

# Literature Review

Documents / Reports Relevant to Labrador  
on Recruitment, Retention and  
Human Resource Development

**Prepared for  
the Labrador Region of the  
Strategic Social Plan**

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**May 2003**

Literature Review  
Documents / Reports Relating to  
Recruitment, Retention and Human Resource Development in Labrador

Prepared for the Labrador Region of the Strategic Social Plan

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**Prepared by; Danielle Matthews, in consultation with the Human Resource Development  
Sub-committee of the Strategic Social Plan**

## **Introduction**

Labrador faces many challenges with regards to human resource development. There are several major social and economic activities that are having an impact in Labrador. For example, Voisey's Bay development, highway construction, forestry development, and the signing of land claims agreements will dictate a need to train local people to participate in the economy.

In addition to the above opportunities, other trends require attention in the region. Pockets of lower success rates at the secondary level in some communities need to improve, a relatively young population will highlight the need for improved career planning, the education of adults as they transition from a resource based economy to a knowledge based economy, a current mis-match of skills in some trades and professions in the region, and there is a difficulty recruiting and retaining professionals in Labrador as it is a rural, northern economy.

Many partners in the region have a mandate to deliver services that impact human development in the region such as education boards, post secondary institutions, health boards and aboriginal associations. The Strategic Social Plan provides an opportunity for these partners to come together to identify common concerns and develop collaborative solutions.

The awareness / knowledge of these human development challenges prompted the Labrador Regional Steering Committee for the Strategic Social Plan to embark on the development of a human resources strategy for the region. This Human Resource Strategy has several components including data collection via secondary research contained in this document and primary research through surveys administered to employers, businesses, professionals and students. Other components of the strategy include private and public sector partnerships, a human resource forum, marketing products, joint training, organizational human resource planning, a career think tank and recommendations for action, all in addition to the ongoing delivery of services. All of these specific projects are meant to compliment the work and mandates of partners in the region.

The following Literature Review summarizes papers and research that profile opportunities in Labrador based on sector and geography. It also highlights previous research related to human resource development and planning by summarizing documents that are specific to Labrador, but provincial or national in scope.

## **Regional Research, Reports and Documents -Labrador**

### Multi-Sectoral Reports

#### **Training, Recruitment and Retention Working Group - Discussion Paper**

Prepared By: Mary Jane Dyson, Scott Smith, Winnie Montague, Alicia Sutton, Roland Parrill, Gary Furlong, Sam Mansfield, and Davina Mugford, in 2002.

**This Discussion Paper was prepared to highlight some of the challenges in recruiting and retaining professionals in Labrador. It includes some statistics, turnover rates, problem professions and recommendations for action.** Often the expenses associated with the recruitment of professionals to rural areas are greater than recruitment to urban centers. In addition to the normal recruitment costs such as advertising, relocation costs to Northern rural areas are significantly higher. Small northern areas may also lack basic services such as accommodations, access to technology and transportation. These issues combined with non-competitive rates of pay and lack of incentives create difficulties in attracting professionals to northern, isolated areas. Some organizations in Labrador and Northern Newfoundland experience excessive staff turnover. This has impacted greatly on the services provided to residents.

The paper discusses **six issues involving recruitment and retention of professionals to Labrador**. The first issue is **a low market supply of professionals**, which impacts many employers, especially the health boards. As permanent staff terminate or choose extended leaves of absence, the casual workforce becomes absorbed within the permanent workforce, leaving a short supply of casual workers. The College of the North Atlantic in Labrador is also impacted by the market supply of professionals as it experiences a 50% change in programming each year, to respond to changing industry needs. The temporary nature of this employment continues to present challenges in the recruitment of staff.

The issue of **compensation and benefits** is also challenging in Labrador. In order to attract qualified professionals, rates of pay must be comparable to other northern regions across Canada, otherwise we will continue to have a less competitive advantage. As well, **relocation expenses for moving to Labrador** communities are significantly higher than the cost of relocating to other regions of the province. With an increase in the number of temporary positions, relocation costs tend not to be covered for these employees. Another issue of concern is **housing and accommodation**. The Department of Education does not see accommodations as a school boards responsibility and therefore, does not provide additional funding to off set any costs associated with housing operations in Labrador.

**Isolation** is an important issue to address to both geographically and professionally. In rural communities on the north coast, the only way to get in and out is by boat and air, there is no road. There is sometimes a lack of services such as, dental and entertainment. In many of these communities you are the only one in a specific profession and will not have much opportunity to compare notes with others in your field. The sixth and final issue discussed in this paper is **training**. The reality of training local people for jobs in Labrador presents an opportunity in accommodating the recruitment and retention issues faced by institutions and agencies.

Solutions discussed in the paper are: coordination of recruiting efforts, training people to work in rural communities, community mentorship programs and the processing of immigration papers quickly for professionals that are in high demand. Employers may be able to help new employees with repayment of student loans, paying a set amount of the loan for the employee for guaranteeing to work in a rural community for a set amount of time. Establish partnerships with other post secondary institutions in the province and country, improved career counseling at the secondary level, accommodations - creating awareness for housing shortages at the community level and promoting the opportunity for interested parties to become landlords. Enhancing communications, increasing incentives, ensuring reasonable technology, creating policy flexibility for retired professionals on provincial pensions, and the certification of individuals, with comparable education to be qualified educators.

Recommendations based on the solutions include, but are not limited to: developing a collaborative approach to local training and education with agencies working together to meet human resource needs, surveying professionals that have stayed, exploring interests and reasons for staying as a way to identify target audiences, and developing collaborative approaches to career awareness for secondary students, to make them aware of opportunities that may exist. There are also possibilities of developing a “Northern Communities Professional Alliance” to provide opportunities for professionals from Nunavut, northern Manitoba, northern Ontario, and Labrador to network and provide peer support.

### **Business Plan for Labrador 2002-2003**

Prepared By : The Canada/Newfoundland and Labrador Labour Market Agreement, The Governments of Canada and Newfoundland and Labrador

In March 1997, the Canada/Newfoundland and Labrador Agreement on Labour Market Development was signed. The governments of Canada and Newfoundland and Labrador agreed to jointly manage, plan, and design the Employment Benefits and Support Measures in the province. Business Plans such as these help to provide direction for development opportunities in the specific region.

The Priority sectors for development in Labrador, listed in the document, are highlighted below;

**Mining** continues to be one of the major contributors to the economy of Labrador. Wabush Mines has undergone restructuring of their operation, reducing the number of hourly wage employees and providing retirement packages. The Iron Ore Company of Canada and Wabush Mines experienced a reduction in production in 2001 which resulted in shutdowns for a specified period.

The development of the Voisey's Bay project is estimated to have an investment life of thirty years. Negotiations between INCO and the Province of Newfoundland and Labrador for this project continues and presents significant potential.

The Mining Technology Centre of Excellence in Labrador City has played an important role in the pro-active approach taken by the Iron Ore Company of Canada in addressing an expected shortage by 2004. In partnership with the United Steelworkers Union Local 5795 and the College of the North Atlantic, a new mining and mineral processing program was developed.

On the north coast, the Labrador Inuit Development Corporation continues to have a significant impact on the economy. They are scheduling an operation of an orthosite processing plant in Hopedale which will utilize undersized material from the two Dimension Stone Quarries; one at Ten Mile Bay, the other at Igiak Bay.

**Information Technology** in Labrador has been identified as a sector that has much potential for growth over the next few years, since it supports all other economic sectors. The development of Information Technology in Labrador is determined by the condition of the physical infrastructure.

The Smart Labrador Initiative, has put Labrador in a leadership position and a role model in the structuring of information technology services for other rural areas of Canada. It has been fundamental in the plans for the establishment of 28 satellite, wireless and Newtel telecentre sites in Labrador. As this development evolves, it will require the support of the development of skills, resources, and opportunities within all areas.

The **forestry sector** continues to develop and contribute to significantly to the economy of the province. The Department of Forestry Resources and Agrifoods in Labrador is responsible for the ecosystem, management planning, forest protection, access roads, silviculture, wildlife enforcement, and agriculture.

The potential for growth in this industry is the result of the combined commitment of existing operations to expand in an orderly and economically viable means. The Department of Forest Resources and Agrifoods are addressing issues which have been brought up with the completion of the Trans Labrador Highway. These concerns include regulations and restrictions for highway cutting, forestry access roads, and the allocation of cutting blocks for domestic or commercial cutting.



The **fishing industry** in Labrador continues to play an important role in the economy by harvesting new species and improving the processing capability on the north and south coast. The Regional Economic Development Boards, operating in the coastal areas of Labrador, are working towards establishing a more diversified fishery that involves full utilization of the species as well as value-added processing before the product is exported. In order to achieve these aims, there will need to be continued professionalization of fisher persons and plant workers, further exploratory fisheries, research into reliable and environmentally sensitive harvesting practices, as well as the development of a conservation strategy for each commercial species.

The **tourism sector** in Labrador represents one industry that is poised for growth. The strategic investment in new infrastructure, information technology, and the Strategic Tourism Destination Plan, will position Labrador as one of North America's last frontier destinations. These investments in infrastructure have seen: improvements to the Trans Labrador Highway between Labrador West and Happy Valley - Goose Bay, the construction of the Trans Labrador Highway between Red Bay and Cartwright, with the completion from Cartwright to Goose Bay scheduled for 2008 and the continued development of a fully integrated winter snowmobile trail system. These improvements are further supported by increased capacity on the Straits of Belle Isle ferry run and increased visitation by cruise ships. A Transportation Committee was established in 2000 to address future transportation needs in Southeastern Labrador. In addition to the proposed completion of the Trans Labrador Highway, there were also commitments to upgrades, construction and improved infrastructure to the Marine Service in Labrador. The Labrador Winter Trails have been completed from Labrador West to L'anse au Clair, and from Happy Valley- Goose Bay to the North Coast.

### **The Labrador Public Policy Report**

Prepared by: Policy and Coordination Branch and Atlantic Canada Opportunities Agency (ACOA)  
On behalf of the Policy Committee of Federal Council, August 10, 2001

**This document provides a thorough overview of Labrador. It discusses Labrador's geography, history, climate, economy, politics, physical environment and social developments. It looks at key issues and challenges that are experienced in Labrador such as, major resource development projects, infrastructure and aboriginal self government as opportunities.**

The purpose of this paper is to sketch Labrador as it is today, its geography, history, population and industries; to analyze trends impacting on Labrador, including major technology changes, government sponsored works, and industrial projects. It also isolates policy issues confronting all levels of government in the region today.

As examples, the agriculture, forestry, fishing and hunting sectors, wholesale trade and business services are the sectors which are most under-represented. The most highly represented business sectors are mining and oil and gas extraction, retail trade, information and cultural industries. Real estate/ rental and leasing, administrative and support, waste management and remediation services; arts, entertainment and recreation, accommodation and food services also present opportunities for the region.

## Health Sector Reports

### **Recruitment and Retention of Health Professionals within Health Labrador Corp.**

Prepared By: Health Labrador Corporation, May 2001

**This paper highlights recruitment and retention challenges experienced by Health Labrador Corporation as of 2001.** Health Labrador corporation (HLC) is responsible for Labrador City, Happy Valley- Goose Bay, Nain, Hopedale, Davis Inlet, Makkovik, Postville, Rigolet, Black Tickle, Cartwright, North West River, and Churchill Falls. HLC provides health care services to approximately 24,000 Innu, Inuit, Métis, settler, and transient peoples. The large geographic area, consisting of many coastal communities which, in terms of health care services, can only be reached by air, presents unique challenges for the health care provider.

**In recent years, HLC experienced large numbers of professional staff turnover.** This has impacted greatly on the services provided to the residents of Labrador. While this is occurring, the professional workforce reports serious concerns about inadequate staffing, workload issues, impact of a diminishing casual workforce, and the inability to provide all aspects of quality care.

As permanent staff terminate or choose to take extended leaves of absence, the casual workforce is absorbed within the permanent workforce leaving a short supply of nurses to do casual/ call in shifts. With less professional staff there is an impact on things such as the ability to provide full time staff with adequate relief for time off, increasing stress levels and depletion of staff morale from full time employees working overtime to compensate for staff shortages, and a resulting increasing in sick leave.

It is stated that recruitment of Registered Nurses over the next five years will be a major challenge for the Human Resources Department due to a number of factors including, aging nursing population, decreases number of new nursing graduates, and continued turnover in isolated and hard to recruit positions. **The only incentives offered to nurses over and beyond the benefits of the Collective Agreement are for those nurses who work in coastal clinics. Recently, the biggest problem with retaining nurses, from HLCs perspective, is in the urban centres.**

Recommendations made to the Department of Health and Community Services include, but are not limited to: an increase in the Labrador Allowance, a signing bonus to nurses who agree to stay for two years, a retention bonus be offered for two years of service, and the accommodation subsidy be extended to nurses working in Happy Valley- Goose Bay and Labrador City. HLC needs to increase the number of permanent, full time positions because it is hard to attract nurses without the commitment of hours and a regular schedule. In order to maintain the quality of health services in Labrador, it is imperative that HLC be able to attract and retain qualified health professionals. In order to do this HLC needs to be competitive in recruitment and retention of nurses through implementation of the above recommendations.

The Newfoundland and Labrador Health Boards Association is making strides in gathering information on retirements and attrition of nurses. This paper compliments that work.

## **Inuit Nursing Access Program**

By Carole Orchard and Cathy Jong, 2002

In 2002, the Labrador Inuit Association requested the College of the North Atlantic Happy Valley-Goose Bay campus, Memorial University School of Nursing, and Western Regional School of Nursing to collaborate on the **development of an access program for members of the Labrador Inuit, to enter the Bachelor of Nursing Collaborative Program.**

Approaches such as nursing access programs, are examples of the innovation needed to provide quality care to aboriginal communities. Nursing Access Programs are among the recommendations from the report conducted by the National Task Force on Recruitment and Retention Strategies for Aboriginal Nursing, by Health Canada.

Research dictates that **learning must flow from the cultural routes from which the learners arise.** Therefore, it is important that the program incorporate traditional learning strategies of the Inuit. The model being proposed for the Labrador program, allows learners to share their biases and prejudices through group discussion, but at the same time ensures that the statements remain confidential within the learning group.

There are five phases to this program. Phase one is the pre-access program, which includes assessing participants for health problems, aptitude for a nursing program, problem-solving and learning strategies. Phase two is the development of the access program which focuses on the development of the case modules including language usage, nursing skills, and promoting health. Phase three is orientation to the access program which is the development of socialization skills for a university student, as well as development of bridging skills such as computer literacy and writing skills. Phase four is the implementation of the access program including the development of science and social science concepts through culture-based case situations and the development of student skills sets such as asking questions and presentations. Phase five is post access program which is continuing to support the learners as they complete their Bachelors of Nursing degree in a university setting.

The education component of the program is set to commence in January 2004. A Program Coordinator was hired in September 2002 to pull together a team to develop the curriculum and prepare students for entry into the program. The anticipated cost of this program is approximately 1.8 million over seven years. Funding is being secured from the Labrador Inuit Association, Department of Health and Community Services, Indian and Northern Affairs Canada, Labour Market Development Agreement, International Grenfell Association and the Strategic Social Plan.

### **Ad hoc Nursing Committee**

Prepared by: Boyd Rowe, Health Labrador Corporation 2001

The provision of Health Care in Northern Labrador presents a number of unique challenges including; large geographic area; small isolated communities, accessible only by air; multi cultural clientele; tertiary care accessible only by air. This document discusses supply and demand of nurses in Labrador as well as throughout Canada.

It raises concerns of retaining nurses in isolated areas, as well as how to recruit to remote areas. There are multi-dimensional problems experienced by Health Labrador Corporation when competing to recruit nurses to Labrador. Some of the solutions to those problems include; the need for separate living quarters not attached to the clinic, for all coastal staff, signing or retention bonuses, travel subsidies to Halifax or St. John's (employee's choice), consideration for extra travel days for coastal staff, fully paid education for mandatory courses, one year paid sabbatical after five years of service for research or educational purposes and for HLC to be provided funding to give medivac/survival clothes to nurses.

## **Natural Resource Sector Reports**

### **Iron Ore Company of Canada - Employee of the Future Program**

Prepared By : Robert Simms, College of the North Atlantic, Happy Valley - Goose Bay  
December 2002

In 2001, the College of the North Atlantic worked with the Iron Ore Company of Canada(IOCC), to respond to the projections of approximately 300-500 retirees from the company within the next five years.

The College of the North Atlantic proceeded to develop and deliver a Mining and Mineral Processing Program at the Labrador West Campus, which had 182 students enrolled, in 2001. It is a Mining and Mineral Processing Program, which has a total of ten semesters where students spend seven semesters at the Campus and three semesters in paid work terms with IOCC. As of September 2002, the College of the North Atlantic was waiting to hear about new intakes.

## **Pre-feasibility Analysis of Opportunities for Value-Added Wood Products Manufacturing in Central Labrador**

Prepared By : AGFOR Inc., in association with Jacques Whitford Environmental Ltd. Happy Valley- Goose Bay, Labrador August 22, 2002

### **Executive Summary**

The Central Labrador Economic Development Board (CLEDB) and the Innu Economic Development (IED) retained AGFOR Inc to conduct a *pre-feasibility analysis of opportunities for Value-Added Wood Products Manufacturing in Central Labrador, in 2002*. The approach assessed the resource and its market suitability first, then the local infrastructure and production capacity to harvest, process and market forest products.

AGFOR was on site in May and June 2002 to meet and interview persons and businesses representing the resource managers, harvesters, processors, building supply dealers and other interests in the Happy Valley- Goose Bay (HV-GB), Northwest River and Sheshatshiu areas.

**Resource:** Data from the forest management plan provided the resource scope for this assignment of 50,000m<sup>3</sup> per year on the north side of the Churchill River. AGFOR was able to profile a stock pile of 8'6" logs near the Terrington Basin wharf (in HV-GB) ready for shipment to Stephenville, Newfoundland. The wood is representative of wood harvested on moist, good quality sites during the winter months. Adjustments were made to the description of the resource profile to reflect the higher percentage of pulpwood harvested during summer (on drier, poor quality sites) and the fact that sawlog quality material had been removed from the pile prior to the profiling by AGFOR.

**Conclusion:** There is a credible critical mass of fibre available to the local sawmilling community to service the local building and renovation markets and other regional and export markets.

**Markets:** Surveys and interviews revealed a preference for the locally produced green lumber, over imported kiln-dried lumber. The local lumber market has been **estimated at three to four million board feet per year** when housing is moderate to low, and is confirmed by this study. However, as the local market is small, any significant increase in housing and/or other construction could cause the market to increase sharply. There is a strong demand for softwood logs by Newfoundland's forest sector, which currently buys more than 85 per cent of the total local annual harvest. **Conclusion:** The local market appreciates locally produced lumber and there is a strong demand for Labrador round wood in Newfoundland.

**Capacity:** There is one harvesting contractor operating in Forest Management District 19 with the capacity to harvest 60,000m<sup>3</sup> per year. Two stationary sawmills, four industrial-scale portable sawmills and approximately 20 part-time/hobby portable band saws are currently active. The combined capacity (not production) of these mills is estimated at over eight million board feet of green lumber, which is greater than the available resource in the study area north of the Churchill River and twice the local demand for sawn lumber. **Conclusion:** There is a local production capacity that is slightly greater than the available resource in the study area and greater than local demand.

**Situation:**

- Local sawmills produce/supply half of the local lumber market. The main problem is having the right lumber dimensions available at the right time. The principle difficulty is in the length, which is determined at the time of harvest.
- The wood best suited to the sawmill sector is harvested in the winter when sawmills are not producing and are not in a position to purchase logs.
- The pulp and paper industry in Newfoundland buys wood in 8'6" lengths stockpiled for shipment by barge during the summer shipping season.

In considering the value-added objectives of local employment, investment and the development of the local forest business, it became clear that the challenge is one of increasing fibre utilization in Labrador. Resolution of the following issues is considered essential if the region is to pursue value-added opportunities at a viable scale.

**Issue 1 - Inventory:** Having the right lumber available in the market at the right time. **Opportunity:** Establish and manage the inventory and the distribution of 33,000m<sup>3</sup> of sawlogs to local mills to meet market demand in a timely fashion. **Benefits:** 1. Improve the range of log lengths available (to be sawn) in response to market demand; 2. Increase the volume processed and sold locally, regionally and beyond which increases employment; and 3. Generate a larger wood supply for value-added selection and processing.

**Issue 2 - By-products:** Increasing the sawlog volume will increase the need for a suitable end-use of slab/tailings, bark and sawdust. **Opportunities:** 1. Increase lumber recovery by producing sub-dimension specialty lumber (value-added); 2. Produce wood chips for the pulp and paper sector leaving by-products of bark and sawdust; 3. Produce energy from bark and sawdust; or 4. Produce energy from debarked slabs and sawdust. **Benefits:** Create suitable markets for by-products with resulting revenues, employment and energy conservation.

**Issue 3 - Markets:** Increasing the volume sawn locally will involve marketing and shipping sawn product to regional destinations and beyond. Green lumber is heavier; therefore, more expensive to ship and presents fewer market opportunities than dry or kiln-dried lumber. **Opportunity:** Drying lumber for the construction and value-added markets. **Benefits:** 1. Lower transportation costs contribute to offset drying costs; 2. Increasing the lumber markets and revenues available to local producers; 3. The first step in producing higher-end, value-added products; 4. Use by-products for energy in heat-based drying methods. 4. Sawlog dimensions need to be suited to local mills aimed at the local and regional markets in a timely fashion. Increases in volume sawn will produce by-products that can not be used as landfill or incinerated; consequently, by-product solutions are essential. 5. As more volume is sawn, more lumber will have to be transported out of HV-GB to other profitable markets. Drying lumber would therefore reduce transportation costs and improve marketability. All opportunities are the focus of this report, and are the key elements to value-added opportunities.

# Tourism Sector Reports

## Tourism Destination Development Plan for Labrador

Prepared By : Destination Labrador & Department of Tourism, Culture and Recreation, April 2002

### Executive Summary

The Labrador Tourism Destination Development Plan (the Plan) is a “blueprint” for Labrador’s tourism sector over the 2001 to 2006 period and beyond. Based upon consultations with over 250 organizations and individuals, and extensive market analysis, **it was concluded that Labrador’s tourism product potential is significant and the market should double every four to seven years.** To increase the yield, a unique multi-faceted strategy is required so that operators both improve and diversify the visitor experience.

**Unless operators are provided with assistance,** the sector’s rapid growth over the next decade will result in poor experiences, low repeat visitation and lost opportunities. **To minimize these negative risk exposures and maximize product potential and yield, it is recommended that Destination Labrador function as a single point of contact for the sectors’ upgrading to cater to high yield international markets.**

The recommended organization structure has Destination Labrador performing the following core functions:

**1) Marketing** - It is recommended that Labrador be organized into three main destinations for marketing purposes: Western Labrador, Central/Northern Labrador and South Coast/Straits. Marketing should also focus on three “linear” destinations: the Trans-Labrador Highway, the Winter Trail and the Cruising Coast.

It is recommended that Destination Labrador adopt a niche marketing strategy using “below the line” and partnership marketing tactics so that promotional dollars are leveraged rather than spending large media dollars. Below the line marketing is advertising that uses low profile media such as direct mail, promotions and the Internet. The marketing budget in the initial years should be in the range of \$300,000-\$400,000 per year, increasing in the longer term to \$1 million/year, once sufficient product has been developed.

**2) Tourism Business Support Fund** - The estimated cost over five years of this program will be \$2 plus million with funding expected from partnerships with ACOA and HRDC. In addition, Special Advisors would be available to assist in these core functions. The estimated staffing and operating cost of Destination Labrador (six staff with half being Tourism Development Officers in each of the recommended three destination areas) and Special Advisors is \$575,000 per year. Of this total, it is estimated that \$100,000 will be in-kind contributions for office space and support.

Beyond the core functions, Destination Labrador will start, facilitate or monitor other sector activities. It is recommended that the broadly represented Board of Directors select the additional Action Plans. The comprehensive study by The SGE Group Inc. and the Tourism Company concluded that four other Action Plans are priorities. They are listed below along with estimated costs:

- 1) **Development of “Gateway Centers”** in the Labrador Straits, Happy Valley- Goose Bay, and Labrador West. The Labrador West Project has already been announced. The cost of selecting the site, facility and designers/constructors for the other two centers will be approximately \$100,000. These Centers would function as gathering places for visitors entering Labrador, providing orientation, interpretation, travel information and basic travel services.
- 2) **Establishment of an Accreditation/Certification and Resource Management Program** to develop standards that result in an improved visitor experience. The estimated cost of conducting the background work for the Resource Management Plan and setting up the Accreditation/Certification Program is \$200,000.
- 3) **A Highways/Routes Enhancement Program** to control development along routes and to provide visitors with a better experience. The estimated cost of background research and facilitating preparation of this program is \$100,000.

Longer term action plan items should include the preparation of a Heritage Plan for Labrador and the development of high quality interpretive facilities, further development of the Expedition Cruise product along the coast, and Aboriginal tourism products (Innu and Inuit).

The **schedule to implement** the Destination Development Plan should contain the following tasks:

- Task 1: Organization set-up and assembling a Board of Directors- Months 1 to 3.
- Task 2: Signing of a Tourism Accord- Months 4 and 5.
- Task 3: Create Search Committee and advertise/hire Executive Director- Months 4 to 6.
- Task 4: Executive Director advertises and hires core staff- Months 6 to 10.
- Task 5: A Concurrent tasks focusing on the Business Support Fund, defining priorities and developing the Marketing Plan, and selecting Special Team Leaders- Months 6 to 12.
- Task 6: Begin work to improve existing businesses- Ongoing.
- Task 7: Initiate Priority Action Plan- Gateway Centers, Highway Management Plan, Winter trail Services, Heritage Plan and Certification Program- Years 1 to 3.



## **Multi-Sectoral Reports**

### **Demographic Change: Newfoundland & Labrador Issues and Implications**

Prepared By: Government of Newfoundland and Labrador, Economics and Statistics Branch, April 2002

#### **Executive Summary**

Beginning in 1993-94, following a decade of little or no change in total population, Newfoundland and Labrador entered a period of continuous population decline precipitated by record high levels of net out-migration and continually declining births. The population aged rapidly over the past decade or two and significant shifts in the regional distribution of population have occurred. These trends are expected to continue with aging and inter-regional population shifts, altering expectations, and the demands and needs of the province's population for goods and services in the years to come.

Because demographics is one of the key leading indicators, or predictors, of future demands for government and business services, it is important that demographic changes be carefully considered in Government's strategic planning and decision making process. Aging is a case in point since it is well understood that values, priorities, behaviors and needs change with age. Demands on the education sector vary systematically with age. They are greatest, at least in terms of participation rates, between 5-18 years of age and thereafter generally diminish.

Demands on the health care sector, on the other hand, generally increase with age, while those on the social welfare system may also rise somewhat with age. Given strong regional variations in demographic trends, an understanding of and ability to quantify the regional implications are important as well. This will be particularly important in the case of policy decisions about constructing social and economic infrastructure and its location. Aging and regional population shifts are long-term trends and a thorough understanding of them, and an ability to accurately predict their impacts on the future age structure of the population, it is important to the smooth and efficient management of government programs and services.

Looking forward, it **appears highly probable that total population and births will continue to decline**, deaths will continue to increase, the population will continue to age (younger age groups decline in number while older age groups increase) and regional shifts towards urban centers will continue. In addition, less young people entering the labour force combined with large groups of baby boomers retiring point to potential shrinking of labour supply.

The impacts of demographic trends are multi-faceted but they generally mean less demand for government services from younger age groups (i.e., education, youth corrections, etc.), but more demand for services from older age groups (i.e., health care, seniors housing, etc.).

Continued urbanization will mean shrinking population in many rural areas, particularly in younger age groups, and this will mean a more dramatic drop off in demand for youth oriented public services in these areas.

**Government will need to carefully monitor demographic developments and ensure emerging trends, particularly as they relate to aging and inter-regional population shifts, are fully reflected in departmental strategic planning initiatives.** In particular, demographic projections should be an important factor in planning infrastructure development. Labour market training needs to be increasingly linked to human resource requirements of industries that are likely to face labour shortages in the future. If government would like to try and slow the decline in youth age groups it could consider child/family friendly policies designed to enhance the childbearing/raising environment or policies designed to encourage more young people to stay and/or move to this province.

### **Labour Market Information Needs Assessment**

Prepared By : Goss Gilroy Inc. and Institute for Human Resource Development, March 31, 1999

#### **Executive Summary**

This report is based on detailed research conducted into the unique labour market of Newfoundland and Labrador. The **Purpose** of this study was to address the following objectives:

- 1) Determine which labour market information (LMI) products are being used by clients;
- 2) Identify which existing products and services should be maintained and/or value added;
- 3) Identify new products for development;
- 4) Determine which media to use for the dissemination of LMI.

**Clients are defined** as all users of LMI including: individual job seekers; internal and external service providers employers; students planning careers; government and other organizations developing policies and programs that facilitate employment and economic growth.

#### **Methodology**

Studies done nationally and in other provinces research has informed this research. The findings from this past research are also instructive.

16 focus groups were held in three sites, with a total of 153 participants. These focus groups included secondary school participants (3 groups, 33 participants); post-secondary participants (2 groups, 18 participants); unemployed/underemployed (5 groups, 46 participants), career and employment practitioners, government and community groups (5 groups, 46 participants); and employers (1 group, 5 participants). A telephone survey of 195 individuals who have moved within the past few years, was completed, that included; 97 interviews with the individuals within the Newfoundland and Labrador and 98 participants who left the province, regional stratification based upon community left (since this is where LMI is likely to have been sought) and 100 individuals who were EI clients, 43 individuals who were clients of The Atlantic Groundfish Strategy (TAGS), and 52 Social Assistance clients.

To capture data on individuals using the 12 Career Information Resource Centers (CIRCs) and on the type of products and services accessed an exit survey of 510 individuals was conducted. In addition to getting client input, structured telephone interviews with CIRC staff were conducted. Finally, to obtain input from individuals who had a role in the development and/or use of LMI as well as from various stakeholders, research incorporated interviews with 29 individuals. These individuals included; senior managers with Human Resources Development Canada (HRDC) and Human Resources and Employment (HRE), HRDC and HRE staff working in the development, dissemination, and/or use of LMI, staff of outreach services funded by HRDC to assist unemployed individuals, staff of independent third party organizations which assist individuals searching for a productive role in the labour market and staff involved in the education system.

## **Key Findings**

A number of key findings emerged from the research;

1. Labour Market Information(LMI) needs identified relate to delivery processes and counseling, more so than information (products).
2. LMI was seen as part of a Career Development Process (CDP).
3. The Career Development Process is not well known or understood and must be taught.
4. Teaching CDP must be done in the schools; in job training; and in counseling the unemployed/underemployed.
5. Counseling will be needed to use a CDP and to identify LMI. This is entirely inadequate at present. Improvements to counseling accessibility/consistency are one of two primary needs identified. An employment counseling service needs to be re-developed as part of an integrated, comprehensive program approach with clearly defined and promoted standards of service. A new image must be developed and credibility earned. This won't be easy.
6. HRDC is currently not well positioned to take a leading role in "delivery" of LMI. Resource shortages hamper HRDC's ability to do its current job. HRDC also has a serious image problem. With all the anger, it will be difficult to take on a "helping" role. However, on a positive side, there is a lot of nostalgia for the HRDC of old- "Put the HR back in HRDC."
7. HRE is not seen as a player.
8. The number one need identified by this study is the need for an integrated approach to career development in the schools- to invest in teaching a CDP. This will not happen without an investment by HRDC.
9. Education needs to become a major player.
10. There is a significant need for sustained collaborative LMI collection and analysis effort in support of policy development. Such an effort would reduce duplication and ensure that departments have access to information when required.
11. Generally, information is not the problem, most information gaps relate to local/regional information.
12. Occupational Profiles were seen as a valuable product. However, they need to be kept current and include information on personal suitability requirements.
13. Industrial Profiles received mixed reviews. The contact list was seen as valuable.
14. Community Profiles should be left to communities to develop.
15. NLWIN is a useful tool, but some information may be considered outdated.

# Health Sector Reports - Newfoundland and Labrador

## Perceptions of Graduate Preparedness in Health Sector Newfoundland & Labrador

Prepared by Tanya Noseworthy and Leslie Harnett May 2002  
Health and Community Services Human Resources Sector Study

### **Executive Summary**

The following report profiles the perceptions of new graduates, employers, and educators related to the preparedness of graduates from health professional education programs. The target audiences were taken from Newfoundland and Labrador and select programs at Dalhousie University, for employment in current and future job markets. The report also discusses how employers' accommodate recent graduates once they arrive in the workplace setting.

### **Methodology**

In the summer of 2001, a total of 1178 surveys were distributed to new graduates (800), employers (354), employer human resource representatives (14), and educational facilities (10). In an attempt to improve the student response rate, a second "reminder" mail-out was conducted in September 2001 for Licensed Practical Nurse (LPN), Registered Nurse (RN) and Social Work (SW) new graduate groups.

For a number of reasons which are discussed in the report, the response rates from several professional groups were quite low. It is therefore difficult to draw sound conclusions for groups including Diagnostic Medical Sonographers (US), Medical Laboratory Technologists (MLT), Occupational Therapists (OT), Pharmacists (PH), Physiotherapists (PT), Respiratory Therapists (RT) and Medical Radiation Technologists (MRT). However, with the exception of US and MRT, results are discussed comparing the student, employer and educational facility responses. Discipline specific results are provided in the appendices that follow the report.

The results can be summarized as follows:

#### *Satisfaction with Educational Program*

- ◆ Overall, new graduates were satisfied with their educational programs, and if they had their time back the majority would choose the same program at the same institution.
- ◆ A large majority of new graduate respondents did indicate that they plan to pursue continuing education.
- ◆ The majority of employers were satisfied with the knowledge base of new graduates' level of preparation and readiness for the workplace.

#### *Recruitment Issues*

- ◆ Registered Nurses were mentioned most frequently as being hard to recruit.
- ◆ 92% of Human Resource department respondents felt that there were not an adequate number of health professionals being trained in the province to meet current and future needs. Educational Program respondents also indicated a need to increase the numbers being trained for RN, OT, and PT groups in particular.

### *Transitions to the Workplace*

- ◆ Employer and Educational program respondents agreed that both mentoring programs and an increase in the amount of clinical experience would ease the transition of new graduates from school to the workplace. The implications of these changes are discussed in more detail in the report.
- ◆ In the majority of groups, the preferred employment status was full-time in an area related to their educational preparation. LPN's reported the lowest rate of employment in full-time positions.

### *Perceptions of Preparedness*

- ◆ With the exception of OT's, new graduates felt more prepared to meet employers' expectations than employers felt that new graduates were prepared for the workplace. OT new graduates felt the least prepared to meet employers' expectations and were the only group where employers' felt more positive about the graduates preparedness than the graduate did.
- ◆ Less than half of RN and Social Work employer respondents felt that new graduates were prepared for the current workplace.

### *Orientation Issues*

- ◆ With the exception of the SW and RT groups, the majority of employers and new graduates agreed on whether or not an orientation program was received and/or provided.
- ◆ Only 36% of OT respondents felt that the orientation they received was adequate, while 70% of OT felt that it was adequate. Differences were also observed in the RN, MLT and PH groups, though not to the extent of the OT group.
- ◆ For new graduates who felt that their orientations were not adequate, the majority reported that it was not long enough, the content was minimal and that an orientation to a specific position was necessary.

### *Preparedness for Future Workplace*

- ◆ The **top five changes in the workplace** that would require a specific change in the type or combination of education received by health professionals were identified by respondents as: changing scope of practice, the interdisciplinary team approach to care, the move to community health, the need for specialization, and the use of changing technology.

## **Recruitment and Retention in the Health System: A Discussion Paper**

prepared by Leslie Harnett and Regina Coady June 13, 2002 Health Community Services Human Resource Sector Study

As the national and international competition for health human resources escalates, the development of recruitment and retention best practices becomes increasingly important in maintaining health services in any region.

**This discussion paper examines recruitment and retention of health professionals in Newfoundland and Labrador.** It does so through a review of literature around four major themes: quality of work life, workload/skill mix, professional development and financial incentives. Each of these issues are then discussed in relation to allied health professionals, registered nurses, licensed practical nurses, physicians, and management in the provincial health system.

There is **not one solution to success in the recruitment and retention of health** professional. It involves a combination of strategies that can be implemented through the provincial government, the organization itself, professional associations and unions. By taking steps to address quality of work life, workload, professional development and financial incentives, health boards across Newfoundland and Labrador will become more successful in recruiting and retaining qualified health professionals.

### **Recommendations:**

1. In workplaces where there is little opportunity for change within a profession, rotating employment needs to be investigated as a means to allow health professionals the opportunity to work in alternate settings, for a selected time period.
2. Health boards' staff further develop health promotion, prevention and wellness programs, sharing best practices with other boards.
3. Funding of demonstration projects in selected areas of the province to test best practices in creating workplaces that support excellence in clinical practice, leadership, scope of practice, a collaborative work environment, and quality health services.
4. Government and Health boards work toward a 5 year plan to ensure a minimum of 0.6% of health system payroll be dedicated to training and development as per the inclusion criteria of the Conference Board of Canada.
5. Government and Health boards work toward a five year plan to ensure a minimum of 0.4% of payroll be dedicated to other professional development priorities not included in the Conference Board of Canada criteria such as attending external conferences and workshops, specialty and advanced education, and improving access to research, information and colleagues provincially, nationally, and internationally.
6. Competitive Atlantic Canadian public sector salaries and compensation.
7. The concept of a Provincial Health Professional Recruitment position(s) be explored.
8. Bursary programs and retention bonuses be targeted at difficult to recruit professionals and locations throughout the province. These programs and bonuses should be reflective of difficulty of recruitment and retention across Health boards, with attention paid to those locations where recruitment and retention of health professional is most challenging.

## **Allied Health Supply Report 2000/2001 Newfoundland and Labrador**

Prepared by: Tanya Noseworthy, Andrew Wells, and Regina Coady, May 7, 2002

This report provides an **overview of the current supply of nine allied health professional groups** in the provincial health sector including audiologists, dietitians, occupational therapists, pharmacists, physiotherapists, psychologists, respiratory therapists, social workers, and speech language pathologists.

Information for this report was collected primarily from the professional associations representing each allied health group. Some other secondary references were also used, such as the Canadian Institute for Health Information (CIHI).

Practitioners in all allied health groups represented in this report, except audiology, respiratory therapy, and speech-language pathology must meet provincial legislative requirements for licensing. The three professions without legislation currently have voluntary registration with their provincial associations and no registrar. Individual Health Boards may add further conditions and requirements as conditions of employment.

Inter-provincial mobility of most practitioners in these professions is relatively easy, however migration of foreign-trained personnel into the province can be a lengthy process due to international differences in education or practice standards as well as immigration processes.

Unlike physicians or nurses, these professional groups practice widely in both public and private health care delivery systems. As shortages are ongoing in both sectors, competitive employment factors are notable such as wage differentials and benefits. Generally, the compensation package in the private sector is higher than the public sector and attracts both new graduates and professionals from the public system. Caseloads may or may not be reduced in the private sector. Many practitioners employed in the public system, report working part time in the private sector as well. Recruitment by the private sector is a significant factor in the challenge to sustain professional services in the provincial health system.

Currently there are a **number of programs in place in the province** to assist with the recruitment and retention of allied health professionals. Seat purchase programs, bursaries, and relocation cost reimbursement programs exist and are associated with a return in service contract. Details of these programs are discussed in each section of the report as applicable. Additional compensation may also be offered to those with advanced degrees in some professions.

Education preparation for most professional groups represented in this report is at the bachelor or master's level, therefore requiring lengthy periods of study and high student loans for most graduates. Education is not available in this province for physiotherapy, occupational therapy, clinical psychology, speech language pathology, audiology or dietetics. Increasing educational requirements for entry to practice is an area of growing concern.

In December 2001, the Canadian Association of Occupational Therapists announced a movement to master's preparation as the entry to practice for that profession. The Canadian Physiotherapy Association is also considering this move. Employers are quite concerned that such increases in educational requirements for any new group will further challenge efforts to recruit and retain such professionals.

There are a number of challenges facing these professional groups. These include limited access to continuing education, geographic isolation and sole practice in several locations, excess travel time requirements in some locations to provide public access to services, vacancies, high turnover, perceived need by most professional groups and employers that more funded positions are needed, and high caseloads for many groups. Vacancies in the private sector and other public sectors add further pressures to the health sector both from the perspective of competition as well as limiting potential to purchase services.

### **Diagnostic Supply Report Newfoundland and Labrador 2000/2001**

Prepared by: Tanya Noseworthy November 2001

The report provides an **overview of the current supply of several diagnostic and therapeutic professional groups in Newfoundland and Labrador**. Included are medical laboratory technologists, ultrasound technologists, medical radiation technologists, radiation therapists, nuclear medicine technologists, and diagnostic cytologists. The data provided includes those who are licensed or eligible for license and does not include technicians, aids, or assistants.

There is considerable debate in health care today related to the impact an aging population will have on health service requirements. Statistics Canada has data which shows that there has been no significant decrease in the prevalence of most chronic conditions among people aged 65-74 over the past twenty years. If, indeed, the incidence of chronic disease among the elderly has not declined, a significant increase in the elderly population will likely result in a substantial increase in the demand for diagnostic and therapeutic services.

It is difficult to predict the effect of new diagnostic technologies and intervention approaches on the staffing requirements of diagnostic professionals in the province. As technology advances and improved diagnostic equipment becomes available, the need for technologists could rise or diminish. The increasing complexity of new technologies and equipment combined with the evolution of new testing modalities may also continue to cause a growing demand for services in the future.



## Licensed Practical Nurse Supply Report

Prepared by: Andrew Wells and Regina Coady, In consultation with RN/LPN Subcommittee July 5, 2000

### **Executive Summary**

Newfoundland and Labrador has the highest ratio of licensed practical nurses (LPN's) per population in Canada and the highest ratio of LPN's per RN. The LPN workforce in this province is comprised of approximately 2800 individuals. The total number of licensed practical nurses has slowly increased over the last 10 years by 7 percent. There has been a dramatic **increase in the number of LPN's over 45 years of age** in the past 11 years. At present, **41.4 percent of the LPN population is over 45 years old**. The majority of LPN's, 62.5 percent, work in a geriatric care setting. Nursing homes employ 47.2 percent of the LPN's with a further 45.2 percent reporting employment in hospital settings. There was a steady rise in the casual and temporary workforce throughout the 1990's fluctuating from 26.4 percent in 1988 to 37.8 percent in 2000.

The education of LPN's in this province is a one year diploma program currently offered at a number of sites throughout the province brokered through the Centre of Nursing Studies within the Health Care Corporation of St. John's. The diploma program was revised in 1996 with the additions of two core components, Medications and IV Therapy. All graduates subsequent to this date have completed this expanded curriculum. The numbers of enrolments and graduates has increased steadily since 1996 with a large number of applicants each year.

## Interim Registered Nurse Supply Report

Prepared by: Andrew Wells and Regina Coady, In Consultation with RN/LPN Subcommittee July 5, 2000

### **Executive Summary**

The registered nursing workforce in Newfoundland and Labrador is comprised of approximately **5400 individuals**, and this number has remained relatively constant over the last 10 years. The workforce is predominately female at 96 percent. Approximately **30 percent of the current registered nurse population are over 45 years old** compared to 45 percent of Canadian nurses in general. The **average age of a nurse in this Province is currently 39.3 years old**. The majority of registered nurses, 70 percent, work in the acute care sector. The long term care sector accounts for a further 12 percent of nurses. Registered nurses are older in long term care with 42 percent over 45 years of age compared to 20 percent over 45 years of age in acute care settings.

There was a steady rise in the **casual workforce throughout the 1990's going from 12 percent in 1990-1991 to 25 percent in 1998-1999**. This trend has reversed recently in 2000-2001 with 11 percent (preliminary figure) reporting casual employment. Conversely, there has been a **12 percent growth in the number of registered nurses reporting full time employment in 2000**.

The basic education requirements for registered nurses in this Province is now a Bachelor of

Nursing. A decrease in funded seats for nursing education was agreed to for the new BN (Collaborative) Program based on a surplus supply in the mid-nineties. The Planning Committee of the day, however, noted in their report that an increase in enrolment would be needed as the impact of an aging workforce drew closer. The net number of new graduates is currently 40 percent less (160 versus an average of 274) than in the early 1990's when the number of funded seats was higher. **This figure will stabilize at 34 percent (180 versus 274) in 2002.** There continues to be double the number of qualified applicants for each funded seat in the BN (Collaborative) Program.

Recent trends demonstrate **30 to 40 percent of new graduates leave the province after their first year of practice. If this out-migration trend continues and we continue to graduate 34 percent fewer nurses than the pre-early 1990's, and retirements increase as expected, maintaining an adequate supply of registered nurses in the province will be a challenge.**

## **Education Sector Reports - Newfoundland and Labrador**

### **Teacher Demand Supply and Retention in Newfoundland and Labrador**

Prepared by: Dr. David Dibbon and Dr. Bruce Sheppard, Memorial University 2001

The purpose of this submission is to provide the reader with an **overview of factors that shape the demand, supply and retention of teachers.** It contains the results of surveys given to teachers and education students. It compares teacher demand across the country and with the United States.

There are two school districts in Labrador, Districts one and two. *Note: In the report, District One being the most remotely isolated school district was compared to District Ten the most urban school district, in many cases. Not as much information was available on District Two.*

The population of the province peaked in 1993 and has been declining since that time. With Labrador having an 8% decline rate.

Almost **seventy percent of the current teaching profession in Canada will retire** in the next decade, thus putting us on the verge of a national teaching shortage. It is reasonable to assume 2500 teachers will retire in this province in the next ten years. In District Two (Labrador Straits and Northern Peninsula of Newfoundland) 25% of teachers are looking for a change in assignment for example, hard to recruit special needs teachers in some schools are looking to get back into main stream classroom teaching.

District One and District Two report good retention prospects, with **over eighty percent of current teachers saying they plan on staying for at least the next two years.** These two districts do have a **turnover rate of over ten percent** when one looks at retirement, out-migration, and plans to find a job in other parts of the province.

District One is the most remotely located school district. It administers nineteen schools, of which 11 (**approximately 58%**) **are considered rural schools**. There are about 5200 students enrolled in schools in District One, one-third of whom attend a rural school. District One has a very difficult time finding substitutes and filling maternity leave positions, especially in the rural schools. In District One there is an effort to identify ways and means to attract teachers to the area and to better utilize the skills of the teachers already there. There are also problems with filling specialized positions for math and science in the district. There is a higher incidence of hiring emergency supply teachers in Districts One and Two.

### **Supporting Learning: Ministerial Panel on Educational Delivery in the Classroom.**

By Dr. Ron Sparkes and Dr. Len Williams, March 2000

for the Government of Newfoundland and Labrador Department of Education

The 1990's brought changes in the education system in Newfoundland and Labrador unprecedented since the expansion of the 1960's. The reforms of the 1990's were driven by four major forces: 1) demographic trends, specifically a long term decline in enrollment, 2) the elimination of duplication of educational services, 3) financial consultants, as government attempted to reverse a lengthy period of deficit financing, and 4) education performance, more specifically the perception that the education system was not producing graduates with the knowledge and skills required to succeed in a rapidly changing society.

The first two are uniquely local, as this province faces enrollment declines unparalleled elsewhere in Canada. The last two are concerns nationally. The general mandate of the panel was to examine the education system and advise on ways to advance the reform process and address the outstanding issues of improvement and effective program delivery. **The Terms of Reference of the Panel were to:** 1. Examine the current educational delivery model and consider alternate approaches; 2. Conduct consultation to ascertain views on appropriate methods for allocating teacher resources and supporting the delivery of education in the classroom; 3. Examine current research, allocation procedures used in other jurisdictions and methods of delivery; and 4. Recommend changes to program offerings, the current method of allocating teachers, and program delivery methods and to examine issues associated with teacher training.

The research aspect of the Terms of Reference was interpreted as including examinations of educational outcomes, the breadth and depth of curriculum locally and elsewhere and the availability and use of resources. The specific topics investigated included (a) small school issues, (b) class size, (c) teacher allocation and workload, (d) the use of specialists and alternative staffing arrangements, (e) distance learning, (f) programming for special needs students, (g) teacher training, and (h) professional development.

The number of students relative to the number of teachers in this province remains the lowest in the country. **Enrollment decline is not evenly distributed across the province**, greater decline is being seen in rural areas. The teaching force has the same aging trend as is evident with the population as a whole and it is important to realize the **more than half the existing teaching force**

can be expected to retire over the next decade.

**There is every indication the teaching profession is entering a period in which there will be a steady demand for teachers, especially those in certain subject specialty areas.** While this province is experiencing difficulty in some areas presently, there is also a demand for teachers nationally and internationally. However, Memorial University of Newfoundland has seen a decrease in the number of graduates in the Faculty of Education. It is questionable whether or not there will be a sufficient number of graduates to fill the positions that will become vacant due to retiring teachers, given that other provinces are actively recruiting these graduates also.

## National Research, Reports and Documents

### Multi-Sectoral Reports - Canada

#### Recruitment and Retention Best Practices Inventory

Prepared by: Jurisdiction staff across Canada for the Northern Development Ministers Conference in 2002, Department of Labrador and Aboriginal Affairs

#### **Executive Summary**

In September 2001, a federal, provincial and territorial (FPT) Northern Development Ministers Conference took place at La Ronge, Saskatchewan. The attending Ministers identified three areas for follow up: Development of northern awareness; formulation of an economic infrastructure investment strategy; and **development of a recruitment and retention best practices inventory**. A FPT senior officials' working group, under the leadership of Newfoundland and Labrador, with partners from Nunavut, Manitoba, and the Department of Indian and Northern Affairs, undertook to work towards the fulfillment of the third priority.

Provincial and territorial governments and Indian and Northern Affairs Canada were contacted and asked to respond to the following information in the context of current and/or anticipated occupational shortages:

1. Identification of the skill sets/professions/trades where there are shortages for the north, serviced by organizations.
2. Providing background issues and highlighting the root causes of the difficulties in attracting and retaining people with the needed skill sets.
3. Identification and elaboration of strategies used to address these issues, including success stories as well as strategies that have not worked.
4. Highlights of any associated implication for and/or involvement with northern Aboriginal Communities.

While it is not clear if shortages in some sectors went unreported, it is evident that respondents did identify those shortages they consider most critical.

The responses were compiled in a template according to the four key issues listed above. The template displays both current and anticipated practices and is categorized by the following employment sectors: Health, Education, Social Sciences, Technical, Trades, Physical Sciences, Regulatory/Legal, and Administration.

The sector with the **highest number of identified shortages in the north was healthcare with education**, with **early childhood education and secondary school positions** having the next highest incidence of shortages reported. **Shortages in a wide variety of trades** were also reported in the Prairie Provinces, as were **technical skills shortages, particularly in Alberta and Newfoundland and Labrador**.

Reported **root causes** included; wage disparity with larger centers; high cost of living, risk of home ownership in the north, lack of opportunities for continued professional development, lack of employer funded education, isolation - social, cultural, and geographic, no relief workers, unreasonable work schedules, lack of resources to get the job done due to budget constraints, insignificant graduates in a number of fields to replace retirees, and the lack of language skills/cultural awareness.

**Best practices** manifest themselves in three major ways; first as related to **salaries**, benefits and working conditions; second, as **marketing initiatives** that promote the opportunities and benefits available in particular sectors or regions; and third, in **strategic and decentralized education** and training initiatives intended to provide people living in the North with the skills required by the northern labour market.

Other practices identified specifically with the retention strategies include: annual retention payments or bonuses after each year of service, clinical and management support for nurses and the creation of senior positions to address professional practice issues for Registered nurses, sponsorship for specialization and promotion from within, case consultation with specialist supervisors and access to program specialists, executive development programs for women and mid-level managers. Experience suggests that inclusion in organizational activities, i.e. renewal initiatives or participation in problem solving has positive effects on relationships and commitment.

There is a large gap between the Aboriginal population and non-Aboriginal population with respect to education levels, which are lower and unemployment rates, which are higher in the aboriginal population. Considering the projected growth rate for the Aboriginal community and the anticipated numbers of the young Aboriginal people soon to be of working age, an imperative exists to close the gap.

In the context of skill shortages in northern regions, associated recruitment and retention difficulties, and high unemployment in the predominantly Aboriginal population, logic suggests that there is a strong correlation between the solution to labour market needs in the north and chronically high unemployment in the Aboriginal community.

Employment equity programs, internships, job experience initiatives and agreements that support increased Aboriginal employment also figure significantly and there are many successful examples to be replicated. **Aboriginal employment strategies include** hiring Aboriginal human resource coordinators and consultants, Aboriginal representation on hiring boards and reviewing hiring processes to remove systematic barriers that limit access by Aboriginal candidates.

This document is available for distribution by contacting Department of Labrador and Aboriginal Affairs at (709) 896-1780. In 2003, the original report will be updated to include contact listings, successes from previously identified strategies and information on the private sector.

# Health Sector Reports - Canada

## Nursing Strategy for Canada

Prepared By : Health Canada October 2000

### Executive Summary

Canada is experiencing a crisis in nursing. This is a view expressed across the country, both in the health system and among the general public. While there are many different perspectives on why this is and what the most promising solutions are, there is significant agreement that the current shortage of nurses is getting worse and that left unchecked, this situation will lead to a deterioration in the quality of the nation's health care system.

In response to these concerns, the Conference of Deputy Ministers/Ministers of health directed the Advisory Committee on Health Human Resources (ACHHR) to develop a pan-Canadian strategy for nursing. Recognizing the complexity of the issue, they also directed the ACCHR to ensure meaningful consultation with the relevant stakeholders.

The initial document, Towards a Nursing Strategy for Canada: A Consultation Paper for Stakeholders, was developed by the Working Group on Nursing Resources and Unregulated Health Care Workers (WGNR), a sub-committee of the Advisory Committee on Health Human Resources, in March, 2000. The **purpose of this document was to solicit advice and feedback from the many nursing workforce** stakeholders prior to developing a nursing strategy for Canada.

This consultation paper identified that the goal of a Canada-wide nursing strategy is to achieve and maintain an adequate supply of nursing personnel who are appropriately educated, distributed and deployed to meet the health needs of Canadian residents. The document identified the **key nursing workforce issues** related to this goal, including: the need for detailed and accurate information and relevant research to support the development of improved human resource planning; increased educational capacity; improved opportunities for clinical experience and work place support for students and new grads; significant changes in the work place to improve the quality of nurses working lives; and better utilization of all nurses.

This initial paper explored the many different perspectives held on these issues by the various stakeholders to establish a common understanding of the complexity of the issue. It also posed twelve action strategies, developed by the WGNR, for consideration.

In the administered survey, 94 formal responses were received from a wide variety of stakeholders, including professional regulatory bodies, associations and unions representing all three nursing groups, educators, employers and government. These responses guided the development of the final document, A Nursing Strategy for Canada.

## Survey of Nurses in Isolated First Nations Communities: Recruitment/Retention Issues

Prepared By : Lynne Tyler and Joan Riggs, Aboriginal Nurses Association of Canada Final Report September 8, 2000

### **Excerpts from the Executive Summary**

Nurses working at the front line of delivering health care in isolated First Nations communities presented the issues they knew to be affecting nursing resources at nursing stations. Concerns about inadequate nursing staff in isolated communities is not new. High turnover rates of nursing staff have plagued the delivery of health care services in First Nations communities for at least two decades. However, with the addition of the recent global nursing shortage, the nursing resources available to isolated communities have reached critical proportions. The findings of this survey will serve in the development of innovative strategic measures required to address the acute nursing shortage in isolated First Nations communities.

The purpose of the survey was to gather information in two key areas from nurses who worked or are currently working in isolated First Nations communities. The first was to **distinguish the characteristics** of nurses who remain in isolated and northern communities for longer periods of employment than those who leave. The second key area of investigation was to **identify factors that motivate nurses** to work in isolated First Nations communities, to remain, or to leave. Interviews were conducted by telephone and included a schedule of questions that were both open-ended and closed.

One hundred and eighty-nine current northern nurses (81% of the pool of eligible nurses participated) and 76 nurses formerly employed in the north (likely to be less than 10% of the pool of eligible nurses) were interviewed between February and April, 2000. The sample population consisted of nurses working in isolated (generally fly-in) First Nations communities in the northern part of the provinces. These areas were within FNIHB jurisdiction. Nurses who formally worked in the north included those who worked within and outside of FNIHB jurisdictional areas. In addition, ten of the FNAs who operate nursing stations in isolated communities (n=15) participated. They included all FNAs west of Quebec and the major employers in Quebec.

The findings of this survey reveal that the challenge of attracting and retaining nurses to work in isolated First Nations Communities requires the consideration of a complex set of inter-related factors. **Nurses who have worked in the same community for five years or more include some of the following factors:** they are aboriginal, they are from the north or if they came from a southern part of Canada then they are from a rural or small town upbringing and they have a partner who lives in the community. **Other attributes of a long term nurse include:** having nursing experience, especially in acute care or well-rounded, diverse nursing experience, have a respectful and non-judgmental attitudes towards clients and the community, have an understanding of, and openness to, First Nations cultures.



Aboriginal nurses are instrumental to the stabilization of the nursing workforce in isolated First Nations communities. However, Aboriginal nurses face unique challenges too. For example, they found that credibility as nurses in the eyes of community members is not as good as with the non-Aboriginal nurses.

Community residents and clients of a nursing station have a major impact on the nurses decision whether to stay in the posting. A **welcoming community and the quality of relationships with the people** in the community are the top factors for choosing to stay in a community. “Nurses come for the practice but stay for the people.” The nurses believe that there are communities who cherish and value their work. However, violence and a disrespectful community are two reasons to consider leaving a community.

The employer’s role in setting appropriate working conditions and management practices to support a conducive work environment were crucial factors for retaining nurses. Reasonable work schedules and good living conditions such as housing and recreation opportunities are important. Nurses identified the lack of management support as one of the leading reasons considered to leave the nursing station setting. Other reasons for leaving or considering leaving include: conflicts or lack of support in community, living conditions, overwork, and threats to their safety.

In total, interviews were completed with 189 current northern nurses and 76 nurses who formerly worked in the north.

### **Modified Recruitment and Retention Program (PRRP) for Rural and Small Urban Communities: Program Guide**

Prepared By: British Columbia Ministry of Health and Ministry Responsible for Seniors, Modified  
January 2001

The modified Physician Recruitment and Retention Program provides funding for recruitment, retention and on-call service in rural and small urban communities as per the recommendation of the Alan Hope QC Mediation Report, November 2000. The purpose of the program is to offer premium incentives to enhance the supply and stability of physician services in rural and small urban communities.

The program allows Health Authorities to:

- provide retention premiums for general practitioners and specialists;
- offer \$10,000 signing bonuses to new doctors recruited by health authorities;
- provide payments to general practitioners and specialists who provide on-call services;
- provide enhanced Continuing Medical Education (CME) funding; and
- support physician advanced practice and post graduate training.

Health Authorities, in consultation with their medical staff, must have, or be working towards the creation of a Physician Supply Plan (PSP) which addresses access issues over the immediate and long-term. The Health Authority's plan for physician supply must consist of a number of items, including:

- provide for the full continuum of services, including primary care, specialty care, acute care, home care and long terms care in a coordinated, accountable and sustainable manner appropriate to the population served;
- recognize the need of medical staff for reasonable periods away from work for such things as continuing education, vacation, and health needs;
- identify which physician services can be provided within the region and those which must be referred out.

To be eligible to receive premiums under this program you must be a general practitioner or specialist with an established practice (includes hospital practice and service contracts). Specialists eligible for on-call payments under both Physicians in Rural Practice, may choose the greater of the two premiums, but not both. Locum and temporary replacement physicians are eligible to receive the retention premium and on-call payments which apply to the community in which they are providing coverage.

No additional funds are to be made available to physicians by the Health Authorities for clinical services covered by this program. This program runs for three months and will be modified and extended for future years, subject to negotiations between the Ministry of Health and the British Columbia Medical Association, and budget appropriations and on-going program evaluation.

**Minister's Advisory Committee on the Recruitment and Retention of Registered Nurses and Registered Psychiatric Nurses in British Columbia: Interim Report and Recommendations to the Minister of Health** October 1, 1999

The Registered Nurses Association of British Columbia (RNABC) reports that over 12,000 of the 28,000 B.C. registered nurses, who are currently employed in B.C. are over 45 years of age and will be retiring within the next 10 to 20 years. RNABC also reports that B.C. graduates only half the required number of nurses (659 in 1998) needed annually to replace retiring registered nurses.

Universities report they have no shortages of qualified people applying to the nursing program. In fact, more people are applying than there are seats available in the program. Universities would increase the number of seats if they could get the funding.

The Interim Recommendation of June 30, 1999 is to add 400 nursing seats. Since this time, the Committee has learned from the chair, Health Sciences Dean and Directors Committee, that 286 new nursing seats is a feasible number. However, continuing effort must be made in nursing education to support the unmet demand for nurses, now and in the future.

It is recommended by the Committee that a Research Team be formed and respond to the following objectives:

- identify the number and type of jobs/skills to meet forecasted general duty and specialized nursing staff requirements in each health authority over the next three to five years
- examine best strategies for retention of nurses, including new graduates and specialty nurses
- examine rural and northern nursing shortages, report on current management actions and make recommendations to address the shortages
- analyze B.C. nursing graduates, their numbers and deployment and make recommendations based on this analysis in relation to the objectives of the accord.

The Committee has conducted three surveys, seeking information on issues identified in the Accord.

Major issues identified in these surveys include, but are not limited to:

- reported shortages of nursing staff and other health service professionals
- integration of new graduates into the workforce
- lack of research in the field of evidence-based human resources
- wage differentials between community and hospital nurses
- support for mentors in the existing workforce.
- Some recommended strategies for tackling the nursing shortage is:
- Health Match. Provide employment opportunities for physicians to work in rural and remote locations. HEABC has expanded Health Match to include nurses and other health care professionals.
- Foreign Recruitment of Nurses.
- The Committee has consulted with Health Labour Adjustment Agency (HLAA) on their involvement with B.C. educational institutes.

## Education Sector Reports - Canada

### **Challenges and Possible Solutions to Retention and Recruitment of Teachers on Reserves**

Prepared By : Canadian Labour and Business Centre, January 2, 2002

#### **Executive Summary**

The education of First Nation peoples living on reserve has become an issue of high priority in recent years. The effective recruitment and retention of teachers for on-reserve education is seen as pivotal to the delivery of education at a standard that is comparable to that in provincial schools. A teacher shortage and high turnover rates threaten educational quality, thereby slowing efforts to reduce the gap in education attainment levels between First Nations and other students.

Concerted efforts will be required to solve shortage and reduce the gap, but there is currently little available information on challenges and barriers to teacher recruitment and retention for on-reserve education. This report aims to identify and better understand institutional perspectives on barriers and challenges, particularly labour-related ones, to teacher recruitment and retention in Western Canada.

The project relied upon a review of the literature and consultations with key stakeholders in order to gather insights on policy and development issues relating to the recruitment and retention of teachers for on-reserve education. The information was collected primarily by means of telephone interviews, using a structured interview guide, but several interviews were conducted in person. A total of 33 respondents were interviewed during the course of the consultations, while an additional fifteen people filled out a copy of the questionnaire. However, the limited number of interviews means that this research's sample of education stakeholders is not necessarily representative and caution should be applied when interpreting research findings.

The paper contains a discussion of several issues that are emerging when comparing the findings from the four provinces. It makes suggestions as to what future directions INAC might take in order to promote the search for solutions to the teacher recruitment and retention challenge. These suggestions are grouped along the following headlines:

- Providing competitive salaries and attractive benefit packages
- Increasing job and personal security
- The need to increase overall funding levels
- The need to embrace a broader framework
- Addressing the issue of lack of pension portability and benefits
- A focus on Aboriginal teachers
- Strengthening the relationships with teachers' association and federations
- Schools partnering among themselves and with the public school system.

The breadth and scope of these proposed directions highlight the fact that the constraints related to recruiting and retaining teachers for on-reserve education are multi-faceted. INAC can play an essential leadership and facilitating role by bringing all the education stakeholders at the same table and confronting the teacher shortage issue. A logical starting point is to build on the creativity that is evident in some of the solutions presented here, and on the commitment displayed by the individual and organizations that were encountered during the course of this project's research.

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