



The Institute for the
Advancement of Public Policy

FINAL REPORT

Baseline Study
Human Development in Labrador

Submitted to:

Labrador Strategic Social Plan

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1.0 The Purpose and Scope of this Report

The Labrador Regional Steering Committee of the Social Strategic Plan (“Labrador Steering Committee”), through its Human Development Committee, commissioned this report that explores human development in Labrador. Specifically, for this report the Committee wanted the consultants to explore the issues pertaining to four areas of interest in human development: early childhood development, secondary education, post-secondary education and employment (“area of interest”), and the challenges that Labradorians encounter as they progress through these life stages. It is intended that the information developed for this report will provide direction for government in its development of effective public policies and programs to advance human development in the Labrador region.

In considering these four areas of interest, the baseline data generated for this report is to accomplish the following:

- assist in identifying the key issues within each of the four areas of interest;
- assess the current status as to the scope and scale of these issues;
- identify current and potential barriers to development in these areas;
- enable service delivery agents to measure progress in services over time;
- examine “best practices” being used in other jurisdictions to address similar issues; and
- identify strategic directions for service delivery organizations to pursue.

This report was prepared by The Institute for the Advancement of Public Policy, Inc., (“*the Institute*”), a private consulting firm specializing in public policy analysis and development, based in St. John’s, NL.

1.1 Background

Labrador has an estimated population of 27,000 (Census 2001), a population that declined from the 1996 Census in all but the aboriginal communities. People are spread across a vast land mass. Although it is a separate region under the Strategic Social Plan, there are five separate sub-regions or zones within the geographic landmass of Labrador. These sub-regions have their own sub-groups, economic strengths and special interests (e.g., aboriginal groups) that contribute to the richness and diversity of the population of Labrador.

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The 5 regional economic zones with their regional development boards are as follows (refer to map)¹:

- Zone 1: Inukshuk Development Corporation
- Zone 2: Hyron Regional Economic Development Corporation
- Zone 3: Central Labrador Economic Development Corporation
- Zone 4: Southeast Aurora Development Corporation
- Zone 5: Labrador Straits Development Corporation

Zone 1 covers the North Coast, from Rigolet to Nain. It includes Voisey's Bay, the site of a major nickel deposit that is currently being developed generating economic activity, and a series of small communities with large aboriginal populations scattered along the coast. Traditionally, both the Innu and the Inuit were nomadic and lived off the land. Contact with the market economy has presented significant challenges to both cultures. The Inuit are affiliated with their counterparts in other parts of the north. The Innu are members of the Innu Nation with connections to bands in Quebec.

Zone 2 covers the economy of Labrador West including Churchill Falls, is largely industrial. Churchill Falls is supported primarily by hydro-electric generation. Wabush and Labrador City have two mines operating with finite futures. The two towns have been populated with workers from Newfoundland and Quebec who, until recently, retired elsewhere. Located close to the border of Quebec, Wabush and Labrador City have a road link with mainland Canada as well as Happy Valley-Goose Bay. There is a francophone school in the town.

Central Labrador is Zone 3 and includes the Upper Lake Melville area with Happy Valley-Goose Bay constituting the largest population centre. It is a service centre that houses most of all the major government offices and facilities for Labrador. There is an airport and a seaport to facilitate shipments by water, depending on ice conditions, to the communities of coastal Labrador. The town has a military base and its population is diverse, including a large enough francophone population to warrant a francophone school.

Zone 4 includes the communities from Cartwright to Lodge Bay have recently been connected to the communities of the Straits Area (Red Bay-L'Anse au Clair – Zone 5). There is a new ferry service linking Cartwright with Newfoundland. Combined with the new road network (which will not be serviced during the winter months) a degree of isolation from the rest of Labrador is being partially eliminated. The economic base in the South Coast has traditionally been fishing and subsistence activities such as hunting. The new infrastructure has the potential to present new business opportunities. In the Straits Area there has also been a large dependence on the fishery. A growing tourism industry has emerged in recent years.

¹ For the purposes of this report the Zones will be referred to by their numeric value

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Presently, Labrador is undergoing rapid change. There is new mining activity at Voisey's Bay is generally seen as positive. At the same time, there is uncertainty surrounding the military base in Happy Valley-Goose Bay and the future of the new transshipment facilities in Cartwright. Relationships and governance will change with the ratification of the land claims agreement with the Labrador Inuit Association, the pending establishment of a reserve and devolution of powers from the provincial government to the Innu Bands, and the rights to be extended (but yet to be defined) to the Labrador Métis Nation.

To date, there have been difficulties with recruiting and retaining workers with skills not otherwise available in Labrador. Young people of Labrador have not emerged as workers to fill the gaps. The reasons for this situation are varied and complex. High levels of unemployment and underemployment remain across Labrador.

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1.2 Demographic Information

While it is an interesting time for the development of Labrador, there is recognition of the need to begin to identify and appreciate the scope of issues respecting human development in the region. As a starting point, the population base is to be considered.

Table I: Demographics Profile, Labrador

1.1	Population by Age: ³	Zone 1		Zone 2		Zone 3		Zone 4		Zone 5		Labrador Total ²	
		1996 census	2001 census	1996 census	2001 census	1996 census	2001 census	1996 census	2001 census	1996 census	2001 census	1996 census	2001 census
	0-4	350	305	605	555	905	725	235	170	135	110	2,230	1,870
	5-19	1,040	1,125	2,895	2,235	2,600	2,530	735	620	495	430	7,765	6,940
	20-39	1,035	995	3,490	3,075	3,960	3,145	1,065	930	685	545	10,235	8,740
	40-59	495	595	3,810	3,875	2,090	2,490	575	700	505	535	7,470	8,210
	60-64	80	75	195	275	245	250	75	85	85	105	675	795
	65+	150	120	215	250	425	525	180	195	165	255	1,135	1,345
	Totals	3,150	3,215	11,195	10,285	10,240	9,655	2,875	2,715	2,060	1,995	29,515	27,865

There are three aboriginal groups present in Labrador: the Labrador Inuit Association, the Innu Nation and the Labrador Métis Nation. Together, they contribute 30% of Labrador's population.

² Unless otherwise noted, total Labrador calculations refer to the Labrador SSP Region.

³ Community Accounts. Based on Census data 2001, Statistics Canada. Figures may not add to total due to rounding.

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Table II: Population by Ethnicity

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Labrador Total
2.1	Population by Ethnicity ⁴						
	Métis	30	65	1,440	1,870	135	3,555
	Inuit	2,115	30	1,450	75	10	3,690
	Innu	640	75	950	0	10	1,675
	Non-aboriginal	320	10,985	6,160	920	1,915	20,400
	Total (1996 Census data)	3,105	11,155	4,500	2,865	2,070	29,320

Note: The total aboriginal population in 1996 was 8920. According to the 2001 Census, the aboriginal population had increased to 9,700 people, or had increased by 9%.

Depending on the group, traditional cultures and languages have been preserved to varying degrees. There have been efforts to provide them with opportunities to participate in the larger society through the establishment of schools and the provision of public services that they are entitled to access as residents of the Province.

The zones and aboriginal peoples all have different historical origins and economic bases that help explain their current socio-economic circumstances. Given the uneven pace of development, there are areas within Labrador that are more advanced economically and socially. At the same time, there are also differing views of 'progress' and how it ought to be measured. This is particularly true when viewing differences between the dominant culture of the south and the aboriginal communities in the north. Despite the differences, there are commonalities. Recognition that changes are occurring and that people must be able to respond to these changing circumstances are realities facing all communities in Labrador.

⁴ Statistics Canada, Census 1996.

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Table III : Demographic Projections

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Labrador Total ⁵
	Population Growth Projections: ⁶						
3.1	5 year projections (2009), total population, medium scenario	3,460	10,773	10,035	2,627	2,132	29,027
3.2	10 year projections (2014), total population, medium scenario	3,655	10,731	10,124	2,530	2,137	29,177
3.3	Population child bearing women, ages 15-44 ⁷						
	2001	755	2475	2485	670	405	6,790
	2003	N/A	N/A	N/A	N/A	N/A	5,641
	2016 (projections)	N/A	N/A	N/A	N/A	N/A	5,164
3.4	Live Birth Rate per 1000 (Prov. Rate: 9.2%) ⁸	N/A	N/A	N/A	N/A	N/A	11.7

⁵ Note: For all data presented, figures may not add to totals due to random rounding by source accounts.

⁶ Population Projections. Economics and Statistics Branch, Government of Newfoundland and Labrador.

⁷ Community Accounts. Based on Census data 2001, Statistics Canada. Figures may not add to total due to random rounding.

⁸ Live Birth Trends. Centre for Health Information. June 2003

1.2 Data Collection and Limitations

The approach to compiling the baseline data for this report was to gather data along two parallel streams of data collection: qualitative data and quantitative data.

- Qualitative data was compiled through two avenues: a review of secondary documents that were provided by the Labrador Steering Committee and a series of structured one-on-one confidential interviews with key informants knowledgeable in the four areas of interest who work in Labrador. An interview protocol was developed to guide these interviews and approved by the Labrador Steering Committee. A listing of key informants was developed in conjunction with and approved by the Labrador Steering Committee. There were 16 key informants who participated in interviews that were typically between one to two hours in duration. The results of these interviews were to establish a baseline of qualitative information and information on the challenges affecting the four areas of interest.
- Quantitative data was compiled through existing sources and included a review of statistical data compiled by the Newfoundland Statistics Agency, the Strategic Social Plan Community Accounts, Statistics Canada and reports from provincial departments and their websites; e.g., Department of Education and the former Department of Post-Secondary Education and Youth Services. Additionally, internal documents provided by members of the Labrador Steering Committee were reviewed for data relevant to this study.

The data collected was organized in accordance with the four areas of interest with a focus on prevalent themes. For purposes of comparison, information concerning Labrador was further sub-divided into the region's five economic zones. This division of Labrador economic zones proved to be very valuable as zone specific data revealed disparities that exist among the Labrador zones and this will be a crucial consideration for policy makers.

The report is presented in four main sections with each reflecting on the four areas of interest as noted: early childhood development, secondary education, post-secondary education, and employment. Section I presents an overview of the demographic profile of Labrador. Data is presented by economic zone and includes population, growth projections and a breakdown of the population based on ethnicity.

Each area has data presented in a similar format. The baseline statistical data is presented in the form of tables. This is followed by a presentation of the main points raised by key informants. Best practices being utilized by other jurisdictions are highlighted followed by a series of strategic directions for the service delivery agents to consider in addressing future policy and program directions in the area of interest under discussion.

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There are limitations on data collection and presentation.

- There are gaps in the available data. In some cases, data collected by key agencies or educational institutions had not been broken out to isolate data for each of Labrador's sub-regions.
- The sample size for Labrador was sometimes too small and this rendered the data unreliable. This has made it difficult to confirm some of the widely held perspectives shared by key informants and other qualitative sources.
- The data are not always available in consistent formats. For example, categories of like data may be defined differently (different age groups) and some data is gender specific while others is not. Different organizations use different geographical boundaries to collect data and this has hampered efforts to compare data from a variety of sources. For example, some data are collected according to the five Labrador zones while other data is collected by health districts, school districts or by the entire Labrador region.
- Data collected by zones are the more valuable in that it allows for comparisons among the various sub-regions in Labrador. Comparing information by school districts for example was problematic in that District 2 contains some Labrador schools though it is largely comprised of schools on the Great Northern Peninsula of Newfoundland. Data based on the entire Labrador region is not specific enough., rather there must be recognition of the circumstances within the individual economic zones.
- At the project's onset it was believed that much of the desired data was already available through publications and documents that could easily be provided to the consultants. However, data proved not to be readily available. Some data was still in its "raw" form.
- A listing of key informants was developed in conjunction with the Labrador Steering Committee. Not all of the persons named were interviewed. In some cases, contact could not be established or the informants were not available at the time, or the informant was not authorized to participate in the study by his/her organization.
- From the documents provided to the consultants in combination with the data from the key informant interviews, there is a bias in the data toward the aboriginal communities often to the exclusion of data for the zones with non-aboriginal populations. (Note: Zones with the highest incidence of aboriginal residents are Zones I-Inuit and Innu, Zone 3 - Métis, Inuit, Innu and Zone 4 – Métis. The consultants have endeavored to incorporate data from other areas of Labrador where data has been made available.

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2.0 Baseline Data – Early Childhood Development

It has been well established that the early years in one's life are the most critical. (McCain & Mustard, *Early Years Study*, 1999). Experiences in these early years provide the foundation for life long health, learning and well-being. Research shows that children with a higher exposure to poverty, poor housing, isolation and crowded living conditions do not advance emotionally or intellectually to the levels as they should. The challenge in Labrador is to promote healthy, early childhood development for Labrador children, one that nurtures them socially, physically, mentally and emotionally. Parents also need to be provided with supports so they too can provide the development support their children require.

2.1 What the Data Tells Us

- The current population of children ages 0-4 years in Labrador is 1,865 according to 2001 census.
- The population of children 0-4 in Labrador is declining; by the year 2007 it is projected to reach a steady level of approximately 1700 children.
- As of 2003 there were no regulated childcare spaces to serve children 0-24 months in the entire Labrador region.
- As of 2003 there were 15 licensed day care centers throughout Labrador for children ages 25 months to 5 years.
- There are no licensed childcare centers in Zones 4 and 5.
- As of 2003 there were no licensed family childcare homes in Labrador.
- There are 16 Family Resource Centers throughout Labrador.
- There are three (3) Aboriginal Head Start programs operating in Labrador: Hopedale, Happy Valley and Sheshatshiu.

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Table IV: Early Childhood Development

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
4.1	Current population levels ages 0-4 ⁹	305	555	725	170	110	1865
4.2	Population projections, Ages 0-4 ¹⁰						
	2005	303	523	701	198	94	1819
	2006	303	523	680	198	84	1788
	2007	313	500	667	177	84	1741
	2008	312	497	653	176	83	1721
	2009	321	476	642	176	82	1697
	2010	320	474	639	176	82	1691
	2011	340	453	637	174	82	1686
	2012	339	452	637	174	82	1684
	2013	360	433	638	154	82	1667
	2014	360	433	649	154	82	1678
	2015	373	414	651	155	82	1675
Childcare Facilities: ¹¹							
4.3	No. of licensed care centres for ages > 24 months	5	4	6	0	0	15
4.4	No. licensed spaces for ages > 24 months	64	96	159	0	0	319
4.5	No. licensed centre < 24 mo.	0	0	0	0	0	0

⁹ Community Accounts. Based on Census data 2001, Statistics Canada. Note: Early Childhood Development programs are usually premised on children aged 0-6 years, however, statistical data for this specific age category was not available for the purposes of this report.

¹⁰ Population Projections. Economics and Statistics Branch, Government of Newfoundland and Labrador.

¹¹ Baikie, Peggy. Child Care Services Needs Assessment. Regional Health and Community Services. 2003

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		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
4.6	Average annual cost of childcare per child	N/A	N/A	N/A	N/A	N/A	\$4,893.00
4.7	No. licensed Family Homes for Childcare	0	0	0	0	0	0
4.8	No. of Family Resources Centres	3	1	2	5	5	16
4.9	No. of Aboriginal Head Start	2	0	1	0	0	3

2.2 What Key Informants Told Us

- When government officials in the province were developing Early Childhood Development (ECD) policy direction, there was no consultation process to allow for the input of Labrador stakeholders. This situation has resulted in the development of provincial policies and standards that are difficult to satisfy in many regions of the province and especially Labrador. The current standards are perceived as being unrealistic for application in Labrador.
- The need for childcare for children ages 0-2 years is presumably addressed through informal arrangements although there is no information to evaluate this observation.
- There are three services available in Zones I and 3 targeted to the aboriginal communities. These are considered to be superior to those otherwise available. These programs are (or have the potential to be) federally funded. The services offered are well-resourced and supported by the funding agency and the targeted communities.
- Some operators of centers for children ages 2-5 years are not able to meet building standards, particularly those operators that are not operating in newer buildings. Some operators are unsure of the specific code requirements. Public officials are placed in a position where they are expected to enforce the standards and this compromises their ability to forge supportive relationships with operators.

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- Legislative standards for early childhood development programming are unrealistic for the Labrador environment without transition period or policy flexibility. Some centers cannot open and children are denied access despite the belief that attending the facility would be a significant benefit for these children even if the facilities do not meet standards. There needs to be flexibility provided to operators so that they can reach standards over time while continuing to operate.
- It is a challenge to recruit and retain people with a certificate in early childhood development and there are skill shortages in this area.
- Fetal Alcohol Spectrum Disorder (FASD) may be the most serious challenge facing some aboriginal communities with regards to human development. FASD arises from the consumption of alcohol during pregnancy. This can cause birth defects resulting in mental, developmental and behavioral problems in children. Children with FASD can face life long challenges with regards to learning disabilities, hyperactivity, memory deficits and mental health problems. Affected children may grow into adults who have employability problems and may end up as high users of other systems such as mental health, addictions, justice, social assistance, etc.
- There is no comprehensive information as to the scope of FASD in Labrador and its implications. In 2002, thirty-five (35) children from Hopedale were assessed by a medical expert; twenty-six (26) of the children were diagnosed as having some level of FASD. Educational assessments of every child in Sheshatshiu and Natuashish are currently being undertaken and will include assessments to identify the potential of FASD.

2.3 Best Practices

(i) Early Childhood Development

- The Aboriginal Head Start (AHS) Program, designed to enhance the healthy development of aboriginal children ages 0-6 and prepare them for secondary education, is recognized as a best practice. In Labrador, the program has been introduced in Happy Valley – Goose Bay, Sheshatshiu and Hopedale. Initial evaluations are very positive and the program is accepted in the communities.
- Saskatchewan has introduced a home-based early intervention and support program for families. The program provides families with information on early childhood development and undertakes an assessment to determine if the family requires additional supports and other regular interventions. The program is more aggressive and proactive than most other programs in the country, particularly in its intervention, and is considered to be most effective.

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- In Saskatchewan and British Columbia social workers are trained to respond to aboriginal peoples and there has been a strong focus on hiring aboriginal people to provide services to aboriginal communities.
- In New Zealand, the Maoris struggled with their own problems associated with a declining culture, efforts to be assimilated into the mainstream English culture and a host of social and economic problems. The concept of the “language nests’ was started in an effort to revive their fading language by ensuring that young children would be raised and educated in their language at the earliest age. To accomplish this they introduced a day care environment that is staffed by Maoris elders who care for the children while immersing them in the Maoris language, culture and values. These language nests have been very successful and the focus on language and culture has resulted in the development of children without the same social and emotional problems that seemed to be associated with “English” raised aboriginals. In relatively little time the program expanded to include Maori immersion elementary schools and then secondary schools. Presently there is a university program for teacher education courses in the Maori language.
- First Nations in British Columbia has accepted that the revitalization of native languages is an essential tool in their efforts to build a healthy society and a prosperous and sustainable national economy, as well as their goals to see all aboriginal children develop their individual potential. The Education Steering Committee of the British Columbia First Nations has developed a handbook for the development and implementation of a formal language program for aboriginals. The handbook is fairly comprehensive and outlines such issues as: planning a program for preschoolers and K-12, establishing standards, developing and testing curriculum, and training and certifying teachers. It also addresses such practical issues as translating materials and developing the support materials and infrastructure.
- The Nicola Valley Institute of Technology in British Columbia has developed an Aboriginal Early Childhood Education certificate program (AECE). The program, launched in 2002, is unique in that the program content focuses on aboriginal content and is relevant to aboriginal families. The program meets all provincial licensing and certification requirements and has been approved for preschool and daycare/homecare supervision. Graduates have the credentials to work with children up to a private kindergarten level. Early indications are that the program is successful.

(ii) Fetal Alcohol Spectrum Disorder (FASD)

- Various approaches have been used to assist children to cope with the effects of FASD, e.g., alcohol bans, warning labels on bottles, routine screening, community prevention approaches. There have been differing experiences with the effectiveness of these approaches.
- Best practices suggested for FASD rest with efforts aimed at prevention. This would include programs such as prevention initiatives and

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information targeted to women in the community. Social workers and people within the community must be active within the community to identify those people at risk so that education on FASD and the inherent risks can be provided in conjunction with supports to assist mothers to prevent the condition. The problem must be approached with several strategies including intense awareness programs within communities warning people of the risks (note: this type of program has been determined to be ineffective for women who may drink heavily), effective community intervention/ support and services to support substance abuse treatment programs for women in conjunction with their prenatal care.

- Saskatchewan delivers an early intervention and support program that provides families with information on prenatal care, parenting and child development. It also supports special projects that address FASD, disabilities and developmental delays. High risk situations are identified as early as possible and supports provided to address these challenges.

2.4 Strategic Directions

(i) Early Childhood Development

- There is a need to raise awareness throughout Labrador, within communities and among key stakeholders of the importance of early childhood development. Collaborative efforts with community-based organizations such as the Early Childhood Development Association and others must be forged so that this message is delivered to the “grass roots”; i.e. to parents without knowledge of the benefits that can accrue through participation in these programs. Initiatives that are currently in place need to be evaluated relative to their effectiveness.
- The issues which make *the Child Care Services Act* difficult to implement in Labrador need to be specifically identified and addressed. This can be achieved by working with officials in the region who are responsible for implementing the legislation, officials of the Department of Labrador Affairs, parents’ representatives and operators. Government officials who are not familiar with the challenges of the region need to appreciate the impediments associated with the existing legislative regime. Flexible solutions need to be developed that will ultimately enable improved access to childcare for Labradorians, particularly in those areas where the need has been assessed as being critical. A plan should be developed with possible solutions and presented to the Minister of Health and Community Services to enable the benefits of the policy direction and legislation to be realized in Labrador.
- This report is not advocating that standards for early childhood development be downgraded for Labrador or any other region of the Province. However, the current situation is such that, if the standards cannot be met, programming is not provided. The reality for some children is that they would still be better served attending available facilities than not attending any facility or not participating in any programming. As an interim solution, it is suggested that children should be allowed to attend such centers while provincial officials work with the operators to assist

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them in meeting provincial standards over time. Not providing such flexibility prevents children from attending centers and potentially impedes their development.

- Effective programming for early childhood development that incorporates best practices, notably immersion in a child's native language and culture, should be pursued and introduced in all northern coastal communities. As part of this approach, preference should be given to training and recruiting early childhood educators with connections to Labrador or with northern experience.
- Given the success experienced to date with the Aboriginal Head Start program, the approach could be adapted to other circumstances and supported for expansion to include all other communities in Labrador with a focus on those areas where challenges are more prevalent.

(ii) Fetal Alcohol Spectrum Disorder (FASD)

- In order to provide resources to address FASD, there must be a determination of the magnitude of the problem throughout all Labrador communities. However, this requires additional resources to undertake diagnosis of the children.
- While determining the magnitude of the problem is problematic, there is a larger difficulty presented. Accessing services and resources can be difficult, if not impossible, even with a diagnosis. Indications are that differing approaches and multi-disciplinary teams are required to effectively support these children. This poses significant challenges given the demands already placed on professionals working in Labrador. There are scarce resources available to undertake planning, working with communities and undertaking the interventions required. Thus, there is a situation where children may be diagnosed but still not able to access the services needed.
- Prevention campaigns targeted to women at risk that stress the danger to the unborn child of alcohol consumption during pregnancy are being undertaken. It is important to review best practices that have been adopted in other jurisdictions to determine if existing programs could be enhanced. While such an approach may appear simplistic or prescriptive, it is, nonetheless, a starting point.

3.0 Baseline Data - Secondary Education

The Labrador SSP Steering Committee expressed concerns about a number of factors impacting Labrador's performance in the area of secondary education including:

- poor attendance rates;
- high dropout rates and poor performance in rural schools;
- some parents place limited value on formal education notably within the aboriginal communities; and
- the high numbers of students choosing general rather than academic courses which in turn impacts on post-secondary education choices.

3.1 What the Data Tells Us

- Enrollment in Labrador Schools totaled 5941 for the 2002-03 school year. This was a decline from the previous year in all zones.
- Graduation levels with Honors and "Academic" standing in Zones 1, 4 and 5 are well below the provincial averages. Zone 1 demonstrates the highest disparity.
- Zone 1 has the highest percentage of graduates with a "general" graduation certificate (as opposed to an "academic" certificate) followed closely by Zones 4 and 5.
- The highest incidence of special education is recorded in Zone 1 and in some of the communities the incidence is critical. Zones 2 and 3 were slightly below the provincial averages in grade levels but generally compared well.
- Performance of students as demonstrated by the Criterion Reference Tests (CRT) show that Labrador's students are on par with their urban counterparts. At the grade six levels, students in Zones 2, 3 and 4 are only 1-2 points below the provincial average.

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- At the grade nine levels, Zone 2 consistently exceeds the provincial average as does Zone 4. Zone 5 also performs well relative to the provincial averages for grade nine.

Table V: Secondary Education

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
5.1	Total number of schools	7	4	6	6	6	29
5.2	School Enrolment 2002-2003 ¹²						
	K - 3	272	488	634	166	96	1,656
	4 - 6	267	378	537	131	81	1,394
	7 - 9	312	424	537	121	78	1,472
	10 - 12	197	489	492	133	108	1,419
5.3	Percent change in school enrolments, 2001-02 to 2002-03 ¹³	-3.7%	-4.8%	-3.6%	-2.7%	-4.0%	-4.3%
5.4	Basic Literacy Rates ¹⁴	N/A	N/A	N/A	N/A	N/A	N/A
5.5	No. of people who completed Adult Basic Education (1998-2003): ¹⁵	63	-	71	15	12	161

¹² Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

¹³ Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

¹⁴ Information not available until late 2004

¹⁵ Bob Simms, College of the North Atlantic. Email Nov 20, 2003

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Table V Continued: Secondary Education

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
5.6	Students receiving special education as a % of total population, 2000-01: ¹⁶ Female Male Total <i>Highest Incidence: Rigolet</i>	5.0% 8.9% 13.9% 35.9%	2.2% 4.7% 7.9%	2.5% 6.7% 9.2%	3.7% 8.0% 11.7%	3.3% 5.8% 9.1%	2.9% 6.5% 9.4%
5.7	Pupil-Teacher ratio, 2002-03 ¹⁷	11.1	15.5	12.9	9.0	9.2	12.9
Performance Rates: Criterion References Tests ¹⁸							
5.8	Grade 3: (2001) Math (Prov: 76%)	68%	91%	67%	73%	84%	70%
5.9	Grade 6: (1998) Math (Prov: 70%)	50%	68%	69%	69%	71%	66%
5.10	Grade 9: (1999) Math (Prov: 51%) Science (Prov: 55%) Writing (Prov: 80%)	33% 40% 67%	55% 57% 81%	53% 55% 75%	53% 56% 88%	46% 56% 88%	51% 54% 79%

¹⁶ Annual General Return, 2000-01. Corporate Planning and Research, Department of Education

¹⁷ Annual General Return, 2000-01. Corporate Planning and Research, Department of Education

¹⁸ Community Accounts. Based on information provided by the Department of education, K-12 School Profile System

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Table V Continued: Secondary Education

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
5.11	Programs most often cited for future career: ¹⁹ Health/Community Studies Skilled Trades Law Enforcement/Military Education Science / Engineering Other Undecided	N/A	N/A	N/A	N/A	N/A	18% 11% 9% 8% 7% 19% 28%
5.12	Know the educational requirements for their selected program/job ²⁰	N/A	N/A	N/A	N/A	N/A	Yes: 52% No: 46%
5.13	Know where select programming is available ²¹	N/A	N/A	N/A	N/A	N/A	Yes: 66% No: 33%
5.14	Accessed counselling info: ²⁰ Level I Level II Level III	N/A	N/A	N/A	N/A	N/A	53% 22% 29%

¹⁹The Future Plans of High School Students of the Labrador Region: Survey Results, 2003.

²²The Future Plans of High School Students of the Labrador Region: Survey Results, 2003.

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Table V Continued: Secondary Education

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
5.15	Status of 2001 post high school graduates: ²¹ CNA MUN NL private college Out of province college Out of province university Non post-secondary Unemployed Working Unknown	N/A	N/A	N/A	N/A	N/A	19.2% 13.7% 2.3% 2.3% 19.9% 4.2% 7.5% 17.3% 13.7%
5.16	After education hope to settle in: Province ²² Home Community	N/A	N/A	N/A	N/A	N/A	18% 9%

²³ Post-secondary / Employment Status at time of survey, Fall 2001-Winter 2002. Corporate Planning and Research, Department of Youth Services and Post -Secondary Education. Labrador SSP region

²² The Future Plans of High School Students of the Labrador Region: Survey Results, 2003.

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3.1 What the Data Tells Us (continued)

- Zone 1 consistently records well below the provincial average and has the lowest level of performance for Labrador. For grade 6, Zone 1 is 20 points below the provincial average.
- The disparities in academic performance between Zone 1 and the remaining Labrador zones increase at the grade nine level.
- Conclusive statistics are not available to measure the extent of school dropouts or non-participation in Labrador.
- Data pertaining to the future plans of Labrador students to attend post-secondary education are not available by zone but for the region as a whole.
- Attendance records by school districts, not by economic zone, demonstrate that the overall Labrador school attendance rate is 82.3%, the lowest in the province. Labrador students are absent an average of 31.7 days compared with a provincial average of 16.1 days of absence. The rate varies by zone with the lowest rates of attendance being recorded on the north coast (refer to Appendix A).
- Guidance counseling is available in some Labrador schools but the number of dedicated counselors and where they are located was not made available. *The Future Plans of High School Students of the Labrador Region* (2003) undertaken by **FINALY** and the partners with the SSP concluded that guidance counselors are being underutilized by Labrador students with respect to career planning and that students are more likely to rely on the guidance of their parents in considering career alternatives.

3.2 What Key Informants Told Us

- The traditional lifestyle does not always demand the skills acquired through a formal education and therefore there is little value placed on graduation from high school in some communities.
- Negative feelings for the local school system are intensified in the northern communities by the reality that the programs offered in their schools do not reflect the values, language and culture of these communities.
- School performance in northern communities tends to decline as students move to the higher grades, notably in the core programs of mathematics and science. This partly reflects a lack of interest in the programming. It may also reflect the difficulty in recruiting effective teachers who specialize in mathematics and science.
- In some Inuit and Innu communities, some courses are taught in their aboriginal language while others are taught in English with some interpretation being provided by aboriginal assistants and teachers. Teachers in these communities speak primarily English and this creates a significant transition for aboriginal students with no program to support them. Curriculum needs to include instruction in the principles and approaches of English as a Second Language. There is a need for tutoring and supports to be built into the school curriculum.
- Recruitment and retention of teachers in northern communities has been a continuing problem in Labrador and for governments across the country. Once teachers are recruited they may not be prepared for the cultural challenges or the isolation that goes with teaching in the north. Strategies for the most part are focused on financial compensation and other employment benefits such as extra holiday time. Other strategies have included programs to help integrate teachers into the community. These approaches have had minimum success in retaining teachers.
- The teacher turnover rate for Labrador is believed to be high. Overall, the region has the highest incidence of first time teachers and the lowest level of combined teacher experience.
- Communities that have deliberately recruited teachers with connections have had greater success in retaining these teachers.
- Teachers recruited from outside the areas where they work may not be sensitive to or respectful of the culture of their aboriginal and other students. Special programs have been developed to help integrate teachers into the local communities but the long term success of such efforts is not known.

3.3 Best Practices

(i) Curriculum

- In 2001, six Edmonton Catholic K-12 schools, through their Aboriginal Learning Centre and the provincial government, piloted a project called the “Rainbow Spirit Project”. The mandate was to generate an unprecedented increase in the number of aboriginal graduates, as well as a heightened awareness of the aboriginal culture among non-aboriginal students and teachers. To accomplish this they created a more welcome and effective environment for aboriginal students, an environment that would promote learning while enabling them to explore their own sense of culture and history. To support the project, a series of best practices were identified and addressed through the following program components:
 - Each school would have an aboriginal liaison person to provide direct support to students in terms of connecting with staff, finding appropriate resource materials and connecting with their families where relevant. This individual would also act as a role model.
 - Professionals within the schools and the Aboriginal Learning Center adapted the school curriculum to incorporate aboriginal values and perspectives so that it would be more meaning for the aboriginal students and, at the same time, build an understanding of aboriginal culture. Curriculum was modified in the areas of mathematics, science, life skills, health, language arts and social studies.
 - Additional resource materials to support adapted curricula and the overall mandate of the program were provided to the pilot schools.
 - Increased access to cultural programming in the areas of fine arts, recreation, career development, life skills and leadership was available.

- In 1993, Ministers for Manitoba, Alberta, Saskatchewan, British Columbia and the Territories signed a Western Canadian Protocol for

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collaborating in the development of an aboriginal school curriculum for K-12 schooling. This included the development of new curriculum based on aboriginal history and culture with redefined learning outcomes for mathematics, language arts and other areas. Nunavut has since joined this initiative in the development of its own curriculum.

- The Métis Nation has introduced a cultural awareness program that was approved by the Department of Education for delivery in schools in Labrador. Representatives of the Métis Nation deliver the program with the teachers and students also being exposed to cultural practices and values imparted through the elders who participate in program delivery. It is not known if this program has yet been evaluated.

(ii) Teachers

- Some provinces have focused hiring priorities for aboriginal teachers in aboriginal schools. Such measures have been quite successful; however, some schools still experience a very high turnover with aboriginal teachers. There are numerous reasons for this such as teachers experiencing alienation among school staff, the disconnect between the programming and the aboriginal community, teachers being expected to conform to the status quo and the high expectation placed on them to “turn things around” with respect to rates of aboriginal graduates. It is also noted that while there may be a higher percentage of aboriginal teachers, aboriginals are not represented at administrative and senior policy levels.
- It is generally agreed that the benefits of aboriginal teachers for aboriginal students can be a powerful tool. Concentrated efforts need to be made to establish a pool of aboriginal teachers. This will entail strategies to encourage students from the secondary system to go on to post-secondary training and then back to the community. When they do come back to the community, the jobs have to be there for them.

3.4 Strategic Directions

- There needs to be a strong commitment to ensuring the curriculum delivered in the aboriginal communities, notably in northern Labrador, is relevant to the students. It must not only be based on their culture, values and traditions but it must also seek to *promote and preserve* those elements that define their culture. Opportunities to work with the communities to develop relevant curriculum, and initiatives designed to foster a greater appreciation of local culture, may be a core element to encouraging increased level of education in these communities. Some groups are already working to develop curriculum relevant to their communities and these efforts should be supported.
- Efforts need to be enhanced to build a pool of teachers with a connection to the communities in which they teach. This will require pro-active strategies to encourage students in the secondary system to go on to post-secondary training and then back to the community. Also, there may be people in the community with an interest in teaching who could be encouraged and supported to pursue a teaching career in a similar

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fashion as the Collaborative Nursing Program being proposed by the Labrador Inuit Association, Memorial University and the College of the North Atlantic (refer to Section 5).

- When teachers do return to the community it is important that the jobs be there for them. To secure priority for qualified teachers there should be a proposal advanced to government that an employment equity program be introduced that provides preference for awarding teaching positions in Labrador to individuals who have a connection to the region. If this approach is to be pursued it will be necessary to engage in discussions with and seek the support of the Newfoundland and Labrador Teachers Association.
- New teachers recruited from outside the region should complete an orientation on the culture and lifestyle of the local communities. This will help foster understanding of the social environment and could help with the integration of teachers in these communities.
- Strategies need to be introduced to improve access to and the use of career planning. Some strategies, such as job fairs, have been undertaken to help make students more aware of career alternatives. Other sources of information and opportunities for dialogue must also be made available.
- It has been suggested that many of the issues outlined as barriers to education in Labrador can be characterized as the differences between urban and rural environments and that the challenges in Labrador are not unlike those in other rural areas of Newfoundland. While the CRT scores and other data do not support this view, a comprehensive assessment of this issue was outside the scope of this exercise.

4.0: Baseline Data - Post-Secondary Education

The Labrador SSP Steering Committee highlighted a number of issues respecting post-secondary education in Labrador, among them:

- some parents associate their children going to college or university as a loss of culture and therefore do not see it as success;
- innovative programs have been developed to address challenges in post-secondary training for some occupations but have not been implemented;
- the number of post-secondary students who drop out after the first year is very high, particularly those who attend institutions outside of Labrador in their first year;
- there is a College / University transfer year at Happy Valley-Goose Bay Campus but there is no formal transition year program in the province. The difficulty adjusting to larger centers and different culture is often cited as the reason for students not completing their studies;
- essential core occupations across all communities in Labrador (nursing, teachers, social workers, justice/law enforcement, early childhood education) should be supported with career awareness and training opportunities; and
- high illiteracy rates among the adult population result in the need for academic upgrading, prior to skills training.

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Table VI: Post- Secondary Education (PSE)

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
	Levels of Post-Secondary Education ²³						
6.1	Trades or non-university Ages 15+ (Prov: 27.5%) Ages 15-24 (Prov: 16.1%) Ages 25-54 (Prov: 36.3%)	28.1% 13.5% 37.7%	38.7% 24.8% 44.8%	36.9% 19.7% 45.8%	36.4% 19.3% 46.4%	24.2% 28% 31.6%	35.7% 21.6% 43.8%
6.2	Some university Ages 15+ (Prov: 20.8%) Ages 15-24 (Prov: 26.6%) Ages 25-54 (Prov: 23.7%)	13.0% 9.0% 17.5%	21.0% 26.5% 21.6%	17.1% 12.3% 20.6%	8.6% 13.3% 9.4%	10.4% 5.3% 16.4%	16.9% 17% 19.3%
6.3	Bachelor's degree or higher Ages 15+ (Prov: 9.5%) Ages 15-24 (Prov: 4.9%) Ages 25-54 (Prov: 12.8%)	7.0% 1.8% 9.9%	8.0% 4.4% 9.5%	7.0% 0.7% 9.5%	3.5 % 2.4% 5.2%	4.0% - 6.8%	6.6% 2.4% 9%
6.4	Availability of university (MUN) programming ²⁴	No	1 st year available at Lab West campus	1st year available at Happy Valley / Goose Bay campus	No	No	1 st year available at Happy Valley / Goose Bay & Lab West campus

²³ Education Accounts, Community Accounts. Based on custom tabulations from Census 2001, Statistics Canada.

²⁴ Interviews with Field Staff, CNA

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4.1 What the Data Tells Us

- Throughout Labrador the level of post-secondary education at the trades level exceeds the provincial average.
- The number of people who have some university education is below provincial levels with the exception of Zone 2 where levels are fairly comparable with the province.
- All areas of Labrador fall below the provincial average regarding the percentage of the population with a university degree or higher. The greatest disparities lie in Zones 4 and 5.
- There is no data available on how many people from Labrador, especially from the more remote communities, have attended post-secondary institutions over the years, what was their experience, how many dropped-out of their program and at what stage they dropped-out.
- Based on information from the Labrador Inuit Association, over 400 Inuit have been sponsored to attend post-secondary training throughout Canada. There was no data available on how these students performed, if they experienced successful employment in their field, if they stayed within the communities or moved outside the province, etc.
- Between 1997 and 2004, there have been 870 graduates of programs delivered by College of the North Atlantic through the Happy-Valley Goose Bay campus and the learning centers in Coastal Labrador. This includes 161 graduates of the Adult Basic Education. The remaining students were graduates of trades programs (Refer to Appendix B).
- In addition, the College of the North Atlantic has delivered contract training programs to 392 students over the last 5 years (Appendix B).
- There is no information to confirm that graduates of the targeted training provided by the College of the North Atlantic are living or employed in Labrador or if they are working in their field of training.
- Data on literacy levels in Labrador was collected for the census 2001 and will be available in late 2004.

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4.2 What the Key Informants Told Us

- The transition from a small school along the coast of Labrador to post-secondary institutions located outside the region is difficult for students for a number of reasons such as the stresses associated with entering a new environment and the challenges of adjusting to another language in a new environment.
- Many Labrador students who pursue post-secondary education require upgrading in some areas of study.
- There are relatively high illiteracy rates among the adult population in Labrador and there is a need for basic literacy training prior to pursuing academic upgrading.
- Some people require English as Second Language programs before they can undertake Adult Basic Education.
- While funding may be available through the Labrador Inuit Association, Innu Nation and Labrador Métis Nation to support people accepted for enrollment in post-secondary institutions, limited funding is available for Level I Adult Basic Education.
- Clients of the Department of Human Resources, Labor and Employment are able to access funding support for Adult Basic Education programs but will not be funded for basic literacy skills development and Level 1 Adult Basic Education.
- The Labrador Institute represents Memorial University in Labrador. It has a small staff whose role primarily is one of co-ordination. The Native and Northern Teacher Training Program have a program manager based in St. John's and a coordinator based in Happy Valley-Goose Bay who travels to the coast. There is an aboriginal student center located on the St. John's Campus where students can gather and gain support from one another.
- The Labrador Institute works through the College of the North Atlantic in delivering the first year university transfer program at campuses in Happy Valley-Goose Bay and Labrador City. The Labrador West location has had a history of successful graduates and the numbers of students at the Happy Valley-Goose Bay campus continues to increase. This transition year is credited toward their university degree program at Memorial University. If the student chooses to apply to another university, that institution will assess the credits in accordance with its standards. A formal evaluation of the program has not been completed.

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- The College of the North Atlantic is well respected as being flexible and responsive to the needs of Labrador communities. Memorial University is seen as being inflexible, unresponsive to community needs and insensitive to the realities of Labrador. There is no access to graduate programs and the results of Labrador-based research projects are not shared with the community. Aboriginal groups have relied on Memorial University to a point but have found more receptiveness to their needs in other universities. For example, the Innu have withdrawn from the Native and Northern Teacher Education Training program in favor of a program offered through McGill.
- For those who have chosen to enter the university, a first year transfer year has been introduced at Happy-Valley-Goose Bay to provide supports to students as they move from high school to the university system.
- There has been a concept paper prepared by the zone board five years ago for the creation of a University College for Labrador. There is consensus that post-secondary options need to be expanded for Labrador students to begin study in their region. There are many opinions on how that would unfold. There are opportunities for expansion of post-secondary education in the region.
- Differing approaches are being advanced for training specific skills sets. The Integrated Nursing Access Program, developed in partnership between the Labrador Inuit Association College of the North Atlantic and Memorial University, incorporates opportunities to begin the course of study in Happy Valley-Goose Bay and eventually attending either the Memorial University campus in St. John's or Corner Brook. The developers sought out interested adults who wanted to study nursing instead of concentrating only on recruiting high school students. The program has been approved. It is scheduled to be delivered in January 2005.

4.3 Best Practices

- One of the most effective best practices is the development of strong community supports for and by aboriginals within the educational institutions, i.e. "a home away from home". Such programs include academic, social, personal and financial supports and these are delivered proactively. As well, designing programming specifically for aboriginal issues has also proven to be effective. Western Canada is seen as a leader in this area and they have pioneered many aboriginal-based educational programs for aboriginal teachers and other staff to help aboriginals complete their post-secondary education.
- The First Nations House of Learning is a project often cited as a model for a post-secondary learning environment for aboriginals. The program

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was established by the University of British Columbia to assist aboriginals transition to post-secondary education and adapt to their new environment. It has a physical presence: the Longhouse which provides that “home away from home” by modeling an aboriginal community setting. The centre also acts as a single entry point for aboriginal supports, including childcare, counseling, student organizations, ceremonies, etc., all reflecting aboriginal culture. The centre is staffed by aboriginals who actively recruit students from aboriginal communities and assist them through every stage of their journey including appropriate housing, financial support, and a support network, etc.

- Other western provinces, as part of their protocol for collaboration for aboriginal education, are providing supports at the post-secondary level. This includes an aboriginal coordinator position on campus sites to assist aboriginal learners with financial and other supports. Other initiatives include:

- increasing the emphasis on post-secondary education at the secondary school level;
- increasing the representative of aboriginals at the administrative and instructor level;
- developing and deliver credit courses in aboriginal history and culture; and
- increasing opportunities for aboriginal involvement in apprenticeship and job shadowing programs.

- Other best practices include:

- partnerships with the post-secondary institutions themselves to develop relevant curriculum and learning models; and
- aboriginal control over their education at the post-secondary education level.

4.4 Strategic Directions

- There is a newly established Centre of Regional Development Studies (CORDS) and a Chair of Aboriginal Research within Memorial University. This presents a unique opportunity to bring Memorial University closer to Labrador communities and for it to foster a better understanding of the region’s needs. The Labrador SSP Steering Committee, with the Labrador Institute, could develop a joint approach to the newly appointed Chairs to determine if there can be a more visible and stronger role played by Memorial University in Labrador.

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- There should be an increased understanding of the difficulties experienced by aboriginals as they transfer to post-secondary education. Based on this information, supports need to be established that will enhance their success in completing their education. The best practices developed in British Columbia could serve as a model.
- The need for basic literacy skills upgrading in Labrador communities needs to be further assessed. Based on the results of this assessment, funding and other supports may need to be established for students so that they can pursue post-secondary education.

5.0: Baseline Data - Employment

The Labrador SSP Steering Committee identified a number of key issues concerning employment in Labrador:

- many Labradorians lack the skills and abilities to fill the non–resource based jobs in the region and there has been insufficient planning efforts to ensure training is provided that reflect the skills demands in the marketplace;
- there has been limited training targeted to assist aboriginal people with the skills they will need for self-government and the lack of leadership within communities is a particular problem;
- there are low education levels generally in rural areas of Labrador and this prevents individuals from pursuing higher formal education that is required to take advantage of employment opportunities;
- there have been targeted training programs designed to equip Labradorians with the skill sets demanded by new development in the areas, notably Voisey’s Bay, but these have been limited and need to be strengthened; and
- the demand for professionals like teachers, social workers and nurses, exceeds the supply in rural, coastal communities and this has been a source of concern in Labrador.

5.1 What the Data Tells Us

- Zones 1 and 5 have the lowest labour participation rates (the ratio of the total population active in the work force).
- Zone 4 has the lowest employment rate (ratio of the number of employed individuals to the total population). The next lowest rate is recorded in Zone 5 followed by Zone 1.

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Table VII: Employment

		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
7.1	Participation Rate (2001) ²⁵ All participants 15+ Ages 15-24 ("Youth")	57.2% 35.1%	69.1% 55.8%	70.9% 53.0%	59.4% 40.5%	58.0% 35.1%	66.7% 49.3%
7.2	Employment (2001) ²⁶ All participants 15+ Ages 15-24 ("Youth") (Prov: 33%)	40.7% 22.5%	62.4% 43%	60.9% 41.4%	26.6% 19%	33.4% 21.1%	54% 35.8%
7.3	Unemployment rates (2001) ²⁷ All participants 15+ (Prov: 22%) Ages 15-24 ("Youth") (Prov: 33%)	28.5% 35.9%	9.7% 23.0%	13.9% 21.8%	54.9% 52.9%	41.8% 45.0%	19.% 27.31%

²⁵ Labour Market Accounts, Community Accounts. The labour force participation rate indicates the proportion of the available "working age" population that is willing and able to work and is either employed or actively seeking employment. It is found by dividing the labour force by the total population. Based on custom tabulations of the Population Census 2001, Statistics Canada. Newfoundland and Labrador Statistics Agency.

²⁶ Labour Market Accounts, Community Accounts. Based on custom tabulations of the Population Census 2001, Statistics Canada. Newfoundland and Labrador Statistics Agency.

²⁷ Labour Market Accounts, Community Accounts. Based on custom tabulations of the Population Census 2001, Statistics Canada. Newfoundland and Labrador Statistics Agency.

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		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
7.4	People working full time as a % of total employment (80% for the Province) Source: Community Accounts	81%	82%	82%	87%	87%	83%
7.5	Disposable income per capita adjusted for inflation (2000) ²⁸ (\$13,600 for the Province)	\$8,900	\$19,900	\$14,700	\$11,800	\$12,500	\$15,400
7.6	Median Family Incomes (2000) ²⁹ (\$29,500 for the Province)	\$26,600	\$69,900	\$38,700	\$28,800	\$31,700	\$43,300
7.7	Annual income from self employment ³⁰ (2000) (\$,000)/ No. people engaged:						
	Fishing / farming	\$995 / 70	\$2737 / 220	\$618 / 40	\$7,218 / 310	N/A / 150	\$12,704 / 570
	Other	114 / 30	(total all fields)	2,072 / 280	497 / 90	N/A / 70	5,715 / 680

²⁸ Labour Market Accounts, Community Accounts. Based on custom tabulations of the Population Census 2001, Statistics Canada. Newfoundland and Labrador Statistics Agency.

²⁹ Income Accounts, Community Accounts, 2000. Based on Canada Customs and Revenue Agency summary information and provided by Statistics Canada.

³⁰ Income Accounts, Community Accounts, 2000. Based on Canada Customs and Revenue Agency summary information and provided by Statistics Canada.

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		Zone 1	Zone 2	Zone 3	Zone 4	Zone 5	Total Labrador
7.8	Employment by Occupation (1999-2000) ³¹						
	Health	N/A	-	-	N/A	N/A	3%
	Education	N/A	-	7%	N/A	N/A	6%
	Primary	N/A	14%	-	N/A	N/A	8%
	Sales / Service	N/A	21%	21%	N/A	N/A	20%
	Management	N/A	7%	14%	N/A	N/A	10%
	Office and related	N/A	14%	15%	N/A	N/A	15%
	Construction and related	N/A	24%	20%	N/A	N/A	21%
	Processing / manufacturing	N/A	-	--	N/A	N/A	5%
	Other	N/A	13%	15%	N/A	N/A	12%
7.9	Less than grade 9: ³²						
	Ages 15+ (Prov:15.2%)	27.2%	3.4%	12.8%	25.2%	22%	12.5%
	Ages 15-24 (Prov:1.6%)	14.4%	0.6%	7.1%	3.6%	-	4.5%
	Ages 25-54 (Prov: 9.9%)	21.8%	2.9%	7.7%	18.7%	10.2%	8.3%
7.10	Grade 9-12 (No certificate) ³²						
	Ages 15+ (Prov: 27.1%)	22.9%	24.4%	26.1%	19.8%	29.4%	24.8%
	Ages 15-24 (Prov: 43.7%)	50.5%	36.7%	52.4%	50.6%	36.8%	44.8%
	Ages 25-54 (Prov: 20.9%)	15.1%	17.9%	19.4%	14.2%	27.1%	18.4%

³¹ Labour Market Accounts, Community Accounts/Based on the Labour Market Activity Survey, 1999-2000. Newfoundland and Labrador Statistics Agency.

³² Education Accounts, Community Accounts. Based on custom tabulations from Census 2001, Statistics Canada.

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7.11	No. of People Receiving Social Assistance ³³						
	1991	1,385	490	1,675	890	255	4,695
	1992	1,415	635	1,880	795	295	5,020
	1993	1,450	775	1,865	490	285	4,870
	1994	1,415	895	2,025	460	255	5,055
	1995	1,455	925	2,235	560	250	5,420
	1996	1,435	935	2,260	650	245	5,525
	1997	1,280	870	2,005	570	215	4,945
	1998	1,050	705	1,785	575	200	4,315
	1999	975	720	1,580	495	140	3,905
	2000	890	685	1,465	455	145	3,640
	2001	845	590	1,300	350	120	3,205
	2002	865	595	1,230	325	130	3,135

5.1 What the Data Tells Us (continued)

- The employment rates in Zones 2 and 3 exceed the provincial average.
- Zone 2 has the lowest unemployment rates while northern and rural communities Zones 4, 5 and 1 have the highest unemployment rates.
- Zone 1 has the lowest level of disposable and median family incomes followed by Zones 4 and 5 and all are below the provincial average.
- Disposable and median family incomes in Zone 2 exceed the provincial average.
- Annual reliance on Social Assistance has been steadily decreasing in all areas of Labrador since 1997 although the reasons for this are unclear.

³³ Social Accounts, Community Accounts, 1991-2002. Based on information provided by the Department of Human Resources and Employment.

5.2 What Key Informants Told Us

- Residents of isolated coastal areas and aboriginal communities experience higher levels of unemployment.
- There are continuing challenges to fill key jobs in northern and rural communities and employment shortages exist for teachers in science and mathematics, professionals in such fields as accounting and engineering, as well as for doctors, nurses, speech therapists, social workers, financial managers, administrators, trades people and interpreters.
- Skill sets available in northern, rural communities are not sufficient to meet market demands. If local residents are to be qualified for local employment opportunities, education and skills training must become a priority.
- Employment has traditionally been seasonal. Training that is available to income support clients to gain skills for alternate employment is undertaken voluntarily, i.e., clients are not required to pursue training to qualify them for employment.
- Training that is available does not always match the skills required in the marketplace.
- The College of the North Atlantic has been relatively proactive and has delivered training programs to reflect the demand for skill sets in the areas.
- A challenge for the programs offered by the College of the North Atlantic is that many applicants do not qualify for further skills training if their basic education levels do not meet the required minimums. Therefore, upgrading has been required prior to occupational skills development.
- The College of the North Atlantic advised that the existing campus in Happy Valley-Goose Bay requires expansion in order to accommodate new programming.
- There is a need for a collective response for leadership development and training. As plans are underway for self-governance, Innu and Inuit will require professional staff, managers and administrators. Also, town councils need officials who understand issues of accountability and management.
- School and other community programs that foster leadership need to be developed and supported.

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- Some people who have completed a post secondary education program and returned to their communities with the required qualifications have found they are unable to secure employment in their field of study or they are under-employed.

5.3 Best Practices

- Some aboriginal governments, notably Nunavut, have established employment preference policies for recruiting government staff. This entails awarding jobs in aboriginal and northern communities to aboriginals and/or people from these communities who meet minimum qualifications regardless if another candidate has more credentials but lacks local experience. In some established jurisdictions it is an approach that has been in place for twenty years. There have been challenges with this approach but these have been largely overcome and the core goals are being achieved with positive results for aboriginal communities.
- In Nunavut, if the government finds it necessary to hire external candidates they are hired for a short-term period (2-3 years). During their tenure, they are required to train local people to take over their positions when their employment contracts end. Essentially, the incumbent is to act as a mentor for his/her successor. The approach is relatively new and there is no conclusive data on how well this approach works. (It has been suggested that Nunavut is experiencing many social problems and is not a good example for best practices. Notwithstanding, this approach to developing local skill sets is an example of an initiative that is being implemented).

5.4 Strategic Directions

- Planning is required to examine the skills requirements of the region and to ensure that those persons returning with qualifications are able to be absorbed in the labour force. If organizations are investing in the education of their members, the skills should be used for the benefit of the region.
- Employment preference policies could also be established for positions that are directly involved in supporting northern communities with the focus on recruiting people from these communities or those with strong connections to them and the people.
- Occupations or work activities that demonstrate chronic shortages of skilled workers could be identified in conjunction with a complimentary program that would promote and provide supports to Labradorians to develop the skills needed to undertake these positions. This would include skill requirements needed to support aboriginal self-government.
- There should be continuing efforts to work with local employers to develop the skilled workers they need. In this regard, the current model

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developed with the Voisey's Bay Nickel Company, the three aboriginal groups and the federal government to promote "local" employment could be evaluated and modified as is appropriate or required. One such initiative is the Joint Employment and Training Authority related to the Voisey's Bay nickel development.

- A program could be developed and introduced that would promote increased employment of people from northern and aboriginal communities within provincial government positions, notably those that serve Labrador and have a physical presence in Labrador.

6.0 Concluding Remarks

It is evident from the documents reviewed and interviews conducted to develop the baseline data for this report that there is strong feeling on the part of Labradorians that they are physically and psychologically isolated from Newfoundland. Since the 1970's there has been an awakening among Labradorians in recognizing their distinctiveness. Currently, the realities of Labrador are of a diverse population who speak different languages, have different cultural practices, values and aspirations. This distinctiveness and sense of isolation can be heightened by policies and practices that are not sensitive or reflective of Labrador's cultures and traditions.

It should be noted that, based on the data collected, the distinction among the regions of Labrador from a human development point of view is startling. Zone 2 encompasses the urban centres of Labrador City and Churchill Falls where personal incomes, secondary and post-secondary education levels and the general standards of life are much higher relatively. Zones 4 and 5 reflect the characteristics of a rural environment in which population levels and incomes are relatively low, education levels are low and there is more challenge in program and service delivery.

Generally, the realities of servicing remote communities, particularly coastal Labrador and the north, distinguish these regions from other rural communities in Newfoundland. Zone 1, however, reflects considerable disparities in all areas relative to their neighbours, a situation that cannot be considered as part of the normal rural / urban divide.

This baseline is a document that has been compiled to collect quantitative and qualitative data to capture the state of human development in Labrador at a point in time. It forms a base of information to which data can be added. This baseline report can be used as a tool in the future to measure progress within the region. However, there are gaps and these need to be addressed particularly with respect to the non-aboriginal communities. It is hoped that it will contribute to the efforts of all partners in Labrador in furthering human development in the region.

7.0 Summary – Strategic Directions

Early Childhood Development

- There is a need to raise awareness throughout Labrador, within communities and among key stakeholders of the importance of early childhood development. Collaborative efforts with community-based organizations such as the Early Childhood Development Association and others must be forged so that this message is delivered to the “grass roots”; i.e. to parents without knowledge of the benefits that can accrue through participation in these programs. Initiatives that are currently in place need to be evaluated relative to their effectiveness.
- The issues which make *the Child Care Services Act* difficult to implement in Labrador need to be specifically identified and addressed. This can be achieved by working with officials in the region who are responsible for implementing the legislation, officials of the Department of Labrador Affairs, parents’ representatives and operators. Government officials who are not familiar with the challenges of the region need to appreciate the impediments associated with the existing legislative regime. Flexible solutions need to be developed that will ultimately enable improved access to childcare for Labradorians, particularly in those areas where the need has been assessed as being critical. A plan should be developed with possible solutions and presented to the Minister of Health and Community Services to enable the benefits of the policy direction and legislation to be realized in Labrador.
- This report is not advocating that standards for early childhood development be downgraded for Labrador or any other region of the Province. However, the current situation is such that, if the standards cannot be met, programming is not provided. The reality for some children is that they would still be better served attending available facilities than not attending any facility or not participating in any programming. As an interim solution, it is suggested that children should be allowed to attend such centers while provincial officials work with the operators to assist them in meeting provincial standards over time. Not providing such flexibility prevents children from attending centers and potentially impedes their development.
- Effective programming for early childhood development that incorporates best practices, notably immersion in a child’s native language and culture, should be pursued as a new strategy and introduced in all northern coastal communities. As part of this strategy, preference should be given to recruiting early childhood educators with connections to Labrador or with northern experience.
- Given the success experienced to date with the Aboriginal Head Start program, the approach could be adapted to other circumstances and supported for expansion to include all other communities in Labrador with a focus on those areas where challenges are more prevalent.

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Fetal Alcohol Spectrum Disorder (FASD)

- In order to provide resources to address FASD, there must be a determination of the magnitude of the problem throughout all Labrador communities. However, this requires additional resources to undertake diagnosis of the children.
- While determining the magnitude of the problem is problematic, there is a larger difficulty presented. Accessing services and resources can be difficult, if not impossible, even with a diagnosis. Indications are that differing approaches and multi-disciplinary teams are required to effectively support these children. This poses significant challenges given the demands already placed on professionals working in Labrador. There are scarce resources available to undertake planning, working with communities and undertaking the interventions required. Thus, there is a situation where children may be diagnosed but still not able to access the services needed.
- Prevention campaigns targeted to women at risk that stress the danger to the unborn child of alcohol consumption during pregnancy are being undertaken. It is important to review best practices that have been adopted in other jurisdictions to determine if existing programs could be enhanced. While such an approach may appear simplistic or prescriptive, it is, nonetheless, a starting point.

Secondary Education

- There needs to be a strong commitment to ensuring the curriculum delivered in the aboriginal communities, notably in northern Labrador, is relevant to the students. It must not only be based on their culture, values and traditions but it must also seek to *promote and preserve* those elements that define their culture. Opportunities to work with the communities to develop relevant curriculum, and initiatives designed to foster a greater appreciation of local culture, may be a core element to encouraging increased level of education in these communities. Some groups are already working to develop curriculum relevant to their communities and these efforts should be supported.
- Efforts need to be enhanced to build a pool of teachers with a connection to the communities in which they teach. This will require pro-active strategies to encourage students in the secondary system to go on to post-secondary training and then back to the community. Also, there may be people in the community with an interest in teaching who could be encouraged and supported to pursue a teaching career in a similar fashion as the Collaborative Nursing Program being proposed by the Labrador Inuit Association, Memorial University and the College of the North Atlantic (refer to Section 5).

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- When teachers do return to the community it is important that the jobs be there for them. To secure priority for qualified teachers there should be a proposal advanced to government that an employment equity program be introduced that provides preference for awarding teaching positions in Labrador to individuals who have a connection to the region. If this approach is to be pursued it will be necessary to engage in discussions with and seek the support of the Newfoundland and Labrador Teachers Association.
- New teachers recruited from outside the region should complete an orientation on the culture and lifestyle of the local communities. This will help foster understanding of the social environment and could help with the integration of teachers in these communities.
- Strategies need to be introduced to improve access to and the use of career planning. Some strategies, such as job fairs, have been undertaken to help make students more aware of career alternatives. Other sources of information and opportunities for dialogue must also be made available.
- It has been suggested that many of the issues outlined as barriers to education in Labrador can be characterized as the differences between urban and rural environments and that the challenges in Labrador are not unlike those in other rural areas of Newfoundland. While the CRT scores and other data do not support this view, a comprehensive assessment of this issue was outside the scope of this exercise.

Post-Secondary Education

- There is a newly established Centre of Regional Development Studies (CORDS) and a Chair of Aboriginal Research within Memorial University. This presents a unique opportunity to bring Memorial University closer to Labrador communities and for it to foster a better understanding of the region's needs. The Labrador SSP Steering Committee, with the Labrador Institute, could develop a joint approach to the newly appointed Chairs to determine if there can be a more visible and stronger role played by Memorial University in Labrador.
- There should be an increased understanding of the difficulties experienced by aboriginals as they transfer to post-secondary education. Based on this information, supports need to be established that will enhance their success in completing their education. The best practices developed in British Columbia could serve as a model.
- The need for basic literacy skills upgrading in Labrador communities needs to be further assessed. Based on the results of this assessment, funding and other supports may need to be established for students so that they can pursue post-secondary education.
- There is a newly established Centre of Regional Development Studies (CORDS) and a Chair of Aboriginal Research within Memorial University. This presents a unique opportunity to bring Memorial University closer to Labrador communities and for it to foster a better understanding of the region's needs. The Labrador SSP Steering Committee, with the Labrador Institute, could develop a joint approach to the

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- The need for basic literacy skills upgrading in Labrador communities needs to be further assessed. Based on the results of this assessment, funding and other supports may need to be established for students so that they can pursue post-secondary education.

Employment

- Planning is required to examine the skills requirements of the region and to ensure that those persons returning with qualifications are able to be absorbed in the labour force. If organizations are investing in the education of their members, the skills should be used for the benefit of the region.
- Employment preference policies could also be established for positions that are directly involved in supporting northern communities with the focus on recruiting people from these communities or those with strong connections to them and the people.
- Occupations or work activities that demonstrate chronic shortages of skilled workers could be identified in conjunction with a complimentary program that would promote and provide supports to Labradorians to develop the skills needed to undertake these positions. This would include skill requirements needed to support aboriginal self-government.
- There should be continuing efforts to work with local employers to develop the skilled workers they need. In this regard, the current model developed with the Voisey's Bay Nickel Company, the three aboriginal groups and the federal government to promote "local" employment could be evaluated and modified as is appropriate or is required. One such initiative is the Joint Employment and Training Authority related to the Voisey's Bay nickel development.
- A program could be developed and introduced that would promote increased employment of people from northern and aboriginal communities within provincial government positions, notably those that serve Labrador and have a physical presence in Labrador.

Appendix A: Education Data by School District

	School District 1	School District 2	Total
Secondary Education			
Total number of schools 2002-2003 ³⁴	19	29	48
No. of student eligible to graduate 2001-02 ³⁵			
Male	146	131	277
Female	159	134	293
No. of / % graduates 2001-02 ³⁶			
Male	113 (77%)	108 (82%)	221 (80%)
Female	134 (84%)	133 (99%)	267 (91%)
School attendance rates (%) ³⁷			
Male	82.2%	93.7%	87.9%
Female	82.4%	93.6%	88.0%
Number of students receiving special education by gender, 2002-03 ³⁸			
Male	357 (65%)	195 (63%)	552
Female	190 (35%)	117 (37%)	307

34 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

35 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

36 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

37 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004. Note: District 1 has lowest attendance rate in the Province.

38 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

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	School District 1	School District 2	Total
Numbers receiving special education for the following impairments, 2002-03: ³⁹			
Speech/language delay	107	39	146
Mild/Moderate learning disabilities	80	59	139
Mild/moderate emotional/behavioral disorder	63	13	76
Mild/moderate cognitive delays	131	25	156
Moderate Global/severe/profound cognitive delay	37	23	60
Unknown	85	111	196
Number receiving special education by age, 2002-03: ⁴⁰			
5	17	4	21
6	33	7	40
7	36	12	48
8	48	14	62
9	33	28	61
10	38	37	75
11	43	29	72
12	49	27	76
13	63	41	104
14	48	41	89
15	64	22	86
16	44	23	67
17	19	19	38
18	9	6	15
19	3	2	5

39 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

40 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004

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	School District 1	School District 2	Total
Average number of days absent per student 2001-02 ⁴¹			
Male	31.8	11.8	31.7
Female	31.5	11.9	11.9
(Prov. rate: 16%)			
Average number of “un-excused” days absent per student, 2001-02 ⁴²			
Male	64.2	47.2	55.7
Female	61.4	41.9	51.7
(Prov. rate:16.1%)			
Criterion Referenced Testing (CRT) ⁴³			
Grade 3 Language Arts CRT 2002 (system Standard: 85%); Process Writing:			
Content (Prov. Rate: 94%)	84.9%	93.0%	Not Applicable
Organization (Prov. Rate: 88%)	73.4%	85.2%	
Sentence Fluency (Prov. Rate: 91.2%)	75.3%	87.0%	
Voice (Prov. Rate: 87.4%)	80.9%	90.2%	
Word Choice (Prov. Rate: 96.5%)	92.1%	94.9%	
Conventions (Prov. Rate: 91.6%)	82.9%	86.0%	
Demand Writing (Prov. Rate: 87.5%)	84.9%	89.7%	

41 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004.

42 Education Statistics Publication 2002-2003. Government of Newfoundland and Labrador, 2004; District 1 has the highest incidence of “un-excused absenteeism” in the Province. It also has the lowest absentee rate for “sickness”

43 Education Statistics - Elementary-Secondary, 2002-03. *NOTE: For a more accurate assessment, academic performance should be measured by zone to allow regional discrepancies to be identified. In this regard, it is suggested that the CRT results by school district, notably District 1, should not be used as a basis for policy*

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	School District 1	School District 2	Total
Grade 3 Language Arts CRT 2002 (system Standard: 85%); Reading, Listening, Speaking: Narrative (Prov. Rate: %) Informational (Prov. Rate: %) Poetic (Prov. Rate: %) Visual (Prov. Rate: %) Listening (Prov. Rate: %) Sample Speaking (Prov. Rate: %)	67.9% 38.8% 54.5% 43.9% 46.0% 65.4%	73.4% 51.7% 61.8% 51.4% 60.1% 82.2%	Not Applicable
Grade 6 Language Arts CRT 2002 (system Standard: 85%); Process Writing: Content (Prov. Rate: 84.3%) Organization (Prov. Rate: 85.4%) Sentence Fluency (Prov. Rate: 85.1%) Voice (Prov. Rate: 79.4%) Word Choice (Prov. Rate: 88.2%) Conventions (Prov. Rate: 87.2%) Demand Writing (Prov. Rate: 81.5%)	77.1% 75.8% 77.1% 75.3% 77.7% 79.4% 78.3%	84.7% 83.8% 82.6% 75.0% 84.2% 84.6% 83.3%	Not Applicable
Grade 6 Language Arts CRT 2002 (system Standard: 85%); Reading, Listening, Speaking: Narrative Informational Poetic Visual Listening Sample Speaking	63.9% 51.3% 40.9% 33.2% 30.3% 88.5%	69.4% 60.6% 45.5% 39.0% 34.8% 50.0%	Not Applicable
Grade 6 Mathematics CRT 2002 (system Standard: 85%); Numbers Geometry Measurement Graphing Problem Solving Total Average Score	73.9% 67.3% 62.5% 78.1% 63.4% 70.2%	73.5% 67.7% 67.6% 83.6% 65.9% 71.4%	Not Applicable

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	School District 1	School District 2	Total
High School Graduate follow-up, June 2001			
Where they were in the Fall/Winter 2001/02: ⁴⁴			
Memorial University	28 (12.7%)	38 (19.8%)	
College of the North Atlantic	54 (24.5%)	7 (3.6%)	
Marine Institute	0	0	
Private Colleges	4 (1.8%)	11 (5.7%)	
Out of Province Institutions	61 (27.8)	19 (9.9%)	
Working	44 (20.0%)	28 (14.6%)	
Unemployed	17 (7.7%)	24 (12.5%)	
Other	12 (5.5%)	10 (5.2%)	

44 K-12 School Profile System 2000-2001 School Year

Appendix B: Programs delivered by the College of the North Atlantic – 1997-2004

**College of the North Atlantic
Happy Valley-Goose Bay Campus/Learning Centers
Graduates 1997-2004**

Program Name	Campus	# Graduates
Heavy Equipment Operator/Repair	Happy Valley-Goose Bay	41
Mining Engineering Technician	Happy Valley-Goose Bay	9
Residential Electrical	Happy Valley-Goose Bay	13
Multi-Skills Industrial Trades	Happy Valley-Goose Bay	65
Automotive Technician	Happy Valley-Goose Bay	10
Industrial Warehousing	Happy Valley-Goose Bay	30
Computer Studies	Happy Valley-Goose Bay	15
Heavy Equipment Operator/Service Tech.	Happy Valley-Goose Bay	23
Natural Resources Technician-Northern Stud.	Happy Valley-Goose Bay	24
Sheet Metal Entry	Happy Valley-Goose Bay	10
Construction Surveyor	Happy Valley-Goose Bay	23
Heavy Equipment Operator Entry	Happy Valley-Goose Bay	8
Business Administration	Happy Valley-Goose Bay	11
Early Childhood Education	Happy Valley-Goose Bay	6
Adult Basic Education	Happy Valley-Goose Bay	69
Office Administration	Happy Valley-Goose Bay	53
Office Administration – Executive	Happy Valley-Goose Bay	26
Business Computer Studies – Program Opt.	Happy Valley-Goose Bay	15
Programmer Analyst (Business Option)	Happy Valley-Goose Bay	13
Construction/Industrial Electrical	Happy Valley-Goose Bay	19
Licensed Practical Nurse	Happy Valley-Goose Bay	30
Program Name	Campus	# Graduates
Carpentry-Construction/Joinery Entry	Happy Valley-Goose Bay	20

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Millwright Entry	Happy Valley-Goose Bay	13
Welding Entry	Happy Valley-Goose Bay	22
Security Services	Happy Valley-Goose Bay	14
Commercial Cooking Entry	Happy Valley-Goose Bay	11
Home Support Worker	North West River	10
Early Childhood Education – Certificate	North West River	4
Adult Basic Education	North West River	12
Office Administration	North West River	9
Crane Operator	Nain	13
Early Childhood Education – Certificate	Nain	12
Adult Basic Education	Nain	22
Office Administration	Nain	1
Office Administration – Executive	Nain	10
Northern Cooking/Hospitality	Hopedale	12
Early Childhood Education	Hopedale	14
Adult Basic Education	Hopedale	19
Home Support Worker	Rigolet	5
Adult Basic Education	Rigolet	12
Program Name	Campus	# Graduates
Office Administration	Rigolet	13
Carpentry – Construction/Joinery Entry	Rigolet	10
Adult Basic Education	Rigolet	14
Adult Basic Education (Evening)	Postville	4
Home Support Worker	Makkovik	9
Adult Basic Education	Makkovik	2
Office Administration	Makkovik	15
Program Name	Campus	# Graduates
Adult Basic Education	West St. Modeste	10
Office Administration	West St. Modeste	7
Home Support Worker	Mary’s Harbour	12

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Adult Basic Education	Natuashish	14
Adult Basic Education	Port Hope Simpson	15
TOTAL GRADUATES: 873		
NOTE: These #'s do not include the 392 students that completed contract training programs over the last 5 years.		

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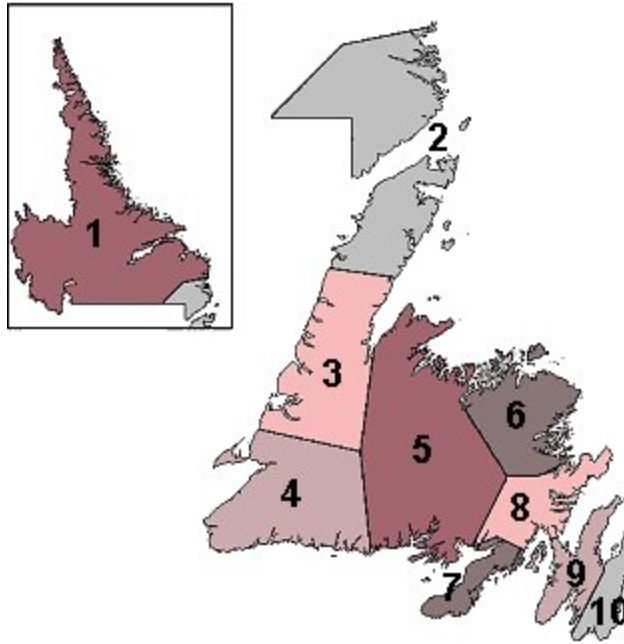
Program Name	Location	Year	# of Students
Inuit Access	Hopedale	98-99	11
OTT (Orientation Trades & Technology)	HVGB Campus	01-03	25
Heavy Equipment	HVGB Campus	2002	16
Mechanical Harvester	HVGB	2002	8
Certified Softwood Lumber Grader	HVGB	2002	5
Timber Scaling	HVGB	2002	6
Housekeeping	HVGB	2003	12
Cook's Helper	HVGB	2003	11
Construction Helper	HVGB	2003	21
Security Guard	HVGB	2002	15
Heavy Equipment Simulator	HVGB	2002	97
Heavy Equipment Training	Postville	2002	12
Heavy Equipment Training	Rigolet	2002	9
Bridging the Gap	Port Hope Simpson	2003	7
Access to Employment	Nain	2003	12
Innu Apprenticeship Trades	North West River	2002	9
Job Readiness Training	North West River	2003	4

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INDUSTRIAL TRAINING			
Program Name	Location	Year	# of Students
Welding Advanced Training	HVGB	2002	23
Sheet Metal Advanced Training	HVGB	01-02	33
Heavy Equipment Operator Advanced	HVGB	1999	12
HEST Advanced	HVGB	2003	1
Construction Electrical Advanced	HVGB	2003	14
Carpentry Apprenticeship Advanced	HVGB	1999	16
Carpentry Construction/Joinery	HVGB	2001	9
Multi-Skilled Industrial Trades	HVGB	99-03	4
TOTAL of students who have completed programs through contract training: 392			

Appendix C: School Board configuration (revised as of March 2004)

School Districts Prior to March 2004 – Note that as of April 2004, District 2 was joined to Districts 3, 4, and 5



- [District 1 - Labrador](#)
- [District 2 - Northern Peninsula/ Labrador South](#)
- [District 3 - Deer Lake/ Corner Brook/ St. Barbe](#)
- [District 4 - Cormack Trail](#)
- [District 5 - Baie Verte/ Central/ Connaigre](#)
- [District 6 - Lewisporte/ Gander](#)
- [District 7 - Burin Peninsula](#)
- [District 8 - Vista](#)
- [District 9 - Avalon West](#)
- [District 10 - Avalon East](#)
- [District 11 - Conseil Scolaire Francophone \(Entire Province\)](#)

Appendix D: Family Resource Centres in Labrador as of March 2004

Nain
Hopedale*
Labrador West
Happy Valley Goose Bay Military Family Resource Centre
Aboriginal Family Centre*
Sheshatshiu*
Cartwright
Black Tickle
Mary's Harbour
Port Hope Simpson
Charlottetown
Red Bay
West St. Modeste
Forteau
L'Anse au Loup
L'Anse au Clair

*Federal funds allocated through Aboriginal Head Start

Sources: Health Labrador Corporation and School District 2

Appendix E: Licensed Child Care Centres as of January 2004

LICENSED CHILDCARE CENTRES - as of January 2004
(Black Tickle & North)

Ajagutak Centre--Hopedale	20 spaces	24-84 months (2-7 years)
Carol Lake Nursery--Lab City	24 spaces	36-72 months
College of the North Atlantic Daycare--HV-GB	24 spaces	24-144 months
Kangnik Centre--Rigolet	8 spaces	24-83 months
Mother Goose Nursery--HV-GB	40 spaces	24-81 months
Northern Lights Cooperative-Lab City	16 spaces	24-72 months
Pigutsavik Daycare--Nain	14 spaces	24-83 months
Pinguavik Daycare--Postville	8 spaces	24-83 months
Pumpkin House Daycare--HV-GB	33 spaces	24-72 months
Robin's Nest Child Care Centre--HV-GB	37 spaces	24-78 months
Latch Key Program--HV-GB	15 spaces	69-144 months
Shakastueu Pishum Mitshuap--SSS	9 spaces	24-72 months
Tweedlebug Nursery--Churchill Falls	24 spaces	36-72 months
Wee College Child Care Centre - Lab City	32 spaces	24-72 months
Natuashish (in school)	11 spaces	

There are currently no homes licensed to provide Family Home Childcare, within Health Labrador Corporation boundaries.

Grenfell Regional Health Services has no licensed daycare or licensed family homes in the Labrador portion of the region.

Source: Child Care Consultant, Health Labrador Corporation, 2004

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