

# Draft

EVALUATION  
VOCATIONAL TRAINING SECTION  
NORTHERN AFFAIRS PROGRAM  
DEPARTMENT OF  
INDIAN AND NORTHERN DEVELOPMENT

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VOCATIONAL TRAINING SECTION  
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## EXECUTIVE SUMMARY

### Introduction

The purpose of this evaluation is to determine the effectiveness and efficiency of the Vocational Training Section (VTS) in achieving its objectives.

There has never been a thorough and complete evaluation of the activities of VTS. This first comprehensive evaluation of VTS will serve as a reference point for future managerial decisions.

In order to establish proper terms of reference for the study, a first phase was conducted to clarify the evaluability of VTS activities. From this initial evaluability phase, a model for evaluation was developed which served as the framework for evaluation.

### Process:

Agreement was reached as to the evaluation of the following VTS activities:

1. Education:
  - (a) Placement in school
  - (b) Finding accommodation
  - (c) Education counselling.
2. Training and Development:
  - (a) Construction Apprenticeship Program
  - (b) Special courses.
3. Social Counselling
4. Financial Assistance

In addition, the study would integrate the evaluation of the On-the-Job Training Program currently being conducted by the Management Consulting Services of D.I.N.A., as well, as comment on the other activities of the Section and related topics.

An in depth analysis of background material on objectives, program descriptions and other data found in brochures, reports, papers and clippings was conducted by the study team. Also, over 40 interviews were conducted encompassing a wide cross-section of interested parties. Throughout the study period, a constant dialogue existed between the study team and the VTS staff.

#### Findings:

For the purpose of this executive summary we have categorized our findings under the titles of Operations and Management.

##### A. Operations:

Operational activities generally refers to the day to day activities where VTS works directly with, or on behalf of, the native northerners. Educational and social support activities are crucial to the success of the Section in achieving its mandate. In these activities, it is clearly established that VTS meets its mandate very well. VTS staff is a very dedicated group with substantial northern experience. From our numerous interviews, it is obvious that VTS has earned the respect of their clients and the various stakeholders with which it comes into contact.

Although some are of the opinion that VTS is too protective in their support services we believe that VTS has struck a just middle in their philosophy.

##### B. Management

There does not appear to be a concerted strategy to achieve the Section's objectives. Objectives are not clearly delineated. Results are quite tangible and impressive but circumstantial and not orchestrated in a master plan of prioritized objectives and optimized activities.

The control of activities and related expenditures is quite minimal and often non-existent.

We have also found a lack of delegation of administration responsibility to the staff, and a segregation (or over-specialization) within the staff. In brief, many of the recommendations are designed to improve the planning and controlling management functions.

Future:

When we look at our student projections, the Kativik situation, the education problems associated with some settlements, the uncertainty about student enrolment from the N.W.T., Section 29.0.2 of the James Bay Agreement - we conclude that VTS will most certainly see much education activity for another 3-5 years at least.

We also envisage a continued role for VTS as a change agent promoting activities which can directly contribute to improving the quality of life of native northerners.

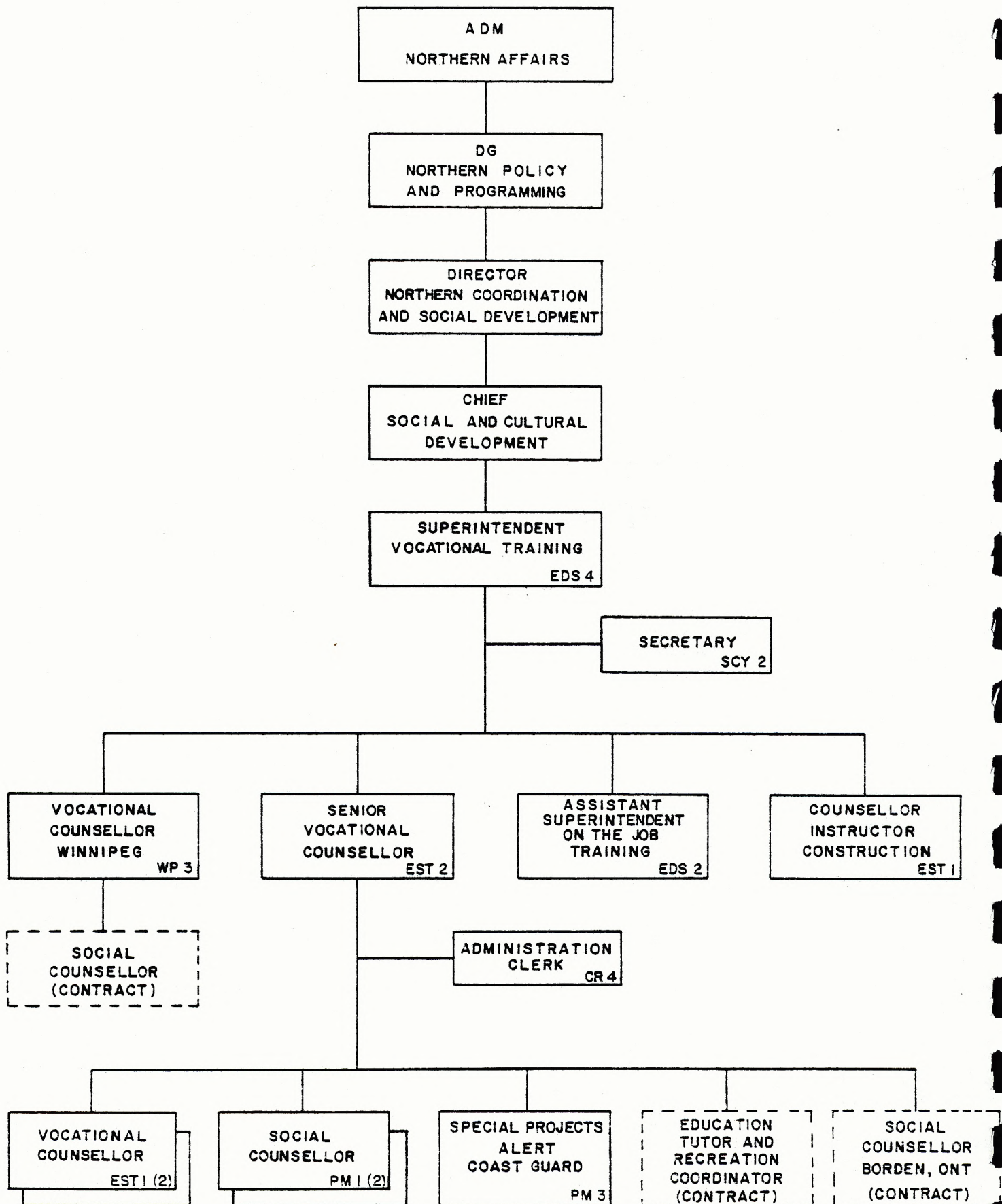
In conclusion, we strongly suggest that the matter of transferability be decided upon as soon as possible. If needs be, a transferability study could be undertaken to clarify VTS's future. Continuing uncertainty will hamper sound management, financial planning and staff morale.

NOTE:

For an overview of the recommendations included in this report we suggest that the reader refer to the chapter "Summary of Recommendations" on page 85.



ORGANIZATIONAL STRUCTURE OF VTS - as of July 4, 1977





## BACKGROUND OF STUDY

This report presents the results of the evaluation of the Vocational Training Section (VTS) of the Northern Affairs Program of the Department of Indian Affairs and Northern Development (see organizational structure on previous page). The purpose of the study is to determine the efficiency and effectiveness of the Section's operations.

Effectiveness: The degree to which an organization is meeting its objectives (WHAT)

Efficiency: The degree to which an organization can minimize the utilization of resources to reach present objectives. (HOW)

The "Effectiveness" is assessed by comparing the results (outputs) achieved with the objectives (goals) sought. The statement of "Efficiency" is expressed by an input/output ratio.

### Need for Evaluation

There has never been a thorough and complete evaluation of the activities of the Vocational Training Section (VTS). In 1979, the Department of Manpower and Immigration made a review of the Summer Employment Program funded by M & I but administered by the Vocational Training Section (VTS). More recently, the Management Services of the Department of Indian Affairs and Northern Development (DIAND) have evaluated the on-the-job training activities of VTS.

A comprehensive evaluation of all the activities of VTS is now required to serve as a reference point for taking future managerial decisions. The ultimate purpose of this evaluation is to assist managers to plan and organize for the future.

### Terms of Reference

The Director of the Social and Cultural Development Division (SCD) requested the Bureau of Management Consulting to carry out an evaluation of the VTS. In order to establish proper terms of reference for such a study, it was agreed that a first phase would be conducted to clarify the evaluability of VTS's activities. This preliminary phase aimed mainly at developing a framework for the evaluation. A paper on the evaluability was presented in a draft form for discussion only. The essence of that report is reflected in Appendix I with some modifications found necessary or helpful during the implementation phase.

In the report on evaluability we developed a model for evaluation of the activities of the VTS. We have also applied this model to arrive at a framework or plan for evaluation.

We concluded that, to finalize this blueprint, there was a need for an iteration point at which some basic questions should be answered.

1. To what degree would the evaluation of a specific activity be useful at this time?
2. To what degree of specificity will each program be evaluated considering the factors; time, cost and information return?

We suggested that the necessary information to answer conclusively these questions was contained in the chapter Evaluability Analysis of the report.

We were also convinced that although many activities were rated low on evaluability, a pragmatic evaluation against the standards outlined (in spite of all their inherent weaknesses) would give a fix, be it a rough one, on the status of the activities.

In addition, the evaluation would highlight the needs for new procedures or systems to better evaluate in the future and make pertinent observations and recommendations.

After some discussion and elaboration on the evaluability report, an agreement was reached as to the evaluation of the effectiveness and efficiency of VTS's activities.

Education Services: A complete evaluation, as proposed.

On-the-job training: An integration of the evaluation conducted by Management Services of the Department in the terms and structure proposed in the evaluability paper.

(The study team would have no ownership over the conclusions).

Special Courses: A complete evaluation, as proposed.

Counselling: A complete evaluation, as proposed.

Financial Assistance: A complete evaluation, as proposed.

Inuit House: Not to be evaluated, since the activity is only a recent initiative. The Study Team is however invited to make comments it considers pertinent concerning the concept and its modality of implementation.

Summer Employment: Not to be evaluated, since this activity is reviewed regularly by Employment and Immigration Canada. The Study Team is also invited to make pertinent comments.

Employment Placement: Not to be evaluated, but the Study Team is again invited to comment as required.

## METHODOLOGY

The evaluability report provided the study team with a guide to carry out the evaluation of VTS activities. The evaluation plan identified the information items to be collected.

### Data Collecting

The study team pursued in greater depth the analysis of background material on objectives, program descriptions and other data found in brochures, reports, papers, clippings and various other forms. We sifted through records and report sheets to gather statistical data relating to the activities being evaluated. In many instances, records were not available and numbers had to be guesstimated in discussions with staff.

Approximately 40 interviews were carried out in Ottawa, Winnipeg and Montreal. The study team touched base with a cross-section of interested parties including VTS staff and contract personnel and representatives of Northern Finance & Administration Branch and Departmental Accounting Operations, and selected boarding homes, present and past students, trainees at various levels, and spoke-persons for the Anglican Church, Kativik School Board, the North West Territorial Government, Inuit Tapirisat of Canada and the YM/WCA in Ottawa.

### Analysis & Conclusion

The information collected was catalogued by topics and organized in a way to establish findings and draw conclusions. The analytical process is a continuing one with interspersed feed-back and redirect-loop to sources of information. Individual staff members participated on an ad-hoc basis to the development of the findings by supporting, contradicting or enlarging on the various bits of information as they were isolated. During this period, a constant dialogue was kept with both VTS management and its staff. New ideas and potential recommendations were sounded out on the staff to tap their years of experience and know-how.

## INTRODUCTION

### Historical Background

Up to 1950, no less than eight different agencies operated schools in Northern Canada. The Department of Mines and Resources, later to be the Department of Northern Affairs and Natural Resources, opened the first schools in the Eastern Arctic in Cape Dorset in 1949 and a year later in Coral Harbour. Two more were added in 1951 and 1955. New school construction continued up to 1967, with 20 schools opening in a five-year period between 1957 and 1962. In 1956 all mission school teachers became federal employees.

However, by 1960, only 55% of all Inuit school age children had been enrolled in the 33 schools that the government had erected for them since 1947, and not all the 55% attended school with regularity.

This situation was disturbing. Even more disturbing were the problems faced in trying to live the old way of life. The bottom had fallen out of the fur market. It was evident that the Inuit be educated towards a new way of life in alternatives employment away from the land.

Since 1959 the Education Section of the Arctic District Office had foreseen this need and had tried to meet the emergency by offering vocational training courses to promising Inuit. It sent Inuit to training schools in Aklavik and Yellowknife where they could learn domestic science, carpentry, mechanics and other trades; to Churchill for apprenticeship courses in plumbing, electricity and mechanics; to Barriefield, Ontario, for a course in the operation and maintenance of diesel engines; and it arranged with the management of the nickel mine in Rankin Inlet that more than a score of its Inuit workmen receive instruction in underground mining.

Up to December 1960, no fewer than 130 Inuit had enrolled for vocational training of one kind or another.

During this period, Inuit families were gradually moving into settlements. Pupil residence facilities and local boarding arrangements made attendance possible for many of the children whose parents still lived in the nomadic hunting camps.

Progress for most students, however, was slow due to sporadic attendance, the necessity of learning English as a second language, and the imposition of a school routine and



curriculum that must have seemed alien indeed to their traditional ways and values.

While adult education classes had been initiated by local teachers in the settlements, in 1960, the Education Section (later to be the Vocational Education Section and then the Vocational Training Section) responded to the vocational needs of those who had a lack of facility with the English and the rudiments of a formal education - Vocational training became a formalized program.

Therefore, with the shift to settlements and the construction boom of the late 50 s, the early efforts were directed to meeting the demand for heavy equipment operators, power plant operators, marine mechanics, and carpenters for maintenance that followed the construction boom.

As well, training was offered for ward aides, classroom assistants, janitors, boat builders, fur graders. In addition, some southern highschool education programs were arranged in the early 60 s, but never on a very large scale. Among this group were Eric Tagoona (President, I.T.C.), Peter Itinuar (Ex-Director, I.T.C.) and Charlie Watt (President, Northern Quebec Inuit Association), three of the more influential Inuit in Canada.

A huge vocational centre had been planned for Frobisher Bay in the early 60's, but Arthur Laing, then Minister, squashed this proposal. The need to provide vocational training existed, now more than ever. Indeed the two main problems were: Firstly, what strategies could be devised to meet the needs of those students who had completed to Grade 6 and could go no further and, secondly, what should be done for the younger adult with little or no education, and little or no opportunity to obtain one?

In 1964, Churchill Vocational Centre was established in Churchill, Manitoba. It offered a program of prevocational education for Inuit youth of the Eastern Arctic. The students, 15-20 years of age and at least two years behind the usual age-grade placement, came from the 32 settlements to attend the residential school. This met the need of the younger, uneducated adult.

To meet the needs of the Grade 6 graduates from the settlements, the Education Section stepped up its southern education program. The results of northern education were very poor; studies showed that many students had not progressed at all.



The years 1966-67 saw a rise in the number of Inuit youth coming to the south. The initial group of C.V.C. graduates wanted to continue with their education after their 3 years at C.V.C. Trade school and academic upgrading enrolment showed a marked increase. The number of Quebec students for high school also increased.

In the late 60's, the N.W.T. moved to take control of northern education, which occurred in April 1970. Churchill Vocational Centre, with it's large contingent of N.W.T. was unable to be transferred due to the legal implications of having N.W.T. students attending a federal school in the province of Manitoba.

In the history of the Vocational Training Section, 1970 was a pivotal year. The Arctic District Office had relinquished all of its responsibilities for education north of 60°. The Education Section of the District Office had been responsible for all northern education in the eastern Arctic (Eastern Arctic is represented by all lands east of the northern extension of the Saskatchewan - Manitoba border).

The Education Section was dismantled, only to be rebuilt as the Vocational Education Section. C.V.C. remained a federal responsibility and this Section oversaw its phase out. The adult education and vocational training programs still continued. Relocation programs and special courses were still being arranged.

However, with education in the north no longer being a federal responsibility, the role of the Vocational Education Section changed from one of recruitment to one of providing a service. Previously the Vocational Education Section arranged and developed the program, then recruited the participants. Since 1970, however, almost every activity carried out by the Section is in response to requests from a wide variety of sources. This is certainly true of the educational activities and the on the job training program.

By 1971, the Winnipeg office which had been opened in 1968, increased in size, doubling its staff years to two.

In April 1973, the On the Job Training scheme was initiated, its primary intention to prepare native northerners for middle management, paraprofessional and technical occupations. Initial funding was \$300,000. Presently, it is almost \$1 million.

By June 1973, C.V.C. had closed and the graduates moved to southern Canada to continue their education. The Vocational

Education Section's staff of four was increased by two to meet the increasing demand for services.

For the last few years there have been Inuit social counsellors. Louisa Cookie (Great Whale River), Peter Alareak (Eskimo Point), Eva Joseph (Arctic Bay), Sara Annanowt (Baker Lake) have occupied positions in the section. Currently, there are two social counsellors, Mary Angatookalook-Srepel (Great Whale) and Annie Nungak (Resolute).

Since 1976 the number of students coming to either Ottawa or Winnipeg has decreased. The N.W.T. Education Department is now better able to meet the needs of their own students. (Their policy generally forbids any student taking a course in southern Canada which can be taken in the north). Enrolment from Arctic Quebec has declined similarly. The increasing grade levels within the settlements has meant that more students are able to receive their education at home.

Also, the Kativik School Board of Arctic Quebec, established under the James Bay Agreement, has been operational since the summer of 1978. Their goal is to ensure that all education for Arctic Quebec Inuit is carried on in Quebec.

The new school board is currently experiencing difficult birth pains. Two northern communities, Ivuyivik and Povungnituk do not support the new board and have opted to utilize the services of the Commission Scolaire du Nouveau-Quebec. A third community, Sugluk, is still divided on the issue.

The Kativik School Board leased a school in Dorval, Quebec, for the exclusive use of native northerners. The Kativik Senior Education Centre, opened in October 1978 with 42 students from Arctic Quebec communities. Many of these students were known to VTS through prior experiences. Few boarding homes could be found and most students (eventually all) were placed in a motel close to the school. The students received minimal counselling and soon the students' educational and social problems multiplied leading 20 student to drop out. In March 1979, after two nights of chaos in the hotel, the decision was taken by Kativik to send the remaining 22 students back home and to close the Dorval School.

This is the state of affairs at the time of the evaluation of the Vocational Training Section. Prior to these recent happenings, VTS was forecasting a diminishing enrolment of northern students in Ottawa and Winnipeg in a relatively

short phasing-out period. The projection on the number of future students and the scope of the education role of VTS is at this time most uncertain. We will discuss these topics in two later chapters:

- VTS Student Projection.
- Future Role of VTS.

#### Introductory Notes to Activity Evaluation

In the following chapters, we review each VTS activity or sub-activity according to the following pattern:

##### Activity Title

- |                |   |
|----------------|---|
| Description:   | <ul style="list-style-type: none"><li>- Goal(s) and process</li><li>- Background information</li><li>- Resources utilized</li></ul> |
| Effectiveness: | <ul style="list-style-type: none"><li>- Indicators</li><li>- Findings</li><li>- Recommendation(s)</li></ul>                         |
| Efficiency:    | <ul style="list-style-type: none"><li>- Indicators</li><li>- Findings</li><li>- Recommendation(s)</li></ul>                         |

There has also been some revision made to the original classification of activities in the Evaluability Report. This slightly new structure can be found in Appendix II along with expenditure data for the last three fiscal years. We have also included staff year utilization in the same format in Appendix III.

Although the total expenditures are exact, the detailed breakdown is an estimate worked out with VTS staff and management and matched where possible with the financial information, available from the computer. We will discuss this further in a later chapter on Finance.

The effectiveness conclusions are most generally expressed in qualitative terms. The efficiency analysis however lent itself more often to quantitative comments. Appendix IV gives a summary of the formulae used for the efficiency measurement of the various activities and sub-activities, and their applied results.

### Definition of Native Northerner

Throughout the evaluations, we refer to native northerners as the clientele of VTS. We have not found a written definition of the clientele on the native northerner. Since the inputed objectives identified the native northerner as the client, we have developed an empirical definition.

The Section provides services, upon request, to sponsored students, trainees and others, from the Yukon, N.W.T., Arctic Québec and Labrador. For the purpose of this report, we shall refer to them as "northern sponsored." This first category of clients may include registered Indians, Inuit, non-status Indians, Metis, and exceptionally the occasional Euro-Canadian.

In addition, VTS may provide assistance or sponsorship to native northerners in the south, who are unable to obtain this assistance or sponsorship from their home region (VTS sponsored). This second category of clients are exclusively Inuit or registered Indians. However, further classification of the definition "native northerners" is required since it varies with each region.

At first glance, certain anomalies appear in this definition which is applied in practice by VTS:

- VTS provides services to sponsored registered Indians from Fort George, Québec. Generally, they are the responsibility of the Indian Program. This anomaly results from the James Bay Agreement.
- The registered Indians of Labrador are the responsibility of the Indian Program, head quartered at Amherst, Nova Scotia.
- VTS has, for the last two years, made its services available to a sponsored Euro-Canadian from Frobisher Bay, upon request of the government of the Northwest Territories (GNWT).

Native Northerners

FROM

	Yukon	N.W.T.	Arctic Québec	Labrador
1. Northern sponsored (in south)	VTS will provide services to all sponsored clients from these regions.			
	All Inuit			
2. VTS sponsored (in south)	All Registered Indians	All Registered Indians	Registered Indians from Great Whale River only	
3. VTS sponsored (in North) e.g. OJT	services available to all in section 2, and non-status Indians and Metis in the Yukon and N.W.T.			

## EDUCATION

### Description of Activity

Upon request, VTS provides assistance in the south to native northern students wishing to follow academic and vocational courses which are unavailable in the north, at the high school, adult retraining and post-secondary levels.

Over the years, the bulk of the student population in Ottawa and Winnipeg (where VTS has an office) has been sponsored by the Department of Education, Northwest Territories, and the Indian Program, Quebec Region.

In the 1978-79 school year the Kativik School Board and the Commission Scolaire du Nouveau-Québec have sponsored most of the students in the south. VTS has had no input in the selection of students.

The services provided to northern sponsored students are:

- placement in school
- finding accommodation
- education counselling
- social counselling (see next chapter)
- other support services such as
  - distribution of allowance cheques
  - local transportation
  - emergency financial assistance
  - Inuit House (see separate chapter later)

VTS will not pay for the travel cost to the south for a northern native student who has been refused northern sponsorship. The rationale is that education is available to the student in the north. However, VTS has the mandate to assist any native northerner in the south. As a result, VTS will, on its own initiative, sponsor native northerners who are in the south and have requested VTS assistance to pursue their education.

The services provided to VTS sponsored students are the same as those for the northern sponsored students, plus VTS absorbs the costs of:

- Tuition fees
- Clothing
- Accommodation
- Allowance



### Description of Sub-Activity - Placement in School

Using all available information and considering the expressed desires of the student and home region, VTS coordinates the registration of each student in the school it considers best suited to his needs.

Although educational background information may be supplied by the home regions (local principals, counsellors, super-intendants and school boards), generally, it is scanty, and more often that not, it is not available. To counteract this, VTS staff, on behalf of the Ottawa Board of Education, sends tests north in the early spring of each year to facilitate the suitable placement of students in classes for the fall term. In addition, option sheets are forwarded to the students to ensure that through early selection, they may have the desired options. Where no information is available, VTS makes an educated guess as to the level of each student, based on personal knowledge and past experience. VTS is not overly concerned about possible inaccuracy in initial placement, since each school has an intra-mural testing program at the commencement of each school year. As a result, transferring from one school to another generally takes place within the first few weeks of the school year.

Generally, students are placed in schools according to their academic ability. On occasion, however, students at their insistence, are placed in schools which are somewhat below their academic needs but support their social needs.

In Ottawa, the following schools are used more frequently by VTS.

1. Highland Park High School - general program providing entrance qualifications to community college level.
2. MacArthur High School - no advancement beyond Grade 12.
3. Lisgar Collegiate - academic.
4. Algonquin College Adult Retraining Centre - upgrading to the Grade 12 level.

In addition, there are a few students following post-secondary courses at Algonquin, Carleton, Ottawa University and various business schools.

In Winnipeg,

1. Red River Community College - offers a wide variety of vocational and technical and trade courses.
2. Winnipeg Adult Centre - upgrading to the grade 12 level.
3. Various Winnipeg high schools.

Effectiveness - Placement in School

Indicator: Accuracy of initial placement

Findings:

Although no detailed statistical data was available on the number of changes in the first few weeks of the school year, it was generally felt by counsellors both in schools and at VTS that, as a result of testing and observation, a portion of new students are placed in what they consider inappropriate grade levels. Students often find themselves in lower levels than they were classified in the north. The disappointment and frustration suffered by the students is not negligible. Of course, the constraints and variables are such that the counsellor is much handicapped in making the initial assignment. The records supplied to the counsellor are at best scanty and offer little information to determine curriculum and grading equivalents.

Recommendation No 1.

Past attempts to obtain from local schools more information on the student should be renewed and efforts should be made to establish and maintain an unofficial curriculum and grading grid for the various schools in the north.
---

Efficiency - Placement in School

Indicators: Time spent for assignment  
Cost per student

Findings:

Formula: 
$$\frac{\text{Counsellors Time (1\%)} \times \text{Salaries}}{\text{number of students}}$$

1976-77	$\frac{\$734}{82}$	= \$8.95 per student
1977-78	$\frac{\$827}{119}$	= \$6.94 per student
1978-79	$\frac{\$658}{90}$	= \$7.31 per student

Of course, in absolute terms, these figures mean very little. From the information available and because of the lack of outside standards, we cannot conclude if these costs are too high or not. But in relative terms, the numbers are meaningful if only as a future evaluation bench-mark. (This comment holds for all other activities' quantitative efficiency measurements). They would indicate that the cost per student is going down, along with the concern that counsellors display on the importance of accurate initial placement in school. Even though there is no indication of a decrease in changes at the beginning of the school year, the amount of time spent by counsellors per student is decreasing. We do not consider this a source of concern and share the counsellors' opinion that the testing practices of the school provides a more efficient and effective safeguard than increased activities on their part. Notwithstanding this, we still hold that some investment in following up on our effectiveness recommendation would be warranted and wise, given the impact on the students.

#### Description of Sub-Activity - Finding Accommodation

With some exceptions, northern students at the high school and adult retraining levels are placed in private homes for the duration of their educational sojourn in the south. It is VTS's opinion that the private home provides the ideal support for the younger clientele during their training period.

Because of the scarcity of boarding homes, a great deal of time is spent by counsellors, mainly in the Summer, and January, but also throughout the year, to recruit potential boarding homes for students. VTS staff, during its screening of aspirant boarding homes, attempts to prepare them for the arrival of the students through a couple of hours of individual briefing on the cultural and social realities of the northern student. To prepare the student, VTS, when possible, will conduct an orientation program lasting a few days; one of the topics on the agenda being boarding homes.

Unwritten criteria for suitable boarding homes include:

- suitability of accommodation  
i.e. private room, single beds
- adaptability of house parents and students
- nearness to schools

Current boarding home rates are \$44 per week.

While the boarding home remains the main source of accommodation, older students sometimes live on their own in private apartments which they normally share with other students for cost efficiency. As a last resort, because of a lack of other suitable accommodation, VTS has used the YM/YWCA facilities to accommodate the students on what is intended to be a temporary basis.

#### Effectiveness - Finding Accommodation

Indicators:        1 - Student needs and preferences are met  
                     2 - Suitability of home

#### Findings:

Students would generally prefer the independence offered by apartment living. When questioned about their boarding home they have echoed a great variety of feeling depending on their personal experience.

From our limited sampling of students, boarding home interviews and counsellor feedback, we concluded that boarding homes to few exceptions, provide suitable support services required for the average adolescent student (Further discussion will follow in the Social Counselling Chapter). In fact, we have found no evidence of cases where students basic needs were not met.

Although boarding homes are hard to find, the majority of homes. Those who live at the YMCA are only there for a short period and others living in apartments are doing so at their own request.

There are two main factors which complicate the recruitment of boarding homes:

- A. the negative publicity given to some cases of delinquent and anti-social behavior of northern native boarders
- B. the marginal compensation given the boarding homes

- A. There have been some regretable experiences suffered by some landlords and, unfortunately, many students have in the past, sowed the seed for their present reputation of troubled adolescents with apparent disrespect for what the southern culture consider basic values and way of life (Further discussion in the next chapter)

VTS has done much through its counselling activities with the students to curb such behavior. However, some boarding homes have not always played a significant role by intervening at the proper time with constructive counselling to prevent such occurrence.

It is understood that recruiting boarding home is a difficult task. However, we believe that standards for selection must remain high. Scraping the "bottom of the barrel" will only lead to increased frustration and feeling of isolation by the students.

Recommendation No. 2

VTS should play a more active role in ensuring that information programs of the Department focus on issues of their concern and are directed in a way to attract more boarding homes.

- B. The present compensation to boarding homes is \$44.00 per week. This amount would appear minimal to cover actual expenses to the house parent. Periodical revisions of his amount are done after consultations with Indian Affairs for comparison and with counsellors who are most aware of the needs of the students.

All upwards revisions in the past have been very difficult with cries of "unfair competition" from other boarding home recruiting agencies such as the Children's Aid Society with their ever contracting budget.

This concern for unfair competition is and should remain foremost in VTS' considerations. The average increase in recent years has been 10% per year. Although incremented on a probably too low base, these increases appear reasonable and responsible.

Efficiency - Finding Accommodation

Indicators:           Time spent searching  
                          Cost of search per student



Findings:

Formula:  $\frac{\text{Counsellors' Time (15\%)} \times \text{Salaries}}{\text{number of students}}$

1976-77       $\frac{\$11,657}{82}$       =      \$142.16

1977-78       $\frac{\$10,377}{119}$       =      \$ 87.20

1978-79       $\frac{\$11,329}{90}$       =      \$125.88

These figures would indicate that VTS is getting more efficient at recruiting boarding homes. The final efficiency coefficient is mainly functions of the number of students, the salary factor remaining relatively constant. At the time of recruiting activity by the counsellors only a rough guess on how many students are coming is available - so rough in fact that it has rarely coincided with reality. As a result, counsellors recruit as many boarding homes as possible to cover any eventuality. This would explain that salary expenditures have been constant while the efficiency factor fluctuated.

Description of Sub-Activity - Education Counselling

VTS provides education counselling assistance to native northerners studying in the south in the form of career guidance and tutoring on academic subject matters.

- Career guidance

In consultation with school guidance staff and the student, the VTS staff plots a strategy to achieve student goals. Many students have no goals other than to achieve a specific grade level. Through counselling, making the students aware of the many options to choose from, the VTS staff provides insight into a variety of vocational alternatives based on the student's expressed desires, preferred location of employment, availability of job opportunities, willingness to relocate and general abilities and aptitudes.

- Tutoring

Education counsellors on the VTS staff tutor students when necessary. A full time tutor on contract is available



regularly to supplement their school work on specific topics as required.

Effectivess - Education Counselling

- Indicators:
1. Appropriateness of curriculum choices
  2. Relevance of education to students
  3. Students' catch up on problem topics
  4. Practical knowledge, job market relevance acquired by students

Findings:

1. Our interviews with the schools' education counsellors and a sampling of students revealed that northerners are getting constructive support from VTS counsellors in making their curriculum choices. Counsellors appear well informed on curriculum alternatives at the various schools and how they can best meet the needs of the different types of students.

In the Spring, school counsellors coordinate the testing of next year students and send them option sheets. However, VTS counsellors are not often involved with the curriculum choices of first-time-south students.

Recommendation No. 3

VTS counsellors should be aware of the Spring test results and attempt to contact new students after they have received their options sheet to assist them in the initial choice.

However, this proposal could be more ideal than real since the bulk of new students only decide late in the Summer to come South to school and are not tested before September.

VTS's real involvement with career guidance starts in September and continues on through the academic year. The high points are towards the end of each semester and in the Spring, to plan future curriculum options for the following semester or academic year.

2. All interviews would indicate that VTS education counsellors are "up there ahead of the problems". However, under the indicator "Relevance of education to students" we found a need for increased attention

and concern by the VTS counsellors. This is not to say the counsellors are insensitive to this problem; they in fact share our concern and have concentrated much counselling effort with the students to get them involved in career planning and purposeful curriculum selection. It should also be remembered that this problem is not unique to northern students. It is most prevalent in the southern culture.

3. Tutoring activities by VTS have been limited (average of half a staff-year) in recent years. But, from students' remarks and evidenced by the growing number of requests (no specific data available) for assistance, it would appear that the personalized coaching on catch-up subjects (mainly English and Math) has had a very beneficial effect on the students ability to keep up with the pace. This feeling was also confirmed by school counsellors.

Although the positive effects of tutoring activities are undeniable, the fact still remains that Inuit students are generally making very slow academic progress. As we will discuss in the following chapter, part of the problem is socio-cultural in nature, but many causal links can also be identified with academics.

#### Recommendation No 4.

Tutoring activities should be increased and more emphasis placed on organized tutoring classes. VTS could even consider catch-up semesters focussing on English conversation, reading and writing, and other subjects.
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4. Vocational training courses in schools are generally recognized as giving tangible results more quickly. Notwithstanding this, all education is an investment at least a medium term if not long term. Only time will tell for sure if the investment will pay good dividends or not. VTS, like many other organizations involved in the field of education, disclaims any responsibility for the job market relevance of the education provided. In fact, the

Employment and Immigration Department has the specific mandate, the identification of the manpower resource needs of the various northern communities. However, through its departmental "parent objectives", VTS does aim at "improving the quality of life" of native northerners and thus has a definite stake in the relevance of education to the student northerner and the community in which he will live.

Recommendation No. 5.

VTS should be the coordinating agent between local Canada Employment and Immigration Centres (CEIC) and the education counsellors or teachers in the north to ensure relevance of educational plans and priorities.

Recommendation No. 6.

VTS should consider engaging in education follow-up activities to obtain some gauge on the degree of success of the education process.

5. Some have criticized VTS for using schools (especially in Ottawa) with programs not suited to the special needs of the Inuit students. The argument is two-fold:
  - A - most students are in remedial schools
  - B - there is no Inuit culture content in the programs
- A. It is a fact that most students are in schools for what could be described as slower learners. We found it difficult to believe that the Inuit as a group would have less ability to learn than others - less acquired knowledge but surely not less potential. But the proof is there in the tests and classroom observations - that the typical student coming south was accurately slotted in remedial or upgrading type programs. We could only conclude (without further data) that many other higher skilled students do not come south to continue their education, opting for the

"more practical and immediate returns" offered by jobs in the north.

Recommendation No. 7.

VTs should explore the subject of student selection with northern authorities to ensure that the students coming south are those who can benefit to the maximum from this opportunity and not those who are only looking for a southern holiday with no long term motivation.

As a result of such discussion, a letter of agreement, if not a contract, between northern authorities and VTs should stipulate the respective role to be played in the selection of students. Ideally, VTs should have a right of veto over those students which it knows to be academically and/or socially unsuitable. This approach is not unprecedented. In fact, in its Construction Apprenticeship Program, very tangible results have been achieved by following such a policy. We will discuss this further in a later chapter.

- B. The education programs offered in the south are obviously southern-culture- centric, devoid of any cultural information of interest particular to the Inuit.

Recommendation No. 8.

VTs should look into the possibility of filling the cultural gap for Inuit in southern school by organizing special courses (credited by schools perhaps) on such topics as:

- History of Inuit
- Inuit Art
- Inuktitut
- Inuit Literature
- Inuit Folklore and costumes
- Life Skills

### Efficiency - Education Counselling

Indicator: Cost per student

Findings:

Formula:	$\frac{\text{Time x Salaries}}{\text{number of students}}$	
1976-77:	$\frac{\$28,894}{82}$	= \$352
1977-78:	$\frac{\$24,489}{119}$	= \$205
1978-79:	$\frac{\$25,225}{90}$	= \$291

The marked reduction in the cost per student in 1977-78 is explained by the fact that one-half of the counselling staff-years was on loan to another section while the number of students increased sharply. For the 1978-79, oddly enough, even though a full counsellor staff-year was on loan to another section during this period with over 30% decrease in number of students, the cost per capita increased by nearly 50%. We have found no evidence of particular education counselling problems that would explain such a raise. However, in comparison terms, VTS is still more efficient today than in 1976-77.

### Assistance provided to VTS sponsored students

As explained in the description of the education activity, VTS does sponsor, upon request, some students who have been refused sponsorship for studies in the south by northern authorities. At first glance this practice appeared to conflict with the northern policy of the N.W.T. and Yukon have who want all their high school students to attend school in the north as much as possible. But after examination the study team soon came to the conclusion that VTS has no other real alternative but to fulfill its mandate with native northerners in the south and to provide them with all required support services. We also support the decision not to pay travel costs which would be too much of an overt contradiction of Territorial policies.

All the comments in this chapter related to the effectiveness and efficiency of VTS's education services apply as well to the VTS sponsored students. However, because the costs are different a brief additional efficiency review is warranted:



Efficiency - Education - (VTS sponsored students)

Indicator: Cost per student

Findings:

Formula:  $\frac{\text{Money spent}}{\text{number of students}}$

1976-77:  $\frac{\$145,047}{28} = \$5,180.25$

1977-78:  $\frac{\$108,378}{20} = \$5,418.90$  (4.6% increase)

1978-79:  $\frac{\$127,500}{21} = \$6,071.43$  (12% increase)

The increases would appear reasonable



ON-THE-JOB TRAINING

The study team has not evaluated this activity. As agreed to in the terms of reference, as soon as the study presently being conducted by Management Services of the Department is terminated, the study team will integrate it in the structure of the present report.

## TRAINING AND DEVELOPMENT

### Description of Activity

VTS is involved in a number of courses whose aim is to improve the employability of native northerners by acquiring and improving job related skills.

The Training and Development activity is divided in two sub-activities:

- A - Construction Apprenticeship Program
- B - Special Courses

### Description of Sub-Activity - Construction Apprenticeship Program

Under the direction and supervision of a VTS journeyman instructor, native northern apprentices receive practical training in carpentry. The construction and/or repair projects are usually for federal buildings in the north, but in some cases other projects which provide meaningful training are for a variety of organizations in the north and in the south. Projects in the north have been in such places as Inuvik, Watson Lake, Igloolik, Resolute Bay and Rankin Inlet. A more recent project has been the renovation of Inuit House in Ottawa. To date, all projects have been on federal buildings.

After an initial trial period of 4 to 6 months, promising candidates are indentured as apprentices with the Government of the Northwest Territories Apprenticeship Program. At present seven trainees are indentured under the four-year program.

- 1 from Lower Post, B.C. (completed 3rd year)
- 4 from Sugluk, Qué. (2 completed 2nd year)  
(2 completing 2nd year)
- 2 from Grise Fiord, N.W.T. (completing 2nd year)

The standards of the N.W.T. Apprenticeship program during practical training require no more than 2 apprentices per journeyman. Because the VTS instructor holds both journeyman papers and a teaching certificate, a special agreement between VTS and N.W.T. has relaxed this norm to allow a maximum of 6 apprentices per journeyman. As part of the apprenticeship program requirements, the trainees must

undergo 2 months per year of classroom training and year-end examinations.

The practice in recent years has been for VTS to loan the services of its instructor to the Territorial Adult Vocational Training Centre (AVTC) in Fort Smith, N.W.T. while the trainees participate in the course along with others sponsored by the Territories. This exchange of instructor resources and teaching facilities would appear to benefit all parties involved.

Also, while in Ottawa, apprentices receive tutoring from the contract tutor on various topics as required (mostly in Mathematics).

There are no specific qualification requirements for to VTS participating in the VTS Apprenticeship Program other than a willingness to work.

The pay schedule is also different to that normally used in an apprenticeship program.

Average Wood Working Apprentice (based on GTL (WOW) rate for N.W.T.)	VTS Apprentice
1st year-\$110 (50% Journeyman rate*)	\$100/wk & expenses**
2nd year-\$132 (60% Journeyman rate)	\$125/wk & expenses
3rd year-\$154 (70% Journeyman rate)	\$150/wk & expenses
4th year-\$176 (80% Journeyman rate)	\$175/wk & expenses

\* present public service journeyman rate: (lowest category): \$5.50 per hr./40 hr. week

\*\* expenses: include room, board, travel and laundry

In our opinion, the added emolument of paid expenses to VTS apprentices are not warranted. We have found no evidence that without this added incentive northerners would not participate in the Apprenticeship Program.

Recommendation No. 9

Apprentices should be required to pay an equitable percentage of their salary to cover normal living expenses.

Effectiveness - Construction Apprenticeship Program

- Indicators:     - Number of successful completions at year end.  
                  - Job related skills acquired by trainees

Findings:

Since the beginning of the program there has been no apprentice who has received journeyman papers. In our opinion this does not indicate failure considering the difficulties VTS has had with recruiting motivated apprentices. In the past three years, the calibre of trainees has improved substantially mainly as a result of careful selections and "weeding out" practices carried out by the VTS. Comparing the number of successful completions at year-end to the total number of trainees for that year would give some indication as to the relative effectiveness of the program

1976-77:	<u>0 completion</u>	
	10 apprentices	
1977-78:	<u>5 completions</u>	(5 first year)
	12 apprentices	
1978-79:	<u>5 completions</u>	(2 first year)
	7 apprentices	(3 second year)

Analysis of these ratios should not be made in isolation of the constraints and variables effecting the activity outputs. Previously, the selection of trainees was based on recommendations from Settlement Managers, School Principals and VTS Counsellors. Now the decision to accept an apprentice in the program is based on the personal knowledge of other apprentices of known motivation.

As a result of this new practice, 1977-78 saw the first indentured apprentice successfully complete the first year in the program. This experience with the construction program should encourage VTS to get involved in the selection of students as recommended in the chapter on Education. Notwithstanding this, the method of recruiting and selection, especially should the program expand, would

prove biased and arbitrary to potential good candidates with no "inside connections".

Recommendation No. 10.

To ensure more fairness in their selection process without reducing its effectiveness, VTS should combine both methods by attracting applications through media in communities, and verifying references with trusted contracts in VTS, within the ranks of past graduates, and from other knowledgeable sources.

Although we have looked at the numbers of completions as a success indicator, unsuccessful completion should not be looked at as an outright failure. In fact we share VTS's opinion that although many apprentices dropped out in the past, they did not abandon the course without any benefit accruing to them. The skills taught are very practical and useful in everyday life. Many left with the basic skills often required for employment. In fact, although no specific data could confirm it, many left the program mid-way to accept a job offer.

Many requests for project assistance are turned down. All evidence indicates that, should VTS decide to expand this program with more instructors and more apprentices, it could do so with the knowledge that ample training projects were available and a very effective training system was given further dimension and impact.

#### Efficiency - Construction Apprenticeship Program

Indicator:                      Cost per apprentice

Findings:

1976-77:	$\frac{\$104,000}{10}$	=	\$10,400
1977-78:	$\frac{\$88,000}{12}$	=	\$7,330
1978-79:	$\frac{\$175,000}{7}$	=	\$25,000

The lower cost in 1977-78 is due to the fact that the construction project was for Northern Affairs which absorbed all the cost of accommodation while in the north.



No data was available on cost of accommodation to permit calculating the real total cost for 1977-78. After having made some provision for accommodation cost, the general trend indicates a substantial yearly increase in the per apprentice cost. However, given the effectiveness of the program (probably the highest of all VTS's activities) these costs might be acceptable, depending on budget limitations.

This activity is managed in a most pragmatic way. Although rudimentary, records on apprentice time-in are kept accurately and consistently. However, as in other activities, cost breakdown such as for recreation, travel, accommodation and materiel was not available. Our recommendations in the chapter on Finance should alleviate this deficiency.

In reviewing service contracts and other documents related to the costs of the program, we found that, although the per apprentice cost is high, constant care is given to ensure that incurred costs are kept as low as possible. For example, in the field, both instructor and apprentices might share the same trailer for accommodation.

#### Description of Sub-Activity - Special Courses

In response to special requests from northern governments and organizations, VTS develops and administers courses to meet specific needs. This can be done directly by VTS staff or, when specialized skills are required, by a personal service contract, according to VTS specifications. The total development and administration of these courses are funded wholly by VTS.

In addition, VTS coordinates the placement of native northerners in courses being given by various organizations. VTS negotiates the terms of agreement to provide for cost sharing. VTS also ensures counselling to the course participants.

Because of a lack of information on these special courses, we could not make a complete effectiveness and efficiency evaluation for each course given.

Recommendation No. 11.

VTS should keep a detailed file on each course providing the necessary information to evaluate their effectiveness and efficiency.
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The records should give details as a minimum on the following items:

- Course title
- Dates
- Description of purpose and content of course
- Cost and responsibility sharing agreement
- Number of participants and graduates
- Detailed expenditures
- Feedback by trainees giving impressions on the course content, methodology and usefulness of training

A follow-up activity would also be desirable especially if the course was a "pilot project" and the cost per student was high. Also in cases where a course is repeated often, at regular intervals there should be follow-up action.

#### General Description

##### A - 1976-77

- 1 - Heavy Equipment Operators Course, Oakville, Ontario

Training was tailored to the needs of participants. Only 4 types of equipment were used during the training period:

- (i) graders
- (ii) bull dozers
- (iii) big trucks
- (iv) "low boys"

VTS paid for the total cost of development and administration of the course.

From the month of May to July, 12 trainees followed the course and completed successfully. The total cost was approximately \$30,000.

- 2 - Air Mechanics Course, Borden, Ontario

This course was provided by the military free of charge. All travel and allowances were paid for the Government of N.W.T. The cost to VTS was \$12,000 for counselling services provided by a contract person. Some additional cost (minimal)

also resulted to VTS for the time spent on liaison activities by the Superintendent of VTS.

Twelve trainees followed and completed the eight month course. The cost to VTS per trainee was  
$$\frac{\$12,000}{12} = \$1,000$$

From this information, the total cost of special courses for the year 1976-77 was \$40,000. Another general expenditure breakdown arrived at through a different process would have the total at \$105,447 of counselling and administrative costs. We are at a loss to explain the differential of roughly \$65,000!

B - 1977-78

- 1 - Heavy Equipment Operators Course (April to June)  
(same as previous year)

Cost: \$30,000

- 2 - Syllabic Typing Course (March) Ottawa, Ontario

The Syllabic Course was developed by VTS to teach basic Inuktitut "touch type" skills to native northerners. Typical trainees are secretaries, reporters and translators. At present, the language of instruction is English. It has been suggested that it might be more practical should the course be given in Inuktitut.

The cost of development was \$7,000.

The development of an IBM element (approximately \$75,000) with Inuktitut characters was funded by another section of the Cultural Division. However, VTS was responsible for the cost of developing and implementing the course. This average cost of conducting one course was estimated at approximately \$11,000

- 3 - Film and Television Production, Mohawk College

This was a very basic course lasting only 8 weeks. It included the use of cameras and some editing techniques.

From May 1 to June 15, 10 trainees participated in this course.

The approximate total costs were \$30,000

4 - Air Mechanics Course, Borden Ontario

(same as 1976-77)

Cost: \$12,000

The total cost for 1977-78 would be, according to these figures:

\$30,000	H.E.O.C.
\$11,000	Syllabic course (running)
7,000	Syllabic Course (development)
\$30,000	Film & T.V.
\$12,000	Air Mechanics
<u>\$90,000</u>	TOTAL

According to other calculations, the total cost of special courses for that year would have been \$189,605. Again, we are at a loss to explain the differential.

C - 1978-79

1 - Syllabic Courses (3), 2 in Ottawa, 1 in Frobisher

(same as 1977-78)

Cost: \$11,000 x 3

NOTE: Extra cost for Frobisher course not available.

2 - Air Mechanics Course

(same as previously described)

Cost: \$12,000

Total cost for the year

\$33,000	Syllabic
\$12,000	Air Mechanics
<u>\$45,000</u>	TOTAL

Other methods of estimating expenditures established the yearly total at \$102,097. We have no information to justify this discrepancy.

Further courses planned by VTSD for future implementation include:

- Film, T.V. and Radio
- Management Training Course
- Power Plant Operations, and
- Oil Spill Clean-Up techniques

The last two course will be provided under a cost sharing agreement with northern governments.

The Film, TV and Radio course will be much more detailed than the course offered in 1977. A 3 year program is proposed, combining theoretical, institutionalized training with on the job experiences. The Nunatsiakmiut Film Society of Frobisher Bay, N.W.T. will present a proposal to VTS related to course development and presentation.



## SOCIAL COUNSELLING

### Description of Activity

VTs provides personal counselling to native northern students, trainees and others to meet their social, psychological, medical and cultural needs while in the south.

Counsellors are available upon request to a native northerner seeking advice and guidance. Counsellors have set case loads of students and on-the-job trainees. Transients, locals, Alert and Coast Guard employees can also avail themselves of their services. However, the bulk of the counselling load is the student population. Many of them just drop in now and then, unannounced, to seek advice or just generally socialize with the counsellors. Thus, counsellors get to know them quite well and can better answer their often unexpressed need for advice. Counsellors are also "on call" at any time of the night or day to rush to the assistance of a native northerner in a crisis situation.

### Background Information on Typical Problems Faced by a Native Northerner in the South

To the young native northerners coming south for the first time, a whole new world unveils itself from the minute he boards the plane. His arrival south is usually in a holiday feeling - everything is new and interesting. For the first few weeks, this feeling usually persists and buffers most problems which he encounters. But as time goes on and routine sets in, his new environment soon loses some of its glitter and the reality of his cultural discordance becomes more and more obvious.

This "cultural shock", and its often quoted side effects of sex, drugs, alcohol abuses and other reactionary delinquent behavior, are the main focus of concern of the social counsellors in VTs.

As a result of our many discussions on this problem with experienced individuals from both within VTs and outside, we have attempted a categorization (forcibly simplistic) of the various causes of this problem. We found this helpful in trying to understand the complexity of the social counsellors' activities.

Because the effectiveness indicators for such an activity could only be general, we will deal with them through a

descriptive approach to lead to conclusions and recommendations on Effectiveness.

#### Effectiveness - Social Counselling

Indicators:           social needs of native northerners in the south are met

"social skills" have been acquired

the improvement of social behavior

#### Findings:

##### 1 - Causes of Stress:

###### A. Lack of natural support system

In the North, the communication network is simple with few barriers. Family and friends are close and available with maximum opportunity for sharing information. In the South, unless you know where to get information you are isolated, alone in a crowd of people with a sphere of interest that does not include strangers. As a result, the native northerners must learn to trust a new support system composed of Counsellors, Foster Parents, Landlords, and Teachers which are more or less knowledgeable about their needs.

###### B. Shock of newness

The environmental surroundings, the disproportionate size of cities and buildings, the number of people around, the types of dwellings and accommodations, the distances to travel, the transportation systems and so on, all result in creating a foreign, unfamiliar setting leading to unsureness and a lack of feeling of belonging.

###### C. Lack of knowledge and understanding of southern ways and culture

Although time is slowly eroding certain north/south differences, they still remain to varying degree, depending on the location and personal experience. Time, money and property are still concepts that presents problems to certain native northerners.

###### D. Loneliness

There is the more obvious nostalgia of friends and loved ones, but also the more subtle loneliness of being

different both physically, culturally and mentally. Such a loneliness also comes from being unable to verbalize these feelings to people who would care. Consequently, frustration often sets in.

E. Pressure to succeed

Native northerners are conscious of the fact that the southern culture will "invade" more and more the northern land. To survive they must adapt and catch-up. This results in a pressure to succeed which is another element complicating the learning process.

F. Adolescence

- On top of these problems, many northerners who come south are in their adolescence and experience all the other "hang-ups" and difficulties that the southern youth is trying to cope with such as definition of personality and identity, development of security about personal talents and skills, and transition from child freedom to adult responsibility.
- 2

- Approach of VTS

Through our interviews, we have sought to find out what has been VTS's performance against these problems. The observation and feedback have led us to the following conclusions:

A. Support Systems

VTS counsellors have succeeded to establish positive on-going relationships with most native northerners. Counsellors spend a lot of their work and personal time to try and create and sustain this feeling of mutual trust. Some have criticized that this approach has led to excessive dependency on the counsellor and has thus become counter-productive to the aim of self-reliance and independence. We have noted that in some instances there has been tendencies to protectionism but in our opinion not to "excess". In fact, VTS's present philosophy has not always been as "liberal". In the 60's and 70's, through the Churchill Vocational Centre, the Section had a much more "rigid approach", displaying less tolerance and patience with problem students. This approach, as strict and demanding as that pruned by the Dorval School of Kativik, had to be modified through the years as more effective methods were proven. VTS recognized that in the past their

standards had been too high and casualties (social and educational) were many.

Now, although VTS can be decisive and inexorable in certain extreme cases, on the average its attitude is one of guidance and "purposeful hand-holding", gradually leading students to cope with the trauma of growing up, adapting socially and getting an education.

This approach followed by VTS counsellors has become instinctive, although rarely articulated or discussed between them.

Recommendation No. 12.

VTS counsellors should make a concerted effort to discuss their counselling philosophy and problem cases in order to raise their awareness of alternative approaches and impacts and project a constant image and approach by counsellors.

Note: In the past, VTS had staff meetings and discussions on this topic but efforts were sporadic and have since been discontinued.

Boarding houses can also provide additional support services to the young native northerners. In our interviews, we have found that some of them had been ill-prepared for their role with the students and had to learn and adapt through trial and error.

Recommendation No. 13.

VTS should consider a more systematic and in depth approach to the briefing of future boarding houses before the arrival of the students.

We have found two types of persons interested in providing boarding home facilities.

- The Landlady: She usually provides for all the physical needs of the students. Social problems are rapidly referred to VTS counsellors for action, with minimal

intervention on her part in the personal life of the students.

- The House Parent: She does not stop at providing for basic needs but gets involved in the counselling of the students. Most often she would accept them as her own children and would care for them as such.

The House Parent obviously provides a better support system for the young northerner and VTS endeavors to recruit this type of home. Unfortunately, due to the scarcity of home applicants, counsellors accept more landlady types than they would like, and as a result find themselves doing more counselling to these students.

Are there viable alternatives to landladies? VTS has experimented with various other types of accommodation:

- YM/WCA: not found suitable for long term stay

Advantages: - readily available recreation facilities

Disadvantages: - expensive  
- cold atmosphere  
- limited supervision  
- no integration in society  
- ghetto effect  
- leads to poor eating habits

Note: This was also confirmed by Kativik's bad experience at the Dorval School with motel accommodation.

- Apartments: Only found suitable for mature, independent and responsible young adults.

- Residence (such as Churchill's):

- found suitable but it had some drawbacks:

- 1 - The size of the group in the same residence forced VTS to implement rigid controls and discipline.
- 2 - The capital cost (rent or purchase) are high and can only be justified if it can be amortized over many years.
- 3 - Provide an artificial environment akin to an institution with limited family atmosphere.



In our opinion, another alternative exists which VTS staff have discussed periodically but never tried to implement.

- Group homes:

VTS could short term lease a residential type home (as central as possible) which could accommodate 10 to 15 young northerners. A social counsellor could be on site as much as possible, with the extra assistance of volunteer foster parents. Other volunteer or contract landlady could assist with the upkeep of the house and cooking if necessary. Rules and discipline, although not excessive, should be accentuated, at least initially. Because of the small size of the group, in time a family atmosphere could be created encouraging inter-dependance and responsibility with a gradual relaxation of the discipline codes.

Recommendation No. 14.

VTS should attempt to develop an accommodation system which would support their counselling philosophy of phasing in to change, of providing purposeful support systems and of encouraging self-sufficiency.
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Such a system could be as follows:

- 1 - Group home (controlled environment)
  - for all new students and those requiring more attention from the counsellors (groups of 10 to 15)
- 2 - Boarding home (family life)
  - for those who have demonstrated their capability to cope with their own life but needing a close link to a parental figure (groups of 2 to 4)
- 3 - Apartment (independance)
  - for those who have shown their ability to be self-sufficient and wishing to make it on their own

Note: The YMCA should be avoided and only used in cases of emergency, as a last resort.

B. Shock of newness -

To minimize this initial shock, VTS has had as a practice to provide an orientation session to new students.

Because of last minute warning on the number of students coming this last year, the orientation course was not given. We feel that VTS should always plan to give such sessions in September and also in January regardless of the number of students forecasted.

From our interviews, past courses were very helpful to students to adapt rapidly to such things as

- how to take a bus
- going to the bank
- locating support agencies
- school systems
- recreation programs
- hospital services
- police

C. Lack of knowledge and understanding of southern ways and culture

Time: The importance of time schedules and promptness is much accentuated in the south and usually requires from the young native northern more discipline than he might be used to.

Counsellors are very aware of this necessity and emphasize this need to the students. Counsellors keep a close tab on the absenteeism levels in schools and take immediate counselling action to curb problems.

Money: Young northerners have rarely had the need or opportunity to budget their spending. VTS try to instill good practices in this area by giving students the responsibility to pay their accommodation costs and to allocate priorities to their pocket money spending from their allowance. The value of money is also brought home through the \$5/day school absenteeism penalty. Continued efforts are required by the counsellors in this problem area of money management.

#### D. Loneliness

VTS counsellors have seriously tackled this problem with what appears to be a great deal of success. The continued efforts to organize recreation activities, provide drop-in facilities at Inuit House (see Chapter 10) and the general concentration on stimulating an atmosphere of care and involvement, have made the south much more hospitable and warm for the young native northerners.

Social counsellors are also involved in Student Council activities, organize parties and dances, sports outings and general recreational activities at the YM/WCA.

In our opinion, these activities have contributed to minimizing the problem of loneliness and its many side effects.

#### E. Pressure to succeed

Young native northerners are faced with a great catch-up challenge. They receive much support from their parents, counsellors, house parents and others interested parties. Paradoxically this assistance can also direct a lot of pressure on the young person to achieve and succeed.

From our information, VTS has exercised a good balance in the push/pull of counselling. There appears to be, however, a lack of consensus within the Section as to the role of the counsellor as an intermediary between the parent and the student.

From what we have observed, reports to parents sometimes include information of a social (non-academic) nature which if it was used improperly by other parties could damage the long term reputation of the students. Counsellors are generally very sensitive to this and as a result usually keep a separate "personal file" for counsellor's use only. In their sense of responsibility to parents, some counsellors have in some cases included in reports information of a confidential nature. It should be noted that although these reports are for restricted distribution, once in the north they sometimes become more "open".

The present policy is that any student requested can see reports made on him. Counsellors keep other detailed information in these files which are for the use of the counsellor only and not available to the student. These files are kept even after the student or the counsellor are gone.

In our opinion, personal memory jogging notes about students could be kept as working notes for the counsellor but should

be destroyed when either the student or the counsellor leaves. The notes should not be in the student file since, according to the Human Rights Act, students are entitled to see all files on them.

Recommendation No. 15

VTS counsellors should review their report practices and formulate a common policy on form, content and distribution.

Do northern parents have an unalienable right to know all about their children while in the South?

In our opinion, the prime focus of the counsellor's concern must always remain the interest and welfare of the student. If informing the parents on a specific fact, will in the counsellor's opinion, ultimately harm the student or endanger the future relationship between himself and student, the parents should not be told.

Notwithstanding this, as a general rule, counsellors should keep parents informed on all education matters.

#### F. Adolescence

Adolescence is a traumatic period in most people's life often filled with personality complexes, identity crisis and cultural and social conflict. Being away from home in a foreign environment during this stage is difficult but, with the proper guidance, it can be an enriching and rewarding experience. VTS staff has shown, through its genuine involvement in the personal life of students and trainees, an empathic understanding which has earned it the respect of native northerners, house parents and other interested parties. This reputation is the ultimate testimony to the effectiveness of VTS counselling efforts.

#### G. Other Stresses

The guidance counsellors of Highland Park High School, Ottawa, related incidents of first year students being picked up at the airport at 12:00 midnight, taken to their boarding homes, then picked up in the morning and delivered to school. They entered a school assembly of a thousand or more students - more people gathered together in one room than live in the students' settlements! In addition to this initial traumatic experience, the new students were then faced with fitting into a classroom where they were

unquestionably in the minority, which only tended to heighten the feelings of stress and anxiety.

These incidents were exceptional but exemplary of bad planning and coordination. Young northerners coming south for the first time must have a buffer period for acclimatization of at least a few days before school starts.

School counsellors also suggested that, perhaps, new northern native students should stay as a group for the first semester to ease them into the system gradually. The resulting peer support would do much to assist them at this critical period. In our opinion, the suggestion has some merit and discussed further with the various schools.

#### Efficiency - Social Counselling

Indicator: cost per potential counsellor

Findings: 
$$\frac{\text{time x salaries}}{\text{number of potential counsellors}}$$

Because the Social Counselling activity overlaps on most other VTS activities, we will look at the efficiency of counselling in the context of each activity.

#### A. Education Context

1976-77:	$\frac{\$49,983}{82}$	= \$609.55
1977-78:	$\frac{\$52,477}{119}$	= \$440.98
1978-79:	$\frac{\$37,695}{90}$	= \$418.83

This would indicate that VTS is getting more efficient in its social counselling activities. This is encouraging especially since we have found no noticeable increase in the number of problems. In fact, it is generally felt that students are getting better service than in the past. Of course, Inuit House has reduced some of the social counselling burden. Had we added the cost of Inuit House to the Social Counselling the cost would have been:

1978-79:	$\frac{\$43,426}{90}$	= \$482.51
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This is an increase from the previous year but would still be acceptable considering the increase in effectiveness.

NOTE: no data available on student/months.

B - Training and Development Context

- 1 - For the Construction Apprenticeship Sub-Activity we could not determine a counselling breakdown since a large proportion of the counselling activities are done after hours of work.
- 2 - The only figures available on the cost of social counselling in the context of courses sponsored by other organizations related to the Air Mechanics Course at Camp Borden

For each year  $\frac{\$12,000}{12} = \$1000$  per trainee

Note: no data available on trainee/months.

C - On-the-job Training Context

(For trainees in Ottawa only)

1976-77  $\frac{\$4,004}{24} = \$166.83$

1977-78  $\frac{\$1,806}{31} = \$58.26$

1978-79  $\frac{\$1,300}{8} = \$166.25$

The cost per counsellor appears to be going down (discounting inflation). However very little conclusion should be drawn from these figures since the approximation of time spent was very rough-guessed and, we feel, probably not as accurate as those for other activities.

D - Inuit House Context

No practical measurements can be made because it would be impossible to determine the number of counsellors.

E - Transients and Locals Context

We could not obtain approximations on the number of transients and locals. Consequently we could not arrive

at a quantitative efficiency coefficient for social counselling activities given to transients and locals.

F - Employment - Alert - Context

$$1976-77: \quad \frac{\$2,000}{12} = \$166.66$$

$$1977-78: \quad \frac{\$4,000}{14} = \$285.71$$

$$1978-79: \quad \frac{\$4,780}{16} = \$298.75$$

The rise in cost appears reasonable.

F - Employment - Coast Guard - Context

$$1976-77: \quad \frac{\$2,000}{2} = \$1,000$$

$$1977-78: \quad \frac{\$400}{1} = \$400$$

1978-79: Nil

The number of participants in recent years has been so minimal that efficiency coefficients are meaningless.

FINANCIAL ASSISTANCE TO TRANSIENTS AND LOCALS

Description of Activity

Upon special request for assistance, VTS provides emergency funds to native northerners in transit or settled in the south.

Assistance to transients is usually for repatriation and includes such expenses as temporary accommodation, a few meals, minimal pocket money and an air ticket home.

Help given to locals is more rare but on occasion assistance has been provided to supplement immediate financial needs for individuals in a temporary crisis situation. Money given would be to cover such things as rents, food and health needs.

Request for such assistance can come directly from the native northerner in need or be channelled through such organizations as local welfare authorities, courts, police departments, the Indian Program and even the territorial governments.

The policy is to provide such assistance as a last resort, only after attempts have been made to obtain alternative support for the needy native northerner from local authorities, relatives and the territorial government.

Effectiveness - Transients and Locals

Indicator:           Emergency financial needs of native northerners in the south are met

Findings:

By definition, this clientele is exceptional and "ad hoc". Even if we could have isolated "representative transients and locals", the feedback received would not likely have lead us to make meaningful conclusions. To get some handle on this activity, other means of verification had to be found. We interviewed various people who had been in contact with transients and other needy locals to get their impression, be it subjective, on the adequacy of VTS's financial assistance. We received feedback from students, teachers, boarding houses, YM/WCA counsellors, church representatives and the VTS staff counsellors. We found no evidence of a native northerner with real needs having been refused help by VTS. The assistance is often more minimal than generous, in order to limit possible abuse of the system. The policy of attempting to

find alternate sources of help is followed by counsellors even though most of them feel that the "buck" usually stops at VTS. Most people we talked to felt ill-at-ease with this "handout" activity but none of them could offer a viable alternative, given the ministerial mandate to care for native northerners in the south.

We also found that VTS is wisely not publicizing this service and that by the time a request is made, the need is flagrant and immediate.

In some cases where the need does not appear urgent to the counsellor, the request is denied and guidance is provided for "self-help" way out of their financial problems.

Although most native northerners know that they can get help in some form or another at VTS, it is not generally regarded as being an "easy-picking" source of money. In fact, VTS's reputation of "always being there to help" relate to its social counselling role. But because of this reputation, native northerners with real financial needs would know to ultimately turn to VTS for assistance.

#### Efficiency - Transients and Locals

Indicator: Cost per recipient

Findings:

Formula: 
$$\frac{\text{Total assistance provided}}{\text{number of recipients}}$$

VTS keeps no records of the number of emergency assistance cases. In fact, although certain examples were quoted to us, we could not obtain a general estimate of the numbers of recipients. As a result we could not determine meaningful conclusions on the efficiency of the assistance provided to transients and locals.

Recommendation No. 16

VTS should keep a log (central file) where each case of assistance would be explained.
--

The report should as a minimum contain the following information:

- Date
- Name of recipient
- Amount
- Purpose
- Rationale

The brief report should be filed by date (with preferably a cross reference by name, should the number of recipients be high and tend to show "repeat clientèle").

The total costs for the last three fiscal years were:

1976-77	\$58,874
1977-78	\$41,634
1978-79	\$21,411

In absolute terms, the figures for 1976-77 might appear high, but the significant decrease in money spent to 1978-79 is encouraging. This particularly so, in view of the fact that we found no evidence of decreasing effectiveness or decrease in demand.



## INUIT HOUSE

### Description of Activity

Inuit House is a social meeting centre for native northerners in Ottawa. Although most users are Inuit students, it also attracts trainees, apprentices, course participants, transients and local native northern residents. The purpose is to provide a meeting place, away from southern authority figures where native northerners can feel at home socializing with other people of the same interests, concerns and background. The desired impact is to provide an alternative to the "Bank Street scene" and other undesirable gathering places.

The House is a refurbished residential home with two large sitting rooms, a general access kitchen and a basement space for recreation and even a "dark room" for hobbyists. The area on the second level is restricted to an Inuit social counsellor and her family.

In exchange for free rent, the social counsellor provides for the upkeep of the house (inside and outside).

Another Inuk shares the social counselling responsibilities during the extended hours from 2 to 10 PM. According to an organized schedule, other VTS counsellors visit the House to mingle with the patrons.

### General Comments

The atmosphere is very unbureaucratic and relaxed. Although native northerners drop-in when they please, there are many organized activities which are advertized ahead of time.

The newly open Inuit House replaced a not-so-patronized "Drop-in Centre" or Student Recreation Centre as it was officially called. Although the centre had many good activities organized, less than 10 people would come each night. The main complaints about that centre were the lack of accessibility (patrons had to sign in and out, passing through a government security area) and the high level of discipline and control exercised.

Although patrons found the discipline a less attractive aspect of the Drop-in Centre program, it was probably necessary because of the following factors:

- the centre was in a government building also used by public servants

- the many separate rooms made it difficult to supervise
- the behavior of the patrons was often very disorderly

Inuit House already draws more than 20 patrons per night (with a lower student population in Ottawa). Comments on the House are most positive and all interviewed seem impressed by its success.

VTs counsellors have even commented that since the opening of the House they have noticed a decrease in calls at home at night and during the weekend by native northerners needing assistance and guidance.

In our opinion, Inuit House will become a most important focus in the life of the native northerners in Ottawa. The environment should be kept informal and emphasis be placed on cultural and folkloric information. It should eventually develop into a cultural centre that would support cultural identity, values and awareness of Inuit heritage.

The fact that an Inuit family lives in the House with their children also enhances the atmosphere which goes a long way to making native northerners feel more at home. Notwithstanding this, we found it strange that the focus has been placed exclusively on the Inuit culture. In fact, the name Inuit House might make one wonder if the other native northerners, the Indians of the north, are welcome at this centre. "Northern House" might sound more inviting to all native northerners. We have been told that Inuit and Indians do not often mix well socially. Although the House might be too young yet, in the future VTs should attempt integration of the two groups. In the meantime, it should carefully observe this situation to ensure that this segregation has no negative effects on the rapport between native northerners.

The initial cost and the cost of running Inuit House for 4 months in this fiscal year totalled \$58,269.

## EMPLOYMENT

### Description of Activity

Although VTS does not have a strict mandate to provide employment, in aiming at improving the quality of life of the native northerners, it carries out activities which facilitate the placement of native northerners in pre-identified sources of employment. VTS (1) provides Relocation to Employment Services, (2) coordinates the employment of Inuit at Alert with the Department of National Defense and/or ice-breakers with the Canadian Coast Guard, and, (3) oversees the Summer Youth Employment Program for native northerners funded by Employment and Immigration Canada and administered by local authorities in the north.

As agreed to in the terms of reference no formal evaluation was carried out on this activity. However, because of the overlap with other activities, we could not avoid collecting data and drawing some conclusions which are reflected in this chapter.

### Description of Employment Sub-Activity - Relocation

VTS provides financial assistance (usually for transportation and occasional overnight accommodation and food cost) to native northerners for the purpose of relocation to employment. The total cost of this sub-activity has averaged \$5,000 for the past three years. Records are not kept in a way as to facilitate review and evaluation.

Recommendation No. 17.

Records of relocation to employment should be kept.
---

It should include as a minimum the following information:

- Date
- Name of relocatee
- Amount
- Job opportunity

### Description of Employment Sub-Activity - Alert

Following an interdepartmental agreement between DND and DIAND, VTS coordinates the placement of Inuit at Alert for a period of six months.

The services usually entail:

- liaison with the employer and the northern authorities (usually N.W.T.)
- giving financial assistance (clothes, food and accommodation) to the native northerners while in Ottawa, and
- providing counselling and escorting services.

The recruitment of suitable employees is done by northern authorities.

#### General Comments

The Alert program has had some difficulties in the past which are still persisting today. The main problem would appear to be finding native northerners who are motivated to stay the full six months of the assignment. The majority stay one to two months while only a few go 5 to 6 months. Unfortunately, too many only stay a few weeks.

This might be caused by the fact that the jobs offered to the Inuit at Alert are menial (Food Service Worker) and they are automatically the "lowest man on the totem pole".

A few years ago, some Inuit were set to Alert as Heavy Equipment Operators, a more lucrative and challenging job. However, this practice was soon discontinued because of performance problems.

In our opinion the problem is two fold: selection and counselling. Selection criteria should be further discussed between VTS and northern authorities to arrive at new approaches which will lead to the selection of more suitable candidates. In addition, although DND is now showing an increased interest in making the project work by getting involved in counselling activities, it has in past been less than active to solve on-site at Alert social and personal problems experienced by the native northerners. Behavioral problems usually resulted in a ticket home for the Inuit. In this recent year DND is showing additional concern but it has mainly meant an increased involvement by VTS counselling staff, which explains this year's sudden rise in VTS cost for Alert.

In our opinion, DND need to play an increased role in counselling on-site with the guidance of VTS experienced staff.

Cost per employee for counselling

	<u>sub activity cost</u>		
	<u>number of employees</u>		
1976-77:	$\frac{\$2,000}{12}$	=	\$166.66
1977-78:	$\frac{\$4,000}{14}$	=	\$285.71
1978-79:	$\frac{\$4,780}{16}$	=	\$298.75

Cost per employee for administration

1976-77:	$\frac{\$2,500}{12}$	=	\$208.33
1977-78:	$\frac{\$3,500}{14}$	=	\$250.00
1978-79:	$\frac{\$14,720}{16}$	=	\$920.00

Total cost per employee

1976-77:	$\frac{\$4,500}{12}$	=	\$375.00
1977-78:	$\frac{\$7,500}{14}$	=	\$535.71
1978-79:	$\frac{\$19,500}{16}$	=	\$1,218.75

Description of Employment Sub-Activity - Coast Guard

Similar arrangements as those described for the Alert Sub-Activity are made with the Canadian Coast Guard of MOT. The agreement requires VTS to coordinate the placement of a number of Inuit on Coast Guard ships in the north. The processes involved are for all practical purposes the same as for Alert.

There has not been much use of this sub-activity in the more recent past. In fact, for 1978-79, there were no placement requests made by the Coast Guard.

VTS is presently in discussions with MOT to revive the sub-activity. Statements made by Inuit Tapirisat of Canada will probably support this initiative. In fact, ITC claims it wants no ship to sail in the northern waters without the presence of Inuit aboard.

The cost per assignment is as follows:

total cost of the sub-activity  
number of employees

Counselling - per - cost

1976-77:  $\frac{\$2,000}{2} = \$1,000$

1977-78:  $\frac{\$400}{1} = \$400$

1978-79: Nil

Administrative - per - cost

1976-77:  $\frac{\$1,500}{2} = \$750$

1977-78:  $\frac{\$1,600}{1} = \$1,600$

1978-79: Nil

Total sub-activity - per - cost

1976-77:  $\frac{\$3,500}{2} = \$1,750$

1977-78:  $\frac{\$2,000}{1} = \$2,000$

1978-79: Nil

Description of Sub-Activity - Summer Youth Employment Program

This program is funded by the Canadian Employment and Immigration Commission and is supervised by VTS.

VTS selects the projects that will provide meaningful experience to northern native students. The students' performance and project results are monitored by local community coordinators who report to VTS.



This sub-activity requires very little time and money from VTS.

1976-77: \$2,500

1977-78: \$2,000

1978-79: \$2,500

### WINNIPEG OPERATIONS

The Winnipeg office of VTS was established in 1968. Prior to this date, clients of VTS in Winnipeg received counselling services from the Indian Affairs Counselling Unit, in much the same fashion as the present arrangement with the Indian Affairs unit in Toronto.

The Winnipeg office is centrally located in downtown Winnipeg at Notre Dame and Portage Avenue.

Currently there is one social counsellor assisted by one full time contract person.

The activities of the office are almost exclusively confined to the Education and Social Counselling activities. In addition, the office assists transients, primarily from the Keewatin region, passing through the Winnipeg airport. There may be 20 such assistance cases each year.

There is an active recreation program. In addition to the regular Thursday night activities at a local church, weekend activities are organized including bowling, riding, roller skating, dances and field trips.

The total number of clients receiving counselling services from the Winnipeg office averages approximately 40 each year, with no more than 25 in the city at any one time.

Statistics on the number of students and trainees for the last three years are:

	<u>High School</u>	<u>Upgrading</u>	<u>Other</u> (OJT)	<u>Total</u>
1976-77	3	15	18	36
1977-78	2	25	18	45
1978-79	3	18	30	24

(March 29, 1979)

It was not possible to obtain figures from the financial records available on the costs of the Winnipeg office. Other records are also scanty and do not provide good documentation of past activities. The only information available to the

study team was obtained from personal interviews at the office.

As a result, we could not carry out a full evaluation of these operations but opted to describe them and provide pertinent comments.

### Education

The Winnipeg office deals primarily with students who have been identified by VTS in Ottawa to go to school in Winnipeg.

For the first time in a number of years, a large percentage of the Winnipeg students are sponsored by the N.W.T. (almost 50% of total). This resurgence is particularly interesting since in 1976-77 there were no N.W.T. students in Winnipeg. (Seven years ago, all the Winnipeg students were from the N.W.T.). The N.W.T. would appear to be revising its policy vis à vis schooling in the south for native northerners.

Since 1976-77, then, the bulk of the student population has come from Arctic Quebec.

The present breakdown of placement in the various schools is as follows:

High School	-	3 students
Red River Community College	-	14 students
Winnipeg Adult Centre	-	4 students

Also, all requests from the north for training from potential nurses are referred by VTS to the Winnipeg office as a result of its good working relationship with the St. Boniface School of Nursing.

Limited tutoring has been available in the past. We consider that more emphasis should be placed on tutoring in order to meet the needs of students.

### Boarding Homes

Most Winnipeg clients are placed in boarding homes. Winnipeg office doesn't experience the same difficulty as Ottawa in recruiting homes. The reasons for this may be related to the small number of students, and the larger size of the city making the supply more available. The study team could find little difference in Winnipeg's approach to this activity from that of Ottawa's.

All those clients questioned expressed satisfaction with their accommodation.

### Social Counselling

Social counselling activities are essentially similar to Ottawa's. The location of the office, and the warm, friendly atmosphere within it, draws students to its use. The relaxed attitude of the counselling staff has resulted in a drop-in centre atmosphere, which has developed a strong feeling of camaraderie amongst the students and has contributed to excellent student/counsellor relationship.

### Finance

1. Budget. Presently, Winnipeg's budget is integrated into the VTS budget and is unable to be isolated from it.

Recommendation No. 18:

We recommend that expenditures on behalf of the Winnipeg office be clearly identified by its Cost Element Code (00004).
---

2. Recreation Fund. At present, a recreation allowance of \$10 per student per month (approximately \$200 per month) is deposited in a regular personal chequing account which requires the signature of both Winnipeg counsellors.

Recommendation No. 19:

We would recommend that the name of the Winnipeg account be changed to in Trust for "Vocational Training Section", with individual signing authorities. In addition, a basic accounting system is a necessity. A running ledger should be kept with detailed transations.
---

3. Deduction from student allowances

Currently, students who miss school, without satisfactory reason, have \$5 per day deducted from their allowance. The cash obtained is used to replenish the recreation fund.

Recommendation No. 20.

The practice of replenishing the recreation fund with students' absenteeism fines should cease.

Deductions from student allowances should be made at source, similar to the present Ottawa deduction system. If additional funds are required for recreation purposes they should be budgetted for.

4. Emergency Financial Needs

To meet temporary, emergency, financial needs, the office has been using money from the recreation fund.

Recommendation No. 21

We recommend that a Contingency Fund be established by way of a petty cash advance to meet both emergencies and recreational needs.

5. Issue of Allowance Cheques. All student allowance cheques from Ottawa arrive in Winnipeg at the same time. Because of postal difficulties, a series of cheques was delayed. Emergency cheques were issued to the students. The original cheques were kept by the Winnipeg office and given to the students at the next allowance period. Regular cheques continued to be issued.

As a result, these cheques have provided the Winnipeg office another source of funds to meet financial emergencies. (That this was necessary should lend weight to our recommendation that a contingency fund be established).

Recommendation No. 22.

The allowance cheque dispersal system to meet financial emergencies should be discontinued. When the system realigns itself naturally at the end of the school year, no effort should be made to reestablish the system.

Administration

The Winnipeg social counsellor estimates her time breakdown as being:

Administration	15%
Social Counselling	- 45%
Education	- 40%

From what we have observed, the counsellor positions in Winnipeg appear to have the same responsibilities as those of Ottawa (plus administration). There would appear to be an inconsistency between the classification of EST in Ottawa and WP in Winnipeg.

Comments on the full time contract position in the Winnipeg office will be discussed in the Administration Chapter.



GENERAL MANAGEMENT AND OFFICE ADMINISTRATION

A. Location and Physical Characteristics of Ottawa Office

The VTS office is centrally located in downtown Ottawa at Slater and O'Connor, making it easily accessible to clients. The office is divided in two areas: a public area and a more formal administration area. The public area includes (1) an informal waiting room where students and others can drop in and socially chat with the staff, (2) a more isolated section used primarily as a classroom for tutoring, and (3) a series of private offices for counsellors. The administrative area is more formal and generally restricted to staff.

B. Management Practices

1. Activity isolation:

Notwithstanding that at one time or another all counsellors will search for boarding homes, provide counselling service and get involved in Inuit House activities, staff activities are generally not integrated. Staff members know very little about on-going activities and related practices of responsibility areas other than their own. There is an officer assigned exclusively for each of the following areas:

- Alert/Coast Guard and Special Projects
- Construction Apprenticeship Program
- On-the-Job Training
- Education - Highland Park
- Education - Algonquin

Recommendation No. 23.

We recommend that, where practical, there should be attempts made to implement some form of rotation plan on a yearly basis. In areas where this would not be viable there should be more efforts made to ensure that VTS staff members are familiar with the practices and problems of other areas of activity.

NOTE: This year's general staff meeting of VTS is a step in the right direction.

These exchanges of responsibilities and/or information will broaden the experience of the staff and encourage innovative approaches.

The practice of isolating staff within specialty areas combined with the poor record keeping practices of VTS can leave the small section vulnerable to staff changes.

## 2. Delegation of Responsibility

The study team has noticed a lack of delegation of responsibility for administration. The administration of VTS is centred almost totally on the Superintendent of Vocational Training. While this leaves the section vulnerable to staff changes as discussed above, it may also have a negative impact on a staff which is eager to broaden its administrative experience. A decentralization of administrative responsibility will also release the manager to pursue other activities.

Recommendation No. 24.

We recommend that the Superintendent delegate more responsibility for administrative matters to staff members.
--

The study team is unsure of the role of the Assistant Superintendant. If the responsibilities include only the OJT activities, as it would appear to the study team, then the title is a misnomer and should be changed to reflect reality.

However, if the function is one of second in command, as the title implies, we feel that the scope of activity of the Assistant should be broadened to all areas of VTS activities.

## 3. Should VTS be in Hull?

When the Department moved from Laurier Avenue, Ottawa to Les Terrasses de la Chaudière in Hull, as a result of representation made by Inuit groups and other interested parties, VTS remained in Ottawa.

In the earlier part of the study, we examined the rationale for this decision and considered the feasibility of another option which could not have been considered at the time of the move. This alternative

would have the counsellors operate out of Inuit House and the administrative staff be reunited with its division in Hull.

Prima facie, this appeared logical since counsellors are the only ones to have frequent contact with the clientele. The administrative link to the rest of the division could be strengthened and the delegation to staff could be enhanced.

However, after further discussions and analysis, we found this proposal unworkable. The introduction of bureaucracy to Inuit House would undoubtedly have a negative effect on the informal and inviting atmosphere of the House. We considered the success of Inuit House too valuable and delicate at this stage to experiment with.

Notwithstanding this, the transfer of administrative staff to Hull could still be considered should the strengthening of the link with the division be considered a priority - otherwise we would recommend no change.

#### 4. Utilization of Personal Service Contracts

Past and on-going contracts include:

- (a) Development of courses (e.g. syllabic)
- (b) Conducting courses (e.g. syllabic)
- (c) Preparation of research papers
- (d) Providing a cook for construction apprentices
- (e) Providing accommodation for apprentices

as well as:

- (f) Supervision of recreational activities
- (g) Social counselling contract person
- (h) Tutoring

The second category of contracts are specifically referred to by Treasury Board. T.B. (1975-1173), Policy and Guidelines, June 1975, states that contracts should not be used in situations which can be defined as having a master-servant relationship. In other words, these contract activities (f to h) should be done by employees and counted against VTS staff/year total.

From our estimates, the breakdown would be as follows:

	<u>1976-77</u>	<u>1977-78</u>	<u>1978-79</u>
Staff/year	14	14	12
Staff/year utilized	10.7	10.7	10.7
Contract/year utilized	1.8	2.3	2.3

Recommendation No. 25

- In Winnipeg, the full-time contract person should be an employee.
- In Ottawa, similar consideration should be given to the contract position related to tutoring/counselling.

FINANCE

Financial Coding System

The Financial Coding System in use during the period under evaluation was such that accurate financial data was unable to be obtained. All expenditures were coded in the following categories:

<u>Year</u>	<u>Sub-Activitiy No.</u>	<u>Title</u>
76-77	1332	Vocational Training
	1333	Duke of Edinbrough School
	1334	OJT
77-78	5112	Vocational Training
	5113	OJT
78-79	2226	Vocational Training
	2227	OJT

These broad categories did not provide adequate information on activities according to the breakdown used in Appendix II. The following problem was identified:

- The OJT budget was exclusively for direct payment to trainees i.e. allowances, travel. It did not include the salaries of supervisors and counsellors involved or other administrative overheads.
- All other activities of VTS were lumped together under the other coding.
- The present financial system does not lend itself readily to a prioritization of activities (see next chapter). The only other coding available is the line object code. With expenses not being charged against each sub-activity, with a subsequent link to the relevant objective, this data could not tell how much each objective costs. Since the only way to manage is through objectives, this present system is an inadequate tool for the manager.

Faced with the problem of inadequate financial information, we had two alternatives:

- attempt to code all loose leaf expenditures against the new categories of activity, or

- develop a general approximation of breakdown of expenditure with the assistance of VTS staff and management (see Appendix II).

Recording was ruled out as too time consuming and of doubtful validity. We opted for the imputed breakdown. This breakdown was the result of a deductive process, the starting points being approximations of direct expenditures of activities matched with informed guestimates of time spent by activity and compared to known reliable partial data.

To alleviate future financial headaches and facilitate the on-going evaluation of the section we recommend the following:

Recommendation No. 26

All VTS expenditures should be accounted for under new Functions Codes for each activity area.

As an example the following hypothetical codes could be used:

1.	Education - Northern Sponsored	2100
2.	Education - VTS Sponsored	2101
3.	OJT	2102
4.	Training and Development	
	- Construction Apprenticeship Prog.	2103
5.	- Special Courses	2104
6.	Financial Aid to Transient and Locals	2105
7.	Inuit House	2106
8.	Employment - Relocation to	
	Employment	2107
9.	Employment - Alert	2108
10.	Employment - Coast Guard	2109

Recommendation No. 27.

All expenditures in Winnipeg should be further isolated by the Winnipeg Cost Element (00004)



Recommendation No. 28.

Cost elements for settlements should be used to identify expenditure by geographic areas.

The general code numbers may be sufficient.

e.g. Yukon - 00025  
N.W.T. - 00095

However, as the OJT program continues to expand, particularly in Yellowknife and Whitehorse, it may become more appropriate to use the specific settlement code numbers for these and other locations. The use of the cost element codes for settlements will also identify the geographic source of non-sponsored students and others.

Recommendation No. 29.

Settlement codes for Arctic Quebec and Labrador should be established and used by VTS.

Recommendation No. 30

The code for Fort Churchill (000100) should be deleted as it is no longer operational.

NOTE:

The study team made a cursory review of the line objects within new 1979-80 coding system and found that the objects more often used by VTS in recent years are still available.

NOTE:

While awaiting approval of the new coding system, in order to minimize administrative inconvenience, expenditures in the new fiscal year should be filed under the recommended coding structure i.e. line object expenditures should be filed under one of the ten function codes recommended. Not only will this facilitate re-coding upon approval, it will also provide a full fiscal year of new coding which, as has been previously mentioned, will readily permit the on-going evaluation.

### Claims for Damages

In the past, there have been occasions when claims for damages caused by students have had to be settled. It was suggested that these claims and subsequent settlements be considered as transfer payments to individuals. In our opinion, this would be impractical for the financial management of VTS because of the limitations inherent in the transfer from a contributory vote to an operational vote.

Recommendation No. 31.

We recommend that money budgetted within O&M for damage claims to be paid under the Ministerial Direction to approve ex gratia and nugatory payments (line object 4701) up to \$1,000.

Should these claims become excessive, say to \$10,000 (which is doubtful) then we would recommend they be applied to a different vote.

### Petty Cash Advances (line object 9921)

Although the practice of petty cash advances has been discontinued in the recent past, we have identified a need for such advances, both in Ottawa and Winnipeg.

Because of the nature of VTS services, employees often dig into their own pockets to come up with emergency funds. This money, needed immediately, may be required to purchase eyeglasses, medical supplies, dental care, food, replacement for lost cheques, minor damages in boarding homes and for many other bizarre reasons. We believe that this situation is unsatisfactory.

Recommendation No. 32.

We recommend that initial petty cash advances be made to the Ottawa and Winnipeg offices of VTS respectively in the sum of \$300 and \$500. The balance should always be at a stable level i.e. cheques should be immediately raised to replenish the funds drawn against the advance.

Also, expenditures to replenish from the fund should be coded appropriately. A simple ledger should be maintained.

Cost Recovery

1. In principle, the costs for all sponsored students are recoverable. Throughout the school year, VTS often pays accounts on behalf of the sponsoring agencies and recover the funds at a later date. However, we are unable to determine if VTS recovers all the costs it is entitled to recover. Because the Department does not have an "Accounts Receivable System" we cannot conclude VTS's balance at year end.

VTS often pays for emergency health needs of native northerners in the south. The urgency of the situations sometimes precludes requesting prior approval from Health and Welfare. As a result, VTS in some cases have had difficulties recovering such payments from NHW.

Recommendation No. 33.

<p>We recommend that VTS discuss its problems with the Department of Health and Welfare related to the recovery of funds paid on an emergency basis without that Department's prior approval.</p>
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### EXPENDITURE PRIORIZATION

The 'A' base budget was reviewed to determine if any expenditure prioritization was used. The overlap of activities discussed in the previous chapter made prioritization most difficult.

Recommendation No. 34.

VTS should develop an expenditure prioritization system to provide budget alternatives to management should dollar cuts be imposed.
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The study team is not in a position to recommend an actual prioritization list of activities. This is a function of management in discussion with staff. However we are able to suggest a process which management might find useful in establishing an expenditure prioritization.

#### Suggested Process of Expenditure Priorization

- 1 - prioritize objectives
- 2 - prioritize activities for each objective
- 3 - prioritize sub-activities for each activity

e.g. under the first objective, education may be considered priority activity, with sub-activities, education counselling, accommodation and placement in school prioritized in that order.

#### Suggested Criteria for prioritization

1. Alternative sources of service
2. Relative importance of activity to recipient
3. Time required to achieve results
4. Efficiency - size of output versus input
5. Effectiveness - impact of activity
6. Urgency of recipient needs

When prioritization is complete, budget breakdown is prepared for possible budgetary changes. In effect, these are contingency plans should the budget be cut.

This should result in alternative one-year budget proposals which enables the manager to plan for the future as it indicates at a glance those activities which would fall by the way side if the budget was cut.

Objectives		A				B				C				Comments
Activities			1		2	3		4			5			
Sub-activity		1a	1b	1c	2a	3a	3b	4a	4b	5a	5b	5c	5d	
Last Year's Budget \$445		25	20	NEW	45	NEW	125	80	17	120	NEW	5	8	
1	\$760	30	30	10	50	200	100	80	20	100	15	25	10	
2	\$500	30	30	10	50	150	50	60	20	80	5	5	10	
3	\$380	30	30	10	50	150	30	60	0	20	0	0	0	
4	\$310	30	30	10	50	150	0	40	0	0	0	0	0	
5	\$100	30	30	10	30	0	0	0	0	0	0	0	0	
6	\$ 50	30	10	0	10	0	0	0	0	0	0	0	0	

On the left hand page is a hypothetical example of budget alternatives of a fictitious organization once priorities have been established.

Last year's budget: \$445,000

Next year's budget: It may range from an increase, \$670,000,  
to being cut to \$50,000

By aligning expenditures to sub-activities and activities the manager has a contingency plan for the future.

Note two apparent inconsistencies:

1. In the 3rd alternative (\$380,000) reading across, \$20,000 is still budgetted under Objective C, sub-activity 5A, yet the sub-activity prioritized before it has had its budget cut.
2. Similarly, in the 4th alternative, \$40,000 is still budgetted under sub-activity 4a, while the higher prioritized sub-activity has had its budget cut.

These apparent discrepancies indicate that a sub-activity of a lower prioritized activity or objective may be more important than the lower prioritized sub-activity of a higher objective or activity.



PROJECTIONS ON FUTURE NUMBERS OF CLIENTS  
IN OTTAWA AND WINNIPEG

We have found no scientific method to accurately predict future client load for VTS. We have however identified certain elements which might influence trends.

- A. Number of high school students here now.
- B. Infusion/decrease of students from Kativik School Board.
- C. Infusion/decrease of students from the N.W.T.
- D. Transient population

We will review each of those elements and discuss the various factors involved.

A. Number of high school students here now.

- Kativik has stated that all high school students from their region with VTS will be permitted to finish high school in Ottawa or Winnipeg.

Table 1 (Ottawa only)

Present statistics are:

1978/79	16 at present	- 3 to graduate
1979/80	13	- 3 to graduate
1980/81	10	- 5 to graduate
1981/82	5	

Above figures do not include infusion of new students and drop-outs.

- Drop-out rate for high school students is approximately 30-40% for high school students. Applied to above table, with no infusion of new students, 1981 would be the final year for high school students.

B. Infusion of new students from Kativik.

Although there is no accurate information available, the breakdown of students over the last few years has been estimated as follows:

TABLE II (Ottawa only)

	<u>estimated breakdown</u>	<u>reasonably accurate data</u>	
	<u>N.W.T.</u>	<u>QUEBEC</u>	<u>TOTAL</u>
1973-74	64	64	128
1974-75	35	62	97
1975-76	20	60	80
1976-77	18	54	67
1977-78	5	88	93
1978-79	15	60	75

Kativik's aim is to be self-sufficient in educational matters. However, as described in the introduction, Kativik is experiencing problems with its high school and upgrading programs.

The Kativik High School in Dorval will probably not reopen as such. However, alternative sites and approaches are being investigated. In addition, settlement schools are aiming to move to Grade 9 during next school year.

It is a commonly shared opinion that Kativik will not achieve their goals for the forthcoming school year. As a result, VTS should expect many more referrals from Kativik for the 1979-80 school year.

There are no indication that the settlements of Povungnituk and Ivuyivik, the dissident communities (along with Sugluk to some extent) will recognize Kativik in the near future. In their settlements they are served by the "Commission Scolaire" schools. Presently, a large proportion of the Ottawa student group is comprised of students from these settlements. This year these have been approximately 20 students (30%) from Povungnituk and Ivuyivik. All would indicate that these numbers would remain at the same level.

The James Bay agreement is another factor influencing the numbers of students coming to VTS from Quebec. Regardless of Kativik, many Inuit will continue to avail themselves of their acquired rights under the Agreement, Section 29.0.2, which states that "programs.... presently provided by Canada... shall continue to apply to the Inuit of Quebec on the same basis as to other Indians and Inuit of Canada in the case of federal programs".

Using available information, the study team estimates up to 80 referrals from Kativik region, under present conditions, for the 1979-80 school year. This will probably include a number of Grade 9 high school students despite Kativik's plans for the settlements. This would mean that a new high school cycle would start and continue for 3 years in Ottawa.

N.W.T. referral policy appears to have changed related to training in the south. N.W.T. officials are unable to predict future numbers. There were approximately 20 N.W.T. students in Ottawa and Winnipeg this year. These numbers might increase in the future.

- Other factors which will affect future numbers are:
  - partial implementation of Kativik's adult education program will result in additional infusion;
  - other "drop-ins" will add to the total.

The study team guesses that the education services, with concomitant social services, will still be required for, at least, another three to five years.

### Conclusion

A definitive statement of the future phase-out of VTS activities in this area is not possible because of the uncertainty about the factors involved.

However, we suggest that VTS remains prepared, closely observing the situation, obtaining as many commitments and as much feedback as possible, with particular reference to:

- the Povungnituk, Ivuyivik, Sugluk situation,
- the Kativik high school and upgrading programs and
- gauging the evolving policies of the N.W.T.

## TRANSFERABILITY OF VTS ACTIVITIES

### Background

Shortly after the evaluability of the Vocational Training Section was underway, the study team was informed that senior management were considering the transferability of VTS. There was some discussion with the Bureau of Management Consulting with reference to the proposed evaluation of VTS and the question of transferability.

The outcome of the discussion was that the evaluation would proceed as originally planned but the study team were invited to comment on the transferability of VTS activities from the information they obtained.

The study team did not specifically research the question of transferability and is, therefore, not in a position to make supported recommendations on this subject.

The study team's comments on transferability are based on observation only.

If greater information on the feasibility of transferring activities is required, the process as outlined in the memo of January 5, 1979 (Nadon/Abrahamson) should be followed).

### Factors to be considered

#### 1. What is transferability?

- (a) Abandoning Activities in anticipation that someone else will pick up the essential activities.
- (b) Delegating Activities, i.e. VTS maintain a coordinating role with activities being delegated to other areas and agencies.
- (c) Finding someone else to take over the complete responsibility - Before this would happen, presumably proof of ability to take over would be required.

#### 2. Transferral to whom?

- N.W.T. (a) Has no desire to become involved at present and are more than satisfied with the services provided.

- (b) Also, N.W.T. has insufficient numbers in Southern Canada to warrant an interest.

Kativik At present it has enough problems of its own and welcomes VTS assistance at this time.

Native Organizations (i.e. I.T.C.)

- (a) I.T.C. are well satisfied with the present services of VTS.
- (b) They are in no position at the present time to consider assuming any of VTS activities.

3. VTS Clients

The recipients of VTS services are a most diverse group and can only complicate any thought of transferability.

- (a) VTS clients are not all from the same region. N.W.T., Yukon, Labrador and Quebec are the client areas.
- (b) Not all VTS clients are sponsored by their home regions.
- (c) Not all VTS clients are of the same racial origin. VTS clients include Inuit, Indian (status and non-status), Métis, and the occasional Euro-Canadian.

4. Other factors

- (a) James Bay Agreement. In particular, the legal implications for Section 29.0.2.
- (b) Reaction of Native Organizations
- (c) Legal responsibility of the government

Activities

1. EDUCATION

N.W.T.: Insufficient N.W.T. native students in southern Canada to arouse their interest in transferring this activity to them.

Kativik:

- (a) Kativik has enough problems of its own without wanting to get involved with additional southern based education system.
- (b) Kativik requires the continued support of VTS during their growing pains.

Conclusion: Transferring education responsibilities to territorial governments appears unfeasible at least on the short term. On the longer term VTS could delegate these responsibilities keeping a monitoring role in accordance with the departmental mandate to care for native northerners in the south.

2. OJT

N.W.T. and Yukon: Could be transferred if their OJT programs obtained the mandate for training in the federal public service departments.

Northern Affairs Regional Offices

Yellowknife and Yukon:

more responsibility could be given to regional offices but what of other trainees in Arctic Quebec, Labrador, Ottawa, and Winnipeg?

Conclusion:

VTS should continue to coordinate the total program as it has done, while increasing the responsibilities of the regional offices once the trainees have been identified. With a longer term view to transfer OJT to provincial and territorial authorities, VTS could initiate discussions to prepare them for absorbing these responsibilities as VTS would phase out. There will always be a need for coordination between regions.

3. TRAINING AND DEVELOPMENT

Although most of the comments made in the Education section are valid for Training and Development, it would generally be easire for northern authorities to assume these responsibilities because it required less on site supervision and counselling and is for short periods of time. However training in the south would not appear a priority for other authorities.



4. SOCIAL COUNSELLING

Social counselling overlaps on all the activities of the section with the exception of the Summer Youth Employment Program and the OJT Program in the north.

Social counselling is an integral part of any activity such as we have been discussing and often is the reason for the success or failure of any program. The Dorval School of Kativik is an unfortunate example of the failure of the social support system, which should have been the cornerstone of their southern based educational system.

VTS expertise in this area is well established and their dedication unquestioned.

Conclusion:

The Department should continue to utilize the services of an historically successful social support system. Dismantling this system would not be, in our opinion, the best interests of the native people.

5. INUIT HOUSE

There have been some suggestions that Inuit House should eventually be taken over and administered by Inuit Tapirisat of Canada (ITC), the national association representing the Inuit. From our discussion with ITC, we found that the welfare and support of the native northerner students in the south are far from being a priority in their concerns. At the present time, their efforts are mainly on the political front. The Inuit Youth and its development toward future self sufficient persons is, in their stated opinion, a problem that can best be met by the Department.

Unless this attitude and priority of concerns of ITC radically changes, we would strongly recommend against transferring Inuit House responsibility to ITC. We are convinced that their present interest and attitudes would not lead them to take charge of such a project with the control, compassion, dedication and organization which VTS has exercised until now with Inuit House.

6. FINANCIAL AID TO TRANSIENTS AND LOCALS

This activity will continue to be required due to the increasing number of transient native northerners and those locally employed. As long as there is a VTS, it should be responsible for this service. Should VTS disappear, the Indian Program could fill the gap.

7. EMPLOYMENT

(a) Relocation to Employment:

Conclusion: Readily transferable to CEIC

(b) Alert/Coast Guard

VTS provides counselling services.

Conclusion:

MOT and DND could accept full responsibility. Recruitment coordination could be provided by the CEIC.

(c) Summer Youth Employment Program

Conclusion:

The responsibility of selecting project could be done by local CEC's.

Comment: Employment activities require little input from VTS, yet the benefit to the native people is great. The main advantage of VTS providing these services is that it can dispense initial counselling service to assist Inuit adapt.

General Conclusions

1. VTS activities are not readily transferable as a package to any territory, province or other single authority.
2. Rather than dismantle a tested social support system, the Department should build upon it to achieve their objective of improving the quality of life of native northerners.
3. Fragmentation of the services presently provided through VTS may in many instances result in a decrease in service to the native people.
4. VTS has in the past been very cost efficient by coordinating activities partly sponsored by other sources. This efficiency could yet be improved by revising VTS's role and approaches to its activities (see next chapter).

### FUTURE ROLE OF VTS

Prior to the closure of Churchill Vocational Centre, VTS played an active role in attempting to improve the quality of life of native northerners. Students were sought from all over the Eastern Arctic - the Keewatin and Baffin Regions of the N.W.T. and Arctic Quebec - to attend the three year pre-vocational course at Fort Churchill. During those years VTS was a major presence in the north.

With the closure of the school in 1973, VTS, had to substantially reassess its role. The section continued to exist but remained reactionary. The Section reacted to requests for its services.

However, it appears that VTS is reassuming its previous role of being an active change agent. In recent years, activities and programs have been developed, - OJT, Inuit House, Special Courses, Apprenticeships, Management Training - which indicate a change of direction, thereby more effectively fulfilling the departmental mandate of improving the quality of life of native northerners.

Recommendation No. 35.

The study team strongly recommends that VTS continues to develop its recent change in focus to an active change agent for native northerners in the south. Present activities should be supplemented by other activities designed to improve the education and skills of native northerners in an effective and efficient manner.

- \* Further research projects (such as VTS's special drug study) on topics which have a bearing on the lives of native northerners should be undertaken by VTS.

Recommendation No. 36.

We recommend that VTS becomes a major spokesman for the native northerner youth and their interests.

Recommendation No. 37.

We recommend that Inuit House actively pursue its terms of reference, particularly in those areas where it can provide the leadership in those activities which promote, develop, encourage and enhance the image of Inuit to themselves, authorities and the general public.

SUMMARY OF RECOMMENDATIONS

Recommendation No 1. (Page 15)

Past attempts to obtain from local schools more information on the student should be renewed and efforts should be made to establish and maintain an unofficial curriculum and grading grid for the various schools in the north.

Recommendation No. 2. (Page 18)

VTs should play a more active role in ensuring that information programs of the Department focus on issues of their concern and are directed in a way to attract more boarding homes.

Recommendation No. 3. (Page 20)

VTs counsellors should be aware of the Spring test results and attempt to contact new students after they have received their options sheet to assist them in the initial choice.

Recommendation No 4. (Page 21)

Tutoring activities should be increased and more emphasis placed on organized tutoring classes. VTs could even consider catch-up semesters focussing on English conversation, reading and writing, and other subjects.

Recommendation No. 5. (Page 22)

VTs should be the coordinating agent between local Canada Employment and Immigration Centres (CEIC) and the education counsellors or teachers in the north to ensure relevance of educational plans and priorities.

Recommendation No. 6. (Page 22)

VTs should consider engaging in education follow-up activities to obtain some gauge on the degree of success of the education process.

Recommendation No. 7. (Page 23)

VTS should explore the subject of student selection with northern authorities to ensure that the students coming south are those who can benefit to the maximum from this opportunity and not those who are only looking for a southern holiday with no long term motivation.

Recommendation No. 8. (Page 23)

VTS should look into the possibility of filling the cultural gap for Inuit in southern school by organizing special courses (credited by schools perhaps) on such topics as:

Recommendation No. 9 (Page 29)

Apprentices should be required to pay an equitable percentage of their salary to cover normal living expenses.

Recommendation No. 10. (Page 30)

To ensure more fairness in their selection process without reducing its effectiveness, VTS should combine both methods by attracting applications through media in communities, and verifying references with trusted contracts in VTS, within the ranks of past graduates, and from other knowledgeable sources.

Recommendation No. 11. (Page 31)

VTS should keep a detailed file on each course providing the necessary information to evaluate their effectiveness and efficiency.

Recommendation No. 12. (Page 39)

VTS counsellors should make a concerted effort to discuss their counselling philosophy and problem cases in order to raise their awareness of alternative approaches and impacts and project a constant image and approach by counsellors.



Recommendation No. 13. (Page 39)

VTs should consider a more systematic and in depth approach to the briefing of future boarding houses before the arrival of the students.

Recommendation No. 14. (Page 41)

VTs should attempt to develop an accommodation system which would support their counselling philosophy of phasing in to change, of providing purposeful support systems and of encouraging self-sufficiency.

Recommendation No. 15 (Page 44)

VTs counsellors should review their report practices and formulate a common policy on form, content and distribution.

Recommendation No. 16 (Page 49)

VTs should keep a log (central file) where each case of assistance would be explained.

Recommendation No. 17. (Page 53)

Records of relocation to employment should be kept.

Recommendation No. 18: (Page 60)

We recommend that expenditures on behalf of the Winnipeg office be clearly identified by its Cost Element Code (00004).

Recommendation No. 19: (Page 60)

We would recommend that the name of the Winnipeg account be changed to in Trust for "Vocational Training Section", with individual signing authorities. In addition, a basic accounting system is a necessity. A running ledger should be kept with detailed transactions.

Recommendation No. 20. (Page 61)

The practice of replenishing the recreation fund with students' absenteeism fines should cease.

Recommendation No. 21 (Page 61)

We recommend that a Contingency Fund be established by way of a petty cash advance to meet both emergencies and recreational needs.

Recommendation No. 22. (Page 62)

The allowance cheque dispersal system to meet financial emergencies should be discontinued. When the system realigns itself naturally at the end of the school year, no effort should be made to reestablish the system.

Recommendation No. 23. (Page 63)

We recommend that, where practical, there should be attempts made to implement some form of rotation plan on a yearly basis. In areas where this would not be viable there should be more efforts made to ensure that VTS staff members are familiar with the practices and problems of other areas of activity.

Recommendation No. 24. (Page 64)

We recommend that the Superintendent delegate more responsibility for administrative matters to staff members.

Recommendation No. 25 (Page 66)

- In Winnipeg, the full-time contract person should be an employee.
- In Ottawa, similar consideration should be given to the contract position related to tutoring/counselling.

Recommendation No. 26 (Page 68)

All VTS expenditures should be accounted for under new Functions Codes for the each activity area.

Recommendation No. 27 (Page 68)

All expenditures in Winnipeg should be further isolated by the Winnipeg Cost Element (00004)

Recommendation No. 28. (Page 69)

Cost elements for settlements should be used to identify expenditure by geographic areas.

Recommendation No. 29. (Page 69)

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Recommendation No. 30. (Page 69)

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We recommend that VTS becomes a major spokesman for the native northerner youth and their interests.

Recommendation No. 37. (Pge 84)

We recommend that Inuit House actively pursue its terms of reference, particularly in those areas where it can provide the leadership in those activities which inform, develop, encourage and enhance the image of Inuit to themselves, authorities and the general public.

CONCLUSION

We have made a thorough review of all of VTS's activities with a specific focus on the criteria of effectiveness and efficiency. We have also discussed topics with particular significance to VTS.

As a result of this study, management now has a plan and approach to use as a benchmark for future evaluations. Hopefully, yearly evaluation will come and add to the present data to form some trend which can be analysed and used in the planning of future priorities. We have made many recommendations which we consider should contribute to the increased effectiveness and efficiency of VTS operations.

The study team would like to mention the helpful cooperation displayed by VTS staff and management.

APPENDIX I

EVALUABILITY OF THE  
VOCATIONAL TRAINING SECTION

NORTHERN AFFAIRS PROGRAM

DEPARTMENT OF INDIAN AFFAIRS AND NORTHERN DEVELOPMENT



## APPENDIX I

### METHODOLOGY

The process followed by the study team was mainly one of research, analysis and conceptual design.

#### Research and Analysis

- gather and study of background material on VTS activities and objectives
- discuss with SCD and VTS management
- review of existing evaluation theory

#### Conceptual Design

- develop a pertinent evaluation model
- develop a plan for evaluation as per model

### EVALUATION MODEL

The evaluation model determined by the study team has two distinct phases:

- a conceptual phase where conclusions are drawn on the degree of evaluability of the efficiency and effectiveness factors, and a framework for means of verification is established
- an implementation phase where the evaluation is carried out in accordance with the plan set out in the first conceptual phase

#### A. Conceptual Phase

This phase is meant to establish the terms of reference of the evaluation. The implementation phase will confirm, contradict or add considerations identified at this stage.

##### 1. Determine Real Objective

Objectives must be written in a clear and consistent manner. Stated objectives are often vague, overlapping and do not accurately reflect the real aims of the programs. Should this be the case, the

APPENDIX I

evaluator must work with the manager and/or staff to "impute" objectives. Once clearly identified, the objectives will serve as the standards for measuring all activities.

2. Congruency Test Upwards

The real objectives must not be in conflict with "parent objectives". An analysis is carried out to ensure that the objectives of a section contribute to the objectives of the division, branch, department of government, depending on the unit evaluated. "Parent objectives" are accepted as axioms. However, should flaws be identified in the "parent objectives" they should be dealt with in a separate evaluation.

3. Define Activity Packages

A grouping of tasks by affinity will identify key activity packages. Each must be clear, distinct and self-contained and defined in such a way as to permit prioritization of activity (zero base budget). Hopefully, this classification should be consistent with the financial coding system.

4. Align Activities and Objectives

For each objective, the contributing activity packages must be identified in order of importance. This exercise will isolate activities which are of little or no contribution towards the objectives.

5. Identify Constraints

In order that the findings of the evaluation can be placed in proper perspective and to permit intelligent analysis that will lead to constructive observations and/or recommendations, the constant elements which limit or compel results must be identified.

Examples: Acts of Parliament  
Senior Objectives  
Policies

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6. Identify Variables

The key factors which are unpredictable but which can facilitate or impede the reaching of objectives must be isolated and the minimum conditions for success should be defined, if applicable.

Examples: Weather  
Market shifts  
Public interest

7. Define Expected Outputs

If they are not explicit in the objective, specific expected results from activities should be identified.

8. Identify Indicators

Elements which can clearly indicate success in reaching an objective (or part thereof) must be selected for both efficiency and effectiveness factors. These must be thoroughly tested against practical cases with the manager and/or staff.

9. Identify Means of Verification

The data required to constitute indicators must be identified and its availability and reliability determined. Should the information not be available or dependable, a proxy level of measurement will be required. These substitute indicators must be defined as to the degree of validity in the evaluation plan.

10. Conclusion of Evaluability

The degree of precision to which each objective can be evaluated is commented on.

B. Implementation Phase

1. Date Collection

The information elements selected to constitute indicators are gathered through:

- distillation of texts
- gathering of statistics
- interviews

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2. Analysis

All information and data collected are sifted and classified in order to permit drawing conclusions.

3. Conclusions Review and Recommendations

Results of the effectiveness/efficiency evaluation are explained by the constraints, variable or other causes within the control of the Section. Alternatives to the present situation are identified and commented on. Final recommendations are made for remedial action.

This theoretical model will be used in the subsequent chapter of this report to arrive at the evaluability of the Vocational Training Section.

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PRIMARY OBJECTIVES OF THE VOCATIONAL TRAINING SECTION

The following objectives represent the major functions of the Vocational Training Section. However, they are by no means the limits of the Section's responsibilities. As everyone is aware when dealing with people, circumstances usually necessitate staff assistance with their problems and needs.

1. To provide specialized educational and training opportunities in order to qualify native northerners for various occupational areas, including up-grading of academic qualifications, up-dating of qualifications and "retraining" programs.
2. To arrange education programs for northern natives in southern Canada on request.
3. To provide employment opportunities for unskilled, unemployed native northerners by means of a practical on the job training program where the individual receives first hand job experience, usually in his home community.
4. In cooperation with Native Associations and Professional Agencies develop programs, projects and policies designed to increase employment or career opportunities for Indians, Métis or Inuit.
5. To implement policies, programs or projects designed to create or develop employment opportunities by such means as job creation, special job placements, i.e. CFB Alert, N.W.T., Canadian Coast Guard.
6. To provide Social, Academic and Personal Counselling in Ottawa and Winnipeg to assist northern natives in southern Canada with their adjustment to southern culture.
7. To provide Education and Counselling related to the development of social skills, abilities and work habits required for career and employment exploration.

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OBJECTIVES

A review of the stated objectives for the VTS indicated some textual overlap and lack of clarity. The study team reworked these objectives with consultation with VTS management. This Chapter discusses this modified statement of objectives which, in our opinion, are real and operational.

A. Definition of VTS Real Objectives (Imputed)

1. Further the education and skills of native northerners\* to enhance:
  - a) the long-term employability of students
  - b) the opportunity for immediate employment of the employed, and
  - c) the opportunity for career advancement of the employed.
2. Provide support services to native northerners in the south and to those in the north participating in programs of the Vocational Training Section.
3. Facilitate the placement of native northerners in pre-identified sources of employment.

B. Parent Objectives Linkable with Vocational Training

1. Government Wide

"Quality of Life: to provide for a higher standard of living, quality of life, and equality of opportunity for Northern residents by methods which are compatible with their own preferences and aspirations."

2. Department - Northern Affairs Program

"To advance the social, cultural, political and economic development of the Yukon and Northwest Territories, in conjunction with the Territorial

\* Native northerners is understood by VTS to include all native from north of the 60th parallel, Arctic Quebec (tree line) and Labrador.



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Governments and through Coordination of activities of the federal departments and agencies, with special emphasis on the needs of native northerners and the protection of the northern environment."

3. Branch - Northern Coordination & Social Development

"To bring about, both directly and through the Territorial Governments, improvements in the social conditions for northern residents with special emphasis on the needs of native northerners."

"To assist the Territorial Governments in providing education, social development for all northern residents."

4. Division - Social and Cultural Development

In review the objectives for the Division we could find no reference to Vocational Training. Notwithstanding this, the Program Forecast does list as part of the Division's mandate, the following activity areas:

- administration of on-the-job and vocational training programs
- provision of student counselling services for Inuit in the south.

C. Congruency Test with Parent Objectives

There is no apparent conflict or contradiction between the Section's objectives and its parent objectives.

There is a gap at the Division level where there is no link with the section's objectives. This should not be a major cause of difficulty. However, it does provide the Section with greater scope for independence in its objective setting. As a result VTS can engage in a greater variety of activities while remaining with its general mandate.

The objectives at the Branch level and up refer to the target areas of the activities as being the Territorial Governments. Nowhere is Arctic Quebec and Labrador identified explicitly in the context of Vocational Training activities. One could assume that this was a slip in the wording of the parent objectives. On the other hand, we also noticed that in its "Annual Northern

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Expenditure Plan 1978-79" there is no mention of intentions to spend any funds that would affect the native population in Arctic Quebec and Labrador. This apparent gap in the hierarchy of objectives should be clarified.

The study team could not identify at what level in the scale of objectives that "employment" is considered a means of improving the quality of life and thus became an objective. The missing link is probably at the Division level.

In imputing objectives for VTS, the question of "employment" versus employability as a goal remains unanswered. Is the true mandate of the Section to aim for employment or to provide solely training and support? Is VTS accountable for its number of job placements or for the level of training and assistance?

If the aim is exclusively to train native northerners, then some other body must be responsible for the placement and held accountable for its success. We have not found an organization with such a specific mandate (except partly for the Department of Manpower and Employment).

If, on the other hand, the aim is exclusively employment or job placement, mechanism to ensure relevance of training activities to the employment scene and to maximize opportunities for placement must exist. We have found no such mechanisms in VTS.

The study team suggests that VTS has either goals, varying with the nature of the activity.

D. Alignment of Activities under the Objectives to Which They Contribute

a) Objective: Education and Training

- Activities - education services
- on-the-job training
- special courses

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b) Objective: Support Services

- Activities - counselling services
- financial assistance
- Inuit House

c) Objective: Employment

- Activities - specific employment opportunities
- summer employment

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EVALUABILITY ANALYSIS

In this chapter we review each activity of VTS to conclude on the evaluability of its effectiveness and efficiency. For ease of reference, we have prepared a summary grid of the degree of evaluability of each activity. A detailed analysis follows:

Criteria	Effectiveness	Efficiency
Activities		
Education		
Assignment to School	Very good	Poor
Finding accom.	Good	Poor
On-the-job training	Good	Poor
Special courses	Poor	Good
Counselling	Poor	Good
Financial Assistance	Good	Poor
Inuit House	On-going - Poor Start-up - Good	On-going-Poor Start-up-Good
Employment Placement	Very good	Poor
Student Summer Employment	Very good	Very Good

A. Education Services

Description

Students are referred to the Section by northern education offices. VTS assigns the student to schools and boarding homes best suited to the needs.

The Section also provides this service to transients who have, for many reasons, decided to make Ottawa their temporary home.

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### Goal

To facilitate the placement of northern natives in academic institutions to further their education and skills.

### Constraint

Major constraint is the types of schools available. (This may present problems when trying to match school to expressed desires of the student).

Registration deadlines, though less important than above, are other constraints. This applies particularly to some high school situations and most post secondary institutions.

### Variables

The following variables have been identified which might influence the assignment of students to a particular school and/or home:

- student/boarding home preference
- background information
- vacancy at school
- location of available accommodation
- ad hoc requests by transients

### Evaluation Plan

#### a) Assignment to School

##### Effectiveness

##### Indicators

Measure the accuracy of initial placement.

##### Means of Verification

Compare preliminary referral list with finalized placement.

Feedback from students and schools.

##### Evaluability

Accurate records and dependable interviews will give a high probability of accuracy.

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Degree of evaluability: very good

Efficiency

Indicators

Time spent for assignment.

Cost per student including support services

Means of

Means of Verification

- cumulative log of activity
- feedback from schools
- records

Evaluability

Because there are no cumulative records of time spent on activities, counsellor will have to make approximations.

Degree of evaluability: poor

b) Finding Accommodation

Effectiveness

Indicators

Students needs and preferences met  
Suitability of home

Means of Verification

Records of counsellors  
Interviews students & boarding homes  
Compare to standards

Evaluability

Records are not complete on student needs and standard of suitability of houses are not written but can be identified.

Degree of evaluation: good



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Efficiency

Indicators

Time spent searching  
Cost of search per student

Means of Verification

Records (time log)

Evaluation

No time log kept on activities. Approximations will have to be used.

Degree of evaluability: poor

B. On-the-Job Training

Description

The program provides practical experience on the job. The needs and abilities of trainees are matched to training assignments. The trainees receive allowances. The OJT program is fully funded through the Vocational Training Section.

Goals

To make native northerners employable  
To help native northerners/trainees to obtain employment

Constraint

National Objectives - Quality of Life Objectives  
Ministerial Mandate

Variables

- job availability
- mobility of trainees
- number of trainers available
- personal preference of trainees

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Evaluation Plan

Effectiveness

Indicators

- number of job placements
- examining placements as per trainee
- aspiration

Means of Verification

- historical statistics
- follow-up statistics
- trainee/trainer interviews

Evaluability

Historical data on placement is available; no follow-up statistics; dependable feedback from trainee and trainers.

Degree of evaluability: good

Efficiency

Indicators

- ratio of graduates to total trainees
- cost per trainee (including support services)
- cost per job placement (including support services)
- average training time
- rate of employment in area of training  
(This examines the relevance of training)

Means of Verification

- historical program statistics
- follow-up statistics
- financial records

Evaluability

Historical data on placement is available; no follow-up statistics; financial records are not always suitably organized.

Degree of evaluability: poor

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C. Special Courses

Description

The section in response to requests, established and administers the special course. Instructors are hired on contract. Course participants come to Ottawa.

Goal

1. To provide the already employed the opportunity to acquire new skills for career advancement.
2. To provide the unemployed with skills which might lead to employment. (evaluation as per on-the-job training).

Constraint

Parent objectives

Variables

- unpredictability of requests

Evaluation Plan

Effectiveness

Indicators

- relevance of training to trainees' needs
- number of successful completions

Means of Verification

- interviews of trainees
- course records

Evaluability

Employed trainees would know the relevancy of training provided. Unemployed could only guess. Course records are scanty.

Degree of Evaluability: poor

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Efficiency

Indicators

- cost per trainee

Means of Verification

- financial records
- course records

Evaluability

Financial records are apt to give only an approximate total cost; the course reports would give accurate data on the number of participants.

Degree of evaluability: good

D. Counselling

Description

Social counselling: to meet the social, medical, psychological and cultural adjustment needs of students and others.

Vocational counselling: to provide information to assist recipients in making meaningful vocational choices, and to assist in the acquisition of desirable job related skills.

Goal

To provide support to native northerners, under the jurisdiction of the section, and others, when necessary.

Constraint

Ministerial mandate

Variables

Student population may increase/decrease sharply due to:

- inability of local boards to provide education services;
- unavailability of special counselling for special needs cases in the north;

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- transient population;
- requests

Evaluation Plan

Effectiveness

Indicators

- social and vocational needs are met;
- social skills have been acquired;
- the improvement of social behaviour

Means of Verification

- interviews of recipient
- interviews of teacher
- boarding home, instructors and employees
- case file reviews (anecdotal reports)  
(quarterly reports)

Evaluability

Recipients are not in a position to evaluate their personal needs even less their progress. At best, recipients will give feedback on how well counselling has answered their perceived needs. They would also tend to be partial even "protective" of those they consider their benefactor.

Reports are not summarized and it would require much work to extract key results and to draw overall conclusions. In addition, many reports would not give the type of information to conclude if the intervention was successful or not. Other interested parties could give an opinion as to general trends of improvements but might not be able to link it directly to counselling intervention.

Degree of evaluability: poor

Efficiency

Indicators

- cost per potential counsellor

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Means of Verification

- time records
- list of students - trainees, etc.

Evaluability

Counsellors do not keep record of their time spent on various activities, nor do they keep record of who has been seen. Approximations can be obtained. Counsellors have lists of students assigned to them.

Degree of Evaluability: good

E. Financial Assistance

Description

The section provides direct financial support to participants involved in activities sponsored by the VTS. In special cases, the section provides temporary financial assistance on an emergency basis to transients or local native northerners.

Goal

To ensure that basic needs such as food, shelter and clothing are met.

Constraint

- Ministerial mandate provide for basic needs of the native northerners in the south.

Variable

- unpredictable requests from transients
- degree of need of the program participants

Evaluation Plan

Effectiveness

Indicators

Financial needs are not met



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Means of Verification

- interviewing recipients
- interviewing employer, trainer, teacher, boarding home and counsellor

Evaluability

Recipients could give a relatively accurate feedback although they might tend to exaggerate their needs. Other interested parties could be relied on to give good overall impressions on how well the needs of the northerners are met. To get an accurate picture, the interview sample should be broad.

Degree of evaluability: good

Efficiency

Indicators

- cost per recipient

Means of Verification

- interview recipients
- records

Evaluability

Recipients of financial assistance could make general comments as to how quick their special needs were answered or if they received their cheques in a timely fashion. Records are not kept in a way that expenditures can always be attributed to specific categories of needs.

Degree of evaluability: poor

F. Inuit House

Description

Inuit House is a large house in the downtown core, open to native northerners over extended hours. The house is managed by two social counsellors of VTS. Inuit house is fully funded by the Section.

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Goal

1. To provide a meeting place for local Inuit for the purpose of cultural support.
2. To alleviate social problems by providing an alternative environment to the street scene.

Constraint

Inuit Tapirisat's interest in the House.

Variables

No significant variables

Evaluation Plan

Effectiveness

Indicators

- number of patrons utilizing House
- suitability of environment
- accessibility (hours of operation)
- needs of Inuit are met

Means of Verification

- records
- interviews of patrons and Inuit non-patrons
- interview of counsellors

Evaluability

The House has only recently opened and no standards for comparison have been set in the past by the defunct Drop-in Center. Initial number of patrons might be higher because of curiosity factor. Records would not yet show trends in utilization levels. Patrons and non-patrons will be able to give good feedback on the initial state of the project. Counsellors will probably not yet have felt the impact.

Degree of Evaluability: on-going - poor  
start-up - good

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Efficiency

Indicators

- cost per patron
- cost per hour of operation

Means of Verification

- records

Evaluability

Since the number of patrons would not yet be representative of on-going operations and higher start-up cost would be difficult to isolate, the cost per person would not be indicative but would establish a performance level against which future standard for improvement can be set. The same comments would hold true for the cost per hour of operation.

Degree of Evaluability: on-going - poor  
start-up - good

G. Employment Placement

Description

Standing employment opportunities for Inuit exist with the Department of National Defence in Alert, N.W.T., and with the Canadian Coast Guard, based in Halifax, N.S. who channel their request through the VTS. Suitable employees are recruited in the north by local agencies.

Goal

To coordinate the placement of Inuit in pre-identified sources of employment.

Constraint

Agreement between Ministers

Variables

Availability of native northerners for placement

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Evaluation Plan

Effectiveness

Indicators

- ratio of the number of placements/requests by employees
- deadlines met

Means of Verification

- examining records

Evaluability

Records would indicate the number of requests, the placements and the dates.

Degree of Evaluability: very good

Efficiency

Indicators

- cost per placement

Means of Verification

- log of time spent on activities
- financial assistance to participants
- number of participants

Evaluability

There is no log of time spent on activities and amount spent on financial assistance for the participants to this activity might not be available.

Degree of evaluability: poor

H. Student Summer Employment

Description

The Section, on behalf of C.E.I.C., receives requests and approves funding for Summer employment projects proposed by students. The projects are to benefit the community. Local community coordinators monitor the students' performance and forward this information to the Section.

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Goal

- to provide summer employment for northern native students
- to approve meaningful projects benefitting northern communities

Constraints

C.E.I.C. funding and guidelines

Variables

- student attitudes
- number of requests

Evaluation Plan

Effectiveness

Indicators

- number of students employed
- benefits to student
- benefits to community

Means of Verification

- final reports
- interviews of students and community representatives

Evaluability

All information is obtainable. However, interviews would be time consuming and expensive; written reports might be obtained as a substitute

Degree of Evaluability: very good

Efficiency

Indicators

- cost per student

Means of Verification

- records

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Evaluability

All information is available.

Degree of Evaluability: very good



APPENDIX II

VOCATIONAL TRAINING SECTION

ESTIMATED EXPENDITURE BREAKDOWN

Note: Recoverable expenditures are not included.

- OBJECTIVE A: Further the education and skills of native northerners to enhance:
- a) the long-term employability of students
  - b) the opportunity for immediate employment of the unemployed, and
  - c) the opportunity for career advancement of the employed.

<u>ACTIVITIES</u>	<u>FISCAL YEAR \$</u>		
	1976-77	1977-78	1978-79
Objective A TOTAL	1,275,517	1,262,741	1,348,116
Education	209,564	175,601	185,305
a - Placement in School	734	827	658
b - Finding Accommodation	11,657	10,377	11,329
c - Education Counselling	28,894	24,489	26,226
d - VTS Sponsored Students	145,047	108,378	127,500
- Travel	37,500	32,000	31,200
- Tuition fees	50,000	44,000	42,000
- Clothing	2,500	2,100	2,000
- Accommodation	44,032	24,216	41,840
- Allowances	11,015	6,062	10,460
e - Education Administration	23,232	31,530	19,714
- Salaries	7,232	13,030	9,092
- Employee Travel	16,000	18,500	10,500
On-the-Job Training	868,506	821,535	897,714
Training and Development	197,447	265,605	265,097
a - Construction			
Apprenticeship	104,000	88,000	175,000
b - Special Courses	93,447	177,605	90,097

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OBJECTIVE B: - Provide support services to native northerners in the south and to those in the north participating in programs of the Vocational Training Section

<u>ACTIVITIES</u>	<u>FISCAL YEAR \$</u>		
	1976-77	1977-78	1978-79
Objective B TOTAL	130,987	114,683	144,761
Social Counselling	72,113	73,049	65,081
- Education	49,983	52,477	37,695
- Training and Development	12,000	12,000	12,000
- On-the-Job Training	4,004	1,806	2,286
- Inuit House	-	-	5,731
- Transients and Locals	2,126	2,366	2,589
- Employment - Alert	2,000	4,000	4,780
- Employment - Coast Guard	2,000	400	-
Financial Assistance to Transients and Locals	58,874	41,634	21,411
Inuit House	-	-	58,269

OBJECTIVE C: Facilitate the placement of native northerners in pre-identified sources of employment

<u>ACTIVITIES</u>	<u>FISCAL YEAR \$</u>		
	1976-77	1977-78	1978-79
Objective C TOTAL	11,500	12,100	22,220
Employment	11,500	12,100	22,220
a - Relocation	5,000	5,000	5,000
b - Alert	2,500	3,500	14,720
c - Coast Guard	1,500	1,600	-
d - Summer Youth Employment	2,500	2,000	2,500
VTS TOTAL EXPENDITURES	1,418,004	1,389,524	1,515,097

APPENDIX II

CLIENTÈLE

COMPARATIVE COST 1978-79

Northern Sponsored student	\$ 906.19
VTS Sponsored student	\$ 6,977.19
Syllabic Trainee	\$ 1,396.25
Appentice	\$25,000.00
On-the-job trainees (in Ottawa)	\$ 7,347.71
(in filed)	\$ 7,181.71
Employees Alert	\$ 1,516.00

APPENDIX III

VOCATIONAL TRAINING SECTION

ESTIMATED STAFF-YEAR AND CONTRACT-YEAR\* BREAKDOWN

Note: 12 approved staff-years

	FISCAL YEARS					
	1976-77		1977-78		1978-79	
	Staff Yr.	Cont. Yr.	Staff Yr.	Cont. Yr.	Staff Yr.	Cont. Yr.
OBJECTIVE A						
Education and Training	5.4	0.8	4.8	0.9	4.7	1.2
- Education	2.6	-	2.0	0.1	1.7	0.4
- On-the-Job Training	1.2	-	1.2	-	1.4	-
- Training & Devel.	1.6	0.8	1.6	0.8	1.6	0.8
OBJECTIVE B						
Support Services	3.2	1.0	3.3	1.4	3.0	1.1
- Social Counselling	3.2	1.0	3.3	1.4	2.4	1.1
- Financial Assist. to transients and locals	min.	-	min.	-	min.	-
- Inuit House	-	-	-	-	0.6	-
OBJECTIVE C						
Employment	0.3	-	0.3	-	0.3	-
General Administration	2.1	-	2.1	-	2.1	-
Language Training	0.5	-	-	-	-	-
On loan to other area	-	-	0.5	-	1.0	-
SUB-TOTAL	11.5	1.8	11.0	2.3	11.1	2.3
TOTAL	13.3		13.3		13.4	

\* Contract-Year: resources obtained through contract which should have been accounted for in staff-years

## QUANTITATIVE EFFICIENCY MEASUREMENTS

Activity	Formula	1976-77	1977-78	1978-79
1. <u>Education</u>				
A. Placement in school	$\frac{\text{Time x Salary}}{\text{no. of students}}$	$\frac{\$734}{82} = \$ 8.95$	$\frac{\$827}{119} = \$ 6.94$	$\frac{\$658}{90} = \$ 7.31$
B. Finding Accommodation	$\frac{\text{Time x Salary}}{\text{no. of students}}$	$\frac{\$11657}{82} = \$142.16$	$\frac{\$10377}{119} = \$87.20$	$\frac{\$11329}{90} = \$125.88$
C. Education Counselling	$\frac{\text{Time x Salary}}{\text{no. of students}}$	$\frac{\$145047}{28} = \$5180$	$\frac{\$108378}{20} = \$5418$	$\frac{\$127500}{21} = \$6071$
D. Assistance to VTS sponsored students	$\frac{\text{Money Spent}}{\text{no. of students}}$	$\frac{\$28894}{82} = \$352$	$\frac{\$24489}{119} = \$205$	$\frac{\$26226}{90} = \$291$
2. OJT		$\frac{868506}{193} = \$4500.03$	$\frac{821535}{196} = \$4191.51$	$\frac{897714}{125} = \$7181.71$
3. <u>Training &amp; Development</u>				
A. <u>Construction</u>				
Apprenticeship (a)	$\frac{\text{total cost}}{\text{no. of apprentices}}$	$\frac{104000}{10} = \$10,400$	$\frac{88000}{12} = \$ 7,330$	$\frac{175000}{7} = \$25,000$
(b)	$\frac{\text{total cost}}{\text{apprentice/months}}$	$\frac{104000}{24} = \$4,333$	$\frac{88000}{43} = \$ 2,046$	$\frac{175000}{55} = \$ 3,181$
B. Special Courses	$\frac{\text{total cost}}{\text{no. of trainees}}$	$\frac{93447}{?} =$	$\frac{177605}{?} =$	$\frac{90097}{?} =$
		(syllabic course)		$\frac{11170}{8} = 1396$
4. <u>Social Counselling</u>				
A. Education	$\frac{\text{Time x Salary}}{\text{no. of students}}$	$\frac{\$49,983}{82} = \$609$	$\frac{\$52,477}{119} = \$440$	$\frac{\$43,426}{90} = \$482$
B. Training & Devel.				
(1) Const. App.		no practical measurement		
(2) Special Courses	$\frac{\text{Time x Salary}}{\text{no. of trainees}}$	no data available on no. of trainees		
(Air mechanics only)	$\frac{\text{Salary}}{\text{no. of trainees}}$	(Counselling costs minimal) $\frac{\$12,000}{12} = \$1000$	$\frac{\$12,000}{12} = \$1000$	$\frac{\$12,000}{12} = \$1000$

C. OJT (Ottawa)	$\frac{\text{Time x Salary}}{\text{no. of students}}$	$\frac{\$4,004}{24} = \$166$	$\frac{\$1,806}{31} = \$58.24$	$\frac{\$1,330}{8} = \$166$
D. Inuit House		no practical measurement		
E. Transients & Locals	$\frac{\text{Time x Salary}}{\text{no. of clients}}$	$\frac{\$2,126}{?} =$	$\frac{\$2,366}{?} =$	$\frac{\$2,589}{?} =$
F. Alert	$\frac{\text{Time x Salary}}{\text{no. of employed}}$	$\frac{\$2,000}{12} = \$166$	$\frac{\$4,000}{14} = \$285$	$\frac{\$4,780}{16} = \$298$
G. Coast Guard	$\frac{\text{Time x Salary}}{\text{no. of employed}}$	$\frac{\$2,000}{2} = \$1,000$	$\frac{\$400}{1} = \$400$	
5. Financial Assistance to Transients/Locals	$\frac{\text{Act. Cost \& Counselling}}{\text{no. of transients}}$	$\frac{\$63,000}{?} =$	$\frac{\$43,440}{?} =$	$\frac{\$24,000}{?} =$
6. Inuit House	$\frac{\text{Act. Cost \& Counselling}}{\text{no. of clients}}$			$\frac{\$64,000}{?} =$
7. Employment A. Relocation	$\frac{\text{Activity Cost}}{\text{no. of relocatees}}$	$\frac{\$5,000}{?} =$	$\frac{\$5,000}{?} =$	$\frac{\$5,000}{?} =$
B. Alert	$\frac{\text{Act. Cost \& Counselling}}{\text{no. of employed}}$	$\frac{\$4,500}{12} = \$375$	$\frac{\$7,500}{14} = \$535$	$\frac{\$19,500}{16} = \$1,218$
Coast Guard	$\frac{\text{Act. Cost \& Counselling}}{\text{no. of employed}}$	$\frac{\$3,500}{2} = \$1,750$	$\frac{\$2,000}{1} = \$2,000$	
Syllabic Course (Nov. 1978)	$\frac{\text{total cost}}{\text{no. of trainees}}$			$\frac{\$11,170}{8} = \$1,396.25$



Assuming

- |                                    |                   |
|------------------------------------|-------------------|
| \$10 rent x 280 days x 20 students | = \$56,000        |
| 20 students x \$300 food x 10 mo.  | = <u>\$60,000</u> |
|                                    | \$116,000         |

## APPENDIX VI

NAME \_\_\_\_\_ Estimated Activity Time Allotment SALARY \_\_\_\_\_

Activities	A	M	J	J	A	S	O	N	D	J	F	M	Total	%	% of Salary
1. <u>Education</u> (total)															
(a) School Placement															
(b) Finding accommo- dation															
(c) Ed. Counselling															
2. <u>OJT</u> (total)															
3. <u>Training &amp; Devel.</u>															
(a) Construction Apprenticeship															
(b) Courses															
4. <u>Social Counselling</u>															
(a) Education															
(b) Training & Dev.															
(c) OJT															
(d) Inuit House															
(e) Transients/ Locals															
(f) Alert															
(g) Coast Guard															

APPENDIX VI

5. Employment (total)																			
(a) Alert																			
(b) Coast Guard																			
(c) Summer Employment																			
6. <u>Admin. Support</u> (total)																			
7. <u>Other (specify)</u> (total)																			
(a) Leave																			
(b) Staff training																			
(c) Special Assign.																			
(d)																			
TOTAL (100% for complete month)																			