years to meet the **labour** demand. The impact that this has on the overall economy of the **Keewatin** cannot be understated. Tens of millions of dollars leak annually from the region because of job and economic opportunities widely exploited by non-resident **labour** and outside corporate interests.

Industries with particular promise in the Keewatin, such as tourism, arts and crafts, renewable resource development and mining, demand the presence of skilled entrepreneurs and business managers as well as a labour force with functional **numeracy** and literacy skills.

The Keewatin **labour** force is ill-equipped to take advantage of existing and potential job opportunities. A variety of government agencies are actively attempting to change the situation through adult training programs, however, these programs are under-resourced and poorly planned such that their impact has not been felt on a scale necessary to diminish the present human resource crisis. The Keewatin, although **it** has the second smallest population of **all the NWT** regions, **has** maintained **the** highest number of "unemployed but able" social assistance cases by region since 1980 /81 except for a one-year period when **it** was exceeded by the **Baffin** Region. According to the GNWT Department of Education's Labour Market Review (1988), **social** assistance cases **in** the "unemployed but able" category nearly doubled in the Keewatin between 1984-85 and 1986-87.

The following pages summarize a comprehensive strategy for establishing over the next five years the programs and infrastructure necessary to deal with human resource development in the Keewatin in a meaningful and effective way.

This strategy was developed under the auspices of the Keewatin Regional Training Advisory Committee, a coalition of interests representing private business organizations, regional **Inuit** organizations, the Government of the Northwest Territories (GNWT) and the Canada Employment and Immigration Commission (CEIC). It involved consultations with more than 200 people in **Keewatin** communities, a series of working meetings with the Regional Training Advisory Committee, interviews with federal and territorial officials, and informal discussions with representatives of major **Inuit** organizations and technical advisors working on related development projects in the Keewatin.

2.0 Overview of Keewatin Human Resource Development Strategy

2.1 Aims, Objectives and Principles

Aim

The overall aim of the Keewatin Human Resource Development Strategy is two fold :

- (a) To produce an adult population that is adequately prepared to make decisions about the way to make their living; and
- (b) To provide the opportunities necessary for adults (younger and older) to equip themselves with the skills and knowledge required to pursue those decisions.

Objectives

More specifically the objectives of the Keewatin Human Resource Development Strategy are:

1. To eradicate illiteracy in the Keewatin by the Year 2000;
2. To increase the percentage of the Keewatin adult population with Grade 12 education to (at least) the general Canadian standard* by the Year 2010;
3. To strengthen and broaden Inuit participation in decision-making and management of socio-economic development in the Keewatin Region;
4. To promote individual economic self-sufficiency;
5. To increase the number of Keewatin Inuit with the skills and qualifications for existing and potential job opportunities, with emphasis in opportunities in the key economic sectors of construction, renewable resource development and tourism, as well as health and social services;
6. To increase the number of Keewatin Inuit qualified to assume professional occupations, particularly in the fields of education, health and social services;
7. To create a body of Inuit managers in the Keewatin capable of assuming senior managerial positions in public sector agencies, private sector businesses, development corporations, and institutions established as a result of land claims settlement.

* In 1985, 80% of Canada's population 15 years and over had at least a high school certificate (Statistics Canada 71-529) .

Principles

The following five principles must be operational to ensure human resource development in the Keewatin is successful:

1. Universal access for all Keewatin residents to a Grade 12 level of education.
2. Equal access to training and elimination of barriers wherever possible,
3. Recognition of the importance of Inuit cultural, community and family life in training and adult education programs.
4. Linkage with the Kindergarten to Grade 12 school system (Divisional Board).
- 5 . Coordination with associated regional strategies for social and economic development.

2.2 Summary of the Strategy

The strategy calls for bold action in all areas of adult education and training in the Keewatin. It builds and expands upon existing programs and creates new ones where they are needed, and identifies the requisite organizational development, student support mechanisms and facilities to properly support and deliver programs.

The three key foundation components (see Figure 1) of the strategy are:

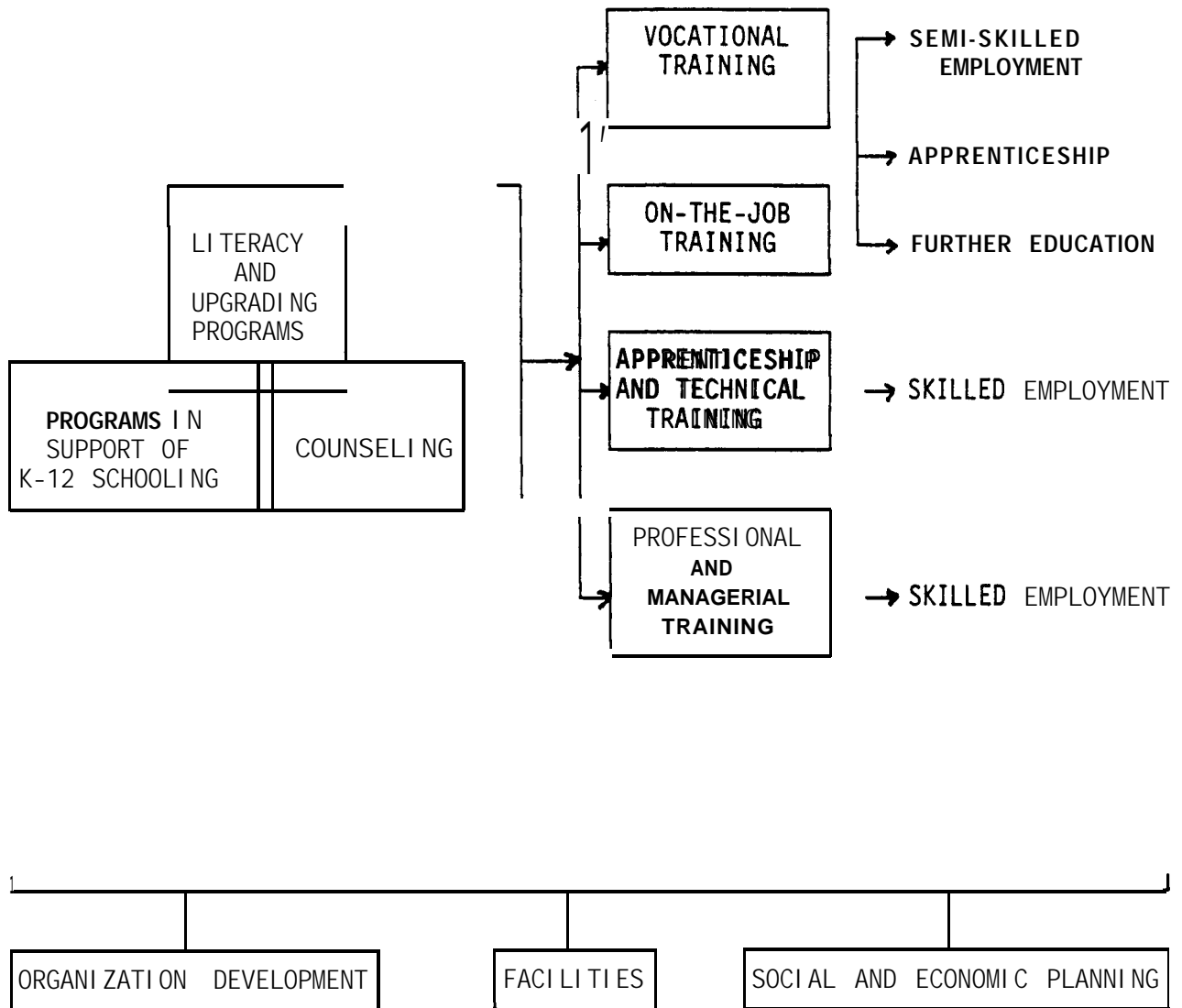
- o Mass Literacy and Upgrading Programs;
- o Counseling; and,
- o Support of K-12 Schooling.

Upgrading programs on the scale they are now delivered in the Keewatin are critically inadequate. There are more than 1,500 people between the ages of 15 and 64 in the Keewatin with less than grade 9 academic ability. The figure soars when those under 15 years are taken into account. Currently, CEIC sponsored upgrading programs provide no more than 50 paid student positions, less than 3% of the total number of potential candidates for literacy training and upgrading. High rates of illiteracy and lack of basic academic skills are among the chief obstacles to the realization of human resource potential in the Keewatin. The situation demands □ assive, community-based literacy training in Inuktitut and English, and academic upgrading to grade 12. Initial estimates indicate that about 2,000 people would be eligible for literacy training and upgrading. A 50% participation rate would therefore mean 1,000 student places are needed. These programs are to be prepared and piloted and evaluated within the first five years of the strategy at a cost of \$6.5 million.

The stress created by the recent rapid cultural and technological changes in the Keewatin has seriously disrupted the personal, social and economic lives of Keewatin Inuit, and there is a great need for counselling services. These services must be available in every community.

FIGURE 1

HUMAN RESOURCE DEVELOPMENT STRATEGY



Although the strategy focuses primarily on the education and training needs of adults, a response to some of the issues affecting the K-12 schooling system is appropriate. The strategy includes a public participation program designed to keep parents and members of the community at large informed about what happens in the schools, bring more parents into the decision-making process, engage parents in discussions about the purpose and philosophy of education, encourage children and youth to stay in school and generally improve relationships between schools and communities. Other programs to support K-12 schooling are leadership and management training workshops for members of the Divisional Board and Community Education Councils (CECs), and cultural/community awareness sessions for teachers.

The three programs -- literacy and upgrading, counseling and K-12 schooling support -- will provide the basic preparation for people to sustain employment or secure further training: vocational training, on-the-job training, apprenticeship and technical training, professional and managerial training. The strategy calls for a range of programs that will enable people in the Keewatin to pursue opportunities to develop skills currently in demand and for which demand will exist well into the 21st century. These include widely delivered vocational training in a limited number of high demand skill areas, other vocational training as required for specific social or economic development initiatives, increased apprenticeship positions in five key trade areas, improved on-the-job training opportunities, management development programs to meet the diverse needs of the Keewatin, a teacher education program, a human services program, an interpreter training program and programs to train people in the skills necessary to drive industry-specific development strategies such as those for Tourism and Arts and Crafts.

An important element of the strategy is the delivery of programs wherever possible in the home communities of students and trainees through modularized courses, distance learning, itinerant trainers and the fullest possible use of existing community facilities. Full-time managerial and professional programs are to be delivered in Rankin Inlet, the central Keewatin campus of Arctic College. In order to enable students with families to take these programs, a family-oriented student residence in Rankin Inlet needs to be constructed.

Finally, the strategy includes infrastructure development and other supportive activities. These are the enhancement of local and regional decision-making processes through a strengthened Regional Training Advisory Committee (RTAC) and Community Training Advisory Committees (CTACS), the creation of information services and program monitoring and evaluation capacities within the Department of Advanced Education, the expansion and improvement of community adult education centres and sound measures in social and economic planning.

3.0 Funding and Implementation

Program development and implementation costs attached to the first five years of the strategy are estimated at approximately \$25 million. Associated capital costs represent an additional amount approximating \$19 million to \$20 million. The total investment (program and capital) required in this 5 year period, roundly determined, is \$45 million:

	Year 1	Year 2-5	5Year Total
Programs	\$2.75 million	\$22.25 million	\$25 million
Capital Projects	5. million	15. million	20 million
- TOTAL -	\$7.75 million	\$37.25 million	\$45 million

It is useful to express costs of developing human resources in the Keewatin in terms of the total population because the investment will result in long-lasting substantial social and economic benefits for all Keewatin residents in the years to come. The program investment roughly represents an annual investment per person in the Keewatin of one thousand (\$1, 000) dollars. When the requisite capital costs are included, the annual per capita investment is roughly equivalent to \$1,800.

The figure for capital costs is reasonable compared to the level of capital funding since 1980 for K-12 school development which will have reached \$60 million by 1990. The amount of funding estimated for the necessary basic physical infrastructure for the **Keewatin** human resource strategy's adult education programs represents only slightly more than 30% of the amount invested **in** the K-12 structures.

The following tables provide an overview and summarize the costs to implement the strategy. Budgets in Year 1 are mainly required for program planning, preparation and development. Detailed **feasibility** studies will provide the information that is needed to determine more accurately the costs involved during years 2 to 5. Actual individual program costs **will** inevitably vary up or down from the estimate however, **it** is reasonable **to** assume that the overall five-year cost will remain at approximately \$42 million to \$45 million.

The financing of human resource development programs in the Keewatin will come from a combination of public and private sector sources, however, the large portion of the \$45 million must be committed by the federal and territorial governments. By comparison, the known public investment in capital projects in the Keewatin in the next five years will

Summary of Strategy Budget Requirements for Programs
by Implementing Agency

	Year 1	Years 2-5	5 Year Total
Arctic College Programs	\$1,568,000	\$12,938,450	\$14,506,450
Arctic College Capital	4,600,000	14,400,000	19,000,000
Arctic College/ICI	200,000		200,000
Arctic College/ Regional Health Board	70,000		70,000
Advanced Education	397,000	3,968,000	4,365,000 -
Economic Development and Tourism		2,000,000	2,000,000
Inuit Cultural Institute	60,000	1,850,000	1,910,000
Divisional Board	220,000	700,000	920,000
Social <i>Services</i>	60,000		60,000
TOTAL	\$7,175,000	\$35,856,450	\$43,031,450

Summary of Estimated Major Capital Costs

o Rankin Inlet classrooms, etc.	\$ 1,500,000
o Adult Education Centres \$3 million/year x 5 years	15,000,000
o Student Family Residence	<u>2,500,000</u>
	<u>\$19,000,000</u>

reach \$40 million*; when other planned capital projects for which all costs are not currently known are considered, it can safely be said that the total expenditure on physical community infrastructure will likely exceed \$50 million by 1993-94. An equivalent amount for the infrastructure and programs required to build a skilled literate and educated population in the Keewatin is as critical a public investment as that required for building the physical infrastructure.

Regarding private sources of funds for training, a number of programs or projects of Arctic College that would likely hold particular interest for granting foundations are noted in the summary implementation plan that follows below.

* Regional Office, Department of Public Works, Rankin Inlet.

CHART 1
SUMMARY REGIONAL IMPLEMENTATION PLAN

Sub-strategy	Component	Timing	Responsible Party	Order of Magnitude of Costs	Funding Source
EDUCATION PROGRAMS					
1. Literacy and Upgrading	o Feasibility Study	Year 1	Keewatin Literacy & Upgrading Coalition	\$200,000	Secretary of State ✓
	o Program Planning and Development, Pilot Delivery of Programs	Years 2-5	Arctic College, Inuit Cultural Institute	\$6,150,000	Secretary of State, N.W.T. Literacy funds, INAC, CEIC, CNWT Department of Education, Private Foundations
2. Apprenticeship	o Create new Apprenticeship Development Coordinator position, Advanced Education	Year 1-2	Advanced Education	\$400,000	Advanced Education
	o Establish 5 Itinerant Journeyman Trainers	Year 1-2	Arctic College	\$2,000,000	CNWT Education, Corporate donations
3. Vocational Training	o Identify and modularize Continuous Courses	Year 1	Arctic College	\$453,000	CNWT Education
	o Delivery Continuous Courses	Years 2-5	Arctic College	\$2,600,000	CEIC Direct Purchase Option
	o Curriculum Library	Years 1-3	Arctic College	\$450,000	CNWT Education
4. Training in Business	o TOJ business incentives pilot project	Years 1-3	Advanced Education	n/a	CEIC Innovations
	o Trainer workshop modification	Year 1	Advanced Education	\$5,000	Advanced Education
	o Business Incubators in 3 communities	Years 2-5	Economic Development and Tourism	\$2,000,000	EDA
5. CNWT In-Service Training	o Expansion of positions to 20	Years 2-5	Advanced Education	\$1,200,000	Advanced Education
	o Compensatory person-years	Years 2-5	Advanced Education	\$25,000	Advanced Education
	o Trainer Workshops	Years 1-5	Advanced Education		Advanced Education
6. Development in Professions	o TEP development and delivery	Years 1-5	Arctic College	\$700,000	Department of Education
	o Human Services development and delivery	Years 1-5	Arctic College	\$700,000	Department of Education, Department of Social Services
	o Interpreter Training Program Development and Delivery	Years 1-5	Arctic College	\$600,000	Department of Education, Department of Culture and Communications

Sub-Strategy	Component	Timing	Responsibility	Order of Magnitude of Costs	Funding Source
EDUCATION PROGRAMS (Continued)					
	o Healthcare Feasibility Study	Years 1-2	Regional Health Board/ Arctic College	\$70,000	Medical Services Branch, Health and Welfare Canada
	o University Program Feasibility Study	Year 2	Advanced Education	\$50,000	Advanced Education
7. Management Development	o Management Development Unit: development and delivery of programs	Years 1-5	Arctic College	\$2,000,000	Department of Education, Private Foundations
8. Special Programs	o Tourism & Hospitality	Years 1-5	Arctic College	\$800,000	Department of Education, CEIC Skill Shortages
	o Arts & Crafts				
	- Product & Marketing Visual Arts School Feasibility Study	Years 1-5 Year 2	Arctic College Arctic College	\$300,000 \$160,000	Department of Education Culture & Communications
9. Programs in Support of a-12 Schooling	o Public Participation Program	Years 1-5	Divisional Board	\$650,000	Department of Education
	o Management & Leadership Seminars	Years 1-5	Arctic College/ Divisional Board	\$170,000	Department of Education
	o Teacher Awareness Sessions	Years 2-5	Inuit Cultural Institute/ Divisional Board	\$100,000	Private Foundation
10. Accreditation for Prior Learning	o Establish Working Group	Year 1	Arctic College		
	o Implement Prior Learning Credit System	Years 2-5	Arctic College, Advanced Education	-	
STUDENT SUPPORT MECHANISMS					
1. Counselling	o Community Counselling Services Study	Year 1	GNWT Social Services	\$50,000	Social Services
	o Arctic College Counselling Services and Workshops	Years 2-5	Arctic College	\$475,000	Social Services
2. Family Support	o Women's Conference	Year 1	Katauyok Society	\$20,000	Advanced Education and Social Services

Sub-Strategy	Component	Timing	Responsibility	Order of Magnitude of Costs	Funding Source
<u>ORGANIZATION DEVELOPMENT</u>					
1. Regional and Local Decision-Making	o Annual RTAC/CTAC Meeting	Years 1-5	RTAC	\$75,000	Advanced Education
2. Advanced Education	o Information Services, Program Monitoring and Evaluation	Years 1-5	Advanced Education	\$1,500,000	Advanced Education
<u>FACILITIES</u>					
	o Arctic College Facilities	Years 1-5	Arctic College	\$16,500,000	DPW
	o Family-oriented student residence, Rankin Inlet	Years 1, 2	Arctic College	\$2,500,000	CMHC



4.0 Facilities

To implement the strategy, it is necessary to establish an expanded regional **centre** (a central Keewatin Arctic College Campus) with additional community-based venues:

- o The amount of classroom space for Arctic College should be increased to eight in 1988/89 in order to accommodate programs in the Human Services, Teacher Education, Management Development and Tourism, a computerized upgrading centre, and three to four vocational courses.
- o Regarding adult education centres, the additional capital budget of \$3 million annually is for the enhancement of existing adult education centres in order to meet increased demand. (The school Public Participation Program of the Divisional Board should help to enhance the community's sense of ownership of the school and render it a more inviting environment for the community's adult population. - Some additional space might then be more easily be arranged at the school if required from time to time.) In addition, space and furniture are required for:
 - o a resource centre including a mini-library of journals, magazines and information regarding educational and career opportunities. The resource centre should be accessible to the entire community; and,
 - o study spaces: 2 or 3 work stations with reasonable privacy for people taking correspondence courses.
- o To determine the optimum ways to use existing trade and industry facilities for training, RTAC "should convene a" meeting among KC C representatives from Arviat, Rankin Inlet and Baker Lake as well as all DPW shop supervisors, hamlet foremen and housing association managers or foremen. A senior trades instructor at the Fort Smith campus of Arctic College, or another similarly qualified person, should be invited as a resource person to the t we-day meeting.
- o The student residential facilities at Rankin Inlet require expansion to include t went y (2 0) units suitable for students with families. The feasibility of establishing such a residence as a non-profit or cooperative housing project using Canada Mortgage and Housing Corporation's 56.1 program should be seriously examined because:

(a) the alternative funding source would reduce the overall amount of money required from the GNWT for capital projects as-

5.0 Organization Development

5.1 Decision-Making, Regional and Local Control

The Community Training Advisory Committee (CTAC) is key to the strategy and must be structured and resourced accordingly, because of the principle of community control.

The CTAC'S mandate should be expanded to:

- o provide RTAC and Arctic College stronger direction regarding community training needs;
- o provide advice to Arctic College regarding the training of the local adult education;
- o monitor training programs carried out in its community and discuss problems and issues that arise with the RTAC and Arctic College;
- o ensure that training plans and programs developed by different agencies are coordinated effectively in their community.

CTAC'S relationship to the local CEC should be as a sub-committee of the CEC. CTACS are to be provided with adequate support in the form of:

- o secretariat assistance from the local adult educator;
- o an information system (described in 5.2);
- o option to participate in management/leadership seminars for CE Cs;
- o information and advice from the area economic development officer;
- o administrative and clerical support through the CEC.

The mandate of the Regional Training Advisory Committee (RTAC) should also be formalized along the following lines:

- o formal designation as the Joint Employment and Training (JET) Committee;
- o accountability by Arctic College to RTAC for the planning and implementation of activities that require regional coordination.

RTAC should work closely with the CTACS so that the CTAC's concerns and priorities are taken into account, and information is shared regularly and frequently about RTAC's activities and decisions. As a further support to CTACS, the RTAC should monitor the Department of Advanced Education's information system to ensure that pertinent, adequate and timely data is being provided to each CTAC for its planning activities.

5.2 Department of Advanced Education

The Rankin Inlet office of Advanced Education should reorganize and expand to create a new Information Services unit. Accordingly, a new officer position should be created within the department to manage and operate Information Services.

Advanced Education should also build a program monitoring and evaluative capacity, thereby establishing an evaluation capability within the department for:

- o assisting agencies, institutions and training sponsors, as requested, to design and implement program monitoring activities;
- o conducting an annual statistical review of all adult education and training programs in the Keewatin;
- o funding in-depth evaluations of major programs at intervals no longer than every five years;
- o participating with representatives of the institution or agency whose program is being evaluated on a steering committee that enters into and monitors the evaluation contract;

On-going program monitoring should be assisted by the department through the establishment of a region-wide registry of students that records participation in adult education and training programs (names do not appear in this registry).

The new Information Services Officer will have sole responsibility for managing information services, program monitoring and evaluation activities, except during years 4 and 5 of the strategy when the volume of evaluation activity will require an additional officer to coordinate evaluation studies for that two-year period.

The recommended revisions to the structure of the department are shown by Chart 2 on the following page.

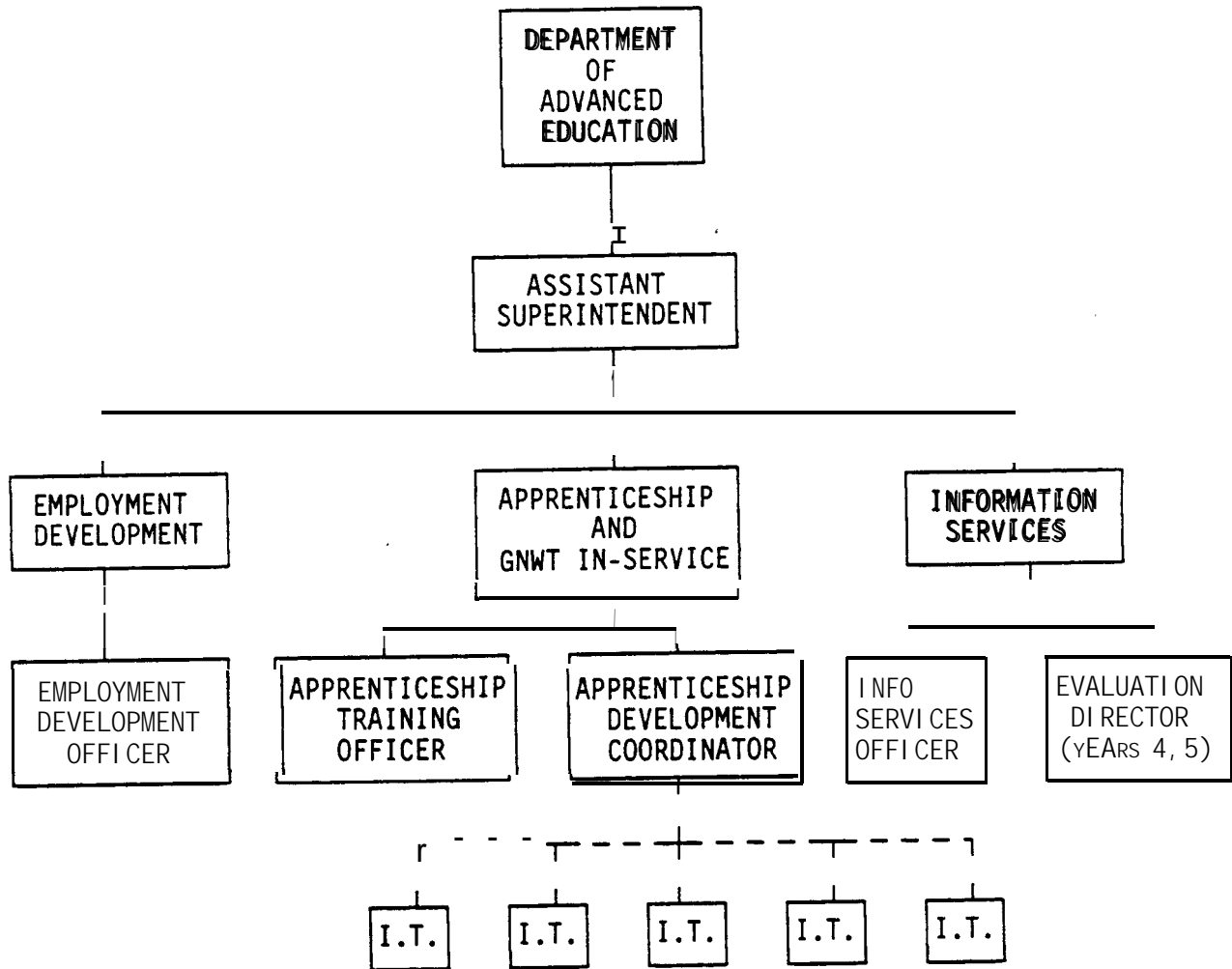
5.3 Arctic College

Chart 3 indicates that 8 to 10 new positions are required by Arctic College in order to implement the strategy. Therefore the Keewatin Vice-President will need to concentrate the main part of his or her efforts on the development of this organization in years 1 and 2.

The establishment and delivery of the requisite Arctic College programs in the Keewatin also carry implications for the work of the Continuing Education Coordinator and the Local Adult Educators. Their roles will need to become more directive, coordinating and monitoring and their knowledge and expertise will be heavily drawn upon by program coordinators and instructors at the community level. Their respective work loads will therefore need to be adjusted in order to meet new demands on their time.

CHART 2

ORGANIZATION OF THE KEEWATIN REGIONAL OFFICE
OF THE DEPARTMENT OF ADVANCED EDUCATION

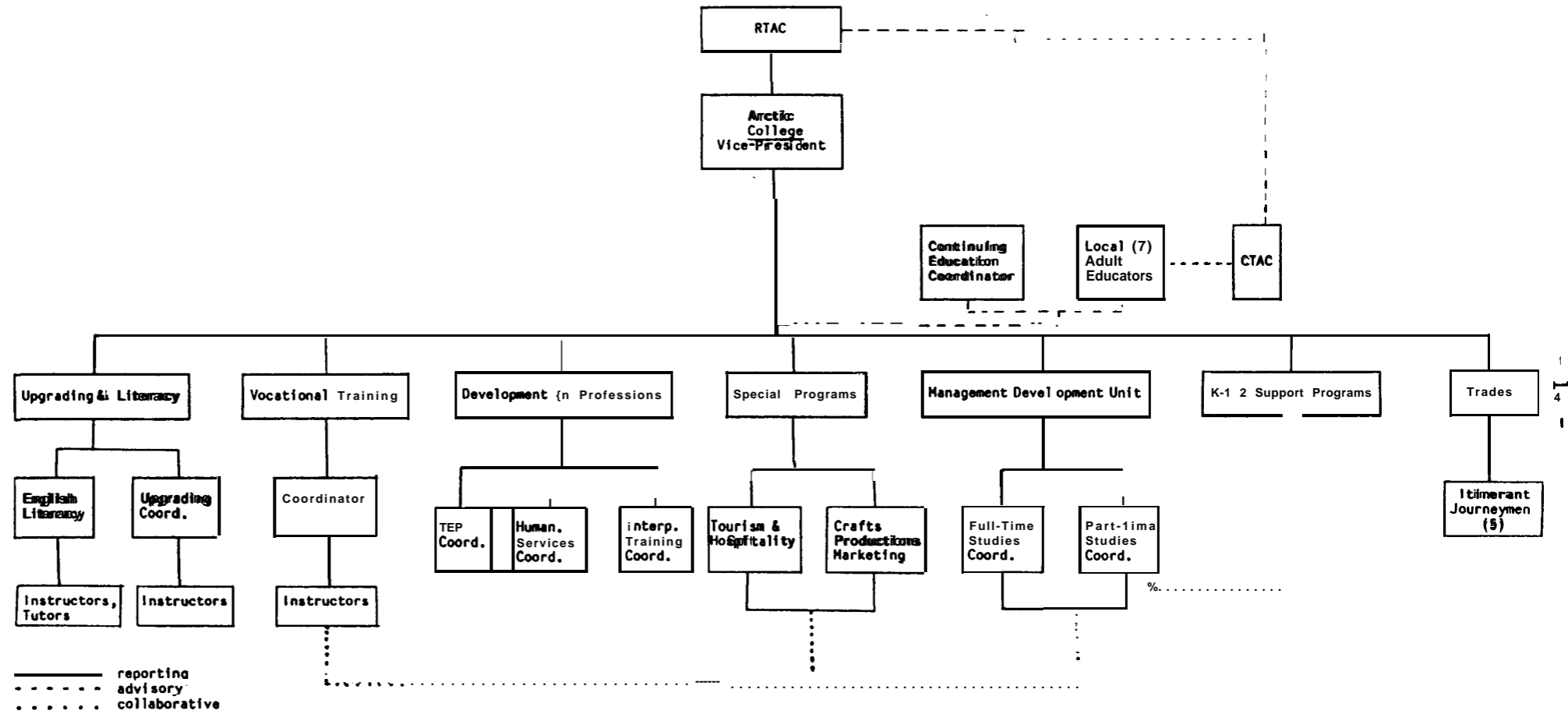


- REPORTING
- - - - COLLABORATIVE

I.T. = ITINERANT JOURNEYMAN, ARCTIC COLLEGE

NOTE : THE APPRENTICESHIP TRAINING OFFICER ALSO COORDINATES THE GNWT IN-SERVICE TRAINING PROGRAM FOR THE REGION.

CHART 3
 PROPOSED STRUCTURE OF ARCTIC COLLEGE, KEEWATIN

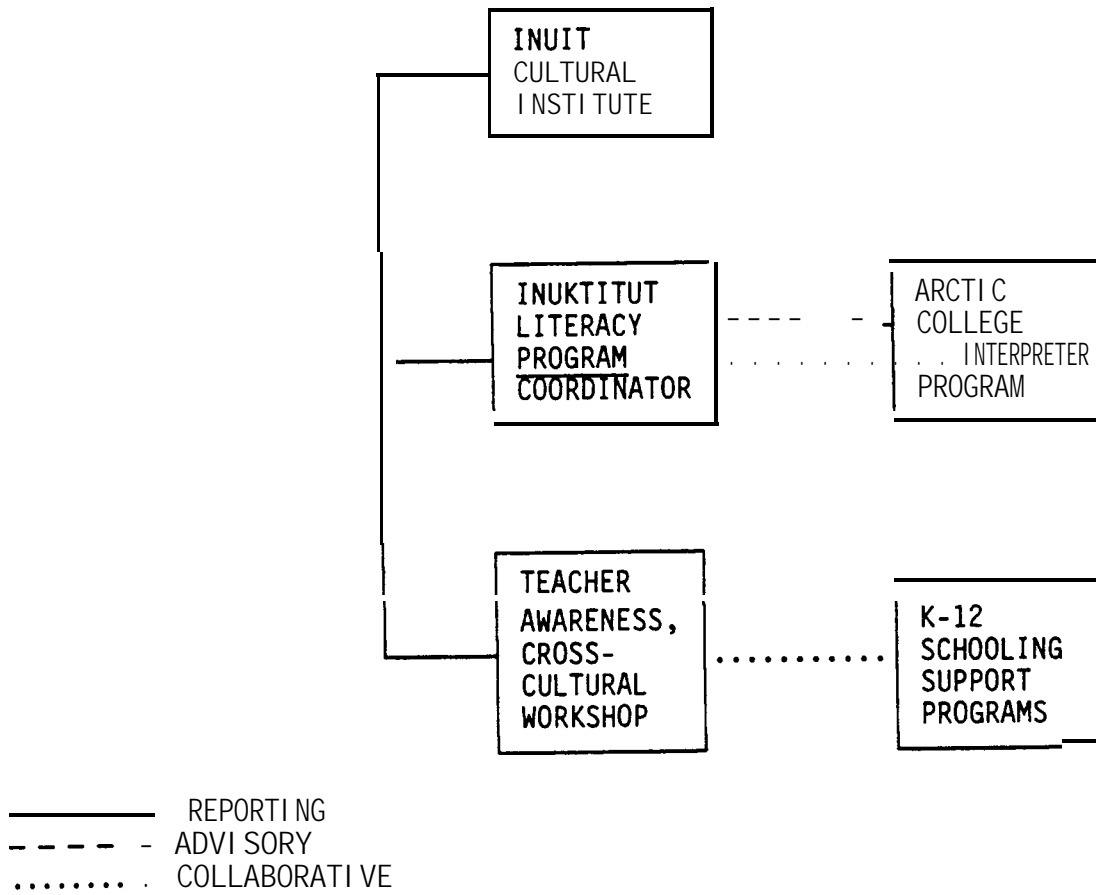


5.4 Inuit Cultural Institute

The program activities and personnel identified in the strategy for the Inuit Cultural Centre (ICI) in Arviat are shown below:

CHART 4

PROGRAMS AND PERSONNEL REQUIRED BY ICI
FOR THE KEEWATIN HRD STRATEGY



6.0 Student Support Mechanisms

6.1 Counseling

Personal counseling services must be appreciated as an important element of human resource development in the Keewatin. As a first step, the Department of Social Services should fund a follow-up study that details the process, costs, resources, personnel and training plans required to meet the counseling needs of all residents based on the 1986 Kivalliq study for the KRC on suicide prevention and intervention in the region. Although the study made its recommendations primarily in the area of crisis and high risk counseling, there are many suggestions that merit consideration for more general application. A sub-committee of the RTAC, composed of members with a special interest in counseling, should be appointed to oversee and advise the study.

In addition, Arctic College should undertake to sponsor workshops for adult educators, program coordinators, and instructors to help them improve counseling skills and to recognize when **additional** help should be secured.

Job and career counseling services are to be improved through:

- o the information dissemination function proposed for the Department of Advanced Education (see section 5.2);
- o the enhancement or creation of a resource centre within all community adult education centers (see section 4);
- o the creation of a career counseling position at Arctic College.

6.2 **Family Support**

Recognition of the importance of the family as a support to students is to be acted upon through:

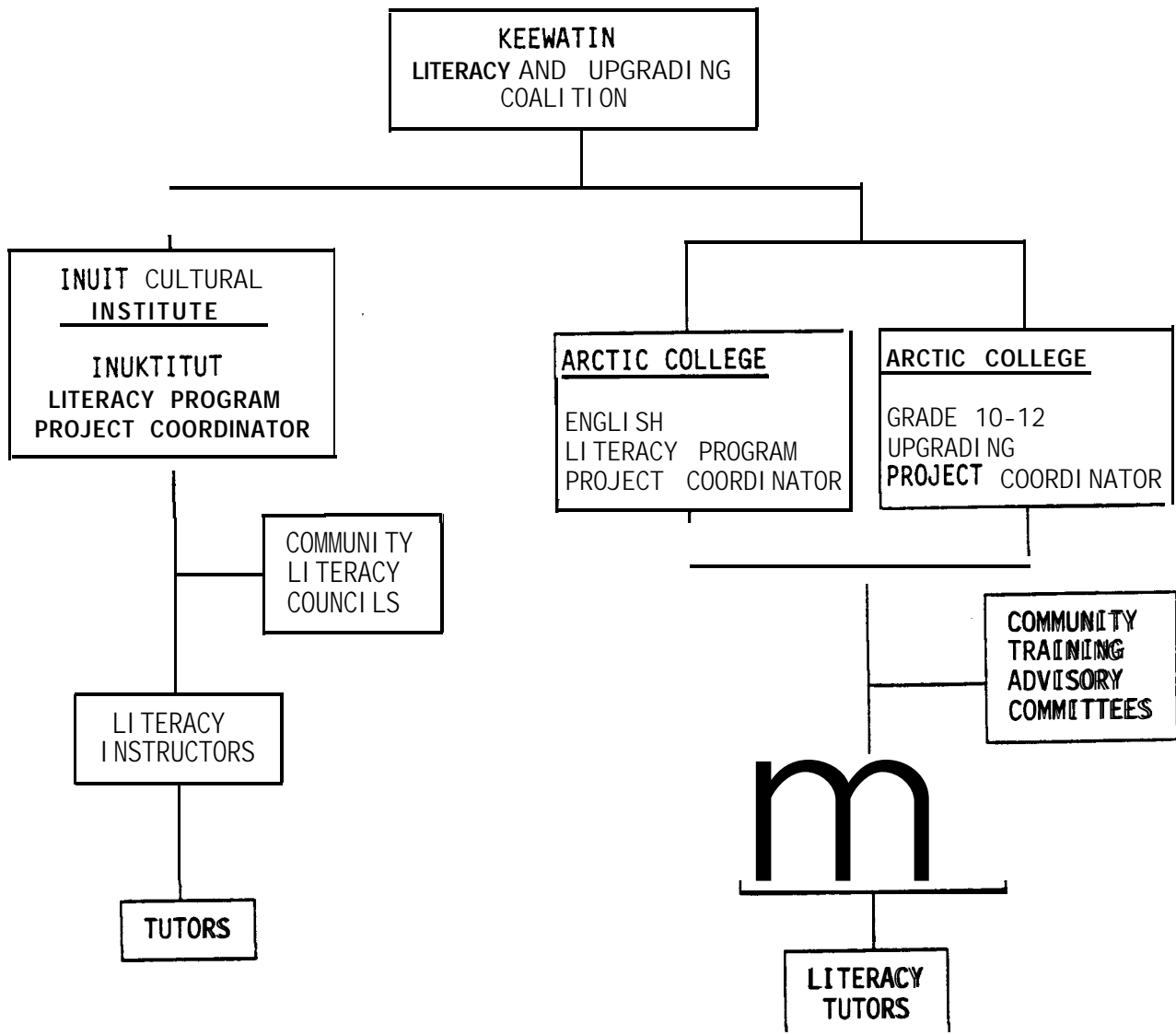
- o community awareness campaigns that help families understand the goals and activities of education programs;
- o the establishment of family-oriented student housing;
- o initiatives in childcare services, the first of which is a Keewatin women's conference to address childcare as it relates to women's participation in training programs.

0 English Literacy and Grade 10 to 12 Upgrading

Arctic College is the most appropriate institution for developing and piloting English literacy and upgrading programs.

The chart below shows the proposed organizational structure for new literacy and upgrading programs. The **Keewatin** Literacy and Upgrading Coalition should comprise RTAC members and representatives of **Atii** (the **Inuit** Management Development Coordinating Group), Arctic College and the **Inuit** Cultural Institute.

CHART 5
ORGANIZATIONAL STRUCTURE , KEEWATIN LITERACY AND UPGRADING PROGRAMS



7.2 Apprenticeship

To increase the number of journeymen in the Keewatin over the next four years, the Department of Advanced Education should expand the current Apprenticeship Training Officer position to create one position working full-time to liaise with companies within and outside the region who will potentially hire apprentices to ensure that as many apprentices as possible are linked to employers with journeymen, and to ensure that apprentices who cannot find employment as registered apprentices can do so as non-registered apprentices.

In order to significantly increase the number of apprentices able to take advantage of the non-registered program, and in order to provide increased support to journeymen who have trouble providing training to apprentices, at least five new positions should be created within Arctic College called Itinerant Journeymen Trainers. These itinerant trainers would travel to worksites where there are no journeymen, and work with the employer and apprentice to ensure that the training plan is in place, that it is understood by both parties, and that it is **being carried out** according to the training guidelines. The five itinerant trainers would include journeymen from the trades most critical to the region where the shortages of journeymen are greatest, such as: carpentry, electrician, home maintenance, furnace repair, plumbing, etc.

The five itinerant journeymen trainer positions would best be created as part of Arctic College since the itinerant trainers would focus primarily on providing training and assistance and advise regarding the design and delivery of training.

7.3 Vocational Training*

Vocational training should be reorganized into two types of offerings:

- (a) Continuously offered courses in high demand skill areas; and
- (b) Occasional courses tailored to the specific requirements of particular economic or social development initiatives.

Continuously offered courses could include, for example:

- o carpentry
- o hospitality
- o basic office procedures
- o bookkeeping

* "Vocational Training" is used here to mean short-term training (3 to 12 months) that aims to qualify trainees as trades helpers, semi-skilled construction workers, drivers, hospitality workers, personal care workers, etc. Training oriented to certification in a particular trade, profession or technical area is addressed in other sections.

7.0 Program Summaries

The following are abstracts of programs detailed in full in the main technical report of the Keewatin HRD Strategy.

7.1 Literacy and Upgrading

Mass literacy and upgrading programs are to be planned and designed over the remainder of 1988 and 1989 for pilot delivery in 1990, in anticipation of continued delivery throughout the 1990s to the year 2000. These programs should embrace (1) Inuktitut literacy training; (2) English literacy training; and, (3) academic upgrading from grade 10 to grade 12. They should include lifeskills training, job and career opportunity counseling, and options for work experience.

TABLE 1

Estimated Potential Number of Eligible Participants
in Full-Time and Part-Time Upgrading, and Literacy Programs,
by community, Keewatin Region (based in 1984 data)

	Full-Time Upgrading	Part-Time Upgrading	Literacy	Total
Baker Lake	160	155	120	435
Chesterfield Inlet	50	50	40	140
Coral Harbour	80	70	50	200
Eskimo Point	100	110	230	440
Rankin Inlet	105	175	90	370
Repulse Bay	80	80	70	230
Whale Cove	50	35	35	120
REGIONAL TOTAL	625	675	635	1,935

Note: The terms Upgrading and Literacy are used to distinguish between education aimed at grade level achievements at the secondary level (grades 10 to 12): upgrading; and education aimed at a grade level achievement between grade 6 and grade 9.

Activities for the first five years will involve detailed feasibility study, program planning and design-, fundraising, recruitment of instructors and organization of facilities, community awareness campaigns and recruitment of students, pilot delivery and evaluation of pilot programs. The chart below provides an overview of these activities.

Activity	Year One	Year Two	Year Three	Year Four	Year Five
o Feasibility Study	_____				
o Program Planning and Design		_____			
o Fundraising	_____		-----	-----	-----
o Recruitment of Instructors		_____			
o Training of Tutors			_____	-----	-----
o Organization of Facilities	_____				
o Community Awareness Campaign		_____	-----	-----	-----
o Student Recruitment			_____	-----	-----
o Pilot Delivery of Programs				_____	
o Monitoring and Evaluation				-----	_____

_____ intensive
 ----- on-going

o **Inuktitut Literacy Program**

The Inuit Cultural Institute (ICI) is the most appropriate institution for developing and piloting the Inuktitut literacy training program. In view of the scarcity of learning materials in the Keewatin dialects of Inuktitut and the probability that more preparatory work will be required than for programs in English (a substantial body of ESL materials, academic texts and computerized curricular already exist in English), the Inuktitut literacy program should be piloted in the first year in one community only, Arviat, the site of ICI, with provision to extend delivery to other Keewatin communities in the second pilot year.

- 0 Study of feasibility of a program to enable Keewatin students to attend southern universities in various professions such as law, dentistry, medicine, geology, engineering, etc.

7.7 Management Development

There is to be a four track approach to management development in the Keewatin region over the next five years:

- o Track One: Business Management and Economic Development Program

The Track One Program is a two-year full-time competency based management development program aimed at management in non-government (i. e., private sector business and economic development vehicles) settings. It should combine classroom instruction at Rañkin Inlet campus of Arctic College and Practical work Placements. (ratio of classroom time to practice should be no smaller than 2:1). This program should be offered to ten to fifteen students in the first pilot and lead to a diploma in Business Management and Economic Development from Arctic College.

- o Track Two: Public Sector Management Development

Track Two is a 2-3 year full-time competency-based management development program aimed at increasing the number of Inuit managers employed by the GNWT.

Five students should be recruited for the first pilot group, and graduates should qualify for a university-level certificate. The approach should be based on the B affin Region's Management Development Program initiated in 1983/84.

- o Track Three: Part-Time Management Development

Track Three provides modularized management courses at the community level aimed at both public and private sector settings for people already employed, and that lead to Arctic College certification if desired. The program must be designed for both a) people who wish to pursue a management certificate, and b) people intending to participate on a short-term basis to improve their skills but who are not necessarily interested in full certification.

- o Track Four: Management Seminars

Track Four provides for one-time training assistance and three to five day workshops or seminars that focus on a particular management problem. The Atli Management Development Program should be examined for potential application to Track Four. Business-related courses and workshops (such as those offered by FBDB) should also be encouraged and provided in each of the communities through the Management Seminars program. These should be available at the community level.

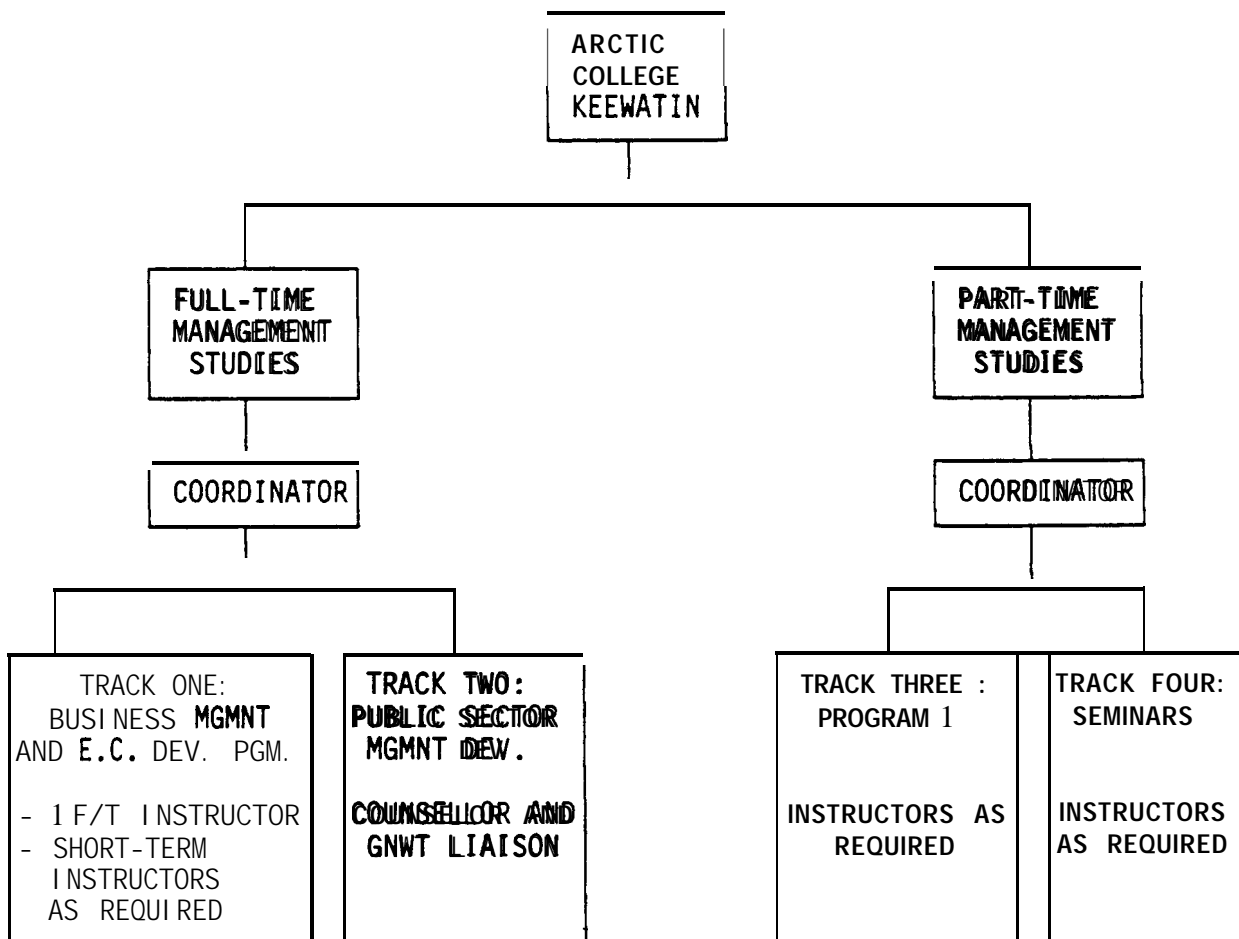
An important part of Track Four is workshops and technical support provisions designed to encourage and strengthen self-employment initiatives.

These programs are to be organized and staffed within a Management Development Unit of Arctic College, Keewatin, as illustrated below.

CHART 6

ORGANIZATIONAL CHART

MANAGEMENT DEVELOPMENT UNIT, ARCTIC COLLEGE



Occasional courses should be delivered on the basis of a clear connection to planned employment opportunities. Although there are many possible such courses depending upon which initiatives move forward, some examples might be:

- o country foods butchering
- o commercial fish handlers
- o geriatric care workers

There should be no minimum **enrolment** required for these course. Once a social or economic development project is confirmed in its planning stages, its **labour** needs should be identified and an associated training strategy devised. A library of basic curricula covering the widest possible range of vocational courses should be maintained by Arctic College. These would form the basis upon which **trainin** g packages are tailored to suit the requirements of specific projects.

Arctic College is the intended delivery agent for all vocational training in the Keewatin.

7.4 Training in Business

With respect to training for new or existing employees, the Department of Advanced Education should enter into negotiations with CEI C and other pertinent territorial departments to provide training incentives to businesses in the form of bonuses at the end of a training on-the-job (TOJ) program provided that all training objectives had been met (the bonus should not exceed 10% of the **TOJ wage subsidy**). This *incentive* if the employer qualified, would ensure that trainees receive full and complete training.

In addition, TOJ (CEIC and Territorial) wage levels should be examined to determine if these levels of subsidies constitute an impediment to the effective functioning of the program. The maximum duration of TOJ programs should be extended in the North from the current 6-8 months to at least 12-15 months, to allow adequate training results to be achieved.

With respect to training for entrepreneurial skills the Department of Economic Development and Tourism should establish a Pilot Entrepreneurial Training Project in the form of business incubators in three communities in the Keewatin. Selection of the three communities should be undertaken after consultation with community leadership. The business incubators would provide assistance to small business operators either starting out or expanding by helping them to: develop a business plan, carry out feasibility research, secure financing, receive technical, accounting, legal and management advice during the start-up phase of their business.

7.5 GNWT In-Service Training

The in-service training program should be expanded to at least 20 positions beginning in 1989/90; this includes five placements in the Public Sector Management Program of Arctic College (see section 3.7). This number would still represent a small proportion of the total GNWT positions in the Keewatin but would represent an important gain in the number of **Inuit** persons available to move into senior positions in the future.

The Department of Advanced Education should design and deliver a training for trainers workshop (or workshops) that would take place before individual training plans are designed.

In addition, the Department of Advanced Education should provide incentives to GNWT departments to take on trainees up to an extra 1/2 person-year allocation to the host department for the initial year of in-service training: This additional person year allocation would permit the trainer to spend the required time with the trainee (often estimated at 25% to 50% of the trainers time). Additional person-year allocations would be negotiated by the Department of Advanced Education and the host department.

The Department of Advanced Education should:

- o ensure that appropriate training plans and implementation schedules are in place and agreed to by both trainers and trainees at all times;
- o expand the range of levels into which trainees can enter into the in-service program;
- o provide for post-training counseling and follow-up for those in-service trainees who require it.

7.6 Development in Professions

The approach to increasing Inuit participation in professions in the Keewatin combines:

- o Introduction of a Teacher Education Program at the Rankin Inlet campus of Arctic College;
- o Introduction of a Human Services Diploma Program at the Rankin Inlet campus of Arctic College;
- o Introduction of a 2 year Interpreter Training Program at an extension of Arctic College in Arviat;
- o Examination of the feasibility of delivering programs in health-care (e.g. nursing, dental therapy, community health worker, mid-wifery) by Arctic College in Rankin Inlet;

7.8 Special Programs

The rationale for special programs rests on the imperative for a human resource plan connected to any drive to develop a particular industry or economic sector in the Keewatin region. Without attention to associated human resource development, regional industry-specific initiatives **are** placed at high risk for failure.

The industries that have been examined in depth and for which detailed development strategies now exist are Tourism, and Arts **and Crafts**. As the foci of major capacity-building efforts in the region, the training required for these industries deserves special attention. As other industries and economic sectors reach a similar level of planning and detailed opportunity identification (such analysis and planning of renewable resource development and mining would benefit Keewatin residents), education programs geared to their human resource requirements should also be developed.

The general approach presently, then, is to establish in the **Keewatin** major learning grounds in:

- o Tourism and Hospitality, and
- o Arts and Crafts.

The Tourism and Hospitality Program should ensure that a number of levels of learning opportunities are available:

- o Fully accredited 2 year diploma and 3 year degree programs in tourism and hospitality management, as specializations of Track One Management Studies Program;
- o Apprenticeship programs for chefs and other relevant hospitality trades;
- o Vocational training courses for waiter/ waitresses, cook's helper, housekeeping staff, guides, etc. ;
- o Tourism and hospitality awareness programs for communities.

Two arts-oriented programs should be established to support arts and crafts development in the Keewatin in the areas of:

- o craft production and marketing
- o visual arts and design

As with the tourism and hospitality program, arts and crafts production and marketing management should be a second year specialization option in the Track One Management Development program. Other courses required for specific arts and crafts initiatives should be provided under provisions for occasional vocational courses.

A feasibility study regarding the establishment of an Arctic College affiliated Keewatin school of visual arts and design should be conducted in association with a study into the development of. K-12 visual arts curricula.

7.9 Programs in Support of K-12 Schooling

Measures required to support K-12 schooling include:

- o Delivery of management and leadership development seminars for members of Community Education Councils and the Divisional Board through collaborative efforts of the Local Education Authority Development Office (LEADO) of the Department of Education and the management seminars available through Arctic College;
- o Establishment by the Divisional Board with Community Education Councils of a four-year Public Participation Program;
- o The creation of Teacher Awareness Sessions to help sensitize and orient teachers to the language, cultural, social and family context of the Keewatin; these are to be delivered by the Inuit Cultural Institute.

7.10 Accreditation for Prior Learning

Arctic College should establish a working group to examine the feasibility of formally recognizing or accrediting prior informal learning in both the selection of GNWT employees and in the acceptance of students or trainees into Arctic college programs.

The Prior Learning Working Group should have membership from RTAC, the Department of Advanced Education, the GNWT Department of Personnel, and Arctic College. This group should examine pertinent policies, procedures and guidelines for accreditation of prior learning in other Canadian and American educational institutions with the view to providing recommendations to RTAC, Arctic College and the Department of Advanced Education.

8.0 Conclusion

The range of interests -- private sector, government, Inuit organizations -- that have coalesced as the RTAC in order to address the human resource crisis in the Keewatin merits serious attention. The first of its kind in the Northwest Territories, the RTAC has effectively formed itself, raised awareness of adult training issues at the community level, established associated community-based advisory bodies and produced a comprehensive human resource strategy within a ten month period. This momentum must be maintained and supported through the cooperation of policy-makers, funders, officials and politicians at territorial and federal levels. The plan is in place. It must be acted upon.