



Working Draft

*Nunavut Adult
Learning Strategy*

October 2005

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1.0 EXECUTIVE SUMMARY

Adult learning has become the focus of increasing attention. Not only at the territorial, provincial, and national levels, but also at the international level.

Adult learning has become the focus of increasing attention over the last several years. This attention has not only been focused at the territorial, provincial, and national levels, but also at the international level. As a result, education initiatives outside of Nunavut are creating opportunities for adult education and training partnerships that can assist Nunavut in moving forward.

The success of Nunavut from a social and economic perspective will depend on a respect for values and traditions and the ability of Nunavummiut to take an active role in the economic opportunities that become available.

The success of Nunavut from a social and economic perspective will depend on a respect for values and traditions and the ability of Nunavummiut to take an active role in the economic opportunities that become available in the areas of government, construction, mining, fishing, tourism, traditional activities and other sectors of the economy. The challenge is to provide access to the training, education and skills that will allow individuals to engage in their communities, obtain employment in positions that have typically been filled by non-residents, and become active participants in the self-determination goals outlined in the Nunavut Land Claims Agreement (NLCA).

Actions undertaken by the government to combat poverty and social exclusion can only have lasting effects if we improve the skills of the population - especially the skills of those individuals with the least education and training.

In order to meet these challenges and provide support for adult learners, adult learning and career preparedness must cover areas ranging from literacy and upgrading to adult basic education, as well as other specific certifiable courses and programs that will provide individuals with the knowledge and skills they need to move into more skilled areas of the workforce. Actions undertaken by the government to combat poverty and social exclusion can only have lasting effects if we improve the skills of the population - especially the skills of those individuals with the least education and training.

While the Department of Education and Nunavut Arctic College play the leading role in providing adult education services within Nunavut, other government organizations are also participants, as are communities, non-profit organizations, Inuit organizations and the private sector. All of these organizations have historically contributed to defining the adult education mission in Nunavut.

It will take a collaborative effort among sometimes-competing organizations to address the collective education and training challenges in Nunavut.

With this in mind, it will take a collaborative effort among these sometimes-competing organizations to address the collective education and training challenges faced by adults in Nunavut - both today and in the future. The approach taken must be coherent and organized; as it is only by acting together that we will be able to adapt the supply of available education and training support resources to the needs of Nunavummiut. We do not have to start from the scratch – far from it. We can build on and refine what already exists, including current government policies, organizational program structures and delivery

models. We also need to ensure all programs and services incorporate *Inuit Qaujimagatunqangit* and adopt measures to improve quality assurance and accountability.

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The first step towards achieving a new plan for adult education and training in Nunavut is the development of the Nunavut Adult Learning Strategy. Under the auspices of the ***Iqqanaijaqatigiit Agreement***, the Government of Nunavut and Nunavut Tunngavik Incorporated (NTI) established the terms of reference for a Working Group to develop a Draft Strategy. Paul Kaludjak, President of NTI, and the Honourable Ed Picco, Minister of Education, invited participation in the Working Group from a wide range of organizations involved in adult learning and training in Nunavut. The resulting Working Group was co-chaired by Navarana Beveridge and Neida Gonzalez of NTI and Bruce Rigby of the Department of Education.

The adult education and training needs of Nunavummiut are wide and varied, covering a broad spectrum from literacy and adult basic education to professional programming.

Throughout the process of developing strategies for addressing adult learning needs in Nunavut, a number of issues became clear. First, the needs of Nunavummiut are wide and varied, covering a broad spectrum from literacy and adult basic education to professional programming. Cases have been passionately made for investing in many areas, all of which are perceived to be the “number one” priority of the territory, and all of which have merit. Unfortunately, in reality there are not enough resources or systems in place to address all of the identified needs at once, particularly if one of our primary goals is to build capacity within the territory so we can do more for ourselves. A key challenge will be to invest in areas that over the long-term yield the greatest value to our economy and our people.

A priority effort is needed to strategically focus on raising literacy skills and basic education levels.

Second, it is important to address the literacy, education and training concerns of the people living in our communities, especially the smaller non-decentralized communities. Many people in these communities lack basic literacy skills, which prevent them from gaining meaningful employment. Others are “dead-ended” in positions from which they can’t progress without additional education and training. A priority effort is needed to strategically focus on raising the literacy skills (both English and Inuktitut) and basic education levels of these individuals. Without this effort there will be very few candidates with the basic skills needed to take trades training, law, nursing or other advanced levels of programming.

We need to ensure the systems currently in place to serve the career development and adult learning needs of Nunavummiut are up to the job.

Third, we need to ensure the systems currently in place to serve the career development and adult learning needs of Nunavummiut are up to the job. These systems may include career counseling, trades training, program development, student financial assistance, or perhaps simply just the provision of information that can assist Nunavummiut to make

more informed life choices. Improving coordination within and between organizations that deliver adult education and training will also go a long way towards improving the effective delivery of adult education programs and services.

We need to ensure programs and services are developed and offered in a culturally appropriate manor.

Fourth, at the heart of the evolution of our territory is the need to ensure programs and services are developed and offered in a culturally appropriate manor, clearly reflecting the needs of Inuit throughout the territory. Currently there is an overall lack of adult programming in Inuktitut, and of programming that reflects community needs and values.

The Working Group identified five key groups of learners, eight overall global strategies and seven strategic themes (each with their own strategies).

In approaching the development of strategies and actions to address adult learning issues in Nunavut, the Working Group identified the needs of five key groups of learners, eight overall global strategies and seven strategic themes (each with their own strategies) that are critical to the success of all adult education and training programs. In total 29 strategies have been identified, each with their own recommended courses of action.

The global strategies identified by the Working Group deal with critical areas that must be addressed if we are to follow the guiding principles that Nunavut stands for. These global strategies are in addition to, and included within, recommendations relating to the needs of the specific groups of learners, and the seven strategic theme areas identified by the group. Given their importance, the Working Group felt these global strategies should be highlighted, even though they may also appear within the context of other recommendations.

Quality assurance and accountability are vital components of the Nunavut Adult Learning Strategy.

Nunavummiut have also indicated that they want quality programs that are relevant to their individual and community needs. In order to achieve this, definitions of quality must be established that reflect the needs of the learner and cultural relevance. We need to be able to assess and compare the quality, quantity and effectiveness of adult education and training programs delivered in Nunavut, in both a Nunavut and national context. We also need to be accountable by reporting on the results achieved. Quality assurance and accountability are vital components of the Nunavut Adult Learning Strategy.

Conclusions and Next Steps

The Nunavut Adult Learning Strategy is a “living document” that will evolve over the years as priorities change and new resources become available.

In this first draft of the Nunavut Adult Learning Strategy, the Working Group attempted to suggest strategies and actions that are “do-able,” and which can form the foundation for the on-going evolution of adult learning in Nunavut over the next 20 years. It must be remembered that the Nunavut Adult Learning strategy is a “living document” that will evolve over the years as priorities change and new resources become available.

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Although a great deal needs to be accomplished, we must first ensure an adequate adult learning foundation is in place. Without an adequate foundation adult learning will continue to focus on short-term needs, rather than creating long-term solutions that support the development of Nunavut-based capacity. Much work has been completed on various “industry” sub-strategies that tie into the overall framework for development, ensuring scarce resources are targeted at those areas where the most benefit will be obtained. Although it is physically and financially impossible to achieve everything required at once, a solid foundation will ensure better coordination, decision-making, and the reflection of community needs.

A detailed implementation plan will be developed after the completion of public consultation and formal approval of the Strategy.

The public is encouraged to provide comments and input into the concepts and recommendations raised in this Draft Strategy. Upon completion of the public review, confirmation of priorities and actions, and subsequent Tabling of the finalized Strategy in the Legislative Assembly, a five-year implementation schedule will be developed using this background work as its framework. The implementation plan will be publicly released and will be used as a benchmark to measure future implementation progress.

Proposed Timetable for action: Completed by

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| 1. Working Draft released for public review | October 2005 |
| 2. Tabling of Working Draft Strategy in the Legislative Assembly. | November 2005 |
| 3. Public review, including strategic focus group review. | December 2005 |
| 4. Integration of public input into the Strategy. | December 2005 |
| 5. Development of Implementation Plan | February 2006 |
| 6. Tabling of Final Strategy in the Legislative Assembly and the NTI Board | Winter 2006 |

2.0 INTRODUCTION

Adult learning has become the focus of increasing attention at the territorial, provincial, national and international levels.

Adult learning has become the focus of increasing attention over the last several years. This attention has not only been focused at the territorial, provincial, and national levels, but also at the international level. Initiatives such as the federal government's attempt to develop "*An Innovation Strategy for Canada*," with its focus on the skills needed to develop a future Canadian economy, the "*Nunavut Economic Development Strategy*," and other major international projects such as those undertaken under the auspices of the Organization for Economic Cooperation and Development (OECD), and the United Nations Educational, Scientific and Cultural Organization (UNESCO), give support for the need to redefine how society prepares itself for stable and sustainable economic and social development.

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The low level of participation by Nunavummiut in the workforce can be attributed to low levels of literacy and a lack of education and formal training.

The low level of participation by Nunavummiut in the workforce has not been for lack of interest, or an unwillingness to relocate throughout the territory for employment. The major barriers to participation have been issues associated with literacy (both in English and Inuktitut), lack of education and formal training, lack of recognized certification, and the lack of opportunity. There have also been questions about the nature and ability of our inherited education system to prepare Nunavummiut to take an active role in the economy. Nunavut has only had control of its education system since 1999. Historically, there has been great variations in the nature and quality of programs that were offered across what was the Northwest Territories, whether by the territorial government, or by other church or federal institutions.

The relationship between adult learning and the labour market is clearly one in which Nunavummiut need to acquire the knowledge and skills they need before they can become active participants in the self-determination goals outlined in the Nunavut Land Claims Agreement (NLCA). To provide the necessary support, adult learning and career preparedness must cover areas ranging from literacy and adult basic education, to specific certifiable courses and programs that will provide

residents with the knowledge and skills they need before they can move into more specific skilled areas of the workforce.

The following objectives have been established to guide the development of this Strategy:

Program and Policy reform objectives.

- to identify priorities for adult learning and training;
- to assist in setting the parameters and priorities for a long-term phased-in implementation strategy, which can be scaled to meet the needs of adult learners;
- to identify research and knowledge gaps, establish research priorities, and encourage research and data collection that supports Nunavut's collective goals;
- to identify planning, development, delivery, monitoring and evaluation initiatives for adult learning in Nunavut;

Sector Development and Partnership objectives.

- to share adult education and training information among Nunavummiut;
- to promote greater co-operation and collaboration among agencies involved in education and training in Nunavut, including the development of partnerships that are consistent with the goals established for the development of the territory;
- to increase the participation of Nunavut's communities in economic development planning, education programming, community capacity building and opportunities for growth;
- to reflect and support the development of sector-based economic development strategies;

Nunavut Land Claim Agreement objectives.

- to foster and promote the active involvement of Inuit in developing Nunavut's economy;
- to support the objectives of Article 23 of the Nunavut Land Claims Agreement, and;
- to support the guiding principles of Article 32 of the Nunavut Land Claims Agreement.

Under the auspices of the *Iqqanaijaqatigiit Agreement*, the Government of Nunavut and NTI are working together to improve adult education and training in Nunavut.

Under the auspices of the *Iqqanaijaqatigiit Agreement*, the Government of Nunavut and Nunavut Tunngavik Incorporated (NTI) established the terms of reference for a Working Group to develop a Nunavut Adult Learning Strategy that will be designed to improve the delivery of adult education and training in Nunavut. Paul Kaludjak, President of NTI, and the Honourable Ed Picco, Minister of Education, invited participation in the Working Group from a wide range of organizations involved in adult learning and training in Nunavut. The resulting

Working Group was co-chaired by Navarana Beveridge and Neida Gonzalez of NTI and Bruce Rigby of the Department of Education.

Other members of the Working Group included:

Mary Jane Adamson	Human Resources Skills Development Canada, Nunavut District
Jay Arnakak	Qikiqtani Inuit Association
Naullaq Arnaquq	GN, Department of Culture, Language Elders and Youth
George Bohlender	Kitikmeot Inuit Association/Kitikmeot Economic Development Commission (Alternates - Ruth Wilcox)
Mac Clendenning	Nunavut Arctic College (Alternates - Linda Pemik, Dan Page)
Kim Crockatt	Nunavut Literacy Council (Alternates - Cayla Chenier, Dan Page)
Tiffany Gauthier	GN, Department of Human Resources (Alternates - Eva Noah)
Chuck Gilhuly	Nunavut Association of Municipalities (NAM)/Municipal Training Organization

This Draft Strategy developed by the Working group attempts to establish a common understanding of the baseline adult learning conditions that exist in Nunavut, identify key areas that require addressing, and establish priorities and actions for positive change.

3.0 VISION FOR ADULT LEARNING IN NUNAVUT

The Nunavut Adult Learning Strategy should reflect the values and principles upon which Nunavut was founded.

In order to initiate strategic changes to the current structure of adult education and training, it was necessary to identify a vision of where Nunavut, as a territory, should be headed. The vision will assist us in setting a clear direction for where we want to go, and what conditions should look like when we get there. In addition, the NALS should clearly reflect the values and principles upon which Nunavut was founded, including respect for, and incorporation of *Inuit Qaujimajatuqangit*. To this end, the Working Group is proposing the following Vision, Values and Principles on which to build a long-term strategy. The time period chosen is twenty years, which, in effect, is representative of one generation of learners in Nunavut: the anticipated length of time required to fully benefit from the proposed strategic changes to the structure of adult education and training in Nunavut.

3.1 Vision

We envision a territory where learning and training build Nunavut-based capacity, providing Nunavummiut with opportunities to effectively engage in the cultural, social and economic development of our territory. Nunavut will become a place in which our common goals are achieved through collaboration, cooperation and investment in our human resources.

Our vision for Nunavut in 2020 is shaped by a number of factors. In the year 2020, Nunavut is a place where:

- Our population is adaptable to change and welcomes new skills, while preserving our culture, values and language of origin. Adult learners become empowered and seek out learning which meets their personal, family and community needs.
- We have promoted quality adult learning and teaching in Nunavut that reflects Inuit culture, language and values, and we have demonstrated the importance of learning for building healthy communities and improved self-reliance.
- We continue to strive to strategically provide the highest quality of education and learning opportunities. Inuit are supported in their learning and have taken leadership roles in government, business, and industry, and in our communities.
- Quality learning programs and services clearly reflect the needs of communities, learners and employers. The work and life experiences of Nunavummiut are valued and are appropriately recognized through programs such as Prior Learning Assessment and Recognition.
- Training builds confidence and competency, allowing Nunavummiut to take advantage of employment opportunities in their communities. We have also clearly linked career planning, career development, learning opportunities and employment.
- We have simplified access to programs and services by harmonized funding and financial support systems in order to increase the efficiency and effectiveness of program delivery, and remove institutional barriers that limit access to education.
- There is a full continuum of inter-related learning programs from literacy to professional programs, allowing individuals easy access throughout the spectrum, with multiple entry and exit points. There is also a clear link between K-12 and adult education programs. This is reflected in a seamless approach to the delivery of educational services in Nunavut.

- The development and delivery of education and training opportunities reflect the needs of the various sectors of our economy. Every dollar invested in economic development should be considered a training dollar, contributing to the development of Nunavut-based capacity. There is a representative workforce in all sectors.
- We are a functioning multilingual society, in Inuktitut/Inuinnaqtun and English, respectful of and committed to the needs and rights of our Francophone community.
- We have developed a culture of learning at home and in the workplace.
- We have developed adult learning opportunities that strengthen and support the use of Inuktitut/Inuinnaqtun, and traditional Inuit skills, knowledge and values. The majority of educators are Inuit.

3.2 Values

- Learning is a life-long process.
- It is important to recognize the value of teaching and learning at all levels and from all sources: elders, families, youth, schools, workplaces, community learning centers; and apprenticeship, college and university programs.
- Equal opportunity and equal access across Nunavut is fundamental to our success.
- Land, language skills and respectful pride in our culture are fundamental values for adults and children.
- Every individual has a right to learn in his or her first language, and to have access to second language training of his or her choice.
- Every individual needs to be supported in developing strong critical thinking skills.
- Our education system will be built within the context of these guiding principles, which are rooted in *Inuit Qaujimajatuqangit*.
- Respect for individuals is the basis of effective learning and a healthy workplace.
- The community is a vital unit of Nunavut society. The principles of community ownership, social responsibility and public service should form the basis for programs.

3.3 Guiding Principles

During the development of the Nunavut Adult Learning Strategy Inuit societal values are being used to establish the basis for a course of action.

When approaching the development, implementation and evaluation of the Nunavut Adult Learning Strategy, there are several examples of Inuit societal values that should be used to establish the basis for building a course of action. Wherever possible these important principles of *Inuit Qaujimagatuqangit* should be built into the delivery of all government programs and services. As a result, the following principles guide our collective approach:

Inuuqatigiitsiarniq: respecting others, relationships and caring for people.

Respect for others and treating others equally is a characteristic elders have always stressed in their words of advice (*uqaujjuusiat*). The development and delivery of adult education programs and services should support wide-ranging participation, community involvement and respect for all individuals.

Tunnganarniq: fostering good spirit by being open, welcoming and inclusive.

Workplaces and learning environments in Nunavut must be people-friendly, welcoming and accepting of all Nunavummiut. Removing language and cultural barriers is important when creating a welcoming environment - particularly when Inuit comprise 85% of the population. To be successful, adult-learning environments should be based on Inuit language and culture.

Pijitsirniq: serving and providing for family and/or community.

In carrying out our responsibilities we should endeavour to serve each other and the community at large to the best of our abilities, while promoting a sense of social responsibility.

Aajiiqatigiinni: decision making through discussion and consensus.

The development of a long-term strategy should clearly reflect the needs of Nunavummiut. Prior to decisions being made, input will be sought from individuals and stakeholders through face-to-face meetings, direct communication and consensus development. Nunavummiut will have regular opportunities to provide meaningful and substantive input into the development and implementation of the strategy, as well as future opportunities to comment on the results achieved. All decisions, courses of action and results will be clearly communicated.

Pilimmaksarniq/Pijariuqsarniq: development of skills through practice, effort and action.

Workplace and learning environments will become more accommodating and flexible by encouraging, supporting and applying new ideas and practices. All forms of learning will be valued and supported. Opportunities will be given to develop skills on the job during regular hours - through mechanisms such as mentoring, in-service training, and professional development.

Piliriqatigiinniq/Ikajuqtigiinniq: working together for a common cause.

Nunavummiut will feel validated in their abilities by working together from the basis of their own knowledge and experience to develop mutual understanding, and a balanced approach to the provision of programs and services. We can serve our communities better through collaboration and mutual understanding.

Qanuqtuurniq: being innovative and resourceful in seeking solutions.

Innovation and resourcefulness are the basis of the Inuit way of life. We acknowledge the creative capacity of our communities and recognize Nunavummiut must constantly explore many different opportunities to move forward and adapt, as new knowledge and technology becomes available.

Avatittinnik Kamatsiarniq: respect and care for the land, animals and the environment (social, physical, psychological).

This is a strong Inuit societal value that has sustained Inuit for generations and is just as important today. A key element contained within this value is the need for informed awareness of all aspects of the community and its related learning environments. An awareness and understanding of community capacity and the ability to engage is critical to long-term success.

Ilippallianguinnarniq: Continuing learning.

We believe that it is only by returning to the principles of lifelong learning that Nunavummiut can reach their full potential. We must be engaged and involved, learning from each other and our Elders, while at the same time continually sharing the knowledge and skills we have acquired.

4.0 PROFILES OF ADULT LEARNERS

The needs of adult learners in Nunavut are diverse. In addition to the need to increase the amount of training and education provided, there is a need for improved access to educational and training opportunities.

The needs of adult learners in Nunavut are diverse. In addition to the need for training and education, the definition of need reflects the access Nunavummiut have to services, and the opportunities they have to engage in learning. In order to ensure services can be adequately defined, and the required resources are targeted to meet those needs, specific learner groups have been identified and their needs assessed.

The intent is not to categorize or label specific groups, but rather to identify the needs of specific groups to ensure resources can be identified and made available to assist them. For example, the needs of a recent graduate from high school who is continuing on to university are not necessarily the same as a single mother wishing to access literacy programs to complete a high school equivalency.

Common elements used in developing these profiles include an understanding of the starting point of the learners, the amount of time anticipated to achieve the identified goals, and the level of service required to ensure the learner is supported in their success.

Literacy, Life Skill and Academic Learners

The largest group of adult learners in Nunavut needs programming that focuses on literacy, life skills, completion of high school or high school equivalency, adult basic education and personal empowerment.

The needs of Nunavummiut in this category encompass areas such as literacy, life skills, adult basic education and personal empowerment. Programming needs focus on literacy, adult basic education, completion of high school or high school equivalency, and a better understanding of one's language and culture. In effect, Nunavummiut within this stream are attempting to acquire a background that will permit them to engage in other forms of training, or to more actively engage in their community. The amount of time and preparation required varies with individual circumstances (needs, goals, family circumstances, level of education previously attained, etc.).

This is by far the largest group of adult learners in Nunavut. These learners are typically at level 1 and level 2 of the Adult Literacy and Life Skills Survey (ALLS).

Civic Participation

Another group of learners requires enhanced literacy and adult basic education skills that will allow them to become more active in their communities.

Although frequently tied to literacy and adult basic education, there is a large group of learners looking for training and development opportunities that will allow them to become more active members in their communities. Individuals within this group are looking for training in the following areas: community wellness and support activities, governance training required for participation in local government and/or boards and agencies, or other related activities.

These learners typically range from levels 1 to 5 of the Adult Literacy and Life skills Survey (ALLS).

Traditional Activity Learners

There will continue to be a need for training in traditional activities, such as arts and crafts, sewing, tourism and harvesting.

While many Nunavummiut are seeking educational opportunities that will help them to obtain gainful employment, either short or long-term, others are seeking to retain elements of the traditional Inuit lifestyle and Inuit culture, and to participate in the traditional economy. These individuals require training in areas that will allow them to earn an income through traditional activities, or to participate in community development through cultural activities. Training for these individuals' focuses on areas such as arts and crafts, sewing, tourism, harvesting activities, cultural program development, documentation of local knowledge, and information sharing, etc. Specific areas of interest will vary by geographic area, and the strength of the local activities.

This category differentiates between education and training for traditional skills, culture and self-employment/entrepreneurship. These learners are typically at levels 1 to 5 of the Adult Literacy and Life skills Survey (ALLS).

Trades/employment-specific users

Many individuals seeking trades or other employment specific training in Nunavut lack adult literacy and/or life skills training. These individuals will need many years of support before they realize their goals.

Nunavummiut within this category are looking for specific training or education that will lead to direct long-term employment. This group includes, but is not restricted to, those seeking certification for employment in the public service, mining, fisheries, business and construction sectors, often formally through apprenticeship and trades programming. It also includes those who are already employed and who require, or wish, increased levels of skills in order to progress in their work. These learners are typically at level 1 to 5 of the Adult Literacy and Life skills Survey (ALLS). Many Nunavummiut who have trades goals are at Level 1 or 2, and therefore their goal of direct or immediate entry into trades programs or employment is not realistic. These learners may need many years of support to realize their goals.

Professional Programming

A growing group of mainly younger learners is interested in obtaining an academic education in order to pursue professional careers. These individuals will require support services that will help them to achieve their goals.

This group of learners is interested in obtaining a post-secondary education in programs such as management, finance, nursing, teacher education, adult education, and other university and diploma level studies. This growing group of users tends to be younger in age, having completed, or almost completed high school. These individuals will have the opportunity to obtain employment within a wide range of Nunavut employment sectors. Participants are willing to devote significant amounts of time to their studies. They also require support

services that will help them to achieve their goals. These learners are typically at level 3 to 5 of the Adult Literacy and Life Skills Survey (ALLS).

Note: In developing the above profiles of the needs of adult learners, it is understood that there may be subsets or subgroups that require specific attention. For example, the needs of individuals with disabilities, mental, physical or congenital, must be reflected in the services that are developed and offered within Nunavut.

5.0 STRATEGIES FOR ADULT LEARNING IN NUNAVUT

5.1 Setting a Course for Action

The adult education and training needs of Nunavummiut are wide and varied, covering a broad spectrum from literacy and adult basic education to professional programming.

Throughout the process of developing strategies for addressing adult learning needs in Nunavut, a number of issues became clear. First, the needs of Nunavummiut are wide and varied, covering a broad spectrum from literacy and adult basic education to professional programming. Cases have been passionately made for investing in many areas, all of which are perceived to be the “number one” priority of the territory, and all of which have merit. Unfortunately, in reality there are not enough resources or systems in place to address all of the identified needs at once, particularly if one of our primary goals is to build capacity within the territory so we can do more for ourselves. A key challenge will be to invest in areas that over the long-term yield the greatest value to our economy and our people.

A priority effort is needed to strategically focus on raising literacy skills (English and Inuktitut) and basic education levels.

Second, it is important to address the literacy, training and education concerns of the people living in our communities, especially the smaller non-decentralized communities. Many people in these communities lack basic literacy skills, which prevent them from gaining meaningful employment. Others are “dead-ended” in positions from which they can’t progress without additional education and training. A priority effort is needed to strategically focus on raising the literacy skills (both in English and Inuktitut) and basic education levels of these individuals. Without this effort there will be very few candidates with the basic skills needed to take trades training, law school, nursing or any other advanced levels of programming.

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Third, we need to ensure the systems currently in place to serve the career development and adult learning needs of Nunavummiut are up to the job. These may include career counseling, trades training, program development, student financial assistance, or perhaps simply the provision of information that can assist Nunavummiut to make more informed life choices. Improving coordination within and between

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We need to ensure programs and services are developed and offered in a culturally appropriate manor.

Fourth, at the heart of the evolution of our territory is the need to ensure programs and services are developed and offered in a culturally appropriate manor, clearly reflecting the needs of Inuit throughout the territory. Currently there is an overall lack of adult programming in Inuktitut and of programming that reflects community needs and values.

The Working Group identified five key groups of learners, eight overall global strategies and seven strategic themes (each with their own strategies).

In approaching the development of strategies and actions to address adult learning issues in Nunavut, the Working Group identified the needs of five key groups of learners, eight overall global strategies and seven strategic themes (each with their own strategies) that are critical to the success of all adult education and training programs. In addition, it is understood that training needs are cyclical and tied to specific economic, employment and community needs. It is also understood that the success of adult training and education should not simply be evaluated by the number of people who “get a job,” although this is important. The education and training needs of Nunavummiut often focus on becoming a more active contributing citizens or having an improved quality of life.

Nunavut cannot afford the financial and human cost of competing adult education and training strategies, given our needs, our limited resources, and the imperative for immediate action

In developing this first Draft Strategy, not all of the “sectors” involved in the Nunavut economy were able to clearly define or forecast their specific needs. Indeed, many segments of the economy are only just becoming organized. For the first release of the Strategy, the Working Group chose to focus on encouraging the development of an overarching framework that addresses some of the more systemic barriers and key actions that will have the greatest benefit to all sectors and groups. As the Strategy evolves, it is expected that specific developing “industry sub-strategies” will continually be linked into the overall framework - complementing each other and avoiding duplication. Nunavut cannot afford the financial and human cost of competing adult education and training strategies, given our needs, our limited resources, and the imperative for immediate action.

The Nunavut Adult Learning Strategy is a “living document” that will evolve over the years as priorities change and new resources become available.

A major challenge in preparing the Strategy has been to capture and coordinate all of the excellent ideas that have been put forward for possible recommendations. As a result, the Strategy should be considered a “living document” that will evolve over the years as priorities change and new resources become available. In addition, when we speak of adult learners in Nunavut we are by and large speaking of learners with families. As a result, we must take into consideration the needs of the learner as a whole, not just the needs of

the specific individual. In many instances, the ability of learners to engage is not constrained by their abilities or motivation, but by barriers or obstacles that result from other responsibilities or issues directly affecting the learner.

The global strategies identified by the Working Group deal with critical areas that must be addressed if we are to follow the guiding principles that Nunavut stands for. These global strategies are in addition to, and included within, recommendations relating to the needs of the specific groups of learners, and the seven strategic theme areas identified by the group. Given their importance, the Working Group felt these global strategies should be highlighted, even though they may appear within the context of other recommendations.

A detailed implementation plan will be developed after the completion of public consultation and formal approval of the Strategy.

A note about the format of strategies and action items presented: when approaching the recommendations, the Working Group examined a number of elements associated with each strategy or action item. These include a timeframe for the action, measurement indicators, reporting, and identification of lead and supporting agencies. In the interests of space these have been recorded in a supporting document where the associated detail has been captured and will form the basis of the implementation plan once the Strategy is approved.

5.2 Establishing Priorities: The first five years and beyond

A priority effort is needed to strategically focus on raising literacy skills (both English and Inuktitut) and basic education levels of Nunavummiut.

Throughout the process of developing the Strategy, one major theme that continually affected all client groups and sectors of the economy (whether it was government, the fishing sector, mining, business or other areas) is the need for immediate and direct action to provide literacy and adult basic education opportunities for Nunavummiut. This was not seen as an ancillary program, but rather a key strategic priority that must be addressed in a concerted, coordinated manner. A priority effort is needed to strategically focus on raising literacy skills (both English and Inuktitut) and basic education levels of Nunavummiut. Without this effort there will be very few candidates with the basic skills needed to take trades training, law, nursing or other advanced levels of programming. In addition, individuals already employed may not be able to proceed in their careers because their literacy and education levels limit their growth, even though they may wish to move into other areas of increased responsibility.

Actions undertaken by the government to combat poverty and social exclusion can only have lasting effects if we improve the skills of the population – especially the skills of those individuals with the least education and training.

The primary strategic priority identified by the Working Group is a five-year strategic investment in a dedicated program of literacy and adult basic education at the community level. This would be the first phase of an on-going strategy that will evolve over time. Actions defined in support of this recommendation follow throughout the Strategy. The Working Group felt that we must recognize the situation for what it is, and provide support to those individuals with the least education and training. The challenges being experienced by the K-12 school system will take a long time to address. Actions undertaken by the government to combat poverty and social exclusion can only have lasting effects if we improve the skills of the population – especially the skills of those individuals with the least education and training.

Course and program funding should be based on a life or delivery cycle approach, which commits funding to a specific time period, and includes appropriate evaluative measures.

The Working Group also identified the need for a coordinated planning cycle, ensuring adult learners are engaged and learning success is the priority. Education and training programs must be based on a solid assessment of need and a phased-in approach. Funding will always play a key role in these discussions, however it is clear that existing funding for many programs is “one off,” and for the most part must be renewed annually. This not only creates a major barrier to successful planning of programs, but it also signals a lack of commitment to the learner. Course and program funding, whether it is for Nunavut Arctic College or for other programs, should be based on a life or delivery cycle approach, which commits funding to a specific time period and includes appropriate evaluative measures.

It is recommended that Nunavut not consider attempting to establish a stand-alone university.

In addition, while there is a need for advanced post-secondary institutional learning throughout Nunavut, it is recommended that Nunavut not consider establishing a stand-alone university until such time as a greater proportion of our population is prepared to access that service. In order to meet current demand, the Working Group recommends continued development of bilateral agreements with post-secondary institutions outside of Nunavut such as those used for the Akitsiraq Law School, the Nursing Program and the Nunavut Teacher Education Program.

6.0 GLOBAL STRATEGIES

The Working Group identified the following seven global strategies that deal with critical issues that must be addressed. Following these strategies is a description of additional strategic themes (each with their own strategies) that are tied specifically to the needs of adult learners. All 29 identified strategies, whether global or theme-related, have recommended courses of action.

Designated Inuit Organizations could have supporting roles in any of the recommendations within the Learning Strategy as required by Article 32 of the NLCA. Article 32 requires government to provide Inuit with an opportunity to participate in the development of social and cultural policies and programs and services, including their method of delivery.

Strategy 1. Restructure and redevelop Adult Learning Programs in Nunavut to put the needs of the adult learner first, and ensure the system is based on Inuit cultural and community values.

A wide range of studies has indicated that adults learn better in their first language, and they are able to learn more effectively in a second language if they are competent and comfortable in their first language.

Rationale: The current structure of adult learning programs in Nunavut does not adequately reflect the needs of adult learners, including the provision of learning opportunities that encompass Inuit cultural and community values. Short-term employment needs tend to act as the primary driver for the delivery of courses and programs, with little attention paid to providing opportunities for adult learners to identify their skills and career options. The lack of Inuit adult educators and instructors, combined with a lack of opportunities to take training in Inuktitut, has also limited the number of adult learners in the system. A wide range of studies has indicated that adults learn better in their first language, and they are able to learn more effectively in a second language if they are competent and comfortable in their first language.

Proposed Action:

- 1.1 Develop policy and implementation frameworks to apply Inuit teaching and learning methods in the adult learning environment.
- 1.2 Develop guidelines and methods for instructors and adult educators to use Inuit teaching methods in the learning environment, including identification of best practices.
- 1.3 Document Inuit teaching methods and philosophy, ensuring multiple learning methods are reflected (i.e. oral tradition, watching/observing, hands-on learning, etc.).

Strategy 2. Define the mission and purpose of Nunavut's adult training institutions and provide a solid framework for a modernized post-secondary education system.

Changes to the Public Colleges Act and Regulations should be examined to ensure adult learning is approached in an efficient and cost-effective manner.

We need to evaluate the role of District Education Authorities in order to improve the coordination and delivery of community-based education and training.

Rationale: The current *Public Colleges Act* recognizes Nunavut Arctic College as the only post-secondary training institution in Nunavut. Given that demand outstrips the College's ability to deliver programming, and there are alternative methods for delivering certified adult education and training, changes to the Act and Regulations should be examined to ensure adult learning is approached in an efficient and cost-effective manner, recognizing the strengths of existing training organizations in Nunavut.

The role of District Education Authorities also needs to be evaluated in order to improve the coordination and delivery of community-based education and training. Transforming DEAs into Community Education Councils could improve coordination by creating a direct link to the Minister of Education's Advisory Committee on Education, and to the College Board of Governors. In this way, community needs would receive greater attention and not be constrained within various bureaucratic processes.

Proposed Action:

- 2.1 Through a review of Nunavut Arctic College and the *Public Colleges Act*, update the Act to reflect operating realities in Nunavut, and investigate alternative options for the delivery of adult training and education, such as introducing an *Adult Learning Centres Act*, which recognizes and certifies alternative delivery organizations such as correction facilities, union training facilities, and other appropriate organizations.
- 2.2 Ensure that related Acts such as the *Nunavut Education Act* and *Apprenticeship, Trades and Occupational Certification Act* are harmonized with the *Public Colleges Act*.
- 2.3 Evaluate the role of District Education Authorities and institute changes to transform DEAs into Community Education Councils, which would be responsible for coordinating all community-based learning activities.

Strategy 3. Restructure the adult side of the Department of Education to better reflect the needs of the labour market, provide programs and services that are "adult learner friendly", and respond faster to changing priorities and resource allocations within Nunavut.

Restructuring the “adult side” of the Department of Education will improve the department’s ability to respond to changing priorities and resource allocations, and make Nunavut’s education system more seamless and responsive to community needs.

Rationale: The current structure was inherited in 1999. In its current form, the “adult side” of the Department is organized along lines that do not necessarily reflect financial and program services requirements, and greater attention needs to be paid to making adult programs and services more client-oriented. Restructuring the Department is also required in order to improve the department’s ability to respond to changing priorities and resource allocations, and make Nunavut’s education system more seamless and responsive to community needs.

Proposed Action:

- 3.1 Establish a single responsibility centre within the Department of Education to supervise the delivery and monitoring of adult programs, and implement a mature graduation high school certificate.
- 3.2 Relocate Career Development Officer positions to the communities, ensuring that each Nunavut community has a career development officer who is co-located with the community adult educator. This will help to ensure every community has access to referral, career counselling and support services.
- 3.3 Redefine the role of Career Development Officers to include the provision of community-based information services about Financial Assistance for Nunavut Students (FANS), provide career counselling services to college and high school students, provide a bridge with the regional AHRDA organizations, link activities with HRSDC and Skills Canada, coordinate the community skills inventory and harmonize services with school programs.
- 3.4 Ensure every community in Nunavut has an Adult Educator, and that the role of Adult Educators is redefined to work in concert with Community Career Development Officers and the Community Adult Learning Instructors.
- 3.5 Restructure the Nunavut Apprenticeship, Trades and Occupation Certification Board, provide them with the resources to include all industrial sectors of the Nunavut workforce, and develop and invest in long-term programming.
- 3.6 In addition to the positions already allocated to support the Apprenticeship and Trades Board, provide resources for three additional Apprenticeship and Trades Coordinators who can work with and support each region’s industrial activities.
- 3.7 Withdraw from the NWT/Nunavut Skills Canada structure, and establish a Nunavut Skills Canada structure and organization that will provide focused services to

Nunavummiut. This would include the staffing of an Executive Director's position, with identified resource support.

- 3.8 Examine current funding programs delivered by the Department of Education to remove barriers and to facilitate the investment of resources (Training on the job, LMDA, Income Support, Adult Education, FANS, etc.) in a more coordinated manner with AHRDA holders and HRSDC.
- 3.9 Lobby federal government departments for changes to programs and for additional funding to support aboriginal education initiatives that are similar to what they are already providing to First Nations communities elsewhere in Canada.

Strategy 4. Ensure Inuit languages become the foundation for adult learning.

The use of Inuktitut as the foundation for learning is vital when Inuit make up 85% of the population and 75% of Inuit still speak various Inuktitut dialects as their first language.

Rationale: Most adult learning opportunities in Nunavut are offered primarily in English, even though Inuktitut/Inuinnaqtun are official languages of the territory. Nunavut is the only jurisdiction in Canada where the majority of residents are Aboriginal and predominantly of one ethnic group. Inuit make up approximately 85% of the population of Nunavut. According to the 1986 Canadian Census, 92% of people whose mother tongue is Inuktitut could speak fluently. However, by 1996 this figure had declined to 84%. While the use of Inuktitut as a first language has been declining, today approximately 75% of Inuit still speak various Inuktitut dialects as their first language.

In some regions of Nunavut the use of Inuktitut is strong, and represents the first language of the majority of residents. In other areas English is rapidly supplanting Inuktitut as the first language.

In some regions of Nunavut the use of Inuktitut is strong, and represents the first language of the majority of residents. In other areas English is rapidly supplanting Inuktitut as the first language. While 85% of the population is Inuit, overall, approximately 70% of the population speaks Inuktitut or Inuinnaqtun as their first language. As a result, Inuktitut needs to become the foundation for adult learning in Nunavut in order to avoid further erosion of Inuktitut as the majority language of the territory, and to ensure education and training opportunities are provided for Inuit in their first language, many of who are unilingual Inuktitut speakers. Without delivering education and training in Inuktitut many people find it difficult to access programming which they need to support personal and community wellness.

Proposed Action:

- 4.1 Implement a program to recruit and retain Inuit adult educators and instructors.

- 4.2 Provide education and training opportunities for Inuktitut language speakers to strengthen their Inuit language literacy abilities (reading, writing, grammar, critical thinking skills).
- 4.3 Provide intensive Inuktitut second language training (both oral and written) for Inuit who do not speak their language.
- 4.4 Provide intensive immersion training for those individuals for whom Inuktitut/Inuinnaqtun is not their first language.

This will assist in ensuring a better appreciation of our cultural environment, and will encourage the use of Inuktitut as the primary language of work.
- 4.5 Create an Inuit Language Institute that provides support for developing Inuktitut curriculum and learning resources, etc. The work of the Institute should also support the development of Inuktitut terminology for use in certificate, diploma and degree programs.
- 4.6 Create incentive programs to promote the use of Inuit languages and the development of strong literacy skills (make it prestigious and desirable).

Strategy 5. Increase the number of Inuit Adult Educators and Instructors in Nunavut. The strategy could be implemented in manner similar to the way the Nunavut Teacher Education Program was implemented.

Increasing the number of Inuit adult educators and instructors will go a long way toward improving Nunavut's ability to deliver adult education programs and services in Inuktitut.

Rationale: There is currently a severe shortage of qualified Inuit Adult Educators and Instructors. Resolving this issue over the long-term will go a long way toward improving Nunavut's ability to deliver adult education programs and services in Inuktitut/ Inuinnaqtun. By adopting this sub-strategy we will be able to recruit more Inuit into careers in adult learning throughout Nunavut. Enabling instructors to deliver programs in Inuktitut/Inuinnaqtun with Inuit culture and values as a foundation will also provide support for increased community-based learning. In addition, increasing the number of Inuit Adult Educators and Instructors will help the government achieve its legal obligations under Article 23 of the Nunavut Land Claims Agreement.

Proposed Action:

- 5.1 Implement a Nunavut Adult Educator and Instructional Diploma Program, anchored to the Nunavut Teacher Education Program. Fund the program for a five-year cycle, and evaluate program success and possible areas for improvement. Instructors should be trained and certified in

core programming, and encouraged to develop specializations so that they can work in a wide variety of subject areas including literacy, life skills, adult basic education, trades, professional programming, and other employment-specific program areas.

Strategy 6. Provide on-going professional development and training for existing adult educators and instructors, including programs for Inuit educators and teachers interested in teaching adults.

Certification standards for adult educators and instructors need to be developed, along with a program to ensure certification and continued career progression.

Rationale: The College does not currently have certification standards for adult educators and instructors. Certification standards need to be developed, along with a program to ensure certification and continued career progression. The use of Prior Learning Assessment and Recognition would recognize current skills and abilities and assist individuals to obtain any required degree or diploma faster.

Proposed Action:

- 6.1 Complete skills and teaching abilities assessments of the current Inuit adult educators and instructors, develop certification standards and a program to ensure certification and continued career progression.
- 6.2 As part of the program, recognize the current skills of adult educators and instructors by instituting a Prior Learning Assessment and Recognition (PLAR) program, thereby allowing them to obtain any required degree or diploma faster.

Strategy 7. Ensure all programs delivered by Nunavut Arctic College have *Inuit Qaujimaqatuqangit* as their foundation. All courses and programs offered by NAC should be built from IQ, rather than simply having IQ “incorporated” into their existing structure.

The establishment of program advisory committees and an elders’ advisory body could help NAC integrate IQ into all courses and programs.

Rationale: While Nunavut Arctic College has attempted to integrate IQ into courses and programs offered by the College, a great deal still needs to be done. The establishment of program advisory committees and an elders’ advisory body reporting to the Board of Governors would help with policy development and significantly improve the current process.

Proposed Action:

- 7.1 Redesign existing NAC programs to ensure IQ is used as the foundation for program delivery.
- 7.2 Re-institute program advisory committees and establish an elders advisory body to assist the College's Board of Governors with policy development. Also ensure youth needs are reflected.
- 7.3 Develop and produce course and program materials in Inuktitut and English that are based on IQ principles.

Strategy 8. Ensure Information Technology and the Internet support the delivery of adult education and training programs.

Rationale: There is currently a lack of Information Technology applications in Nunavut that are designed to improve distance education program delivery,

Proposed Action:

- 8.1 Develop and maintain an Internet-based portal that links all aspects of adult education and training delivery.
- 8.2 Develop an on-line community skills inventory system that links employment, interest in employment, essential skills assessment and career development options.
- 8.3 Develop and implement appropriate forms of electronic distance learning to reduce the "distances" between Nunavut communities, and make expertise and services available in a more cost-effective manner.
- 8.4 Ensure training is recorded and tied to appropriate certification programs. Create an on-line adult learning registry that records the completion of adult training delivered by approved agencies, and allows Nunavummiut to access their training history.

7.0 STRATEGIC THEMES

7.1 Strategic Theme: Engaging the Adult Learner

It is important to engage Nunavummiut in an exploration of their life and career choices. The best way to accomplish this is to reach out to adult learners - seeking their input into what adult education programs and services should be offered.

One area that impacts all aspects of adult learning is the need to engage Nunavummiut in an exploration of their potential life and career choices. There is a need to build programs and services that allow Nunavummiut to take part in education and training that is relevant to their needs and interests. The best way to accomplish this is to reach out to adult learners, seeking their input into what adult education programs and services should be offered.

Programs and services must also be developed, presented and explained in order to ensure they are relevant to individual and community needs. For the purposes of the Strategy, relevancy can be defined as programs that are relevant to the specific needs of the learner, reflecting the economic, cultural and community values of Nunavut. They must also be offered in a timely manner and sequence that allows the learner to develop and improve their quality of life.

Strategy 9. As the first language of the majority of the people in Nunavut, Inuktitut/Inuinnaqtun literacy and basic education programs, services, and resources shall be the priority.

- Strategic actions must embody the principles of *Inuit Qaujimajatuqangit*.
- Programs, services and resources must be based on the needs and solutions identified by our communities.

Government and other stakeholders need to understand that funding allocated to adult literacy and adult basic education should be considered an investment, not just an expense.

Rationale: Government and other stakeholders need to understand that funding allocated to adult literacy and adult basic education should be considered an investment, not just an expense. With support from government, a policy and associated programs should be developed that will invest the most in those who have the least (those with the least education and/or lowest literacy skills).¹ Building literacy skills takes time, and can be combined with the development of other skill areas such as computer literacy, WHMIS, etc.

In order for change to occur, communities need to benefit from an investment in literacy skills training.

In order for change to occur, communities need to benefit from an investment in literacy skills training. Improving literacy skills needs to be recognized as a positive benefit that can help a person achieve their aspirations, improve opportunities for employment and personal empowerment. Increased dialogue and public awareness campaigns

need to be targeted toward addressing the declining enrolment of males in literacy, ABE and college programs.

An investment in on-going training and education for all employees helps to increase productivity and employee satisfaction.

Skill loss on the job is also a significant issue for employers across the country. An investment in on-going education and training for all employees helps to increase productivity and employee satisfaction². Employees who increase their skill level by taking part in on-the-job training, courses and other forms of professional development, and who apply these skills to their jobs should be rewarded through merit increases or other benefits. Countries such as Denmark and Norway that have adopted this kind of a system have seen improvements in employee motivation for those employees who participate in workplace learning.³

Proposed Action:

- 9.1 Encourage public dialogue about the value of developing strong literacy and lifelong learning skills.
- 9.2 Facilitate a process of consultation about the needs of adult learners in communities, in partnership with municipal and territorial governments, Nunavut Arctic College, non-profit organizations, community agencies and the general public.
- 9.3 Raise awareness about the importance of literacy among employers and employees.
- 9.4 Encourage employers to link continuing learning to increased compensation for existing employees.
- 9.5 Provide employers with financial incentives and programming support for implementing workplace literacy programs.
- 9.6 Adopt common definitions within government departments for terms related to adult learning.
- 9.7 Encourage the modification of current labour laws and union agreements in order to recognize and promote leave opportunities for employees who wish to participate in literacy and adult basic education programs.

Strategy 10. Identify the needs of *Inuit Qaujimaningit* learners in order to develop programs that support the linkage between income earning activities and traditional lifestyles, for both short and long term periods.

- **Use the Nunavut Economic Development Strategy and community economic**

development strategies as a framework to guide program development.

- **Ensure there are direct links to the Inuit Cultural School that is currently under development.**

Programming and learning opportunities need to be identified that support traditional lifestyles. The Inuit Cultural School is expected to provide direct linkages for *Inuit Qaujimaningit* courses and programs.

Rationale: Community-based programming needs to be identified that will support traditional lifestyles. This programming should be linked to short and long term economic opportunities, with particular emphasis placed on linkages with the work already completed by the Nunavut Economic Forum. The resulting information should be used as the basis for a sub-strategy to serve the needs of this client group. It should also be recognized that *Inuit Qaujimaningit* learning overlaps with the needs of other learning groups that need literacy, ABE, trades training, etc. The Inuit Cultural School is also expected to provide direct support for *Inuit Qaujimaningit* courses and programs.

Proposed Action:

- 10.1 Identify currently available programming and required learning opportunities, and develop an integrated program of education and training that supports traditional lifestyles.
- 10.2 Establish a mechanism to research and integrate best practices from other indigenous groups in Canada and the circumpolar world, after adapting them to the Nunavut context.
- 10.3 Design and develop curriculum for *Inuit Qaujimaningit* programs as identified by Inuit through an assessment process. Ensure the curriculum is centrally located, and available to all communities across Nunavut. Furthermore, ensure Inuit studies link with the proposed cultural school, which can act as a centre of excellence for sharing best practices. The focus should be on programming rather than the construction of facilities.
- 10.4 Complete the development and implementation of the Inuit Cultural School in Nunavut, and establish within the School a “Centre of Excellence” within which *Inuit Qaujimaningit* courses and programs can be anchored and shared.

Strategy 11. Restructure Vocational, Apprenticeship and Trades Programming to promote it as a viable option for post-secondary learning.

There are currently only 108 registered apprentices in Nunavut, and programs are fragmented, erratically delivered, and funded on a one-time only basis.

Rationale: Since 1999, there has been no cohesive structure for the promotion, planning, development and delivery of vocational, apprenticeship and trades programming in Nunavut. There is also no effective bridge between high school, vocational and post-secondary programming. Apprenticeship and trades training has for all intents and purposes, been discouraged, with the attention focused on the education and training needs of government and professional programs. As a result, there are only 108 registered apprentices in Nunavut, and current programs are fragmented, erratically delivered, and funded on a one-time only basis.

Proposed Action:

- 11.1 Identify the need for vocational, apprenticeship and trades programming and promote it as a viable career option within Nunavut. Programs such as Skills Canada and NEAT should be expanded, funded and linked to Nunavut-wide Apprenticeship and Trades Programs. In addition, re-introduce industrial arts into the K-12 school program.
- 11.2 The Registered Apprenticeship Program should be redeveloped, allowing full-time high school students to earn a high school diploma and participate in an apprenticeship program at the same time.
- 11.3 Develop a common access year for college academic programs and a common access year for vocational/trades programs; completion of an access year would be the equivalent of a high school diploma. Recognize that learners will be working at a wide range of literacy and ABE skill levels, which may result in the need for additional time and support before the students can complete the access programs. Literacy and ABE programming should be linked to both the academic and trades streams.
- 11.4 Develop a PLAR program for trades that recognizes and supports the development of equivalencies and allows for the challenging of exams based on experience.
- 11.5 Institute a program of short courses leading to certification, apprenticeship and long-term trades development. The short courses could be offered in regional centres or in home communities.
- 11.6 Provide opportunities for students to engage in pre-trades or access year programming at the community level, through programs that contain a hands-on component. Develop and implement a program of facilitated distance delivery for pre-trades programs, anchored in the community learning centres.

- 11.7 Develop a program to allow interested individuals to be exposed to possible employment opportunities in trades through job mentoring and job shadowing.
- 11.8 Promote, fund and encourage the development of youth summer science camps, youth summer experience programs and youth career and promotion programs that support occupations in trades. Provide hands-on learning opportunities to produce real products that enhance community life.

Strategy 12. Identify and promote programs that encourage and attract young Inuit men back into education, in order to expand the options available to them.

Enrollment and retention rates for Inuit men in a wide range of education and training programs continue to drop and remain low.

Rationale: Enrollment and retention rates for Inuit men in a wide range of education and training programs continue to drop and remain low. Aboriginal males across Canada have slightly lower enrollment rates than females. This is supported by the results of the most recent Nunavut Arctic College Graduate Survey that indicated almost two-thirds (63%) of NAC students were female.

Proposed Action:

- 12.1 Identify and promote programs that encourage and attract young Inuit men back into education, in order to expand the options available to them.

Strategy 13. Develop a program to support the education and training needs of small business and those who are self-employed.

Small businesses often have poorly developed skills in marketing, finance, human resource planning, technology and strategic planning - all areas that are critical to business success.

Rationale: There is currently very little programming in Nunavut that supports the needs of small business and those who are self-employed. Small businesses face a difficult challenge in developing the management skills required to develop and maintain a competitive business. A number of studies have shown that small businesses often have poorly developed skills in marketing, finance, human resource planning, technology and strategic planning - all areas that are critical to business success.

Proposed Action:

- 13.1 Identify and promote programs that support the needs of small business and those who are self-employed.

Strategy 14. Provide consistent Nunavut-wide programs and services for those wishing to take a more active role in their community.

A key group of adult learners in Nunavut are those who wish to obtain training or education to become more active and confident in their community.

Rationale: Although potentially not directly related to employment, a key group of adult learners in Nunavut are those who wish to obtain training or education to become more active and confident in their community. These individuals may work for their hamlet, run for civic government or the local Co-op, become involved in Institutions of Public Government under the NLCA or in community non-profit enterprises. The establishment of a School of Public Service, similar to the structure of the Municipal Training Organization, could help address the long-term education and training needs of local governments and support the education and training needs of this group.

Proposed Action:

- 14.1 Determine the need and demand for formal and informal education and training to address the needs of adult learners wanting to become more active members in their communities.
- 14.2 Establish a School of Public Service, similar to the structure of the Municipal Training Organization. This would address the long-term education and training needs of local governments. The School should incorporate and build on the success of the Municipal Training Organization, and should be provided with stable funding based on a five-year business plan. The focus of the School should be on longer-term education, supported by short-term training.
- 14.3 Establish Nunavut leadership programs to support the growth of community-based non-profit and social enterprises that encourage the sharing of best practices.
- 14.4 Establish and maintain an on-line repository of learning resources and information related to governance, capacity building, accountability, and financial management. This virtual infrastructure could possibly be anchored to the existing Nunavut Municipal Knowledge Network.
- 14.5 Link Health, Education and Civic Learner needs to well-defined assessments of community counseling and wellness needs.

7.2 Strategic Theme - Promoting Adult Learner Success

Supporting student success is an important component of the Nunavut Adult Learning Strategy.

Once adult learners have been engaged, there is a need to help them achieve success in the learning path they choose. Success can mean many things, including everything from employability to increasing opportunities for self-reliance. The Strategy endeavours to ensure that the broad-range of adult learner needs are being addressed and supported. The intent is to build a system that supports education and training options, while at the same time increasing an individual's capacity to engage and participate in Nunavut.

Strategy 15. Ensure programs, services and resources are based on needs and solutions that are directly identified by communities.

Research has demonstrated that programs developed to meet the needs of specific target groups are more effective.

Rationale: In Nunavut, as in the rest of the country, there is a tendency to provide education and training for adults with higher literacy skills. There is little investment in those most in need. Countries with higher literacy rates have policies that are designed to ensure adequate resources go towards those most in need.⁴ Research also demonstrates that programs developed to meet the needs of specific target groups are more effective.⁵

Community involvement in planning their education and training priorities supports the Pinasuaqtavut principle of *Namminiq Makitajunnarniq* – or Self Reliance.

Direct involvement by communities in identifying their education and training needs also contributes to greater participation and support for the programs being offered. Community involvement in planning their education and training priorities also supports the Pinasuaqtavut principle of *Namminiq Makitajunnarniq* – or Self Reliance.

Proposed Action:

- 15.1 Support the development of varied of types of learning and places where the learning can take place.
- 15.2 Support the development and delivery of innovative programs that target those most in need (those with the lowest literacy skills who are disadvantaged and marginalized).
- 15.3 Support the development of workplace and workforce literacy, including basic education programs.
- 15.4 Encourage the implementation of literacy-enhancing activities in the workplace
- 15.5 Support programs and services that inform, educate, and support parents in their efforts to assist their children's learning and literacy development.

- 15.6 Support the development and delivery of intergenerational programs that promote literacy and language acquisition in children from 0 to 6.
- 15.7 Support school and community-based preventative literacy programs and services for school-aged children
- 15.8 Support the development of learning materials that are practical and relevant to a learner's real life issues. Priority should be given to the development of materials in Inuktitut and Inuinnaqtun.
- 15.9 Support the development and delivery of informal, context-based programs (family literacy programs, culturally-based programs)

Strategy 16. Ensure adult learners have access to up-to-date reference materials in the language of their choice.

Inuktitut based education and training material are often lacking, not current and difficult to obtain.

Rationale: There is currently a lack of adult education and training resource materials in Inuktitut. In addition, material that is available is often not current and is difficult to access, especially in smaller communities.

Proposed Action:

- 16.1 Develop Inuktitut apprenticeship and trades resource material; ensure the material is accessible on the Internet and updated promptly to ensure validity.
- 16.2 Ensure trades manuals are on-line, accessible anywhere in Nunavut, and updated promptly to reflect evolving industry standards.

Strategy 17. Create a system that provides financial and resource support for student excellence.

Equal attention should be paid to the elimination of barriers and improving support for student success.

Rationale: Access to learning opportunities is only one part of the response that is required to increase the number of adults entering education and training programs. Equal attention should be paid to the elimination of barriers and improving support for student success. It is often a lack of student support systems that limits the number of adults entering education and training programs, or influences their decisions to withdraw. Improving the coordination and support provided by the Career Development Officers (described under Strategy 3) will also help to improve student success.

Proposed Action:

- 17.1 Develop an on-line centralized application process that provides information and links to all available student support funding options.
- 17.2 Undertake a detailed review of the financial requirements of FANS, taking into account growth projections and identification of priority investment areas. The review should include an evaluation of funding options for adult basic education, and the structure of the student grant/loan system to ensure access and equitability.
- 17.3 Develop a coordinated, student-focused approach to financial support that focuses on providing better service to students, and promotes equitability in the support available to Nunavut learners in all areas of adult learning.
- 17.4 Ensure availability and access to appropriate childcare support.
- 17.5 Deliver programs as close to the user as possible.
- 17.6 Provide access to counselling and support services, and link employment, technical preparation and career counselling to career development options in high schools.
- 17.7 Provide better and more accessible information about financial programs and services (on-line, updated, coordinated), helping learners to make informed decisions.
- 17.8 Develop a strategy to reach out to students with disabilities, and provide support for transition into adult learning and post-secondary education.
- 17.9 Develop a consistent access year for all Nunavut Arctic College programs, tied directly to a mature high school graduation diploma and funded through FANS.
- 17.10 Introduce an extra credit program that allows high school graduates to obtain missing courses that are required for entry to college or university, or to review or upgrade courses lost since leaving high school.
- 17.11 Implement a learning ombudsman function, which acts as an independent evaluator for concerns or complaints about adult programs and services available to Nunavummiut (e.g. FANS, etc.).
- 17.12 Develop a “roadmap” for career planning that is available for every adult who wants one, and encourage the development of career planning “roadmaps” for high school students.

- 17.13 Ensure the availability of appropriate levels of student housing. In developing and planning for the delivery of courses and programs, student accommodation should always be considered. Programs oriented to a Nunavut-wide audience should not be allowed to proceed without appropriate accommodation for both married and single students.
- 17.14 Develop and deliver short courses and programs in Inuktitut/Inuinnaqtun and/or English/French as required, which build towards a long-term educational goal.
- 17.15 Produce and distribute glossaries of Inuktitut/ Inuinnaqtun terminologies for government, governance, and finance/accounting concepts.
- 17.16 Engage Nunavummiut before they become adults by establishing leadership programs for youth, either within high schools or within community youth groups. These programs should encourage an appreciation of community cultural foundations and prepare youth to take on leadership roles in their communities. Programs should be tied to the Nunavut Cultural School.
- 17.17 Develop and implement programs that identify and promote the value of volunteerism in our communities. Part of this should be a more structured recognition of the contribution that volunteers make to the health and life of our communities. Credit should be given for volunteerism throughout all High School and adult programs, not confined to one credit course. Skills learned should be recognized through the use of PLAR.
- 17.18 Encourage the development of registered charities and foundations in order to access funding that is available within Canada, and internationally, for the support of education, research, and community development projects.

7.3 Strategic Theme: Increasing Accessibility for all Nunavummiut

While accessibility barriers can be societal, structural, systemic, geographical, perceptual, or simply a lack of infrastructure – any programs that are developed should ensure equal access to everyone, inclusive of those with special needs.

In concert with engaging the adult learner and supporting student success, Nunavummiut must have access to the programs they need to facilitate their life and career objectives. The issue of accessibility cuts across all levels of programming, whether it is university or college level programs, trades and skills programs, literacy or adult basic education programs. When addressing the issue of accessibility, the elimination of barriers must be seen as a key component of the strategy. Accessibility barriers can be societal, structural, systemic,

geographical, perceptual, or simply a lack of infrastructure. Key actions are needed to address areas such as increasing public awareness about the availability of programs and services (what is possible), defining a clearer expression of demand for learning services, clearly presenting literacy issues, and the identification of infrastructure and resource requirements.

Any programs that are developed should ensure equal access to everyone, including those with special needs.

Strategy 18. Ensure Nunavummiut have equal access to programs and services that are reflective of individual and community needs.

While electronic databases have proven to be effective, they cannot replace face-to-face support for learners.

Rationale: Many countries have set up electronic learning databases. While these databases have proven to be very effective, they cannot replace face-to-face support for learners. In short, the guidance function is clearly missing. Countries are perfectly aware of this drawback: the widespread availability of web-based information about adult learning cannot be a complete substitute for face-to-face tutoring, counseling and discussions between the individual adult and a professional expert in adult learning.⁶

Community members must be able to have their skills and competencies officially recognized, regardless of where they have been obtained.

Community members must be able to have their skills and competencies officially recognized, regardless of where they have been obtained. The entry point for many adult learners is through informal community-based literacy and basic education programs. These groups have the expertise and connections to community members to effectively engage many reluctant learners. These programs also engage learners who do not self-identify as having literacy problems. Learners need to be given choices in terms of the type and variety of literacy and basic education programs that are available to them. Most countries and jurisdictions with successful adult learning strategies offer informal, context-based programs in an effort to engage adults who have not had success in the school system or in other formal programs.⁷

Most countries and jurisdictions with successful adult learning strategies offer informal, context-based programs in an effort to engage adult learners.

Proposed Action:

- 18.1 Improve reception and referral services for adults in order to help individuals make informed choices. Nunavummiut need to have information about the options available to them, and on-line access to information about learning, career development, and employment opportunities.

- 18.2 Officially recognize and provide funding for context-based informal literacy and basic education programs, and the participation of the learners in those programs.
- 18.3 Develop curriculum and resources that can help learners explore their own learning styles, along with appropriate ways of dealing with conflict and life issues.
- 18.4 Strongly encourage adult educators and literacy instructors to identify and utilize community resource people such as elders, language specialists, social workers, counselors, nutritionists, to support their programs and students

Strategy 19. Develop a seamless learning system that allows multiple entry and exit points, reflecting the conditions and life paths of many adult learners in Nunavut. The system needs to be transparent and understandable to the learner, while at the same time promoting “life-long learning” in all programs.

The current system of programs and courses applied in Nunavut is fragmented, inconsistent in its application, frustrating to adult learners and rarely leads to the stated objectives.

Most provinces have replaced GED with some form of mature matriculation through which adults can complete their high school diploma.

Several provinces have also developed a dual credit approach, which links a high school diploma for mature students to college courses.

Rationale: The current system of programs and courses applied in Nunavut is fragmented, inconsistent in its application, frustrating to adult learners and rarely leads to the stated objectives. This frustration leads to lack of engagement and low completion levels.

There are increasing numbers of older students who have left high school for a period of time but who now want to return to school to obtain their high school diploma. There are also many adult learners who want to obtain upgrading in order to enter post-secondary education and training programs, but find it difficult to do so. High schools in Nunavut are not equipped to deal with the numbers of these students, nor the challenges involved with integrating adults into their existing structure.

Adult basic education programs in Nunavut are limited in overall availability and a lack of instructors and materials. While the General Equivalency Diploma or GED has been the vehicle of choice for those wishing to obtain recognition of high school equivalency, it is costly and difficult to deliver consistently throughout Nunavut, and centralized recording of successful participants has been problematic. The usefulness of the GED program is also limited because many universities and colleges in Canada no longer accept it. Most provinces now have some form of mature matriculation through which adults can complete their high school diploma. Several provinces have also developed a dual credit approach, which links a high school diploma for mature students to college courses.

Proposed Action:

- 19.1 Replace the existing programs and systems for delivering literacy, adult basic education, access and pre-employment programs - with one integrated structure that clearly reflects the current and future needs of adult learners in Nunavut, and that facilitates the engagement of adult learners in a process of life long learning.
- 19.2 Introduce a dual credit stream within which course credits are offered simultaneously at the high school level and the college or trades level, providing adult students with the ability to work on high school graduation and college entry or foundation credits at the same time. Dual credit systems operate in many jurisdictions. They offer the following advantages:
- 19.3 Create a continuum of learning from high school to college and/or university;
- 19.4 Provide a clear, transparent, understandable and seamless process, allowing learners to know where they are starting, where they are in the upgrading process, and what they will have when they finish;
- 19.5 Shorten the time required for high school students to complete their college or undergraduate degree;
- 19.6 Eventually eliminate the need for access years, such as those currently being offered by NAC;
- 19.7 Eliminate the duplication of courses taken in high school and the college (clearly link ABE learning to measurable testing and outcomes);
- 19.8 Sharpen student's general academic preparedness for college, apprenticeship and trades programs;
- 19.9 Expand the academic options for college-bound students;
- 19.10 Enhance the college-credit options for technical education students;
- 19.11 Develop clear, cost effective and efficient linkages between the K-12 and post-secondary systems;
- 19.12 Create a mechanism by which students can acquire specific courses required for intended programs (e.g. students who have graduated, but do not have all the courses required for entry into post-secondary programs);
- 19.13 Provide a mechanism by which students can monitor their progress, allowing learning to take place at a pace that is

- comfortable with their situation, and without feeling pressure to deliver on an externally established timetable;
- 19.14 Allow for adult night-school options for those currently employed but who need upgrading before graduation.
 - 19.15 Identify the Nunavut High School Graduation Diploma as the benchmark for entry into advanced post-secondary and adult programs, introduce a Mature Graduation Option and establish a standardized evaluation structure that reflects competencies related to the completion of Grade 12.
 - 19.16 As the Mature Student High School Graduation Diploma is introduced, along with associated changes to the education system, eliminate the GED and replace it with a system based on Nunavut standards and testing, tied to Nunavut certification.
 - 19.17 Recognize that Nunavummiut have a vast wealth of training and work experience. Develop a Nunavut program for Prior Learning Assessment and Recognition (PLAR), including a system of credit recognition and transfer. PLAR allows for the identification, documentation, assessment and recognition of skills, experience and knowledge. Through a structured process, learners are evaluated and their formal and informal learning is evaluated and recognized through credit.
 - 19.18 Within the context of the integrated system, develop consistent access year requirements for College programs, and fund access years through FANS. Tie successful completion of the access years to High School Matriculation requirements.
 - 19.19 Introduce Co-op/Experiential Programming at the Senior High School and College level, and provide hands-on experiential learning opportunities.

Strategy 20. Programs and services should be built from the community out.

The direct involvement of communities in the planning, development and delivery of adult education encourages greater interest, participation and support.

Rationale: The direct involvement of communities in the planning, development and delivery of adult education and training courses encourages greater interest, participation and support for the programs being offered. Programs delivered at the community level also eliminate the need for student housing, which is both expensive and difficult to obtain.

Proposed Action:

- 20.1 As a basic principle, education and training programs should be offered in the communities as close to the user as possible. Community Learning Centers should be upgraded and provided with Broadband technology to allow the CLC to become a community-learning node.
- 20.2 “Train the trainer” sessions should be developed and offered to build capacity at the community level and ensure training occurs as needed.
- 20.3 Employers should be encouraged to recognize the need for civic participation learning, providing time for workers to attend training and workshop sessions. This could take the form of on-the-job civic leave that may require changes to the Labour Standards Act. Civic participation builds confidence, and literacy and critical thinking skills that ultimately enhance worker performance.

7.4 Strategic Theme: Ensuring Quality in Learning Opportunities

The future success of the Nunavut Adult Learning Strategy is dependent upon the ability to assess and compare the quality, quantity and effectiveness of adult education and training programs offered in Nunavut.

Nunavummiut have indicated that they want quality programs that are relevant to their individual and community needs. In order to achieve this, definitions of quality must be established that reflect the needs of the learner and cultural relevance. We need to be able to assess and compare the quality, quantity and effectiveness of adult education and training programs delivered in Nunavut, in both a Nunavut and national context. Many Nunavummiut are looking for programming that is certifiable, transferable, and applicable for lifelong learning that may include a college or university education. They also want to ensure they are receiving value for their investment of time and money.

Strategy 21. When initiating any program or service, ensure key evaluative structures are present, and that there are methods to measure the attainment of goals and objectives in a manner that ensures results can be shared throughout the territory.

Certification and training for adult educators and instructors is critical to success.

Rationale: One of the drivers having the greatest impact on improving the literacy skills of adult learners is the degree to which adult educators or literacy instructors have been trained.⁸ Research strongly indicates that poor-quality programs and lack of knowledge about those programs are important factors that contribute to poor engagement, low participation rates and low retention rates. Quality control, program

assessment and evaluation, and practitioner training are integral components of an effective and successful literacy program.⁹

Proposed Action:

- 21.1 Support professional development for adult educators, literacy program providers and Career Development Officers.
- 21.2 Develop high-quality, culturally relevant curriculum for literacy programs and complete curriculum for Adult Basic Education.

Strategy 22. Establish a “Nunavut Centre of Excellence” as a focal point for Adult Learning Resources.

A Nunavut Centre of Excellence could provide a focal point for adult learning resources, best practices, program design and evaluation.

Rationale: There is currently no central location or focal point for adult learning resources, best practices, program design or evaluation in Nunavut. As a result, information about successes and program content is not well shared, evaluated or recorded. A Centre of Excellence designed to resolve this issue does not need to be large. However, it should be tied to need, focusing as a network from which information can be developed, shared and disseminated.

Proposed Action:

- 22.1 Create a Colleges and Adult Learning Division of the Department of Education, including a monitoring and evaluation branch, and the development of an articulation/certification framework for the delivery of adult education programs in Nunavut.
- 22.2 Develop an inventory of all programs, courses and training delivered in Nunavut, which also identifies competencies that define equivalences for transfer. In addition, develop and maintain a matrix of credit equivalencies, create a repository for Nunavut data, and develop a research agenda that reflects identified needs.
- 22.3 Create strategic linkages with southern and circumpolar-based post-secondary institutions that share the goals and interests of Nunavut.
- 22.4 Implement a coordinated approach to the collection, evaluation and dissemination of information and needs assessments, and establish core quality standards and program evaluation models for adult learning, linked through a virtual network.

- 22.5 Promote and implement an essential skills approach to education and training, which focuses on essential skills such as literacy, numeracy, problem solving, etc., and which can be used as the basis for the development of employment competency profiles.
- 22.6 Develop a Nunavut-wide instruction skills certification program that can be used by NAC, MTO, NAM and others.

7.5 Strategic Theme: Increasing Coordination of Learning and Support Systems

It will take a collaborative effort among sometimes-competing organizations to address the collective education and training challenges faced by adults in Nunavut.

The Adult Learning Strategy encourages and enables collaboration and cooperation in the assessment, development and delivery of adult learning programs, and programs in support of learning. The approach taken must be coherent and organized, as it is only by acting together that we will be able to adapt the supply of available education and training support resources to the needs of Nunavummiut. We do not have to start from the scratch – far from it. We can build on and refine what already exists, including current government policies, organizational program structures and program delivery models.

Nunavut needs a seamless system of education in which all aspects of the system are linked.

Nunavut needs to move towards a seamless system of education in which all aspects of the system are linked (ECE, K-12, vocational, adult learning, post-secondary and other program areas). Links must also be established between education, training and career development programs, community information for planning, competency systems, infrastructure development and Prior Learning Assessment and Recognition (PLAR). Bridges must also be built between the various organizations delivering education and training to ensure that the learning and support systems act as a foundation to learning rather than a barrier.

Strategy 23. Ensure that programs, services and support systems are coordinated to the maximum extent possible so that available resources are being applied in an efficient and effective manner, and the needs of the learner are clearly reflected in the solutions proposed.

Rationale: A family and community focus must be taken if we are to truly open the possibilities of coordinating services and providing an overlapping and seamless system of lifelong learning opportunities. Research into promising practices in the United Kingdom demonstrates the value of this kind of an approach.¹⁰ A family and community approach may also force those of us who grew up in the south to see

how the principles of *Inuit Qaujimajatuqangit* can form the basis of a partnership model, as opposed to attempting to take a southern model and adapting it to fit the Nunavut cultural context.

Stakeholders must all work together to develop relevant programming that promotes literacy and basic skill development.

Schools, libraries, community learning centers, daycare facilities, museums and cultural centers must all work together to develop relevant programming that promotes literacy and basic skill development. Partners must work together in order to ensure that all Nunavummiut have access to a broad range of programs and services designed to meet their needs.

Proposed Action:

- 23.1 Develop a partnership model that supports information and resource sharing among the GN, NTI, and other supporting agencies, which enhances the focus on healthy families and healthy communities.
- 23.2 Provide adult learners with multiple entry points to re-enter the education system in line with their life situation and goals.

Strategy 24. Establish a collaborative climate and mechanisms by which various adult training and education bodies in Nunavut can promote opportunities for lifelong learning.

Rationale: While the Department of Education and Nunavut Arctic College play the leading role in providing adult education services within Nunavut, other government organizations are also participants, as are communities, non-profit organizations, Inuit organizations and the private sector. All of these organizations have historically contributed to defining the adult education mission in Nunavut.

It will take a collaborative effort among sometimes-competing organizations to address the collective education and training challenges in Nunavut.

With this in mind, it will take a collaborative effort among these sometimes-competing organizations to address the collective education and training challenges faced by adults in Nunavut, both today and in the future. The approach taken must be coherent and organized, as it is only by acting together that we will be able to adapt the supply of available education and training support resources to the needs of Nunavummiut. We can build on and refine what already exists, including current government policies, organizational program structures and program delivery models.

Proposed Action:

- 24.1 Establish mechanisms by which employers, learning providers, unions, trades, community associations, parents, learners and government at all levels can work together to implement and maintain a lifelong learning culture in Nunavut.
- 24.2 Ensure that community facilities and infrastructure are accessible for the delivery of training and education programs. Schools and Community Learning Centers close for a portion of the year. These facilities should be made available to host a wide range of community-based programming.
- 24.3 Investigate the establishment of an *Inuit Qaujimajaningit* Learning Coordinator in each community, who can provide community liaison services tied to the proposed community education council - linked with the RIOs and community elders' councils. Training and support for the learning coordinators could be linked directly to the proposed Nunavut Adult Educator Program.
- 24.4 Where feasible, establish regional training alliances and develop partnerships between NAM, CGS, NTI, MTO, NAC and others to coordinate the scheduling and delivery of community-based education and training programs, workshops and courses.
- 24.5 Non-profit organizations play large roles in our communities. By identifying opportunities to support these existing organizations, and developing partnerships with non-profit organizations in southern Canada, we can build on and benefit from established best practices.

Strategy 25. Build a skilled workforce aligned with labour market needs.

Nunavut needs an assessment of labour market needs, and an inventory of the training required for individuals to meet those needs.

Rationale: In order to build a skilled workforce Nunavut needs to have an assessment of labour market needs, and an inventory of the training required for individuals to meet those needs. In addition, individuals need to be able to plan for their future, which requires knowledge about career opportunities, skill demand, training incentives and other initiatives associated with career planning.

Proposed Action:

- 25.1 Through an assessment of community economic development plans and industrial needs assessments, continue to identify labour market needs and timing for required training.
- 25.2 Identify a fund to invest in strategic labour force requirements while continuing to provide basic literacy and adult education training.
- 25.3 Encourage the development of competency profiles for all occupations in Nunavut, through the use of standardized formats and reporting structures.
- 25.4 Ensure high schools are aware of labour market information, labour shortage areas, and opportunities for graduates.
- 25.5 Introduce workplace labour market programs and provide incentives such as literacy on the job, and “buy-out” time that allows participants to take training during the workday. Investigate options for covering the costs associated with paid learning time.

7.6 Strategic Theme: Ensuring Appropriate Program Resource Allocation

Long-term sustainable funding is critical to the successful implementation of the Strategy.

Long-term sustainable funding is critical to the successful implementation of the Nunavut Adult Learning Strategy. Although there is a need for flexibility, there is also a need for stakeholders to work together to ensure the needs of Nunavummiut are being adequately served. The wide variety of education and training programs being offered need to reflect the current and future requirements of individual learners. One goal of the Strategy is to assess what funding is available, how the funding can be accessed, and how it can be applied to build Nunavut-based capacity. There also needs to be a clear definition of the difference between funding requirements for education programming and funding requirements for short-term training. Stakeholders are concerned about how investments in education and training lead to long-term benefits for the learner, the community and employers. This type of information is critical in order for Nunavut to justify and obtain its rightful share of federal funding for literacy and other adult learning programming. Financial support for learners is also important. Federal programs need to reflect this “Nunavut reality.”

Strategy 26. Ensure programs and services are funded in an appropriate and timely manner, which takes into account the cycle of the training, the needs of the adult learner, and the scale and phasing of the investment.

Funding for literacy should be increased, and targeted toward literacy integration programs that provide direct delivery to adult learners.

Rationale: Funding allocated to the Community Literacy Program should be increased, and should also be targeted toward literacy integration programs that provide direct delivery to adult learners – especially learners who are disadvantaged (youth, males, those with very low literacy levels, women in domestic violence situations, etc.). These programs should include culturally relevant programs that integrate traditional skills with literacy (Reclaiming Our Sinew, Traditional Arts & Literacy etc.).

Proposed Action:

- 26.1 Continue to work with our federal and territorial partners to identify new and existing funding that can be used to support the delivery of adult literacy and basic education programs.
- 26.2 Reallocate existing territorial funding toward adult literacy and basic education for those most in need – employed and unemployed.
- 26.3 Increase the funding allocated to the Community Literacy Program to target adult literacy program delivery and support groups and organizations that integrate literacy into existing program delivery.

Strategy 27. Provide stable long-term funding for adult education, training and employment programs.

Long-term planning requires long-term funding commitments.

Rationale: It is very difficult to develop an integrated plan or strategic vision to address equality of access to education when funding is being provided only on a year-to-year basis. Long-term planning requires long-term funding commitments. To participate in the Northern wage economy, Inuit communities must have the tools to improve basic education levels and literacy. Without these basic education levels, meaningful participation in sustainable economic development will continue to be elusive.

Proposed Action:

- 27.1 Complete and implement a five-year funding formula for Nunavut Arctic College.

- 27.2 Create and implement a stable funding formula for the delivery of apprenticeship and trades programs.
- 27.3 Fund a five-year strategic program to increase the number of Nunavummiut able to enter college and trades programs. Evaluate the program at the end of the five years and refocus accordingly.
- 27.4 Fund a specific multi-year program to increase literacy and adult basic education opportunities offered through community learning institutions. Funding for the program would be in addition to and distinct from funding provided for community adult educators and career development officers.
- 27.5 Renegotiate agreements with the federal government, such as the Labour Market Development Agreement (LMDA), among others, so that funding can meet the needs of Nunavut and conditions within the Agreements can reflect current operating realities, flexibility, and the needs of adult learners.
- 27.6 Develop funding partnerships between funding agencies (CGS, NITC, CEDOs, INAC) to coordinate and strategically invest in education and training programs.
- 27.7 Identify a specific long-term funding envelope to support community-based IQ learning priorities. There is currently no coordinated envelope for the development of adult level IQ programming. Program development is frequently combined with other responsibilities (both in the Department of Education and at NAC).
- 27.8 Develop an on-line inventory of available scholarships and funding sources for students and community-based organizations. Community groups often indicate they frequently find out about available funding when it is too late to apply.

7.7 Strategic Theme: Identifying and Measuring Accountability

It is critical that appropriate accountability frameworks are identified. How we measure success and report on that success to the people of Nunavut is the only way to determine the ultimate success of the Strategy.

As strategies and recommended actions are identified, it is critical that appropriate accountability frameworks be identified, validated and implemented. This includes the identification of what we mean by quality programs, definitions of how we measure success, identification of key performance indicators (KPIs), mechanisms to record and validate information, and most importantly how this information will be reported to the people of Nunavut. With this information we will be able to clearly describe the successes we are having, and identify any areas requiring improvement. We will also be able to ensure that we have realistic and reliable information for planning purposes, and avoid

situations in which definitions of success or measurement parameters are established outside of the territory.

Strategy 28. Implement a coordinated process to ensure accountability is identified, program performance and services are measured, and results are made publicly available.

A solid evaluation framework must be developed so that we can begin to identify, measure and report on adult education and training program performance.

Rationale: A solid evaluation framework that is flexible enough to accommodate various program types, including cultural and linguistic characteristics, must be developed so that we can begin to identify, measure and report on adult education and training program performance. An evaluation framework will give students, stakeholders and the public an understanding of achievement in adult education and training programs offered in Nunavut. By providing stakeholders with more information about these activities, stakeholders and the general public can also engage in informed discussions with interested parties about the future direction of the adult education system.

Proposed Action:

- 28.1 Work with supporting agencies to develop an evaluation framework that can be adapted for use with formal literacy programs, as well as informal programs delivered at the community level.
- 28.2 Support the development of criteria that will authorize and enable credible supporting agencies to certify programs.

Strategy 29. Create a transparent reporting structure that provides the public with quality information about the delivery of programs and services.

Effective accountability in the field of education requires a transparent reporting structure.

Rationale: Effective accountability in the field of education requires a transparent reporting structure that provides the public with accurate and timely information about the delivery of education and training programs.

Proposed Action:

- 29.1 Initiate an annual report card on the state of adult learning activities in Nunavut, which is tabled in the Legislative Assembly.
- 29.2 Have NAC table an on-going five-year plan for program delivery.

- 29.3 Establish clear guidelines and regular timetables for NAC to report to the Legislative Assembly.
- 29.4 Engage Nunavummiut in an on-going discussion about defining what “quality” programs mean, and the development of associated measurement indicators.
- 29.5 Ensure initiatives that are introduced address specific areas of need, with appropriate evaluative mechanisms.
- 29.6 Establish Key Performance Indicators to determine the effectiveness of training.
- 29.7 Establish “best practices” and benchmarks that can be used by any group interested in improving governance, capacity and accountability.

8.0 QUALITY ASSURANCE AND ACCOUNTABILITY

Quality assurance and accountability are cornerstones of the Nunavut Adult Learning Strategy. The model used to measure quality should be broad enough to be easily used by all stakeholders.

As work on the Adult Learning Strategy progressed, it became increasingly clear that one issue common to many aspects of the Strategy was the need to clearly define what we mean by “quality programming” in courses, programs and services. For the most part, quality has been defined outside of Nunavut by funding agencies, federal programs requesting statistics that may not represent conditions in Nunavut, or by simply measuring changes in employment statistics. It was therefore felt that an on-going discussion was required in Nunavut about quality programming, for without a clear understanding of what we mean by quality it will be difficult to know when or if we obtain it.

As a result, the Working Group developed an initial model to begin this process. A listing of key baseline and measurement indicators was developed, and was used as part of the discussion in identifying strategies and recommended actions. This list is available separately, and will be used in the development of the implementation plan once the Nunavut Adult Learning Strategy is finalized and approved.

Effective implementation and accountability reporting will require the oversight of an Implementation Committee.

We also need a clear understanding about how the implementation plan will be administered and monitored. In order to be effective, implementation monitoring and accountability will require the oversight of an Implementation Committee that will be independently responsible for overseeing all aspects of implementation, monitoring and subsequent public reporting of results achieved.

A structured program of qualitative assessment for adult learning would assist Nunavut as we address our key obligations under both the Nunavut Land Claims Agreements and *Pinasuaqtavut*.

A structured program of qualitative assessment for adult learning would assist Nunavut as we address our key obligations under both the Nunavut Land Claims Agreements and *Pinasuaqtavut*. More specifically, the model could be used to measure the effectiveness of our key initiatives, such as the Nunavut Adult Learning Strategy, Cultural School¹¹, Trade School, Apprenticeship Programs and the repositioning of Nunavut Arctic College.

The proposed objectives for developing a Nunavut approach to quality assurance are:

- To identify meaningful and practical measures that will enable Nunavummiut to assess and recognize the quality of adult learning initiatives in Nunavut.
- To identify information that may be currently available to support the implementation of these measures.
- To identify information that would need to be collected in order to allow for the full implementation of the desired measures.
- To ensure that measures reflect the reality and identified needs of Nunavummiut, in a manner that respects cultural conditions.
- To identify measures that lead to optimal use of resources, and provide the greatest opportunities for instructor and learner input into measurement and results indicators.
- To increase awareness of what indicators are, and how they can be applied.

The proposed conceptual framework for evaluating quality in education delivery includes four main components:

1. The beginning characteristics of the learner
2. Inputs (institution-driven, program/teaching approaches)
3. Learning outcomes (efficiency measures)
4. Final outcomes (employment, participation in the community, quality of life)

The qualitative assurance model used in the Strategy should be broad enough to be easily used by all key stakeholders

The model should be broad enough to be easily used by all key stakeholders (students, parents, institutions, funding parties, governments) and should have the ability to capture life-long learning. The model should also be able to measure all post-secondary institutions (universities, colleges, trade schools and apprenticeship programs).

9.0 CONCLUSION - NEXT STEPS

The Nunavut Adult Learning Strategy is a “living document” that will evolve over the years as priorities change and new resources become available.

In this first draft of the Nunavut Adult Learning Strategy, the Working Group attempted to suggest strategies and actions that are “do-able,” and can form the foundation for the on-going evolution of adult learning in Nunavut over the next 20 years. It must be remembered that the Nunavut Adult Learning strategy is a “living document” that will evolve over the years as priorities change and new resources become available.

Although a great deal needs to be accomplished, we must first ensure an adequate adult learning foundation is in place.

Although a great deal needs to be accomplished, we must first ensure an adequate adult learning foundation is in place. Without an adequate foundation, adult learning will continue to focus on short-term needs, rather than creating long-term solutions that support the development of Nunavut-based capacity. Much work has been completed on various “industry” sub-strategies that tie into the overall framework for development - ensuring scarce resources are targeted at those areas where the most benefit will be obtained. Although it is physically and financially impossible to achieve everything required at once, a solid foundation will ensure better coordination, decision-making, and the reflection of community needs.

A detailed implementation plan will be developed after the completion of public consultation and formal approval of the Strategy.

The public is encouraged to provide comments and input into the concepts and recommendations in this Draft Strategy. Upon completion of the public review, confirmation of priorities and actions, and Tabling of the finalized Strategy in the Legislative Assembly, a five-year implementation schedule will be developed using this background work as its framework. The implementation plan will be released and will be used as a benchmark to measure future implementation progress.

Proposed Timetable for action: Completed by

- | | |
|--|---------------|
| 1. Working Draft released for public review | October 2005 |
| 2. Tabling of Working Draft Strategy in the Legislative Assembly. | November 2005 |
| 3. Public review, including strategic focus group review. | December 2005 |
| 4. Integration of public input into the Strategy. | December 2005 |
| 5. Development of Implementation Plan | February 2006 |
| 6. Tabling of Final Strategy to Legislative Assembly and NTI Board | Winter 2006 |

10.0 APPENDICIES

10.1 Developing a Quality Assurance Approach

Baseline and Key Performance Indicators for Adult Learning/Education Programs

Introduction:

The development of an approach to Adult Learning programs which promotes quality assurance requires a clear definition of what quality means within Nunavut. In putting forward recommendations for strategic action and direction, it was determined that each recommendation should be associated, where possible, with indicators to establish baseline conditions or to which encourage and promote the measurement of success.

The objectives of such an approach are:

- To identify meaningful and practical measures that ought to be put in place to enable Nunavummiut to assess and recognize the quality of adult learning initiatives in Nunavut;
- To identify information that may be currently available to support the implementation of these measures; and
- To identify information that would need to be collected in order to allow for the full implementation of the desired measures.
- To ensure that measures reflect the reality and identified needs of Nunavummiut, in a manner that respects cultural conditions.
- To identify measures which lead to optimization of the use of resources, and provide the greatest opportunities for teachers and learners for input into measurement and the resulting indicators.
- To increase awareness of what indicators are, and how they can be applied.

Framework for Quality Assurance Model:

To facilitate an on-going discussion, a conceptual framework for a simple model for measuring quality was identified. The model consists of four main components:

1. Beginning Characteristics of the learner
2. Inputs (Institution driven, Program/Teaching Approaches)
3. Learning Outcomes (efficiency measures)
4. Final Outcomes (employment/value to society)

Beginning Characteristics:

These are characteristics or indicators which define the conditions or situation under which a learner is affected as they enter the learning process. In approaching learning as a life long learning process, many factors affect an individual's willingness or ability to enter the learning process, and which play a key role in determining that individual's success.

Inputs:

These are factors which are institutionally driven or program and teaching-driven which affect how the learner receives their education or training. Factors which affect the actual learning such as how programs are delivered, what supporting services are present are considered.

Learning Outcomes:

These are measurements of what skills and knowledge the learner has learned during the process.

Final Outcomes:

These are measurements of how learning is able to be applied within the community or in employment. For example, after completing a specific program, was the individual able to obtain employment in the associated chosen field? How have increased literacy levels affected community wellness (crime rates, social issues, etc.)

Note: Indicators may fall in more than one category.

Baseline Indicators:

- Population size, distribution, and forecasts of the population by age grouping.
- Migration of Learners in/out of Nunavut.
- Mobility of Learners within the Territory.
- Support of the Family.
- Wellness status of learners.
- Percentage of the population on income support.
- Housing Needs are being met (single, married, special needs).
- Entry Literacy/Numeracy Levels.
- Children in care.
- Informal training in literacy, numeracy, diversity, and life skills management.

Input Indicators:

- Access to mentorship.
- Access to on-the-job learning, coop programs.
- Access to workplace literacy and workforce literacy (essential skills).
- Access to “hands on” or practical learning.
- Investment in research and development.
- Housing Needs are being met.
- Wellness status of learners.
- Human resources: characteristics of educators (number, age, and gender, Inuit/non-Inuit).
- Instructional hours (average per week/student).
- Contact Hours of Instructors.
- Availability of Library/Resource Services.
- Availability of programs, curriculum and resources for instructors.
- Access to career promotion and awareness, career development.
- Availability of Learning Centre/Campus.
- Culturally and linguistically-based learning environment.
- Technology and innovation: technology use and availability.
- Availability and access to student services (counselling, employment, etc.).
- Student retention level in courses/programs.
- Courses/programs delivered in appropriate location tied to need.
- On-line learning capacity.
- Number of Courses offered in Inuktitut/Innuinaqtun/French/English.
- Incorporation of IQ course design (breakdown by grouping).
- Expenditure per student.
- Course/Program Information is easily available, in an understandable format.
- Expenditure per capita.
- Expenditure as a proportion of GDP.
- Quality of Infrastructure (age, type, replacement plans, etc.).
- Availability of Childcare (breakdown by age, community, type, etc.).
- Cost per graduate/non-graduate (what happens to non-graduates).
- Capital and current expenditures.
- Third-party funded conditions.
- Compensation to educators.
- Participation in education by young children.

- Elementary-secondary enrolment.
- Pupil to educator ratio.
- Class size: average and distribution.
- Services for Learners with Disabilities.
- Entrance requirements for college programs being met.
- Educator's job relevance to specialty training.
- Information on paraprofessionals.
(i.e., classroom assistants, support staff)
- Instructor retention.
- Inclusive education – IQ-based.
- Monies in professional development (breakdown by types, access, \$\$, etc.).
- Access to programs leading to professional designation.

Learning Outcomes:

- Total expenditures (public and private sources combined).
- Private Third/Party expenditures.
- Participation in postsecondary education.
- Adult participation in job-related education and training.
- Educational attainment of the adult population.
- Persistence rate at all levels of education (multiple interventions, level of engagement in multiple programs, i.e. movement among programs, distinguish between training junkies and those moving among programs).
- Completion Rates at all levels.
- Wellness status of the learner.
- Results reported by age and/or grade (Student achievement).
- High school graduation (typical age).
- High school graduation (mature students).
- Ratio of upper secondary graduates to population at typical age of graduation.
- High school leavers (number).
- High school leavers (characteristics).
- Availability of Funding/Support (timing, amount, target).
- Course content reflective of industry requirements.
- Proportion of high school graduates who progress to postsecondary education (college, university, other).
- PSE graduation and completion by program (trade–vocational).
- PSE graduation and completion by program (registered apprenticeship).
- PSE graduation and completion by program (college).
- PSE graduation and completion by program (university).
- Entrance requirements for universities.

- Access to fine arts, vocational programs, etc.
- Students' learning hours or learning time.
- Graduation rate by program length at the PSE level.
- Certification, attainment of professional designations, standards.
- Retention and use of traditional knowledge, skills, language and culture.
- Strength of language and culture (strong Inuit language literacy rates), fostering cultural pride and identity (define who you are).

Final Outcomes:

- Proportion of secondary and postsecondary graduates who obtain employment of more than 6 months duration within set time period.
- Number of students (aged 16–20) moving to the work force with or without completion of credential.
- Earnings by level of education.
- Wellness status of the learner.
- Labour force participation rate.
- Employment rate by educational attainment.
- Unemployment rate by educational attainment.
- Transferability of Course/Program Credit.
- School socioeconomic status as a performance indicator.
- Student Satisfaction with experience.
- Availability of Lifelong learning options (part-time, refresher, ..).
- Input from graduating students integrated into program improvement.
- Educator remuneration.
- Educator remuneration per student.
- Expenditures converted to purchasing power parity.
- Expenditures on student financial assistance: total, per student, administration cost.
- Educational attainment by occupation.
- Earnings by field of study.
- Labour market outcomes for students who received student financial assistance.
- Availability of Employment by Target Program.
- PSE students moving from the workforce to education.
- Moving between PSE institutions.
- Graduation rates for students using student financial assistance.

- Population involved in the traditional economy (*Inuit Qaujimajangit*).
- Self-employment rates, new business start-ups.
- Employee retention rates.
- Strength of language and culture (use of language, e.g. language of business).
- Community-based delivery capacity measuring our ability to deliver programs and services with local resources.
- Governance and financial stability of community-based organizations (e.g. day care centres).
- Workforce representative of the population.
- Wage gaps (men/women, Inuit, non-Inuit, etc.).
- Meeting obligations of the NLCA (including article 23).
- Increased literacy rates within communities in all languages, especially Inuit languages.

10.2 Summary of Strategies

- Strategy 1. Restructure and redevelop Adult Learning Programs in Nunavut to put the needs of the adult learner first, and ensure the system is based on Inuit cultural and community values.
- Strategy 2. Define the mission and purpose of Nunavut’s adult training institutions and provide a solid framework for a modernized post-secondary education system.
- Strategy 3. Restructure the adult side of the Department of Education to better reflect the needs of the labour market, provide programs and services that are “adult learner friendly”, and respond faster to changing priorities and resource allocations within Nunavut.
- Strategy 4. Ensure Inuit languages become the foundation for adult learning.
- Strategy 5. Increase the number of Inuit Adult Educators and Instructors in Nunavut. The strategy could be implemented in manner similar to the way the Nunavut Teacher Education Program was implemented.
- Strategy 6. Provide on-going professional development and training for existing adult educators and instructors, including programs for Inuit educators and teachers interested in teaching adults.
- Strategy 7. Ensure all programs delivered by Nunavut Arctic College have *Inuit Qaujimajatuqangit* as their foundation. All courses and programs offered by NAC should be built

from IQ, rather than simply having IQ “incorporated” into their existing structure.

- Strategy 8. Ensure Information Technology and the Internet support the delivery of adult education and training programs.
- Strategy 9. As the first language of the majority of the people in Nunavut, Inuktitut/Inuinnaqtun literacy and basic education programs, services, and resources shall be the priority.
- Strategic actions must embody the principles of *Inuit Qaujimajatuqangit*.
 - Programs, services and resources must be based on the needs and solutions identified by our communities.
- Strategy 10. Identify the needs of *Inuit Qaujimaningit* learners in order to develop programs that support the linkage between income earning activities and traditional lifestyles, for both short and long term periods.
- Use the Nunavut Economic Development Strategy and community economic development strategies as a framework to guide program development.
 - Ensure there are direct links to the Inuit Cultural School that is currently under development.
- Strategy 11. Restructure Vocational, Apprenticeship and Trades Programming to promote it as a viable option for post-secondary learning.
- Strategy 12. Identify and promote programs that encourage and attract young Inuit men back into education, in order to expand the options available to them.
- Strategy 13. Develop a program to support the education and training needs of small business and those who are self-employed.
- Strategy 14. Provide consistent Nunavut-wide programs and services for those wishing to take a more active role in their community.
- Strategy 15. Ensure programs, services and resources are based on needs and solutions that are directly identified by communities.
- Strategy 16. Ensure adult learners have access to up-to-date reference materials in the language of their choice.
- Strategy 17. Create a system that provides financial and resource support for student excellence.

- Strategy 18. Ensure Nunavummiut have equal access to programs and services that are reflective of individual and community needs.
- Strategy 19. Develop a seamless learning system that allows multiple entry and exit points, reflecting the conditions and life paths of many adult learners in Nunavut. The system needs to be transparent and understandable to the learner, while at the same time promoting “life-long learning” in all programs.
- Strategy 20. Programs and services should be built from the community out.
- Strategy 21. When initiating any program or service, ensure key evaluative structures are present, and that there are methods to measure the attainment of goals and objectives in a manner that ensures results can be shared throughout the territory.
- Strategy 22. Establish a “Nunavut Centre of Excellence” as a focal point for Adult Learning Resources.
- Strategy 23. Ensure that programs, services and support systems are coordinated to the maximum extent possible so that available resources are being applied in an efficient and effective manner, and the needs of the learner are clearly reflected in the solutions proposed.
- Strategy 24. Establish a collaborative climate and mechanisms by which various adult training and education bodies in Nunavut can promote opportunities for lifelong learning.
- Strategy 25. Build a skilled workforce aligned with labour market needs.
- Strategy 26. Ensure programs and services are funded in an appropriate and timely manner, which takes into account the cycle of the training, the needs of the adult learner, and the scale and phasing of the investment.
- Strategy 27. Provide stable long-term funding for adult education, training and employment programs.
- Strategy 28. Implement a coordinated process to ensure accountability is identified, program performance and services are measured, and results are made publicly available.
- Strategy 29. Create a transparent reporting structure that provides the public with quality information about the delivery of programs and services.

10.3 Implementation Plan (to be inserted later)

10.4 Glossary of Terminology/Acronyms

Access Year

An access year is a program of study specifically designed to provide a solid basis (academic and skill) from which an individual can enter a program or course of study. Participants cover those areas required to move forward into the desired program area of study, and identify and improve upon areas where they may have had learning gaps.

Adult Education

The definition of adult education, used by UNESCO (United Nations Educational, Scientific & Cultural Organization) is as follows:

- “[Adult education is] the entire body of organized educational processes, whatever the content, level and method, whether formal or otherwise, whether they prolong or replace initial education in schools, colleges and universities as well as in apprenticeship, whereby persons regarded as adult by the society to which they belong develop their abilities, enrich their knowledge, improve their technical or professional qualifications or turn them in a new direction and bring about changes in their attitudes or behavior in the two-fold perspective of full personal development and participation in balanced and independent social, economic and cultural development.”
- “[It is] an integral part of a global scheme for lifelong education and learning. [And it] denotes an overall scheme aimed both at restructuring the existing educational system and at developing the entire educational potential outside the educational system.”¹²

Adult Learning

The definition that is used in this discussion paper is: “All aspects of adult education and training and all learning activity undertaken as adults”¹³

Adult Literacy and Life Skills Survey

The Adult Literacy and Life Skills (ALLS) study is a joint project of the Government of Canada, the US National Center for Education Statistics (NCES) and the Organization for Economic Cooperation and Development (OECD). The ALLS survey builds on the International Adult Literacy Survey (IALS), the world's first internationally comparative survey of adult skills. IALS was undertaken in three rounds of data collection between 1994 and 1998. This new study

presents the international results of the first round of data collection in the ALLS survey. A Canadian national report that will present provincial results and specific national findings will be released in the fall of 2005.

Community capacity building

Capacity is simply the ways and means needed to do what has to be done. It is much broader than simply skills, people, and plans. It includes commitment, resources and all that is brought to bear on a process to make [a project or initiative] successful.”¹⁴

People are at the heart of capacity building. It is people who help to build and grow a community. Community capacity building is just a way to build on the strengths and knowledge that already exists in a community, and helps it to grow and become stronger. When a community has “capacity.” it has people that are active, interested and participating. It has the ability to identify issues and take action to solve those issues. In order to do that, a community needs to have the following:

- People who are involved;
- Skills, knowledge, and ability;
- Community health and wellness;
- Motivation to carry out initiatives;
- Infrastructure and supportive institutions;
- Physical resources;
- Leadership;
- Economic and financial resources, and;
- Policies and systems to allow change to take place.

Informal, community-based programs

Informal, community-based programs are programs that are created and designed by a group of individuals or an organization in a community rather, than by an institution.

Informal, community-based programs have some of the following characteristics:

- Programs use a variety of instructional approaches, accommodating different learning styles;
- Programs take literacy outside of the classroom and into places that are more comfortable for some learners (libraries, community centres, cultural centres, women’s shelters);

- Learners take part in designing the programs and directing their own learning;
- Programs use materials and subject matter that is relevant to the culture, language, needs, and interests of the learners.

Inuit Qaujimaningit

Inuit Qaujimaningit means “it is what we know” where *Inuit Qaujimajatuqangit* is frequently used to express “it is what we used to know.”

Literacy

Literacy means more than learning how to read, write, and calculate. It involves understanding and being able to use the information required to function effectively in one’s own context and society. In Nunavut this means being connected to language and culture. Literacy is how people understand and use information at home, at work and in their community. Literacy is also about being able to function in the world around us. Literacy also includes having the critical understanding and decision-making abilities an individual needs in their community or surroundings. Students who have the reading, writing and numeracy skills needed to go on to college or university are considered “literate.” Within his own context, a hunter is also “literate” if he knows the land, can repair his snow machine, or set nets under the ice. Both the student and the hunter are contributing members of our society in Nunavut. In the context of this Strategy, Literacy means Literacy in Inuktitut, Inuinnaqtun and English at an equal level.

Acronyms/Terms Used

ABE	Adult Basic Education
AHRDA	Aboriginal Human Resource Development Agreement
ALLS	Adult Literacy and Life Skills Survey
Article 23	Article of the Nunavut Land Claims Agreement, which focuses on Inuit Employment
CDO	Career Development Officers
CEDO	Community Economic Development Officers
CGS	Department of Community and Government Services, Government of Nunavut
CLC	Community Learning Center
CLEY	Department of Culture Language, Elders and Youth, Government of Nunavut
Co-op	Arctic Co-operatives Ltd.
DEA	District Education Authority
DIO	Designated Inuit Organization (as identified under the Nunavut Land Claims Agreement)

FANS	Financial Assistance for Nunavut Students
GED	General Equivalency Diploma
HRSDC	Human Resources Skills Development Canada (federal government department)
INAC	Indian and Northern Affairs Canada (federal government department)
KPI	Key Performance Indicator
LMDA	Labour Market Development Agreement
MTO	Municipal Training Organization
NAC	Nunavut Arctic College
NALS	Nunavut Adult Learning Strategy
NAM	Nunavut Association of Municipalities
NEAT	Nunavut Early Apprenticeship Training
NEF	Nunavut Economic Forum
NEDS	Nunavut Economic Development Strategy
NEU	Nunavut Employees Union
NITC	Nunavut Implementation and Training Commission
NLC	Nunavut Literacy Council
NLCA	Nunavut Land Claims Agreement
NNI	<i>Nunavummi Nangminiqagtunik Ikajuuti</i>
NTI	Nunavut Tunngavik Incorporated
OECD	Organization for Economic Cooperation and Development
PLAR	Prior Learning Assessment and Recognition
RIO	Regional Inuit Organization

10.5 Endnotes

¹ *Thematic Review on Adult Learning: Adult Learning Policies and Practices*. OECD. December 2004

² *Learning a Living: The First Results of the Adult Literacy and Life Skills Survey*. Statistics Canada. 2005

³ *Thematic Review on Adult Learning: Adult Learning Policies and Practices*. OECD. December 2004

⁴ *Beyond Rhetoric: Adult Learning Policies and Practices*. OECD. March 2003.

⁵ *Adult Literacy: Policies, Programs and Practices - Lessons Learned*. Evaluation and Data Development Strategic Policy. Human Resources Development Canada. March 2000.

⁶ *Thematic Review on Adult Learning: Adult Learning Policies and Practices*. OECD. December 2004

⁷ *Thematic Review on Adult Learning: Adult Learning Policies and Practices*. OECD. December 2004

⁸ Bird, Viv. *Literacy and Social Inclusion: The policy challenge: A Discussion Paper*. National Literacy Trust. April 2004

⁹ Sticht, Thomas, G. *Making the Nation Smarter by Strengthening the Adult Education and Literacy System*. 2004.

¹⁰ Bird, Viv. *Literacy and Social Inclusion: The policy challenge: A Discussion Paper*. National Literacy Trust. April 2004.

¹¹ The Government of Nunavut and Nunavut Tunngavik Incorporated are currently developing a framework for the introduction of a Nunavut Cultural School that will focus on the preservation and transfer of Inuit knowledge and values to young Inuit. The program will allow young Inuit to learn about their culture, history and practices.

¹² UNESCO, 1976, United Nations Educational, Scientific & Cultural Organization

¹³ Organization for Economic Cooperation and Development

¹⁴ Frank, Flo, Smith, Anne. *The Community Development Handbook*. HRDC. 1999.